This is to certify that the

dissertation entitled

Coordinating Councils as Vehicles for Achieving
a Coordinated Community Response to Domestic
Violence: An Examination of the Correlates of
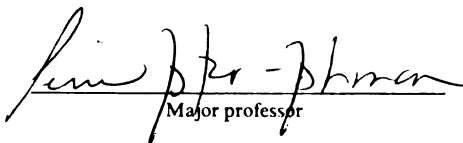Council Effectiveness

presented by

Nicole Elizabeth Allen

has been accepted towards fulfillment
of the requirements for

Ph.D.   Psychology
————————————— degree in —————————————

Major professor

May 10, 2001
Date ———————————————

0-12771

COORDINATING COUNCILS AS VEHICLES FOR ACHIEVING A COORDINATED
COMMUNITY RESPONSE TO DOMESTIC VIOLENCE: AN EXAMINATION OF
THE CORRELATES OF COUNCIL EFFECTIVENESS

By

Nicole Elizabeth Allen

A DISSERTATION

Submitted to
Michigan State University
in partial fulfillment of the requirements
for the degree of

DOCTOR OF PHILOSOPHY

Department of Psychology

2001

ABSTRACT

COORDINATING COUNCILS AS VEHICLES FOR ACHIEVING A COORDINATED COMMUNITY RESPONSE TO DOMESTIC VIOLENCE: AN EXAMINATION OF THE CORRELATES OF COUNCIL EFFECTIVENESS

By

Nicole Elizabeth Allen

It is widely recognized that intimate partner violence against women is a pervasive social issue. Approximately two million women are physically assaulted annually in the United States (Tjaden & Thoennes, 1998). Given the need to involve multiple service systems (e.g., criminal justice, human service, educational) in the response to domestic violence (Clark, Burt, Schulte, & Maguire, 1996), communities are increasingly focused on creating a 'coordinated community response' (CCR). This is critical because these systems often have diverse goals and sometimes competing priorities. The goal of a CCR is to encourage collaboration across systems, and to implement new policies and practices that ultimately increase women's safety and batterer accountability. While efforts to develop a CCR are underway in many communities across the United States, little is known empirically about what contributes to the effectiveness of these efforts. One common vehicle for encouraging a CCR is the use of coordinating councils. These councils are collaborative bodies that include key stakeholders in the community response to domestic violence, and that meet regularly to address the unique issues of responding to domestic violence in a given community. Coordinating councils in general face barriers to achieving collaboration across multiple stakeholders; the collaborative process of domestic

violence coordinating councils is likely to include such challenges. Furthermore, domestic violence coordinating councils must deal effectively with a history of conflict and inequity that has characterized the fight for social justice within the domestic violence movement. Given this context, it is critical to attend to the factors that facilitate or impede the effectiveness of such councils. The purpose of this study was to: 1) examine the effectiveness of domestic violence coordinating councils in one state and 2) investigate correlates that positively contribute to council effectiveness. Correlates examined included aspects of the council climate (e.g., shared power in decision-making; quality leadership) and council characteristics (e.g., degree of formality of council structure). Survey data were collected from 511 coordinating council members across 43 councils. Given that this study included multiple councils as well as numerous individuals within each council, special attention was paid to multiple levels of analysis. This study found that both council climate and council characteristics were important correlates of council effectiveness. Specifically, a council climate characterized by effective conflict resolution, shared power in decision-making, a shared mission and effective leadership was associated with greater council effectiveness. However, elements of council climate were differentially related to indicators of council effectiveness, indicating that one element may be more salient than another regarding different aspects of the councils' collective work. In addition, the degree to which councils received support from their communities, funders and local policy makers and the degree to which they fostered active participation from a diverse set of stakeholders also influenced their effectiveness. The implications of these findings are discussed.

In loving memory of

Georgia Belosic

Woman Warrior

February 3, 1922

February 11, 2000

ACKNOWLEDGMENTS

TABLE OF CONTENTS

LIST OF TABLES

OVERVIEW

Intimate violence against women[1] is now commonly recognized as a pervasive

social problem. While this may seem self-evident, it represents a substantial shift from the

widespread perception of domestic violence as a 'private matter' common only two

decades ago and still lingering today. A recent research brief produced by the National

Institute of Justice and the Centers for Disease Control and Prevention estimates that 1.9

million women are physically assaulted annually in the United States (Tjaden & Thoennes,

1998). The prevalence of intimate violence against women coupled with evidence

documenting the detrimental psychological (e.g., depression and anxiety) and physical

health consequences of such abuse (e.g, Cascardi & O'Leary, 1992; Campbell, Sullivan, &

Davidson, 1995; Eby, Campbell, Sullivan, Davidson, 1995; Goodman, Koss, & Russo,

1993; Haber & Roos, 1985; Koss et al., 1991; Sutherland, Bybee, & Sullivan, 1998)

emphasizes the need to respond to this phenomenon. While it is critical that we

understand the experiences of women with abusive partners and the deleterious

psychological and physical consequences of abuse, we must also broaden the scope of our

inquiry to focus on the current efforts of communities to develop effective responses to

end intimate violence against women. This focus is a critical component of understanding

---

[1]

The phrases 'intimate violence against women,' 'domestic violence,' and 'intimate partner
violence' will be used interchangeably to describe intimate partners' systematic use of
psychological and physical abuse to exert power and control.

not only why intimate violence against women persists, but what actions can be taken to end this violence.

A Coordinated Community Response

Historically, the community response to intimate violence against women has been characterized by inadequate services (Gondolf, 1988; Sullivan, 1991), and a lack of coordination across the systems involved in responding to domestic violence cases (Hart, 1995; McEvoy, Brookings, & Brown, 1983). In an effort to address these shortcomings, current community response efforts have centered on what is commonly termed a 'coordinated community response' (CCR) to intimate violence against women. A 'coordinated community response' refers to community-wide efforts to bring together relevant stakeholders to respond to intimate violence against women in a comprehensive manner by instituting policies and procedures that increase women's safety and batterer accountability (Pence & Shepard, 1999). While many CCRs initially focused on reforming only the criminal justice system (e.g., police, prosecutors, judges, probation officers), there has been an increasing recognition that stakeholders in arenas outside of the criminal justice system must be included in efforts to end violence against women (Clark et al., 1996). This is important given that responding to intimate violence against women requires the mobilization of a variety of community systems including the health care, criminal justice, educational, and social services systems, all levels of government, religious organizations, and businesses (Clark et al., 1996). To date, there have been few examinations of the efficacy of 'coordinated community responses' of this nature, but

early evaluations and anecdotal evidence suggests that where these efforts exist, greater strides are being made toward addressing the complex issues that arise when responding to violence against women (Buel, 1997; Clark et al., 1996; Edleson, 1991; Hart, 1995).

Given the promise of CCR's to improve the community response to violence against women (Pence & Shepard, 1999), gaining a better understanding of what vehicles facilitate such a response is critical. One such vehicle is the domestic violence coordinating council. Although coordinating councils have become increasingly widespread, we know little about their effectiveness in facilitating a CCR. While there is preliminary evidence to suggest coordinating councils can play a positive role in the development of a CCR (Buel et al., 1997; Clark et al., 1996), there is also competing anecdotal evidence suggesting that coordinating councils are not the most effective way to achieve a CCR (Gamache & Asmus, 1999). This study is one of few systematic examinations of the effectiveness of domestic violence coordinating councils.

Examining the Role of Coordinating Councils

Broadly speaking, coordinating councils[2] are collaborative bodies that include key stakeholders (i.e., individuals/organizations that are affected by or influence a given issue) who meet regularly to respond to a given issue in a collaborative manner. While there is relatively little research on the application of coordinating councils to domestic violence

---

[2] The term coordinating council will be used in this study to refer to any interdisciplinary collaborative body responding to domestic violence (e.g., domestic violence task force or coordinating committee).

intervention, there is some evidence that this vehicle may lead to increased coordination among agencies responding to domestic violence (Clark et al., 1996). In a study done in San Francisco, the presence of a coordinating council was found to facilitate interactions between agencies, promote broader institutional change and increase the responsiveness of the service system to the needs of battered women (Clark et al., 1996). These findings provide early evidence of the usefulness of these councils. However, there is still a great deal to be uncovered about the degree to which councils are effective in encouraging a CCR to domestic violence in their communities. A goal of this study was to examine the capacity of coordinating councils to engage in collective work and affect change in their communities.

While investigating direct indicators of community change (e.g., increased community awareness or access to resources) was beyond the scope of this study, this study takes a first step in understanding the effectiveness of domestic violence coordinating councils. Council effectiveness as operationalized in this study refers to each council's capacity to engage in collective work to address their goals and the goals of a CCR. This is important given that councils engaging in collective work and addressing issues relevant to multiple systems are more likely to achieve broad systems change. Thus, the first purpose of this study was to examine multiple indicators of council effectiveness: a) the breadth of goals that councils focused on to stimulate a CCR (i.e., the number of areas of reform they have addressed), b) the degree to which councils have accomplished their goals in these areas according to council leaders, and c) the degree to

4

which council members perceive their council as effective in meeting its goals and stimulating needed reforms of policy and practice that encourage batterer accountability and women's safety.

This study utilized two sources of information to gauge councils' effectiveness in encouraging a CCR to domestic violence. First, information was gathered from domestic violence coordinating council leaders and/or coordinators in one state regarding a) the goals they were setting and b) the degree to which they were accomplishing these goals. These data provide information regarding the breadth of councils' collective work (i.e., the total number of goals councils addressed[3] in the *criminal justice system* and in the *human service delivery system*) as well as their effectiveness in achieving these goals, according to a single key informant.

Second, council members' perceptions of the effectiveness of councils (i.e., the degree to members view their councils as effective in meeting intermediate goals such as improving relationships among stakeholders and the goals of a CCR, such as reforming policies and practices) were assessed. This second proxy for council effectiveness is important for a number of reasons. First, there is a long tradition of utilizing the perceptions of multiple setting members to understand the character of a setting (e.g., Forehand & Gilmer, 1962). In fact, other studies of collaborative processes and outcomes

---

[3]
For the purposes of this study 'addressing' an area of reform is equivalent to simply *identifying* it as a formal or informal goal of the council; 'accomplishing' or 'achieving' a goal or an area of reform refers to the degree to which it was successfully completed.

have used perceived effectiveness as a proxy for the effectiveness of collaborative settings (e.g., Gottlieb, Brink, & Gingiss, 1993; Kumpfer, Turner, Hopkins & Librett, 1993). Second, examining the breadth of council goals and the degree to which these goals are accomplished provides only a partial understanding of council effectiveness. Council members' perceptions provide a valuable source of insight into council functioning that extends beyond the number of goals they are addressing. For example, councils could address a broad range of goals, but may be relatively ineffective in achieving change in any area. Simply attending to the breadth of goals would obscure councils' relative effectiveness in meeting their goals. In addition, gathering data from multiple informants creates the opportunity to validate key informants' impressions of the degree to which councils are accomplishing their goals. This is important because there is some evidence that leaders may evaluate a setting differently than other setting members (Foster-Fishman & Keys, 1997; Martin, 1992). Finally, the degree to which council members perceive councils as effective is related to their participation and commitment to the collaborative endeavor (Skaff, 1988). Understanding those factors that contribute to council members' perceptions of the effectiveness of their councils provides valuable information about how to encourage continued participation in council activities.

Investigating Correlates of Council Effectiveness

Examining collaborative bodies requires a focus not only on the degree to which they are effective, but also on what contributes to their effectiveness. While the collaboration literature has identified numerous facilitators and barriers to collaboration

(e.g., Butterfoss, Goodman, & Wandersman, 1993; Foster-Fishman, et al., 2001; Roussos & Fawcett, 2000), efforts to build models of effective collaboration and to examine trends across collaborative settings have been limited by the relatively small number of studies that examine more than a single council. Thus, the second purpose of this study was to examine multiple settings in an effort to understand more about what aspects of the collaborative setting influence council effectiveness. This study focused on: a) the council climate for collaboration (e.g., the degree to which power is shared in decision-making) and b) characteristics of the council setting (e.g., the degree of formality in the council structure) as correlates of council effectiveness.

<div align="center">Council Climate</div>

Social climate refers to the personality or character of a setting along a number of dimensions (Moos, 1973, 1979). Such dimensions refer to a variety of elements of the social setting, including, for example, the degree to which the setting fosters cooperative versus competitive relationships and/or promotes the personal-development of setting members (e.g., achievement; Moos, 1973, 1979). Moos suggested that social climate could be characterized by employing the same methods researchers use to characterize individual personality traits. A focus on the climate of a setting provides a useful framework for the investigation of councils because it attends not only to those characteristics of a setting that can be described 'objectively' (e.g., the council size or breadth of membership), but to the character of various 'intangible' aspects of the setting that can be understood only by assessing the experiences of individuals within the setting

(Rousseau, 1988).

In addition, an assessment of council climate is an important part of examining council effectiveness given substantial evidence that the climate of a setting has a powerful effect on organizational outcomes. These include individual level outcomes such as the degree to which setting members implement desired innovations (Klein & Sorra, 1996), as well as group level outcomes such as workgroup innovation (Anderson & West, 1998). Organizational scientists also stress the importance of assessing climate with a particular referent such as identifying a climate *for* innovation (Schneider & Reichers, 1983). The focus of this study was to begin to uncover essential elements of a climate for collaboration.

Specifically, this study examined four elements of the council climate hypothesized to facilitate the collective work of domestic violence coordinating councils. While these elements of council climate are not *unique* to the domestic violence context, there is some evidence that certain issues may be more salient for collaborative efforts in one domain (e.g., early intervention with families) than they are for those in another domain, in this case, responding to domestic violence (Gray, 1989; Mattessich & Monsey, 1992; Reilly, 1998). Considering the unique aspects of the domestic violence context, this study focused on assessing the degree to which the council climate encouraged common ground and the inclusion of all stakeholders within a context of diversity and power disparity.

While power issues - specifically how councils deal with conflict and power disparities among stakeholders - are common in many collaborative efforts (Winer & Ray,

1994), they are likely to be particularly salient in the domestic violence context. Feminist scholars have long asserted that the sexism of a patriarchal structure is the root cause of violence against women and its persistence across cultures (e.g., Radford & Stanko, 1996; Schechter, 1982). Structural inequalities and imbalances of power lie at the center of the perpetuation of violence against women (Schechter, 1982) and have been reproduced in efforts to respond to domestic violence, both within the feminist movement and within larger social institutions (e.g., the criminal justice system; Radford & Stanko, 1996). For example, while domestic violence advocates have had to fight for battered women's basic rights to safety to be upheld by courts, batterers have been treated leniently and have not been held accountable by the courts.

These patterns reflect a history of structural inequity and necessitate a focus on power dynamics in an examination of the collaborative process of domestic violence coordinating councils. This is essential given that many of the stakeholders who were engaged in these struggles are now required to collaborate with each other. Yet, these varied stakeholders have disparate power to influence the reforms in policy and practice that are central to the creation of a CCR to domestic violence. For example, high ranking criminal justice officials, such as judges and prosecuting attorneys, have much greater influence over whether cases are prosecuted and sentencing practices than domestic violence advocates and survivors. However, it is often the latter that have greater knowledge of domestic violence and what is needed to enhance the safety of women. To be successful, these settings need to foster a climate that encourages all voices to be heard

and does not suppress the expertise of any stakeholder, especially those who have traditionally been the least powerful. Given differences in the relative power of stakeholders and the need to overcome divergent viewpoints, this study focused on the relationship of four elements of the council climate to council effectiveness: a) the degree to which councils handle conflict effectively, b) the degree to which power/influence in decision making is shared across all stakeholders, c) the degree to which a shared/unifying mission has been achieved and d) the degree to which leaders are efficient and organized as well as skilled at encouraging the active and equitable participation of all stakeholders.

Council Characteristics

Council characteristics, such as the council structure, were also investigated as important correlates of council effectiveness. Such an investigation is critical given that there is some evidence that characteristics of the council setting are related to council effectiveness and that structural changes (e.g., incorporating the use of an agenda) may be more easily implemented than changes in council climate (e.g., fostering shared power in decision-making). Thus, the relationship of four council characteristics to council effectiveness were examined in this study: a) the breadth of official and active council membership (i.e., the number of stakeholder groups who are official and/or active members), b) the perceived presence of external support for council activities (e.g., the support of the community and policy makers), and c) the degree to which the council has formal structures in place (e.g., established processes for decision-making). In addition, given that councils go through different developmental stages and that older councils will

likely have accomplished more than younger councils (Butterfoss, Goodman, & Wandersman, 1993) the number of years the council has been in existence was included as a covariate in all analyses.

Current Study

The current study had two primary purposes. The first purpose was to examine council effectiveness. To address this purpose, the following research questions were investigated: 1) To what degree do councils address a broad range of goals relevant to the development of a CCR (within and beyond the criminal justice system)? 2) To what degree are councils accomplishing their goals? and 3) To what degree do council members perceive councils as effective in meeting intermediate goals and in facilitating reforms in policy and practice that encourage women's safety and batterer accountability? The second purpose of this study was to examine the correlates of council effectiveness. To address this purpose, two final research questions were explored: 4) To what degree is council climate (e.g., shared power in decision-making) related to council effectiveness? and 5) To what degree are council characteristics (e.g., formality of council structure) related to council effectiveness? In order to investigate the issues that might emerge in the process of developing a coordinated community response to intimate violence against women, this study employed both survey research methods and semi-structured interviews with key informants.

The following literature review begins by providing a historical context for understanding the need for a coordinated community response to violence against women.

This is followed by an overview of current research on coordinated community response efforts and the potential role of coordinating councils. Finally, a review is presented of the multiple aspects of collaborative settings that are the focus of this study.

INTRODUCTION

History of the Domestic Violence Movement: Encouraging Community Accountability

A brief history of the battered women's movement provides an appropriate starting place for understanding current efforts to mobilize communities to respond to violence against women in a coordinated fashion. This historical perspective sets the stage for exploring the collaborative efforts of key stakeholders from multiple service systems. The direction of current community interventions addressing domestic violence rests on the historical developments of the last 25 years (Pence & Shepard, 1999). The battered women's movement affected major social change, successfully arguing that the state bears the responsibility for protecting women and for holding their abusive partners accountable (Dobash & Dobash, 1992; Schechter, 1982). While there is still much work to be done to achieve these goals in *all communities*, many communities across the United States have begun to transform their response to domestic violence.

While many events can be viewed as precursors to the domestic violence movement that began in the early 1970's (Schechter, 1982), one marker for the 'beginning' of this movement was the opening of the first women's refuge in Great Britain (Dobash & Dobash, 1979). This marker is particularly significant considering that shelter programs formed the cornerstone of the domestic violence movement and still play a critical role in advocating for women with abusive partners. The domestic violence movement quickly spread throughout the United States and battered women's shelter programs were opened

across the country. It is important to note that the battered women's movement was not simply a service delivery reform movement, but a feminist movement that sought not only greater access to services, but social change in societies that subordinate women and perpetuate their abuse (Dobash & Dobash, 1992; Schechter, 1982). Understanding the original goal of this movement is important because it underscores the tensions that emerge as the response to violence against women becomes increasingly professionalized (Radford & Stanko, 1996). Schechter (1982) discusses this struggle, noting that being "caught up in daily survival and the need to build institutions, activists have sometimes lost sight of the political visions that inspired the formation of a movement" (p. 5). Still, the work of activists in the battered women's movement started an ongoing transformation of the community response to violence against women, beginning the slow process of shifting the responsibility for ending violence from survivors to the community.

To date, considerable progress has been made in increasing women's safety and batterer accountability. For example, there have been multiple reforms to the criminal justice system, expanded shelter and advocacy services, and an increase in batterers' interventions (Pence & Shepard, 1999). Regarding the criminal justice system, in every state there is now some version of a personal protection order to remove abusive partners from women's homes (Pence & Shepard, 1999). This represents a significant policy change from the previous stance that required women to leave their homes if they wanted to escape their abusers. Similar advances have occurred outside of the criminal justice system. For example, both the American Medical Association and the American Bar

Association, two powerful lobbying groups, have taken stands against domestic violence (Flitcraft, 1992 as cited by Pence & Shepard, 1999).

It is also important to note the advances made in federal legislation that support ending violence against women. Most notable was the passage of the Violence Against Women Act of 1994 (VAWA; Title IV of the Violent Crime and Law Enforcement Act of 1994) and its subsequent renewal in 2000. VAWA was responsible for appropriating over $130 million to states and US territories to support their efforts to effectively address violence against women (Burt, Newmark, Jacobs & Harrell, 1998) and the renewal of this legislation promises more funds will follow. Legislative support was also evident in the special provisions made in the sweeping welfare reform of 1996 to mitigate the potential negative effects of welfare reform on women with abusive partners (i.e., Violence Against Women Option of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996). While not all states are taking advantage of this option, and early evidence indicates it is not widely used by women when it is available, its presence in the federal legislation speaks to effective institutional advocacy and an increasing awareness regarding the dangers survivors of domestic violence face.

Coordinated Community Response Efforts

This history of efforts to stimulate a response to domestic violence illustrates the necessary involvement of varied stakeholders, including the human service, criminal justice, and educational systems as well as religious organizations, all levels of government and community businesses (Clark et al., 1996). The central goal of a coordinated

15

community response is to encourage cooperation and communication across these systems in order to increase batterer accountability and women's safety (Clark et al., 1996; Pence & Shepard, 1999). These goals are achieved by the slow and arduous process of altering policies and practices that have a direct impact on the safety of women. For example, numerous communities across the United States have adopted pro or mandatory arrest policies that shift the burden of deciding to arrest the batterer from the survivor of the assault to the state (Gwinn & O'Dell, 1993; O'Dell, 1996).

The history of the battered women's movement has demonstrated a core component of systems change – that changes must occur on the institutional level to influence changes among individual practitioners (e.g., law enforcement personnel; Pence, 1999). In order to affect change on the institutional level, dialogue and cooperation must ensue on the part of all key organizations and systems. Hart (1995) emphasized that parallel reforms of individual components of the systems responding to domestic violence may decrease women's safety and increase fragmentation across systems. However, it is important to underscore that the creation of a CCR does not only involve *coordinating* existing systems; changes must also be made to these systems so that their policies and practices protect women rather than place them in greater danger. That is, coordination should not ensue for coordination's sake, but for the purpose of stimulating reform in policies and practices while simultaneously improving communication across systems (Pence & McDonnell, 1999). For example, it is not simply that law enforcement needs to better coordinate their efforts with domestic violence advocates, but that they also need to

utilize advocates' understanding of the dynamics of domestic violence to inform arrest policies and practices that increase the safety of survivors rather than inadvertently place survivors in greater danger. In fact, Pence and McDonnell (1999) describe coordination without reform to existing systems as potentially harmful to battered women, actually resulting in decreased safety. For example, partnerships between domestic violence advocates and child protective workers are essential (Carter & Schechter, 1997; Schechter & Edleson, 1994), but in the absence of reform to the existing child protection system that holds women exclusively accountable for the safety of their children, coordination efforts could actually result in more women becoming visible to the child protection system, placing them at *greater* risk for facing neglect charges or losing their children. Taken together, Hart (1995) and Pence and McDonnell (1999) are suggesting that reform should not occur in the absence of coordination and coordination should not occur in the absence of reform.

To date, the development of a coordinated community response to domestic violence has taken three forms: a) free standing organizations responsible for encouraging cooperation and institutional change (e.g., the Domestic Abuse Intervention Project (DAIP) in Duluth), b) programs within existing organizations that are responsible for encouraging coordination and institutional change (e.g., within a shelter program or prosecutor's office), and c) domestic violence coordinating councils (i.e., free-standing committees, task forces or boards formed to lead the coordinating effort; Gamache & Asmus, 1999; Hart, 1995).

While there is no empirical evidence determining which of these three strategies is most effective in facilitating a CCR, domestic violence coordinating councils have become very popular and are increasingly formed as a way to meet the collaboration requirement to receive federal and state funding (Burt, Newmark, Jacobs, & Harrell, 1998; personal communication, Gamache, 1999). In fact, Gamache and Asmus (1999) report that numerous national organizations have specifically called for the development of coordinating councils including: the National Council of Juvenile and Family Court Judges, the American Prosecutors Research Institute, the American Bar Association, and the American Medical Association. The increasing presence of domestic violence coordinating councils warrants further investigation regarding their effectiveness and the factors that impede or facilitate their effectiveness.

Interagency Coordinating Councils

Broadly speaking, coordinating councils are collaborative bodies that include key stakeholders (i.e., individuals/organizations that are affected by or influence a given issue) who meet regularly to respond to a given issue in a collaborative manner. In human services, coordinating councils have gained some recognition for their potential role in facilitating collaborative efforts by encouraging relationships among relevant stakeholders (e.g., Butterfoss, Goodman & Wandersman, 1996; Foster-Fishman, Salem, Allen & Fahrbach, in press; Penner, 1995). It is not surprising, then, that one of the vehicles commonly employed in the process of creating a coordinated community response to violence against women is a coordinating council (Clark et al., 1996). These councils

typically consist of representatives from many service systems and organizations that are deemed central to intervening in domestic violence cases. Hart (1995) described the purpose of domestic violence coordinating councils as bodies that seek to "coordinate all the components of the criminal justice system to improve justice system practice and to better communicate and collaborate in work to end violence against women" (p. 3). However, Clark et al. (1996) noted that often partners from multiple systems (e.g., criminal justice, human services, child protection) are included in these coalitions .

While there is little research on domestic violence coordinating councils, coordinating councils and coalitions[4] have been commonly employed in the human service delivery system to reduce duplication of services, encourage cooperation rather than competition, and increase communication and coordination across service delivery organizations (e.g., Abott, 1995; Chavis, 1995; Fawcett, 1997; Foster-Fishman et al., in press; Penner, 1995; Skaff, 1988). Research in the human services arena suggests that coordinating councils play a role in encouraging interorganizational exchanges and developing more highly integrated service delivery systems (Foster-Fishman, et al., in press) and enhancing communication among the agencies involved (Abott, 1995). For example, Penner (1995) found that the presence of HIV coalitions increased organizational interdependence, which is thought to be a critical component of successful

_____

[4]

The collaboration literature includes studies of collaborative bodies that are referred to by a variety of names. For the purposes of this study, literature on collaborative bodies including both coalitions and coordinating councils is included.

collaboration (Bond & Keys, 1993; Gray, 1989) and the efficiency of the service system.

Examining Domestic Violence Coordinating Council Effectiveness

Given that the implementation of domestic violence coordinating councils to encourage a CCR has not been systematically studied, there is little information available describing council effectiveness. The first step in examining domestic violence coordinating councils is to examine their effectiveness in facilitating a CCR in their community. This is critical given there is some concern that coordinating councils may *not* be the most effective vehicle for implementing a CCR (Gamache & Asmus, 1999). This study utilized three sources of information to examine council effectiveness in facilitating a CCR: a) a detailed description of the goals councils are addressing, b) the degree to which council leaders report these goals as accomplished and c) the degree to which council members perceive their councils as effective in meeting intermediate goals (i.e., increasing stakeholders' knowledge of one another) and the goals of a CCR (i.e., reforming policies and practices to encourage women's safety and batterer accountability). Utilizing multiple sources of information provides a more complete examination of council effectiveness.

Council Goals

Examining the goals of councils is important for three primary reasons. First, domestic violence advocates have maintained that CCR efforts should focus on increasing women's safety and batterer accountability. This requires extensive reform to the criminal justice system (Pence & Shepard, 1999). Thus, it is of interest to examine the degree to which councils are addressing the broad range of criminal justice reforms necessary to

20

achieve women's safety and batterer accountability. For example, there are a number of issues that councils might address, including: a) increasing the accessibility of personal protection orders, b) enforcing the adoption of pro or mandatory arrest policies, and c) encouraging evidenced based prosecution (i.e., prosecution that is not dependent on survivor's testimony). Thus, this study examined the degree to which councils are addressing a broad range of issues in the criminal justice system to increase women's safety and batterer accountability according to council leaders.

Second, while reforms to the criminal justice system are particularly essential with regard to batterer accountability, there is a concern that councils must attempt to stimulate reforms beyond the criminal justice system to encourage women's safety (e.g., in the social service or medical systems; Schechter, 1999; Hart, 1995). This is particularly important given that many battered women are not involved with the criminal justice system (Schechter, 1999; Sullivan & Keefe, 1999). In addition, community resources are often not commensurate with women's needs: there is a dramatic shortage of temporary shelter for battered women (Hart, 1995), and battered women need a host of community supports to protect them from their violent partners and ex-partners (Sullivan, 1991; Sullivan & Bybee, 1999). In short, addressing issues outside of the criminal justice system is also central to ensuring women's safety. Issues councils might address that extend beyond the criminal justice system include: a) developing early identification systems in emergency room settings, b) increasing women's access to essential community resources (e.g., transportation, housing, food, clothing, counseling, child care, and employment),

and c) fostering partnerships between child protective service workers and domestic violence advocates. Thus, similar to examining the breadth of areas addressed in the criminal justice system, this study examined the degree to which councils have addressed needed reforms beyond the criminal justice system according to council leaders.

Third, this study examined the degree to which councils were accomplishing these goals. The breadth of goals a council addresses is important given that the creation of a CCR involves multiple reforms and a focus in one area exclusively would likely fall short of a successful CCR to domestic violence. However, simply addressing multiple areas on a cursory level would also likely fall short of an effective CCR. Given that collective efforts are difficult to implement, there may be considerable disparity between the stated goals of collaborative settings and what they are actually able to achieve. They may be adept at determining where reform is required, but may be unable to generate needed changes. Thus, examining the degree to which councils are accomplishing their goals provides another dimension of understanding council effectiveness.

In summary, this study examined council goals as a proxy for council effectiveness by investigating the breadth of goals councils addressed both within the criminal justice system (e.g., enforcing the adoption of pro or mandatory arrest policies) and in other systems (e.g., developing early identification systems in emergency room settings). This examination included providing descriptive information regarding the goals of councils, specifically attending to the degree to which: a) they reflect a broad array of reforms to the criminal justice system, b) they address issues beyond the criminal justice system and c)

they are accomplished.

Council Members' Perceptions of Council Effectiveness

While an examination of the breadth of council goals and the degree to which they are accomplished provides us with one source of information regarding the collective work of councils, it is not viable to use *only* this information to measure council effectiveness. To date, the knowledge base concerning what constitutes an effective council is very limited and comparisons between councils on objective criteria such as the number of goals they have addressed must be validated with other sources of information on effectiveness. For example, one council may focus exclusively on issues in the health care system as a vehicle for increasing women's safety while another may focus only on the criminal justice system response. These councils may be equally effective at creating change in their communities depending on the unique need for reform in their respective settings. While the information gathered from council leaders provides one source of information regarding the degree to which council goals were being accomplished, a second starting point for an examination of council effectiveness is to measure council members' perceptions of the degree to which their council is achieving its goals, the stated goals of a CCR (i.e., women's safety and batterer accountability) and intermediate goals (i.e., actions that lead to increased coordination such as increasing communication across stakeholders).

Examination of council members' perceptions of council effectiveness is useful for three reasons. First, there is a long tradition of assessing the features of a setting via the

perceptions of those who are a part of the setting (e.g., Florin, Giamartino, Kenny & Wandersman, 1990; Forehand & Gilmer, 1964; James, 1982; James & Jones, 1974; Koslowski & Hults, 1987). This practice in the social sciences emerges from the belief that members of a setting are well positioned to evaluate the character of the setting (Forehand & Gilmer, 1964; Moos, 1973, 1979). Given that the perceptions of the members of a setting are often utilized to evaluate the character of the setting, council members' perceptions provide a useful proxy for council effectiveness given that a clearly objective criterion is not currently available.

Second, the perceptions of council leaders sometimes do not reflect the experiences of the broader membership of an organization (Foster-Fishman & Keys, 1997; Martin, 1992). In addition, asking multiple members of a setting to rate its effectiveness can provide a broader perspective and a more reliable assessment of the setting (Bliese, 2000). Thus, council members' perceptions provide another source of information to examine council effectiveness and an opportunity to validate the varied indicators of council effectiveness employed in this study.

Finally, the degree to which council members perceive their council as effective influences their commitment to the collaborative process and their continued participation in council activities (Skaff, 1988). Across a variety of collaborative settings several researchers have found that the more satisfied council members are with the success and accomplishments of their councils the more likely they are to actively participate in and be committed to council activities (Butterfoss, Goodman, & Wandersman, 1996; Foster-

24

Fishman, Shpungin, Bergeron, & Allen, 2001). Given that retaining members and

ensuring their active participation is a critical component of successful collaboration,

examining the degree to which council members view their council as effective is

important.

Investigating Correlates of Council Effectiveness

Examining collaborative bodies requires a focus not only on the degree to which

they are effective, but what contributes to their effectiveness. While the collaboration

literature has identified numerous facilitators and barriers to collaboration (e.g.,

Butterfoss, Goodman, & Wandersman, 1993; Foster-Fishman, et al., 2001; Mattesich &

Monsey, 1992), efforts to build models of effective collaboration and examine trends

across collaborative settings have been limited by the relatively small number of studies

that examine more than a single council (see Butterfoss, Goodman, & Wandersman, 1996;

Gottlieb, Brink & Gingiss, 1993; Kegler et al., 1993; Yin & Kaftarian, 1997 for examples).

Thus, the second purpose of this study was to examine multiple settings in an effort to

understand more about what aspects of the collaborative setting influence council

effectiveness. This study focused on the: a) council climate for collaboration (e.g., the

degree to which power is shared in decision-making; the degree to which leadership is

effective) and b) characteristics of the council setting (e.g., the degree of formality in the

council structure) as correlates of council effectiveness.

Council Climate

Climate refers to the personality or character of a setting (Moos, 1973, 1979) or the internal environment that distinguishes one organization from another (Pritchard & Karasick, 1973). A focus on the climate of domestic violence coordinating councils provides a useful framework for this study given that it captures the character of various 'intangible' aspects of the setting that can be understood only by assessing the experiences of individuals within the setting (Rousseau, 1988). The collaboration literature does provide some evidence that the internal climate councils foster can be integral to their success (Foster-Fishman et al., in press; Gray, 1985; Harrison et al., 1990; McNulty, 1990). Studies of coordinating councils and coalitions have focused on numerous facilitators and barriers that could be conceived as aspects of the climate of councils including the presence of compatible stakeholder ideologies (Winer & Ray, 1994), mutual respect (Mattesich & Monsey, 1992), and sense of community (Kumpfer et al., 1993). In an effort to build a model of domestic violence coordinating council effectiveness, this study focused on those aspects of the council climate that seemed particularly germane to collaborative efforts in the domestic violence context: a) the ability to handle conflict productively, b) the need to share power/influence in decision-making, c) the presence of a shared mission and d) the presence of quality leadership.

Elements of the Council Climate as Correlates of Council Effectiveness

Studies of collaborative bodies rarely attend to the specific context of collaborative efforts (i.e., what issue the collaborative effort is trying to address) and the dynamics

associated with the nature of addressing a particular social issue. Attending to such context-specific issues is an essential component of building a knowledge base to support collaborative efforts in a particular domain (Gray, 1996; Reilly, 1998). When considering the domestic violence context it seems some of the most important issues in current collaborative efforts are related to the history of the domestic violence movement and power differences among key stakeholders.

While the history of the battered women's movement is inspirational, it also highlights a history of tensions and hard fought battles between domestic violence advocates and other critical stakeholders, most notably those from the criminal justice system and multiple levels of government. In the words of Pence and Shepard (1999), "in every state, in every courthouse, and in every squad car, there has been resistance to the full measure of what this social movement seeks to gain for women" (p. 5). Laws were passed and policies were reformed, but these changes are not always upheld and are sometimes used against women with abusive partners (Pence & Shepard, 1999). The gap between the spirit of the law and enforcement of the law is well exemplified by the consequences battered women have faced when they have chosen not to take an active role in the prosecution of their abuser. While domestic violence advocates focus on the safety of survivors and see this as a viable choice for women, many prosecuting attorneys view this as "failure to cooperate." In fact, many women have been criminally charged with failing to comply with a subpoena, filing a false report and/or neglecting their children (Pence & Ritmeester, 1992). This backlash is also evident in the increased number of

women who are arrested and charged with assault of their batterers when acting in self-defense (Pence & Shepard, 1999). Further, domestic violence advocates themselves have been charged with practicing law without a license or obstructing justice (Davies, 1995 as cited by Pence & Shepard, 1999).

The purpose of highlighting these tensions is that the history of relations among multiple stakeholders often impacts the current relations of those stakeholders and their ability to form collaborative alliances (Foster-Fishman, Perkins, & Davidson, 1997). Domestic violence advocates have played the historical role of applying needed pressure to create consistency in written law and legal practices. It is unrealistic to expect that when domestic violence advocates and representatives from the criminal justice system sit at the same table to create a CCR that these historical patterns will not continue to emerge. For example, in a comprehensive study of the coordinated community response in Baltimore, Maryland, Clark et al. (1996) found that the presence of the local shelter program as a member of the Domestic Violence Coordinating Council had caused some tension. They describe that in some instances the shelter program "had served as a willing collaborator and at other times as an advocacy group pushing criminal justice agencies to do more" (p. 29). Clark et al. (1996) report that in one instance, the shelter released criminal justice data shared at a Council meeting to the press without the permission of the Council. This resulted in a future reluctance to share this type of information which impeded openness among Council members. This tension exemplifies how the historical relationships among stakeholders and the historical roles these stakeholders have played

have an impact on their current collaborative relationships.

The history of the domestic violence movement provides insight into how to frame a study of factors that may contribute to council effectiveness. First, examining this historical context illuminates the need for councils to expect conflict and address it as it arises. Historically, stakeholders responding to domestic violence have not shared a common philosophical base regarding why domestic violence occurs (Pence, 1999) and sometimes have had different priorities in responding to domestic violence cases (Gamache & Asmus, 1999). These differences have often led to conflict regarding how domestic violence should be addressed. A failure to effectively manage conflict is associated with stagnation (Chavis, 1999), mistrust (Wichnowski & McCollum, 1995), and sometimes withdrawal of key stakeholders from the collaborative effort (Bitter, 1977; Wichnowski & McCollum, 1995). Therefore, the degree to which councils can effectively handle their conflict may impact council effectiveness.

Second, history reveals a consistent pattern of disparities in power among critical stakeholders in the domestic violence arena that is likely to be reproduced in the structure of councils (e.g., Gamache & Asmus, 1999). These power differences exist both in relation to structural inequalities in the social context and in relationships among stakeholders with different organizational roles. Addressing these power disparities is critical for domestic violence coordinating councils, given that encouraging shared power in the decision-making process of the council has been found to be related to the success of collaborative efforts (Bartunek, Foster-Fishman, & Keys, 1996; Bond & Keys, 1993;

Gray, 1989).

Third, the presence of a shared mission is a critical counterpart to overcoming conflict effectively. That is, the ability of councils to develop a shared mission has important implications for their collective work because it is within this unifying framework that they overcome their differences and meet their shared goals (Bond & Keys, 1994). An inability to foster such a shared direction can result in stagnation and the dissolution of collaborative settings (Bitter, 1977).

Finally, effective council leadership has repeatedly been linked to the success of collaborative endeavors (Butterfoss, Goodman, & Wandersman, 1996; Foster-Fishman et al., in press; Mattesich & Monsey, 1992; Roussos & Fawcett, 2000). Leaders can play a critical role in keeping a group focused and active (Bitter, 1977) and fostering an inclusive climate (Kumpfer et al., 1993). In a context of power disparity and conflict, the role of an effective leader seems to be paramount.

In summary, consideration of the domestic violence context suggests that an investigation into the collaborative efforts of domestic violence coordinating councils must attend to the degree to which these collaborative bodies foster a climate characterized by effective conflict resolution, shared power across stakeholders, a shared mission and effective leadership.

Conflict transformation. Conflict is viewed as endemic to the collaborative process (Bitter, 1977; Byles, 1985; Fargason et al., 1994; Frederickson, 1996; Gray, 1989; Gray, 1996; Jones & Bodtker, 1998; Smith & Berg, 1997; Reilly, 1998; Tjosvold & De Dreu,

1997; Wischnowski & McCollum, 1995). In fact, Smith and Berg (1997) describe "opposition, polarities and conflict [as] a part of the DNA of collective life" (p. xxvii). Conflict, while challenging for the members of a collaborative body, is a potential catalyst for generating creative solutions (Gray, 1989; Jones & Bodtker, 1998), encouraging needed change (Bitter, 1977), avoiding "groupthink" (Burnett, 1993) and ensuring trust in future exchanges (Reilly, 1998). Therefore, it is not the presence of conflict that is a problem, but how the collaborative body addresses this conflict (Chavis, 1999).

While there is little research regarding how collaborative bodies transform their conflict, there is a recognition that conflict resolution skills are important for the membership of interagency coordinating councils (Foster-Fishman et al., in press; Wischnowski & McCollum, 1995). The literature on conflict resolution provides some insight regarding what constitutes an effective response to conflict and what does not. Bitter (1977) draws on this research and suggests that conflict may be handled by coalitions in one of the following ways: a) withdrawal of one or more participants, b) "smoothing over" or ignoring conflict, c) compromising, d) ending the conflict by introducing a mediator external to the conflict or e) encouraging a confrontation that leads to an effort to solve the underlying problems that fuel the conflict. Bitter (1977) suggests that the latter is the most effective, but does not explicate how this confrontation would proceed productively. Similarly, Fargason et al. (1994) suggest that often conflict is not handled constructively because the members of a collaborative body focus on the needs of individuals within organizations rather than the conflicts between organizations. Thus, in

31

an effort to meet the needs of an individual member, the underlying reason for the conflict remains unaddressed. They identify three dysfunctional ways that multidisciplinary teams handle conflict: avoidance, diffusion, and power. The avoidance technique denies the existence of the conflict; the diffusion technique acknowledges the conflict, but attempts to minimize it; and the power technique meets the needs of the most powerful member. Similar to Bitter (1977), Fargason et al. (1994) suggest that as an alternative to these dysfunctional methods of handling conflict, members of collaborative bodies look for "systematic dysfunction" in the interaction of organizations.

Addressing the relationship between how councils handle their conflict and council effectiveness is particularly important within the domestic violence arena for two primary reasons. The first of these is the history of tension and adversarial relations in the women's movement to end violence against women. History is not easily overcome and leads to current manifestations of conflict (Gray, 1989; Jones & Bodtker, 1998). In describing the early years of developing the Domestic Assault Intervention Project (DAIP), one of the most well respected CCR's in the United States, Pence & McDonnell (1999) describe "an atmosphere of distrust, defensiveness, and finger pointing" (p. 45). In the beginning of their development it seemed that conflict fueled further conflict. They explained that "shelter advocates challenged agencies and institutions, which often responded with hostility. Battered women's advocates were usually seen as 'pushy, single issue, and inherently biased outsiders'" (p. 45). Thus, in reflecting on their experience, Pence & McDonnell (1999) note that organizations must work to overcome differences in

order to be effective. They suggest this requires relinquishing polarizing misconceptions that plague the collaborative process. For example, they suggest that advocates must recognize that they are not the only individuals concerned with the welfare of battered women and that legal practitioners must discontinue viewing advocates as biased and recognize the biases inherent in their own training and organizational role.

The second reason that conflict must be handled effectively in the context of domestic violence coordinating councils is that often key stakeholders have different understandings of why domestic violence occurs (e.g., mental health perspectives emphasizing pathology and poor conflict resolution skills versus feminist perspective emphasizing power and control). Very often individuals working in different systems do not have a shared philosophy regarding the etiology of domestic violence (Jenkins & Davidson, 1999). Differences in beliefs about why domestic violence occurs are polarizing because they are not only "personal opinions" but have an impact on the actions organizations choose to take. For example, Pence (1999) notes that one of the greatest differences between practitioners in the criminal justice system and domestic violence advocates is that criminal justice practitioners often argue that women perpetuate the violence against themselves while advocates argue that the state's response to violence against women not only perpetuates violence, but causes it. Thus, advocates may focus on requiring the state to take responsibility and action for protecting women (e.g., encouraging evidence-based or 'victimless' prosecution), while the state requires women to take a more active role in their safety (e.g., participating as witnesses for the

prosecution).

Of course, conflicts in philosophy do not only emerge around how to work with and protect women. Differences in philosophy also emerge with regard to batterer interventions. While advocates often recognize the need to intervene with batterers, there is also a concern that the presence of these groups would "decriminalize" the behavior of batterers, making it more difficult to hold them accountable in the criminal justice system (Pence & Shepard, 1999).

Addressing conflict regarding why domestic violence occurs and how to intervene is of critical importance for domestic violence coordinating councils. In fact, Gamache & Asmus (1999) suggest that the absence of a shared understanding of the etiology of domestic violence will result in the lack of "a clear commitment to the priority of victim safety, [which could result in a] council [that] will propose changes in policy that cause additional problems for victims or actually endanger them" (p. 77). While they stress the importance of addressing differences in philosophical base regarding why domestic violence occurs, they also suggest that this is one of the greatest challenges councils face. Thus, addressing conflicts that emerge from differences in philosophy is critical to councils achieving the central goals of a CCR - women's safety and batterer accountability.

There is ample evidence suggesting that domestic violence coordinating councils may face conflict as a result of grappling with historical tensions or differences across stakeholders in their understanding of why domestic violence occurs and how to best respond. This study focused on the degree to which councils were viewed by members as

engaging in conflict resolution behaviors that are constructive (e.g., stimulating needed changes) rather than destructive (e.g., avoiding conflict) and explored the relationship of the use of constructive conflict resolution tactics to council effectiveness. This is essential because a failure to deal with conflict productively can seriously impede the ability of a collaborative effort to be effective. Research suggests that a failure to deal with conflict results in mistrust (Wichnowski & McCollum, 1995), withdrawal of key participants (Bitter, 1977; Wichnowski & McCollum, 1995), stagnation (Chavis, 1999) and an avoidance of addressing any issues that could be viewed as controversial (Kegler, Steckler, McLeroy, & Malek, 1998). Closely related to the need to transform conflict effectively is the need for shared power across stakeholders. Both of these processes involve facilitating equitable solutions and hearing the voice of all council members.

Power\influence in decision-making. Issues of shared power in decision making are intimately related to issues of effective conflict transformation. In his review of political models of organizations, Pfeffer (1999) links the resolution of conflict to that of power, noting that in the presence of conflict "the power of the various actors determines the outcome of the decision process" (p. 369). Thus, the examination of the relationship of shared power and influence in decision-making is an important companion to the study of effective conflict transformation.

For the purposes of this study, power will be defined as summarized by Shafritz and Ott (1987) - "the ability to get things done the way one wants them done...the latent ability to influence people" (p. 399). Considering power and influence in an examination

of collaboration is critical given that *shared power* in decision-making is an important component of success in the collaborative process (e.g., Bartunek, Foster-Fishman, & Keys, 1996; Bitter, 1977; Bond & Keys, 1993; Butterfoss, Goodman, & Wandersman, 1993; Chrislip & Larson, 1994; Gray, 1985; Gray, 1989; Jones & Bodtker, 1998; Lipman, 1997). Collaboration cannot ensue in situations where one stakeholder has unchallenged power or in situations where power is not shared "roughly" equally (Gray, 1985). However, this 'requirement' is more easily proposed than achieved. While the collaboration literature does address the existence of disparities in power, there is little attention paid to how these disparities are overcome, what happens if critical stakeholders are being excluded from collaborative bodies or included only as token members, and whether the presence or absence of shared power in decision making is related to council effectiveness.

In her review of the conditions facilitating interorganizational collaboration, Gray (1985) and McCann and Gray (1986) assert that stakeholders who are involved in collaboration must be perceived as having a legitimate stake in the problem. A legitimate stake is defined as having the "perceived right and capacity to participate in the developmental process" (p. 921). While the right to participate is shared by all who are affected by a given problem, the capacity to participate is not as widely applicable. Gray (1985) notes the direct implications of power disparity here and suggests that the less powerful stakeholder must "build their power base before they can gain legitimate status as a stakeholder" (p. 922) (Gricar & Brown, 1981 as cited by Gray, 1985). The problem

with this solution is that it places responsibility on those stakeholders who are the most

disenfranchised to *acquire* power. This presents a double bind for disenfranchised

stakeholders given that they often possess inadequate resources yet are expected to claim

power from those who control the resources. This places less powerful stakeholders at

risk for having even less influence because some of the tactics they typically use to

encourage accountability and assert their agenda may be deemed inappropriate by the

collaborative body. In fact, those who have power will often label those with less power

as 'radical' or 'biased,' making their equitable participation very difficult. This has direct

implications for domestic violence coordinating councils given the substantial power

differences among those who are represented on these councils. These power differences

stem from two primary sources: a) structural inequities with regard to social location (e.g.,

race, gender, class, sexual orientation) and b) inequities in organizational role across and

within systems (Gamache & Asmus, 1999).

With regard to structural inequities, key stakeholders on domestic violence

coordinating councils have varied social locations (e.g., race, class, gender, sexual

orientation), each of which has implications for the amount of power they may be able to

exert in the setting (Pfeffer, 1999; Wood, 1989). For example, from a structural

standpoint, men have more power than women, individuals from upper socioeconomic

classes have more power than those in lower socioeconomic classes, and whites have

more power than people of color (Frye, 1983; Anderson & Hill Collins, 1998). It is not

uncommon for individuals with less power in the social strata to exert less power in

collaborative contexts (Gruber & Trickett, 1987; Krogh, 1998; Lipman, 1997). Gruber

and Trickett (1987) assert that it is impossible to share power within a context of inequity.

This is well illustrated in Lipman's (1997) study of a collaborative effort attempting to

create a more equitable learning environment for low-income, minority students. She

found that the voices and influence of marginalized stakeholders (i.e., teachers of color,

African-American community activists) were suppressed by the white, upper middle class

stakeholders. Given the power inequities embedded in our social fabric it is likely that

encouraging the voices of all stakeholders is a difficult task for councils which have a

diverse membership with regard to power and requires a concerted effort.

While structural inequities reflect our social context, differences in power among

organizational roles represented on the council presents an equally challenging issue with

regard to shared power in decision making. In this case, two individuals with the same

social location may still have vastly different influence. Wood (1989) found that

differences in status (i.e., organizational role) negatively affected the ability of all group

members to contribute equally to a volunteer group. While the intention of this group was

to create equal voice across participants, the absence of a formal structure ensuring such

equity resulted in less powerful members (i.e., teachers versus principals) having less

influence. This same dynamic is particularly challenging with regard to the existing power

structure of the criminal justice system. For example, prosecuting attorneys or domestic

violence legal advocates may not feel comfortable speaking openly in front of judges

whom they may subsequently face in court (Gamache & Asmus, 1999). Similarly, a staff

person who is seated next to the leader of their organization may not be forthcoming with information about the shortcomings of a particular policy or procedure or other intraorganizational issues. It is possible that on councils where issues of power disparities have not been addressed, certain individuals will have a limited voice.

Finally, it is not unusual for stakeholders who are the target of a council or coalition to be excluded or to have less voice in the setting. For example, Armbruster et al. (1999) found that elders in an *Elder*care coalition had the least amount of influence. Gamache and Asmus (1999) note that many councils fail to include or create a structure that supports input from survivors or advocates. Even if representatives from these groups are included, they often face situations where they are heavily outnumbered by those from government agencies. In fact, given that domestic violence service providers or women's advocates have traditionally represented the interests of women with abusive partners they may find themselves particularly challenged in their new role as collaborative partners. Abernathy, Edwards, & Gamache (1999) specifically warned domestic violence advocates about the possibility of being co-opted by other stakeholders in the process of developing a CCR. They suggested that advocates avoid this by systematically examining every decision in which they participate in collaboration with others in order to insure that the policy or practice with which they are agreeing benefits women with abusive partners, does not place them at greater risk, and holds batterers accountable for their actions.

While multiple studies discuss the need to have shared power in order to successfully collaborate (Gray, 1989; Mattesich & Monsey, 1992; Winer & Ray, 1994)

few studies have closely examined issues related to shared power in multiple stakeholder groups. Two exceptions, Bond and Keys (1993) and Bartunek, Foster-Fishman, & Keys (1996), focused on the co-empowerment of members of multiple stakeholder groups addressing developmental disabilities. Bond & Keys (1993) defined co-empowerment as occurring when each stakeholder group was able to influence the decision-making process. In a sense, co-empowerment can be thought of as antithetical to a lack of shared power, given that no one group will dominate or suppress the unique aims of another (Bond & Keys, 1993). Bond and Keys (1993) and Bartunek, Foster-Fishman and Keys (1996) found that it was possible to achieve desired collaborative outcomes while at the same time encouraging maintenance of within group identity and goals. This is critical because as Bond and Keys (1993) point out, in the absence of each group retaining its unique goals, "collaboration can easily deteriorate into cooptation by the stronger group" (p. 54).

Given the potential for power inequity among stakeholders on a domestic violence coordinating council, it is critical to examine a) the degree to which councils are viewed by their members as sharing power in decision-making and b) the relationship of shared power in decision-making to council effectiveness. Shared power is a crucial component of council effectiveness for two reasons. First, to be a successful collaborative body all voices represented must be heard - particularly the voices of those who have traditionally been excluded. Often, the purpose of the collaborative process is to create a forum where previously adversarial parties can work toward achieving a common interest or goal (Gray, 1989). The exclusion of key stakeholders in the decision making process seems

counter to this purpose. Encouraging shared power is especially important when considering that each stakeholder brings unique pieces of useful information to the council (Larson, Foster-Fishman & Keys, 1994). In fact, groups where more information is shared make better decisions (Larson, Foster-Fishman, & Franz, 1998). Second, in the domestic violence context, those members who have traditionally had the least power from a structural standpoint (domestic violence advocates and survivors) have a great deal of expertise to offer. In order for councils to be effective at achieving the goals of a CCR, they must allow for all members to have a voice in the decision-making process of councils.

Shared mission. The presence of a shared mission has been repeatedly linked to the effectiveness of collaborative bodies (e.g., Gray, 1985). The development and maintenance of a shared mission serves as the connective tissue of a collaborative body. Collaboration is characterized by multiple stakeholders coming together to accomplish a goal that is greater than what any stakeholder could accomplish alone (Gray, 1985). However, to do this, stakeholders must often overcome disparate views about how a goal should be accomplished or about what should constitute the focus of the collaborative effort (Allen et al., 1994; Kagan, 1991). While defining a common goal can be quite difficult, it is a necessary part of the collaborative process (Butterfoss, Goodman & Wandersman, 1993; Gray, 1989; Kagan, 1991). In fact, in their comprehensive review of the literature on community coalitions, Butterfoss, Goodman and Wandersman (1993) conclude that the "most important element in coalition formation appears to be the

articulation of a clear mission or guiding purpose" (p. 11).

The presence of a shared mission is related to the effectiveness of a collaborative body ultimately meeting its shared goals (Bond & Keys, 1994). Gray (1985) describes this as the first stage of coalition development - direction setting. During this stage, stakeholders develop a common or shared purpose. Developing such a shared purpose is essential given that the degree to which stakeholders are operating within a unifying framework influences their desire to work together (e.g., Hord, 1986).

Although recognized as a critical factor, the role a shared mission plays in influencing council effectiveness has not been examined within the context of domestic violence coordinating councils. Given the divergent perspectives and priorities of stakeholders on such councils, achieving a shared mission may be a particularly important component influencing council effectiveness within the domestic violence arena. Therefore, this study examined the degree to which councils are viewed by their members as having a shared mission and the relationship between the presence of a shared mission and council effectiveness.

Council leadership. Numerous studies have established that effective leadership of a collaborative body is integral to its success (Bitter, 1977; Butterfoss, Goodman, & Wandersman, 1993; Butterfoss, Goodman, & Wandersman, 1996; Feighery & Rogers, 1989; Kegler, et al., 1998; Kumpfer et al., 1993; Mattessich & Monsey, 1992; Reilly, 1998; Winer & Ray, 1994). Leaders are thought to keep collaborative bodies focused and active (Bitter, 1977), to contribute to the perceived legitimacy of a group (Chrislip &

Larson, 1994), to influence team effectiveness (Kumpfer et al., 1993), to support the membership of the coalition (Brown, 1984) and to enhance member satisfaction (Kegler et al., 1998).

In addition, there is some evidence that particular styles of leadership have differential effects. For example, there is evidence that participative leadership styles – those that encourage the active participation and voice of all members – are more effective at promoting member discussion of all available information than autocratic leaders (Larson, Foster-Fishman, & Franz, 1998). Similarly, Kumpfer et al., (1993) argued that an empowering style of leadership (e.g., one in which the leader takes time to encourage member participation) is positively related to team effectiveness. Participative, empowering leaders who encourage the active participation of all members are important when considering the domestic violence context where stakeholders bring a diverse array of expertise and vantage points.

Given that leadership is consistently viewed as an essential component of collaboration and, to date, has not been investigated with regard to domestic violence coordinating councils, this study examined the degree to which council leadership is viewed as effective by council members and the relationship between the quality of council leadership and council effectiveness. Considering the importance of participative and empowering leadership styles, this study hypothesized that councils will be more likely to be effective if their leaders are perceived to be: a) sensitive to member concerns, b) competent in negotiations, garnering resources, problem solving and conflict resolution, c)

able to promote equity and collaboration among members and value all members' input, d) able to plan council activities efficiently and e) knowledgeable in the area the council is addressing (Butterfoss, Goodman, & Wandersman, 1993).

In summary, this study proposes that in order for domestic violence coordinating councils to be effective vehicles for encouraging collaboration and facilitating a coordinated community response, they must foster a climate where they transform their conflict constructively, share power/influence with all stakeholders, develop a shared mission and foster effective leadership. The need for such a climate is illustrated by Gwinn & O'Dell's (1993) description of the CCR efforts in San Diego, a model for the country. They recall that "meetings were characterized by humility, transparency, and at times, heated exchanges. The advocates understood little about the requirements of successful criminal prosecution. And the prosecutors and police officers understood even less about the dynamics of domestic violence" (p. 1504). The ability of councils to overcome conflict, find common ground and incorporate the input of all stakeholders to foster shared understanding were examined as critical predictors of council effectiveness.

Council Characteristics and Council Effectiveness

While features of the council climate (e.g., effective conflict resolution and shared power/influence in decision-making) are important predictors of perceived council effectiveness, there are also aspects of council structure (e.g., the degree to which the council has a broad membership) that may explain differences in council effectiveness. Research on coalitions suggest a number of council characteristics that may influence their

effective functioning. For the purposes of this study, a few characteristics hypothesized to affect council effectiveness have been targeted: a) the breadth of official and active council membership (Butterfoss, Goodman, & Wandersman, 1993; Gray, 1985; Mattesich & Monsey, 1992), b) the perceived presence of external support for council activities (e.g., Reilly, 1998), and c) the formality of council structure (e.g., Foster-Fishman & Mauricio, 1999; Kegler et al., 1998). Given the relatively small number of studies focusing on the relationship of council effectiveness to the breadth of council membership and degree of formality in the council structure, these characteristics were examined in an exploratory fashion, while the presence of external support was hypothesized to be positively related to council effectiveness. In addition, the number of years the council has been in existence was examined as a covariate in all analyses.

Breadth of 'Official' and Active Council Membership

A critical council level predictor of council effectiveness is the degree to which the council's membership is inclusive (Florin, Mitchell, & Stevenson, 1993; Gray, 1985; Mattesich & Monsey, 1992). Gray (1985) suggests that a critical component of forming a collaborative body is that all relevant stakeholders are included. Butterfoss et al. (1993) describes a coalition's membership as a primary asset given that each stakeholder brings a unique set of skills and resources to the collaborative body. Further, they suggest that diversity on a coalition allows the coalition to reach a broader constituency.

Gray (1985) suggests that the "stakeholder set needs to reflect the complexity of the problem under consideration if collaboration is to occur" (p. 919). With regard to

45

domestic violence coordinating councils, these stakeholder groups include survivors, domestic violence advocates from all local domestic violence programs, and members of the criminal justice community (Gamache & Asmus, 1999). Clark et al. (1995) expanded this set, suggesting that human service providers, school administrators, clergy and local business representatives must be included. Gamache and Asmus (1999) note that it is imperative for all advocacy programs in a community to be involved. This not only increases the presence and voice of survivors and/or advocates on the council, but it also increases input from otherwise disenfranchised groups such as ethnic or racial minorities, gays, lesbians and bisexuals, immigrant women and refugees.

In this study, two aspects of council inclusiveness, or the degree to which the key stakeholder set is fully represented were examined: a) the breadth of 'official' members of the council (i.e., the number of stakeholder groups, for example, domestic violence service providers and judges, that have been invited to participate), and b) the breadth of members who are active participants (i.e., the number of official members who are actively engaged in council activities). Examining both aspects of membership is critical given that many coalition members may be included in 'name only' and are not actively engaged or incorporated into the work of the council. While it is clear that a diverse membership is central to the success of collaborative efforts, it is also possible such diversity may generate more conflict and power struggles. Therefore, in the proposed study, the relationship of the breadth of official and active council membership were examined in an exploratory manner.

<u>Presence of External Support</u>

In addition to examining council inclusiveness, it is critical to explore the presence

of support for council activities (Reilly, 1998). There is evidence to suggest that in the

development of a new organization it is critical for the organization to have support from

the broader community - also termed the 'external environment' (Bartunek & Betters-

Reed, 1987). Assessing the supportiveness of the external environment is critical given

that collaborative bodies are impacted by the environment in which they operate (Skaff,

1988; Staggenborg, 1986). In her study of child maltreatment coordinating committees,

Skaff (1988) found that professional and agency support and community support were

two major facilitators of committee effectiveness.

With regard to domestic violence coordinating councils, the degree to which the

'external environment' supports council activities and goals may impact the degree to

which a council is effective. Foster-Fishman et al., (in press) found that service providers'

perceptions of the 'external environment' (e.g., organizational leaders, policy makers) as

supportive of service delivery reforms was the most important predictor of whether or not

these reforms were adopted by human service providers. Such external support is likely to

be critical in the domestic violence context, given that the goals of the CCR require

significant reforms in both the criminal justice and human service delivery systems. If

leaders from key organizations involved in developing a CCR are not willing to provide

time for staff to participate in meetings and are not willing to make needed changes in the

policies and practices of their own organization, council progress is likely to be stifled

(Foster-Fishman, Salem, Allen & Fahrbach, in press). In a similar fashion, the presence of support from public officials and policy makers can bolster the efforts of a coordinating council and increase their legitimacy in the community (Gray, 1985).

For the purposes of this study, the 'external environment' includes leaders from organizations critical to CCR efforts, local policy makers, funders and community members. Each can provide a particular type of support for councils. For example, organizational leaders can alter policies and practices with their organizations, and can provide financial and human resources (e.g., allowing staff to attend meetings) to support councils accomplishing their goals. Funders can provide financial support to fund council initiatives. Community members can demonstrate support by attending council activities and organizing grassroots campaigns to support council efforts (e.g., community education efforts). This study examined the perceived presence of support in the 'external environment' as an important predictor of council effectiveness.

Council Structure

Issues related to the relative benefits and costs of formalizing organizations have been long debated (e.g., Rothschild-Whitt, 1979). Those who advocate for alternative settings that challenge the typical bureaucratic structure associated with organizations suggest that the elimination of rules, procedures, and agendas encourages shared power and creativity (Holleb & Abrams, 1975 as cited by Heller et al., 1984). While it seems that collaborative bodies could benefit from such a non-bureaucratic structure, the preponderance of research supports the presence of more formalized structures on

councils.

There is some evidence that council structures are positively related to multiple indicators of council effectiveness (Butterfoss, Goodman, & Wandersman, 1993; Foster-Fishman & Mauricio, 1999; Gottlieb, Brink, & Gingiss, 1993; Kegler et al., 1998; Kuhn, Ducett & Edwards, 1999; Rogers et al., 1993). For example, Kegler et al., (1998) found that councils which had more complex structures (i.e., bylaws, written agenda & written minutes) mobilized greater resources and higher levels of implementation. However, they caution that there is some concern that while formalized structures may facilitate collaboration between professionals and organizations it may be counter productive with regard to grassroots participation. Given that domestic violence coordinating councils include organizations and also survivors of domestic violence, it is unclear whether increased council structure will have a positive or negative influence on effectiveness. In addition to the importance of formalized written procedures, others have found that the presence of work groups or subcommittees is a critical component of effectiveness (Foster-Fishman & Mauricio, 1999). Given these equivocal findings, for the purposes of this study, the relationship of council structures (including the presence of bylaws, subcommittees, formal decision-making processes and conflict resolution processes) and council effectiveness were examined in an exploratory manner.

Council 'Age'

It is important to examine the amount of time a council has been in existence as a covariate of effectiveness. Council members' perceptions of council effectiveness may

vary over time given that councils develop over time (e.g., Butterfoss, Goodman, & Wandersman, 1993). This is evidenced by the numerous stage theories that have emerged to explain council activities (e.g., Butterfoss et al, 1993; Chavis, 1999; Gray, 1985).

Councils that have formed very recently are more likely to be focusing on creating their goals and mission. As a result, recently formed councils may be perceived as less effective when compared to councils who have had time to implement their goals. In addition, councils who have been together for longer periods of time may have resolved many key issues and created a balance between dealing with internal issues (e.g., conflict) and external issues (e.g., accomplishing goals; Chavis, 1999). This is illustrated by Gamache & Asmus (1999), who in describing the interagency efforts of the Domestic Assault Intervention Project (DAIP), note that "despite the conflicts and tensions that are inherent in these types of negotiations, a high level of trust has been established among the cooperating agencies as they build a *history* of mutually satisfactory outcomes and successful reforms" (emphasis added; p. 70). This suggests that the degree to which councils are effective may be a function of the amount of time they have been working together. Given the potential influence of council 'age', the proposed study included the number of months a council has been operating as a covariate of council effectiveness.

Exploring the Multi-Level Nature of Perceptual Data

There is a long history and common practice of assessing settings based on the perceptions of the setting members (e.g., Florin, et al., 1990; Forehand & Gilmer, 1964; James & Jones, 1974; Koslowski & Hults, 1987). However, organizational scientists have

been careful to note that organization members may view the same environment differently as a result of their unique vantage points (e.g., Foster-Fishman & Keys, 1997; Forehand & Gilmer, 1964; James & Jones, 1974; Martin, 1992; Powell & Butterfield, 1978; Schneider & Reichers, 1983). For example, according to Forehand and Gilmer (1964), such differences in perception could be due to differences in ability, personality traits, social positions, prior experiences, or differences in organizational role.

This suggests that there are multiple sources of variation in the perceptions of setting members. One source of variation may be the 'reality' of the setting itself, while the other may be the characteristics or position of the setting member. That is, councils are likely to vary with regard to their effectiveness and climate; however, the perceptions of their members may also vary based on their individual experiences of the setting. Because of the potential for this individual level variation, discussion regarding the assessment of context based on the aggregated perceptions of setting members has been characterized by debate and disagreement with regard to both methodological and conceptual issues (e.g., Glick, 1985; Glick, 1988; James, Joyce, & Slocum, 1988). Conceptually, organizational scientists have debated whether perceptions of organizational climate constitute psychological constructs or organizational attributes (e.g., Drexler, 1977; Glick, 1985; Glick, 1988; James, Joyce, & Slocum, 1988; James & Joyce, 1974; James, 1982; Powell & Butterfield, 1978). Methodologically, there is a great deal of concern about when perceptual measures can be aggregated to the setting level and when disagreement between setting members is too great (e.g., James, 1982) for taking the

average of member perceptions to characterize a setting.

One approach is to employ James, Demaree and Wolf's (1984) strategy to determine within group agreement ($r_{wg(j)}$) to justify aggregating members' perceptions of organizational phenomenon. Given that the elements of council climate examined in this study were measured using perceptual data, interrater agreement was calculated using this method ($r_{wg(j)}$) to determine whether it was appropriate to aggregate council members' scores to the council level to model the breadth of council goals address and the degree to which those goals were accomplished.

Another approach attempts to ease methodological and conceptual concerns regarding levels of analysis by separating individual and group level effects (Bryk & Raudenbush, 1992; Florin, et al., 1990; Kenny & La Voie, 1985). The individual level refers to the individual perceptions of setting members; the group level refers to the aggregated perceptions of setting members. Using this method, individual and group level relationships can be examined simultaneously, and the covariation accounted for at one level can be separated from the other. This approach is useful as it avoids a common problem of aggregating to the setting level without considering individual level variation or simply viewing individual level variation as measurement error. Further, it allows for a systematic examination of those factors that may explain individual variation in perceptions of the same setting while simultaneously examining differences across settings. Given this flexibility, this approach (e.g., using multi-level modeling to decompose individual and group level effects) was utilized in this study to examine the correlates of

members' perceptions of council effectiveness.

With regard to domestic violence coordinating councils, organizational role (e.g., domestic violence advocate, probation officer, prosecuting attorney, judge, mental health professional) may influence the perceptions of council members. Therefore, it may be a useful predictor of variation in perceptions of council members in the same setting if such variation exists. Research has repeatedly demonstrated that individuals who hold more powerful organizational roles (i.e., leaders) view organizational settings differently than those who hold less powerful organizational roles (Foster-Fishman & Keys, 1997; Martin, 1992). Similarly, in our societal context, those in power are often 'blind' to power inequities while those with less power are acutely aware of power disparities (e.g., McIntosh, 1989). Taken together, these findings suggest that in the context of domestic violence coordinating councils, council members with more powerful organizational roles may not perceive power inequities in the same manner as those with less power. For example, judges may perceive power/influence in decision-making as more equitably distributed than domestic violence advocates by virtue of the power differences endemic to their roles.

In summary, in this study, the impact of organizational role was introduced to assist in explaining variability in member perceptions within councils. To capture variability in individual perceptions based on organizational role, this factor was examined as a predictor of perceived council effectiveness and in relationship to each aspect of council climate (i.e., having a shared mission, having effective leadership, transforming

conflict effectively and sharing power/influence in decision-making).[5]

Current Study

The current study has two primary purposes. The first was to examine council effectiveness. To address this purpose, the following research questions were investigated: 1) To what degree do councils address a broad range of goals relevant to the development of a CCR (within and beyond the criminal justice system)? 2) To what degree do council leaders perceive their councils as accomplishing their goals? and 3) To what degree do council members perceive councils as effective in meeting intermediate goals and facilitating reforms in policy and practice that encourage women's safety and batterer accountability? The second purpose of this study was to examine the correlates of council effectiveness. To address this purpose two final research questions were explored: 4) To what degree is council climate (e.g., shared power in decision-making) related to council effectiveness? and 5) To what degree are council characteristics (e.g., external support for council activities, formality of council structure) related to council effectiveness? In relationship to Research Question 4, the following hypotheses were examined.

---

[5]

Given that domestic violence advocates have the most expert knowledge regarding domestic violence and are generally less powerful stakeholders, they were used as the baseline (comparison) group in the analyses of organizational role.

Effective Conflict Resolution

Hypothesis 1a: The degree to which a council is perceived as employing effective conflict transformation tactics will be positively related to perceived council effectiveness.

Hypothesis 1b: The degree to which a council is perceived as employing effective conflict transformation tactics will be positively related to the breadth of council goals.

Hypothesis 1c: The degree to which a council is perceived as employing effective conflict transformation tactics will be positively related to the degree to which council goals have been accomplished.

Shared Power in Decision-Making

Hypothesis 2a: The degree to which a council is perceived as having shared power in decision-making will be positively related to perceived council effectiveness.

Hypothesis 2b: The degree to which a council is perceived as having shared power in decision-making will be positively related to the breadth of council goals.

Hypothesis 2c: The degree to which a council is perceived as having shared power in decision-making will be positively related to the degree to which council goals have been accomplished.

55

Presence of a Shared Mission

Hypothesis 3a: The degree to which a council is perceived as having a shared mission will be positively related to perceived council effectiveness.

Hypothesis 3b: The degree to which a council is perceived as having a shared mission will be positively related to breadth of \ council goals.

Hypothesis 3c: The degree to which a council is perceived as having a shared mission will be positively related to the degree to which council goals have been accomplished.

Effective Council Leadership

Hypothesis 4a: The degree to which council leadership is perceived as effective will be positively related to perceived council effectiveness.

Hypothesis 4b: The degree to which council leadership is perceived as effective will be positively related to breadth of council goals.

Hypothesis 4c: The degree to which council leadership is perceived as effective will be positively related to the degree to which council goals have been accomplished.

Only one council characteristic was examined with a directional hypothesis, the presence of external support for council activities. The breadth of official and active membership and the formality of council structure were examined in an exploratory manner. Thus, for Research Question 5, the following hypotheses were examined:

<u>Presence of External Support for Council Activities</u>

Hypothesis 5a: The presence of external support for council activities will be positively related to perceived council effectiveness.

Hypothesis 5b: The presence of external support for council activities will be positively related to breadth of council goals.

Hypothesis 5c: The presence of external support for council activities will be positively related to the degree to which council goals have been accomplished.

To account for variability in perceived council effectiveness, the hypotheses for research question four (Hypotheses 1a, 2a, 3a, and 4a) separated individual level effects (i.e., the relationship of individual council members' perceptions of council processes and their perceptions of council effectiveness) from group level effects (i.e., the relationship of aggregated council member perceptions of council processes as predictive of aggregated council member perceptions of council effectiveness). The latter is of greater interest given that this study is concerned with explaining variability in effectiveness across councils. The hypotheses examining correlates of the breadth of council goals (Hypotheses 1b, 2b, 3b, and 4b) and the degree to which these goals have been met

(Hypotheses 1c, 2c, 3c, and 4c) were examined only at the council level (i.e., group level) given that these data were gathered only from key informant interviews and do not reflect multiple perceptions. Finally, council characteristics were examined in an exploratory fashion except for the analyses concerning the presence of external support for council activities (Hypotheses 5a, 5b and 5c).

Finally, to explain variability in the perceptions of individuals within the same setting the following question was addressed: 6) To what degree does organizational role explain variation in council members' perceptions of council effectiveness and council climate (conflict resolution tactics, shared power in decision-making, leadership and shared mission)?

In order to investigate the issues that might emerge in the process of developing a coordinated community response to violence against women, this study employed both survey research methods and semi-structured interviews with key informants. Research questions one and two were addressed utilizing descriptive data from both closed-ended and open-ended questions regarding the goals and activities of councils. Research questions four through six were explored utilizing both hierarchical linear modeling (HLM) and standard regression analyses.

METHOD

This study employed quantitative methods to address the research questions posed. To maximize the degree to which this study would be relevant and useful to domestic violence coordinating councils two steps were taken. First, the instruments in this study were developed in conjunction with the primary domestic violence trainer from the Violence Against Women Project of the Prosecuting Attorneys Association of Michigan (PAAM) and the director of the Domestic Violence Prevention and Treatment Board (DVPTB), who were interested in learning more about how councils can be supported in facilitating a coordinated community response to violence against women. These key informants contributed to both the content of the instruments and the phrasing of specific items. Second, two current council members from different counties completed the survey prior to distribution and edits were made based on their feedback.

Sample

Domestic Violence Coordinating Councils

This study included council members from domestic violence coordinating councils across the state of Michigan. Of the 44 councils which were approached all but one chose to participate. The participating councils varied in size from 8 to 116 members and council 'age' ranged from 7 months to 192 months (16 years) with an average of 64 months (5 years, 4 months). Councils were most likely to be chaired by an employee of the domestic violence shelter program (36%), followed closely by prosecuting attorneys (25%). Other

council chairs represented a range of organizations including law enforcement (8%), victims' advocates from the prosecuting attorney's office (6%), community based human service agencies (6%), the judiciary (3%), local government including the county or mayor's office (3%), probation (3%), someone hired specifically to direct the council (3%) and survivors (3%). In some cases, councils were co-chaired; most often including a combination of judges or prosecuting attorneys with shelter program staff.

The organizations included on each council varied; however, some organizations were represented on the majority of councils. Of the 41 councils from whom this information was gathered, 100% included representatives from the local domestic violence programs, 100% from law enforcement (e.g., police, probation officers), 88% from the prosecuting attorney's office, 88% from batterer's intervention programs, 80% from the district court (e.g., a judge, magistrate or clerk), and 78% from health care organizations. In addition, some included legal aid (60%), mental health services (59%), social services agencies (58%), child protective services (51%), religious organizations (46%), the circuit court (42%), educational institutions (39%), and local businesses (15%). Very few councils included a domestic violence survivor representative (29%).

Of these councils, 38 of 43 met the criterion (i.e., representation across at least two sectors, e.g., criminal justice and human service, surveys returned from at least three council members with representation from at least three roles, e.g., prosecuting attorney, probation officer and domestic violence service provider) and had adequate data for inclusion in the HLM analyses proposed in this study. In addition, 40 of 43 councils had

60

adequate data to be included in analyses utilizing key informant data and aggregated perceptual data to examine differences across councils.[6]

<div align="center">Council Members</div>

Council members from each council were surveyed via mail (see Appendix A for the council member survey).[7] Survey data was collected from 511 council members. Individual council return rates ranged from 14% to 75% with an overall return rate of 35%. Across councils, the return rate for members who participated at least sporadically was 42% and 51% for members who attended meetings regularly. These figures are important because many councils membership lists included individuals who had only peripheral involvement with council activities or no involvement at all, which deflates the overall return rate. Still, the surveys of all council members who responded were included given that this study was concerned with capturing a broad range of viewpoints to assess the collaborative processes and effectiveness of each council.

Thirty-eight percent of council members were between the ages of 40 and 49, 26% were between 50 and 60, 22% were between 30 and 39, 9% were 20 to 29 and 5% were over 60. The majority of participants were female (62%) and white (90%). Minority

---

[6]

Two councils with an N of 2 were included in these analyses. The response rates for these councils (14% and 20%) were not appreciably smaller than those for other councils with a larger N which were included in the study. Thus, these organizations were retained in the standard regression analyses, but not the HLM given the small Level I N. Analyses including these organizations did not differ appreciably when these councils were removed.

[7]Please note that this survey includes items that were not utilized in the current study.

groups were not well represented in this sample; five percent of participants were African-American, 2% Latino, 1% Native American and less than 1% Asian-American. Over half of this sample had over six years of experience in the domestic violence arena (52%), while 7% had less than a year of experience. Eighty-four percent had received training in the area on domestic violence.

Participants represented a variety of organizational roles and sectors. The largest portion of respondents were from the human service delivery system (including physical, mental health and social services; 23%), followed by law enforcement (19%), domestic violence service providers (18%), prosecuting attorneys (7%), probation officers (6%), judges (4%), community members (4%), court staff (4%), school administrators and educators (3%), legal aid (3%), religious officials (2%), victims' advocates from the prosecuting attorney's or sheriff's office (2%), batterers' intervention (1%) and others (5%).

<u>Council Leaders and/or Conveners</u>

The council member responsible for convening or chairing each council (e.g., managing meetings, creating schedules) was interviewed at greater length regarding council characteristics, activities, and history (e.g., the structure of the council, the history of membership; see Appendix B for the key informant interview). A key informant interview was completed for 41 of 43 councils. Usually, the key informant was a present or former chair of the council (56%) or the individual primarily responsible for council coordination (27%). In five cases (12%) the key informant was a long time member

because there was no formal chair or he/she was not available. In most cases, the key informant was a council member who played a primary role in the operation of the council (e.g., convening meetings) and had a historical perspective regarding the council's functioning (he/she must have been a council member for at least one year or since the council's inception if it was formed less than one year ago). However, in two cases (5%) the key informants had been council members for less than one year, but were the current coordinators and the only members available to be interviewed.

Key informants represented a variety of organizations: 56% were employees of the local domestic violence shelter program; 20% were prosecuting attorneys or assistant prosecuting attorneys; 7% were victim's advocates from the sheriff's or prosecuting attorney's office; 7% were council staff or directors; 5% were law enforcement; 2% were probation officers; 2% were from a community-based organization.

Procedures

The procedures in this study included five phases of data collection: a) recruitment of councils and key informants, b) recruitment of council members within each council and survey distribution, c) survey collection, d) key informant interviews and d) follow-up.

Recruitment of Councils and Key Informants

To begin the data collection process a letter was sent to council leaders and/or the council convener (i.e., the person who manages the council), informing them about the purpose of the study, the proposed survey, and requesting the participation of his/her council and a complete member list so that surveys could be sent to council members (see

Appendix C for the letter sent to council leaders). To encourage participation, the recruitment letter was sent jointly by this author and the community agency who requested the development of the survey - the Prosecuting Attorney's Association of Michigan (PAAM). In the letter, the purpose of the study was detailed, including the desire to learn more about: a) what councils are currently accomplishing in the State of Michigan, b) the factors that contribute to the effectiveness of coordinating councils/task forces in facilitating a coordinated community response, and c) what technical support coordinating councils/task forces need to be effective. The letter explained that the survey would ask council/task force members to reflect on their experiences working on the council, including their perceptions of the practices, accomplishments and needs of the council/task force. The council leader/staff person had the option of discussing the councils' participation with the council. While this was not required due to potential logistical difficulties, it was suggested in the recruitment letter.

If the leader or staff person did not respond to the letter by providing a staff list, a phone call was made requesting participation, asking for a membership list and answering any questions the council staff person or leader may have had (see Appendix D). If the leader/staff person did respond to the letter by providing a staff list, a phone call was made to answer any questions the council leader/staff person may have had (see Appendix E). In both cases, if the council leader/staff person was willing to participate, he/she was asked to indicate who the most appropriate person for the key informant interview would be based on the criteria detailed earlier (i.e., the individual manages council activities and

has been with the council for at least a year or since its inception if less than a year). If the leader/staff person was the most important individual an interview time was set for his/her key informant interview. If not, the person identified by the leader/staff person was called to request his/her participation and to set up an interview time if they were willing to participate (see Appendix F).

Recruitment of Council Members

After the council staff or leader agreed to participate and provided a membership list, council members were mailed a survey and invited to participate in the study.

Survey Collection

Surveys were mailed to participants with self-addressed, postage paid envelopes included. They were asked to return the survey via mail within two weeks of receipt.

Key Informant Interviews

Each key informant was called at the time agreed upon during recruitment. Key informants were also surveyed and key informant interviews were not conducted until after the key informant had ample time to return his/her survey if he/she planned to complete it. If they had not completed their survey at the scheduled interview time and planned to complete it, a new time and date for the interview was scheduled. Each key informant interview took approximately one hour.

Follow-up

On the survey due date, a postcard was mailed including a telephone number participants would call if they required a second survey (see Appendix G). One to two

weeks after this postcard had been mailed follow-up calls began for councils who included telephone numbers on their membership lists (see Appendix H). Unfortunately, almost half of the councils did not include telephone numbers. While some councils could easily send this information or access it when it was requested, others said it was not information they had recorded anywhere and could not be easily accessed. Efforts were made to find telephone numbers using the internet, but this was not very productive. Ultimately, calls were made to 29 of 43 councils. During the call, council members were informed that the due date had been extended, and that they could still return the survey by the new deadline (see Appendix F). They were also asked if they needed another survey mailed or faxed to them. The new deadlines were set to allow two weeks for the return of the survey. Given that not all individuals could be called, a second postcard with a final due date was mailed to council members identified as at least sporadic attendees at meetings (limited resources did not permit mailing the second card to all members).

Given the focus of this study on potential differences among council members who have different organizational roles or who represent different sectors (i.e., criminal justice, domestic violence advocacy, health care), follow-up calls were continued until a representative sample was drawn from the majority of councils (95%) and it was clear that such a sample could not be drawn from other councils (e.g., everyone from a given sector chose not to participate even after follow-up efforts were made). For the purposes of this study, a representative sample consisted of at least *two sectors* (e.g., criminal justice and domestic violence advocacy) and *at least three organizational roles* (e.g., domestic

violence advocate, judge, prosecuting attorney or health care provider, educator, probation officer).[8] Thus, final follow-up efforts focused on achieving such a representative sample. Accordingly, a second set of follow-up telephone calls was made that focused specifically on particular groups of council members (e.g., domestic violence advocates and prosecuting attorneys). In addition, a second set of surveys was mailed to domestic violence advocates who were not represented across a number of councils.

<div align="center">Measures</div>

<div align="center">Council Member Survey</div>

Council Member Demographic and Descriptive Information

Demographic data were collected on the council members' age, gender, race, organizational role, number of years/months they have been working on domestic violence issues, the number of years/months they have been a member of the council, their type and degree of participation, and the service sector and organization they represent. Type and degree of participation and the service sector represented by council members was measured using items from Florin's (1996) Task Force Member survey. These data were collected for descriptive purposes. However, a series of dummy variables was created to capture organizational role to model differences in perceptions of council effectiveness and climate across council members.

---

[8]This was the minimum criterion to be included in the HLM analyses.

Council Effectiveness

A ten-item scale constructed specifically for this study was utilized to assess council effectiveness in meeting their goals and the goals of a CCR. Utilizing a six-point Likert type scale (1 = not at all true, 6 = very true) council members and key informants were asked to indicate their agreement with a series of statements regarding the degree to which the council has met its goals and the goals of a CCR (e.g., "The council has addressed shortcomings in practices in community organizations regarding their response to domestic violence"), the degree to which the council has met intermediary goals (e.g., "The council has increased members' knowledge about each other's organizations") and the degree to which the council has met its goals in general (e.g., "The council has consistently met its goals."). Cronbach's alpha for the overall effectiveness scale was .96, with item-total correlations ranging from .57 to .86.

To explore the underlying structure of this scale, an exploratory principle components analysis was performed. This analysis yielded two factors; one factor included nine items regarding the degree to which the council has met its goals (alpha = .95; item-total correlations ranged from .58 to .89) and the second factor included six items regarding the degree to which the council was meeting intermediary goals (alpha = .93; item-total correlations ranged from .60 to .86). The overall scale score[9] was utilized for the purposes of this study given its high internal consistency and the goal of examining

---

[9]

Unless otherwise specified, all scale and subscale scores were constructed by calculating the mean.

overall effectiveness. However, subscales were included in some analyses to determine

the degree to which these aspects of perceived council effectiveness were differentially

related to the independent and dependent variables explored in this study.

<u>Conflict Transformation</u>

An eight-item scale constructed specifically for this study was utilized to assess the

degree to which the council handles conflict effectively. Utilizing a six-point Likert type

scale (1 = not at all true, 6 = very true), council members and key informants were asked

to indicate their agreement with a series of statements regarding the tactics the council

uses to handle emergent conflict (e.g., "Conflicting opinions among council members have

led to needed changes in the council."). These items were constructed to reflect tactics

employed by collaborative bodies to handle conflict. This set of items included: a) two

tactics that are somewhat neutral mechanisms for handling conflict including

compromising, (e.g.,"Disagreements among council members are often resolved by

compromise") and 'smoothing over' the conflict (e.g., "When conflict arises, council

members agree to disagree."), b) three tactics that are considered ineffective at handling

conflict, including ignoring or avoiding the conflict (e.g., "When conflict arises the council

ignores it."), and c) three tactics that are considered effective in handling conflict (e.g.,

"The council has handled conflict by attempting to get to the root of the disagreement.")

(based on Bitter, 1990; Faragason, 1994).

To explore the underlying structure of this scale, an exploratory principle

components analysis was performed. This analysis yielded two factors; one factor

69

included six items regarding the degree to which councils have handled conflict with tactics that are considered neutral or constructive (e.g., conflict has led to effective problem solving; alpha = .78; item total correlations ranged from .35 to .67) and the second factor included three items regarding the degree to which councils have handled conflict with tactics that are considered ineffective (e.g., when conflict arises the council ignores it; alpha = .73; item-total correlations ranged from .25 to .33).

To refine the climate measures and reduce redundancy in each of the scales an exploratory principle components analysis including all items from all scales (i.e., shared power in decision-making, leadership, shared mission) was performed. This resulted in a change to the 'ineffective' conflict resolution scale; one item from the shared power in decision-making scale was added given its conceptual relevance ("council decisions are dominated by a few members") and two items from the shared mission scale were added (e.g., council members disagree about what direction the council should take"). Cronbach's alpha for this six-item subscale was .73 with item-total correlations ranging from .49 to .59. Given the focus of this study on the use of *effective* conflict resolution, the constructive conflict tactics subscale was utilized to model variation in council effectiveness and the subscale focused on *ineffective* strategies was used for descriptive purposes.

Power\Influence in Decision-Making

A six-item scale constructed specifically for this study was utilized to measure the degree to which council members perceived the council as sharing power in decision-

making across its membership. Utilizing a six-point Likert type scale (1 = not at all true, 6 = very true), council members and key informants were asked to indicate their agreement with four statements regarding the degree to which the council as a whole included all members in the decision-making process of the council (e.g., "The input of all council members influences the decisions the council makes.").

To explore the underlying structure of this scale, an exploratory principle components analysis was performed. This analysis yielded only one factor. However, given that the exploratory principle components analysis described above (i.e., including all climate items) indicated that one shared power in decision making item (i.e., "Council decision are dominated by a few members") be included in the 'ineffective' conflict resolution subscale it was not included in the final shared power in decision-making scale. Cronbach's alpha for the final five-item scale was .88, with item-total correlations ranging from .62 to .77.

Council Leadership

To assess the effectiveness of council leadership a portion of Butterfoss' (1993) Coalition Effectiveness Inventory was utilized. This leadership index measures multiple aspects of effective leadership including, for example, effective management of meetings, commitment to the council's mission, knowledge of domestic violence, and competence in problem solving and resolving conflict. Utilizing a six-point Likert type scale (1 = not at all true, 6 = very true), all council members (including the key informant even if they are the council leader) were asked to indicate their agreement with each item.

To explore the underlying structure of this scale, an exploratory principle components analysis was performed. This analysis yielded two factors; one factor included ten items regarding the degree to which leaders had inclusive leadership skills (e.g., including and engaging all stakeholders; alpha = .96; item total correlations ranged from .73 to .88) and the second factor included 4 items regarding the degree to which leaders had instrumental leadership skills (e.g., organizing meetings; alpha = .87; item-total correlations ranged from .65 to .79). Given the conceptual differences between these factors, these subscale scores were utilized separately to explain variation in council effectiveness. Cronbach's alpha for the overall scale was .96 with item-total correlations ranging from .64 to .86.

Presence of a Shared Mission

A six-item scale constructed specifically for this study was utilized to assess the degree to which a shared mission was present on the council. Utilizing a six-point Likert type scale (1 = strongly disagree, 6 = strongly agree) council members and key informants were asked to indicate their agreement or disagreement with a series of statements regarding the degree to which the council had a shared mission. These statements included four general items (e.g., "The council has developed a shared mission." and "Council members are working together to achieve a common goal.") and two items that were specifically related to domestic violence issues (e.g., "Council members have a shared understanding of domestic violence." and "Council members have a shared vision regarding what changes are needed in the community response to domestic violence.").

To explore the underlying structure of this scale, an exploratory principle components analysis was performed. This analysis yielded only one factor. However, given that the exploratory principle components analysis including all items from all climate scales (described above) indicated that two items be included in the 'ineffective' conflict resolution subscale (e.g., "on the council special interests get in the way of having a shared mission") these items were removed from the final shared mission scale. Cronbach's alpha for the final four-item scale was .89, with item-total correlations ranging from .69 to .81.

<u>Aggregating Perceptions at the Council Level</u>

The predictors described thus far (e.g., perceptions of council leadership) have been operationalized at the individual level as council members' perceptions of various aspects of the climate of the council. However, in order to compare perceived effectiveness across councils (i.e., as a proxy for council effectiveness) and to examine the factors that explain differences across councils, for each of the indices described above a Level II aggregate score was created for each council. For example, council members' perceptions of the degree to which the council has a shared vision was averaged for each council. Creating these aggregate scores was justified because a significant portion of the variance existed between councils (i.e., see Table 1 for a summary of the intraclass correlations for each variable). In addition, James, Demaree and Wolf's (1984) $r_{wg(j)}$ was calculated to assess within-group agreement. These analyses demonstrated adequate agreement across settings (i.e., > .70) for shared power in decision-making (.82), conflict resolution (.73), shared mission (.77), instrumental leadership (.82), and inclusive

73

leadership (.83) justifying taking the mean to represent the setting climate.[10] These

aggregate scores were included in subsequent hierarchical linear modeling analyses to

model variability in the average perceived effectiveness of councils as well as standard

regression analyses explaining variability in the breadth of goals addressed and the degree

to which they were accomplished.

Table 1

Intraclass Correlations for Dependent and Independent Variables

Variable Name	Variance Between (τ_{00})	Variance Within (σ)	ICC	p-value
Perceived Effectiveness	.19	.75	.20	.000
Instrumental Leadership	.21	.84	.20	.000
Shared Mission	.15	.65	.19	.000
Inclusive Leadership	.14	.73	.16	.000
Conflict Resolution	.11	.76	.13	.000
Shared Power in	.08	.78	.09	.000
Decision-Making				

---

[10]

Two organizations were excluded from the analyses of within group agreement given their small N of 2. In addition, some organizations did not have agreement above .70 on all elements of the council climate, but were retained because on some they had adequate agreement

74

<u>Key Informant Interview</u>

<u>Council Demographic and Descriptive Information</u>

Information was collected regarding when the council was formed, council membership and participation, whether the council had a paid staff person and the amount of financial resources the council had.

<u>Assessing Council Goals and Accomplishments</u>

The breadth of goals addressed and the degree to which goals were accomplished were assessed via the key informant interview. More specifically, key informants were asked about a series of issues (12 total; 6 criminal justice goals and 6 goals beyond the criminal justice system) that are often associated with reforms needed to achieve a CCR (Clarke et al. 1996; Hart, 1995; Pence and Shepard, 1999). Sample issues include: a) improving access to personal protection orders, b) implementing early identification policies in emergency rooms, c) providing community education for local human service providers who serve battered women, and d) reforming arrest policies. For each item, the key informant was asked whether or not addressing this issue was a goal of the council and the degree to which each goal was accomplished (1 = not at all accomplished; 6 = completely accomplished). If they had not addressed the issue, they were asked if addressing the issue was a need in their community.

This information was used to describe the degree to which councils are addressing issues consistent with the aims of a CCR. To accomplish this, two scores were created to represent the breadth of council goals addressed: a) within the criminal justice system and

b) beyond the criminal justice system. Each score was created to reflect the proportion of needs that a council addressed relative to the needs in their community. Specifically, the total number of areas a council had addressed was divided by the total number of areas that needed to be addressed in their communities. Calculating a proportion takes into account that needed reforms vary across communities; therefore councils were not penalized for failing to address an issue that was not a need in their community. Finally, two means were calculated to assess the degree to which councils accomplished their goals to create reform a) within the criminal justice system and b) beyond the criminal justice system.

Breadth of Council Membership

Breadth of council membership was assessed by asking key informants to indicate whether or not a series of potential stakeholder groups were current council members and whether or not they were active council members. This list included all stakeholder groups thought to be central to the development of a CCR: domestic violence service providers, judges, prosecuting attorneys, police officers, probation officers, batterers' intervention facilitators, social service providers, school administrators, local business representatives, and clergy. Two sum scores were calculated: 1) the total number of official members (i.e., stakeholder groups) and 2) the total number of members who were actively participating in council activities (i.e., whether the stakeholder group/organization

sends someone to meetings regularly and participates in council activities).[11] Calculating

both scores was important because some organizations are members "on paper," but do

not participate in council activities. Both of these scores were utilized to explain variation

in effectiveness across councils. In addition, a dichotomous score was created to indicate

whether or not survivor representatives were included in the council for descriptive

purposes.

<u>Presence of External Support</u>

To assess the degree to which each council receives support from the external

environment, key informants were asked to indicate the degree to which they felt a number

of key stakeholders (e.g., organizational leaders, funders, local policy makers, and

community members) were supportive of council activities. Key informants responded

utilizing a six-point Likert type scale (1 = not at all supportive, 6 = very supportive). The

mean of these items was calculated for each council as a measure of the external support

received by councils. Cronbach's alpha for this six-item scale was .73 with item-total

correlations ranging from .37 to .63.

---

[11]

These scores reflect the number of members at the stakeholder group level rather than the individual level. For example, domestic violence service providers were considered a stakeholder group and counted *once* even when there were multiple domestic violence providers who were official members of the council. Thus, this provides a measure of the *breadth* of official and active membership across stakeholder groups rather than the depth of membership within any given stakeholder group.

Council Structure

To assess the degree to which councils have formalized structures in place, two segments of Butterfoss et al. (1993) Coalition Effectiveness Inventory (CEI) were utilized (coalition structures and coalition processes). Key informants were asked a series of 18 yes/no items to determine the degree to which the coalition has structures (e.g., bylaws, mission statement in writing) and processes (e.g., mechanisms for decision-making and problem-solving) in place. A mean score was created reflecting the degree to which the council has formalized structures and processes in place. Cronbach's alpha was .88 with item-total correlations ranging from .00 to .82.[12]

Data Analysis Strategy

To examine the research questions posed in this study quantitative analyses were employed. Given that council members were nested within councils, hierarchical linear modeling (HLM) was utilized to examine relationships among independent variables measured via council member and key informant perceptions and perceived council effectiveness. More specifically, HLM was utilized to examine the relationship of perceived council effectiveness and 1) effective conflict resolution, 2) shared power in decision-making, 3) leadership quality, 4) the presence of a shared vision and 5) council

---

[12]

Three items with .00 item-total correlations had low variability, but given the purpose of the scale was to assess degree of formality, these items were retained even if they were endorsed by many organizations (e.g., Do you have regular meetings?) or only a few organizations (e.g., Do you have mechanisms in place to encourage accountability of member organizations?).

characteristics (e.g., age, breadth of membership). In addition, HLM was utilized to separate individual level effects from group level effects and to account for variation in perceptions across members in a single council by examining the relationship of their perceptions to their organizational roles. Finally, standard multiple and hierarchical regression was employed to examine the relationship of these same predictors to the indicators of council effectiveness collected from key informants (i.e., the breadth of council goals and the degree to which these goals were accomplished).

Council age was included as a covariate in all analyses given that it would be likely to account for some of the variation in council effectiveness. Specifically, it was expected that council age would be positively related to the indicators of council effectiveness.

One-tailed tests were used to examine all directional hypotheses while two-tailed test were used to examine all exploratory research questions (i.e., the relationships of the breadth of official and active council membership and the formality of council structure to council effectiveness).

Finally, it is important to note that in some cases (n = 23) key informants also chose to complete the survey. Their scores were retained in subsequent analyses given that their perspective was considered an important part of the assessment of the setting. However, their scores were removed from the perceived effectiveness outcome measure for the purposes of validating this indicator of council effectiveness with the others collected only via the perceptions of key informants.

RESULTS

Univariate Analysis

Univariate analyses were performed (e.g., descriptive statistics, histograms, frequency distributions) to examine independent and dependent variables for skewness and outliers at the council level and individual level (i.e., across all council members where applicable). See Tables 2, 3, and 4 for a summary of descriptive statistics for independent and dependent variables at both the individual and council levels. For the most part these analyses did not reveal any extreme outliers or skewness in the data. However, the breadth of goals addressed within the criminal was negatively skewed (skewness = -1.58).

Descriptives

Conflict Resolution

Overall, councils were viewed by their members as employing a moderate degree of effective conflict resolution strategies. On average, various statements reflecting effective conflict resolution tactics (e.g., "conflict has led to effective problem solving") were viewed as *somewhat true* of councils (Mean = 3.46, SD = .42). While effective conflict resolution tactics were rated as *somewhat true* (51.2%) or *mostly true* (46.5%) for the majority of councils, it is important to note that only a small portion (2.3%) rated the statements as being *true* and none were rated as *very true*. In addition, members did not view their councils as having appreciable amounts of conflict (in response to items such as "conflict has emerged in the council's attempts to work collaboratively"; Level II Mean =

Table 2

Descriptive Statistics for Dependent and Independent Variables at Level I

	Perceived Effectiveness	Inclusive Leadership	Instrumental Leadership	Shared Power	Conflict Resolution	Shared Mission
N	490	491	490	487	447	486
Mean	4.3606	4.7578	4.5380	4.2846	3.4525	4.5015
Std. Deviation	1.0041	.9751	1.0602	.9568	.9863	1.0179
Skewness	-.673	-.888	-.639	-.628	-.140	-.794
Std. Error of Skewness	.110	.110	.110	.111	.115	.111
Minimum	1.00	1.40	1.25	1.00	1.00	1.00
Maximum	6.00	6.00	6.00	6.00	6.00	6.00

81

Table 3

Descriptive Statistics for Independent Variables at Level II

	Inclusive Leadership	Instrumental Leadership	Shared Power	Conflict Resolution	Shared Mission	External Support	Breadth of Membership	Breadth of Active Participation	Council Structure
N	43	43	43	43	43	41	40	40	41
Mean	4.7427	4.4902	4.3378	3.4583	4.4753	4.0980	11.2250	8.7250	7.3415
Std. Deviation	.4523	.5195	.3941	.4167	.4789	1.0258	2.4857	2.4806	3.4395
Skewness	-.097	.151	.154	.345	-.070	-.161	-.092	-.400	.881
Std. Error of Skewness	.361	.361	.361	.361	.361	.369	.374	.374	.369
Minimum	3.81	3.50	3.44	2.54	3.46	1.83	5.00	3.00	2.00
Maximum	5.62	5.61	5.31	4.75	5.39	5.75	17.00	14.00	17.00

82

Table 4

Descriptive Statistics for Dependent Variables at Level II

	Perceived Effectiveness	# Criminal Justice Goals	Proportion of Needed Reforms Addressed in Criminal Justice	# Goals Beyond Criminal Justice	Proportion of Needed Reforms Addressed Beyond Criminal Justice	Goals Accomplished Within Criminal Justice	Goal Accomplished Beyond Criminal Justice
N	43	41	41	41	41	41	41
Mean	4.3543	4.5366	.840	3.4146	.676	3.8362	4.1256
Std. Deviation	.5313	1.4159	.232	1.4487	.218	.9457	1.0621
Skewness	-.242	-1.050	-1.577	.204	-.023	-.112	-.571
Std. Error of Skewness	.361	.369	.369	.369	.369	.369	.369
Minimum	3.27	1.00	.17	1.00	.200	2.00	1.00
Maximum	5.54	6.00	1.00	6.00	1.00	6.00	6.00

2.48, SD = .56), and few viewed their councils as employing ineffective conflict

resolution strategies (e.g., "when conflict arises the council ignores it"; Level II Mean =

1.85, SD = .47). This suggests that most councils were perceived by their members as

facing relatively small amounts of conflict and as employing effective conflict resolution

strategies to some degree.

Shared Power in Decision-Making

For the most part, councils were rated overall as sharing power in decision-making

to a moderate degree. On average, various statements reflecting shared power in

decision-making (e.g., "the input of all active council members influences the decisions the

council makes") were viewed as *mostly true* of councils (Mean = 4.34, SD = .39). In

general, shared power in decision-making was rated as *mostly true* (62.8%) or *true*

(37.2%) for the majority of councils while none were rated as *very true*. This indicates

that the majority of councils were viewed by their members as having shared power in

decision-making to some extent, but there was room for growth in this area.

Leadership

On average, various statements reflecting quality of leadership (e.g., "council

leaders plan meetings effectively and efficiently") were viewed as *mostly true* of councils

(Mean = 4.67, SD = .46). For the most part quality of leadership was rated as *mostly true*

(32.6%) or *true* (62.7%) of councils with a few rated as very true (4.7%). This indicates

that for the most part councils were viewed as having quality leadership.

<u>Shared Mission</u>

On average, various statements reflecting the presence of a shared mission (e.g., "my council has developed a mission that is shared and supported by all council members") were viewed as *mostly true* of councils (Mean = 4.48, SD = .48). Specifically, the presence of a shared mission was rated as *mostly true* (39.5%) or *true* (55.8%) of councils with a few rated as only *somewhat true* (4.7%). Councils were viewed as having a shared mission to a large extent. However, a significant proportion of councils were rated on average as only slightly above the mid-point of the scale indicating room for growth in this area for many councils.

<u>Breadth of 'Official' and 'Active' Membership</u>

Councils had a broad range of 'official' members (i.e., they were on the membership list), but not all participated. On average, councils had an average of 11 official members ranging from 5 to 17, while the average number of active members was slightly lower (9 members/council, ranging form 3 to 14). Not surprisingly, domestic violence service providers were the most likely to participate in council activities (100% of councils reported active participation), followed by law enforcement officials (84%), batterers' intervention service providers (74%), prosecuting attorneys or assistant prosecuting attorneys (70%), health care providers (61%), and victim's rights advocates of the prosecuting attorney's office (61%). See Table 5 for a complete summary of official and active membership.

Table 5

Percent of Councils with 'Official' and 'Active' Membership from Each Stakeholder

Group

Member Organization	'Official' Membership	'Active' Membership
Domestic Violence Service Provider	100%	100%
Law Enforcement Official	100%	84%
Prosecuting Attorney or Assistant	98%	70%
Prosecuting Attorney		
Probation Officer	88%	63%
Victim's Rights Advocate in the	87%	61%
Prosecuting Attorney's Office		
Batterers' Intervention	85%	74%
District Court Representative	82%	54%
Health Care Provider	78%	61%
Legal Aid Attorney	62%	37%
Mental Health Provider	60%	44%
Social Service Provider	57%	37%
Child Protective Service Worker	53%	35%
Clergy	45%	28%
Circuit Court Representative	58%	42%
School Administrators or Educators	38%	21%
Survivor Representative	29%	0
Local Businesses Representative	15%	9%

*This item was not asked regarding survivor representatives.

Support for Council Activities

On average, key informants rated various key players, such as local policy makers and funders, as being somewhat supportive of council activities (Mean = 4.10, SD = 1.03). It is interesting that while 68% experienced these key players as at least *somewhat supportive* of council activities, 32% of councils described key players as at least *somewhat unsupportive*. This suggests that overall councils receive a moderate amount of support from leaders, policy makers and funders, but even this level of support is not uniform across councils.

Formality of Council Structure

On average, councils implemented 7.34 of 18 formal structures and/or processes. Some structures and processes were employed by nearly all councils. For example, 100% had regular meetings, 97% used an agenda, 92% kept minutes, 85% had subcommittees, 76% had a mission statement in writing and 63% had objective and goals in writing. Other structures and processes were employed by a smaller number of councils. For example, 34% councils had a formalized decision-making process, 32% of councils had an organizational chart, 29% had written bylaws, 24% had a process in place to orient new members, 23% had job descriptions in writing, 22% had a core planning group, and 21% had a formalized problem-solving or conflict resolution process and 20% had a process to train new and old members. Very few councils had any mechanisms for holding members accountable for completing assignments in a timely manner (15%) or holding member organizations accountable (5%). No council had an advisory board made up of domestic violence survivors.

Council Goals

To address Research Question 1 (To what degree do councils address a broad range of goals reflecting issues relevant to the development of a CCR?), descriptive statistics were employed (see Table 4 for a summary of these findings). Councils addressed a somewhat broad range of goals both within and beyond the criminal justice system. On average, councils addressed 7.95 (SD = 2.34) of 12 possible goals. However, councils were addressing a greater number of reforms regarding policy and practice in the criminal justice system (Mean = 4.54 of six possible goals, SD = 1.42; 84% of reforms needed in a given community on average) than reforms beyond the criminal justice system (Mean = 3.41 of six possible goals, SD = 1.45; t = 3.87, d.f. = 40, p < .001; 68% of reforms needed in a given community on average). Frequencies were performed to describe the areas in which councils are setting goals. Within the criminal justice system, 93% identified weaknesses or holes in the criminal justice system, 83% of councils addressed access to and enforcement of personal protection orders (PPO), 78% addressed reforming arrest practices, 74% addressed altering sentencing practices, 68% addressed prosecution practices, and 61% addressed the processing of court cases. Beyond the criminal justice system, 90% conducted training for the community or key stakeholder groups such as health care professionals, clergy or law enforcement, 76% supported or developed batterers' intervention programs, 49% addressed the need for early identification in the health care system, 48% worked on improving relationships between child protective services and domestic violence advocates, 39% worked on making it easier for battered women to access needed community resources, and 39% worked on

developing new services for battered women or their children.

Accomplishment of Goals

To address Research Question 2 (To what degree do council leaders perceive their councils as achieving their goals?), descriptive statistics and frequencies were performed (see Table 4 for a summary of the descriptive statistics). Key informants rated their councils' accomplishment of goals as moderate overall (Mean = 3.86, SD = .82 on a scale of one to six). Key informants reported council goals to reform the criminal justice system as slightly less accomplished (Mean = 3.84, SD = .95) than those to reform areas beyond the criminal justice system (Mean = 4.13, SD = 1.06), however, these means were not significantly different (t = -1.63, d.f. = 40, p = .11).

Perceived Effectiveness

To address Research Question 3 (To what degree do council members perceive their councils as effective in facilitating reforms in policy and practice (i.e., CCR goals) and meeting intermediate goals?) a series of descriptive analyses were performed. On average, various statements reflecting council effectiveness (e.g., "influenced changes in practice in community organizations that have increased women's safety" and "increased member's knowledge about each other's organizations") were rated by members as *mostly true* of councils (Mean = 4.35, SD = .53). Councils in general were viewed as less effective at meeting CCR goals (e.g., changing policies and practice that encourage women's safety; Mean = 4.27, SD = .58) than intermediate goals (e.g., getting people talking about domestic violence; Mean = 4.50, SD = .52; t = -4.46, d.f. = 40, p < .001). While statements describing council effectiveness were rated by members as *mostly true*

(48.8%) or *true* (41.9%) for the majority of councils, it is important to note that for a

small portion of councils (7%) these statements were rated on average as being only

somewhat true, and for very few (2.3%) as *very true*. This indicates that the majority of

councils are viewed as *mostly* effective in meeting intermediate goals (getting people

talking) and the goals of a CCR (influencing policy regarding the organizational response

to domestic violence), but not *very* effective.

<div align="center">Validating Indicators of Council Effectiveness</div>

To validate and examine the relationships among indicators of council

effectiveness, a series of Pearson correlations were performed (see Table 6 for the

intercorrelation matrix of dependent variables). Examination of the intercorrelation matrix

indicates the indicators of council effectiveness have robust relationships with one another;

however, these relationships were not uniform. The breadth of criminal justice goals (i.e.,

the proportion of needs addressed in each community) addressed by councils was

positively related to their average perceived effectiveness with regard to meeting the goals

of a CCR such as reforming policies and practices in the criminal justice system (a subset

of 7 items including, "The council has influenced the policy of organizations regarding

their response to domestic violence;" $r = .30$, $p = .06$). However, the breadth of criminal

justice goals addressed by councils was *not* significantly related to their average perceived

effectiveness in meeting intermediary goals such as improving relationships among

stakeholders (a subset of 8 items including, "The council has increased members'

knowledge about each other's organizations;" $r = .18$, $p = .27$) or with their overall

perceived effectiveness ($r = .26$, $p = .11$). This indicates that councils who addressed a

Table 6

Intercorrelation Matrix of Indicators of Council Effectiveness (Level II only)

	EFFOVE	EFFGOAL	EFFINT	CJGOAL	BCJGOAL	CJACC	BCJACC
Perceived Effectiveness Overall (EFFOVE)	1.000						
N	43						
Perceived Effectiveness in CCR Outcomes (EFFGOAL)	.954	1.000					
p-value	.000						
N	43	43					
Perceived Effectiveness in Intermediate Outcomes (EFFINT)	.944	.835	1.000				
p-value	.000	.000					
N	43	43	43				
Breadth of Criminal Justice Goals Addressed (CJGOAL)	.256	.301	.177	1.000			
p-value	.106	.055	.268				
N	41	41	41	41			
Breadth of Goals Addressed Beyond Criminal Justics (BCJGOAL)	.116	.091	.083	.271	1.000		
p-value	.471	.572	.606	.087			
N	41	41	41	41	41		
Criminal Justice Goals Accomplished(CJACC)	.579	.621	.450	.515	.167	1.000	
p-value	.000	.000	.003	.001	.297		
N	41	41	41	41	41	41	
Beyond Criminal Justice Goals Accomplished (BCJACC)	.570	.573	.488	.138	-.078	.375	1.000
p-value	.000	.000	.001	.391	.628	.016	
N	41	41	41	41	41	41	41

greater proportion of the needed criminal justice reforms in their communities were more likely to be viewed as effective with regard to meeting changes in policies and practice consistent with increasing women's safety and batterer accountability. However, the breadth of goals addressed beyond the criminal justice system was not significantly related to overall perceived effectiveness ($r = .12$, $p = .47$) or either of its subscales (CCR goals, $r = .09$, $p = 57$; Intermediate Goals, $r = .08$, $p = .61$). This suggests that councils who addressed a broader range of goals outside of the criminal justice system were no more or less likely to be viewed by their members as meeting their goals and the goals of a CCR.

The degree to which criminal justice goals were accomplished was significantly positively related to the overall perceived effectiveness of councils ($r = .58$, $p < .001$) as well as the CCR goals subscale ($r = .62$, $p < .001$) and the intermediate goals subscale ($r = .45$, $p < .01$). The degree to which councils accomplished goals beyond the criminal justice system was also positively significantly related to the council members' rating of the perceived effectiveness of councils overall ($r = .57$, $p < .001$) in addition to each subscale (CCR goals, $r = .57$, $p < .001$; Intermediate Goals, $r = .49$, $p < .01$). This suggests the degree to which goals were accomplished was consistently related to the perceived effectiveness of councils.

While the breadth of goals addressed in the criminal justice system was significantly related to the degree to which criminal justice goals were accomplished ($r = .52$, $p < .01$), it was not related to the degree to which goals were accomplished outside of the criminal justice system ($r = .14$, $p = .39$). This suggests that councils who addressed a greater number of areas within the criminal justice system were also accomplishing these

92

goals to a greater degree. Further, the breadth of goals addressed beyond the criminal

justice system was not related to either the degree to which goals were accomplished

beyond the criminal justice system ($r = -.08$, $p = .63$) or within the criminal justice system

($r = .17$, $p = .30$). Finally, the degree to which criminal justice goals were accomplished

was significantly positively related to the degree to which goals were accomplished

beyond the criminal justice system ($r = .38$, $p < .05$). This indicates that councils who

were successful in achieving their goals in one domain were successful in other domains as

well. Considered together, this pattern of relationships suggests that these indicators of

effectiveness are related to one another. The breadth of goals addressed had the weakest

link with the other indicators of effectiveness. This is not surprising, however, given that

simply identifying an area of need does not insure councils can effectively accomplish what

they set out to do.

<center>Intercorrelations Among Independent and Dependent Variables</center>

The intercorrelation matrix of independent variables indicated that all measures of

council climate were significantly related to one another (see Tables 7 and 8 for the Level

I and Level II independent variables intercorrelation matrices) at both Level I and Level II.

In addition, at Level II external support was strongly related to the perceived climate

variables. While the proportion of active participation was significantly related to external

support it was not related to any of the perceived climate variables. Similarly, the breadth

of 'official' membership, and the formality of council structure were not correlated with

other independent variables with one exception; these variables were positively

significantly related to one another. See Tables 9 and 10 for a summary of the zero-order

<center>93</center>

Table 7

Intercorrelation Matrix of Independent Variables at Level I

	INCLL	INSTL	CR	SP	SM
Inclusive Leadership (INCLL)	1.00				
N	491				
Instrumental Leadership (INSTL)	.808	1.00			
p-value	.000				
N	490	490			
Effective Conflict Resolution (CR)	.475	.367	1.00		
p-value	.000	.000			
N	444	444	447		
Shared Power in Decision Making (SP)	.696	.486	.452	1.00	
p-value	.000	.000	.000		
N	481	481	444	487	
Shared Mission (SM)	.730	.628	.418	.569	1.00
p-value	.000	.000	.000	.000	
N	485	484	441	478	496

94

Table 8

Intercorrelation Matrix of Independent Variables at Level II

	INCLL	INSTL	CR	SP	SM	ES	AP	BM	CS
Inclusive Leadership (INCLL)	1.000								
N	43								
Instrumental Leadership (INSTL)	.879	1.000							
p-value	.000								
N	43	43							
Effective Conflict Resolution (CR)	.485	.336	1.000						
p-value	.001	.028							
N	43	43	43						
Shared Power in Decision Making (SP)	.725	.643	.388	1.000					
p-value	.000	.000	.010						
N	43	43	43	43					
Shared Mission (SM)	.736	.652	.423	.615	1.000				
p-value	.000	.000	.005	.000					
N	43	43	43	43	43				
External Support (ES)	.529	.484	.284	.418	.407	1.000			
p-value	.000	.001	.072	.007	.008				
N	41	41	41	41	41	41			
Active Participation (AP)	.191	.131	.018	.010	.121	.370	1.000		
p-value	.238	.419	.914	.949	.456	.019			
N	40	40	40	40	40	40	41		
Breadth of Membership (BM)	.000	.096	.097	-.123	.079	.142	-.013	1.000	
p-value	1.000	.555	.552	.448	.628	.381	.934		
N	40	40	40	40	40	40	40	40	
Formality of Council Structure (CS)	.052	.105	-.077	-.095	.178	.214	.221	.379	1.000
p-value	.749	.514	.633	.556	.265	.179	.170	.016	
N	41	41	41	41	41	41	40	40	41

Table 9

Correlations of Independent and Dependent Variables at Level II

	Inclusive Leadership	Instrumental Leadership	Conflict Resolution	Shared Power	Shared Mission	External Support	Active Participation	Breadth of Membership	Council Structure
Perceived Effectiveness	.892	.792	.400	.706	.742	.546	.336	-.008	.007
p-value	.000	.000	.008	.000	.000	.000	.034	.962	.968
N	43	43	43	43	43	41	40	40	41
Breadth of Criminal Justice Goals	.178	.248	.198	.088	.102	.196	.037	.218	-.033
p-value	.266	.118	.216	.585	.527	.219	.820	.177	.836
N	41	41	41	41	41	41	40	40	41
Breadth of Goals Beyond Criminal Justice	.009	.090	-.090	.081	.028	.076	-.021	.067	.072
p-value	.957	.576	.577	.617	.860	.636	.897	.679	.655
N	41	41	41	41	41	41	40	40	41
Criminal Justice Goals Accomplished	.432	.503	.038	.446	.279	.528	.397	.087	.019
p-value	.005	.001	.815	.003	.078	.000	.011	.594	.906
N	41	41	41	41	41	41	40	40	41
Goals Beyond Criminal Justice Accomplished	.544	.496	.243	.300	.453	.442	.409	.187	.221
p-value	.000	.001	.125	.056	.003	.004	.009	.249	.166
N	41	41	41	41	41	41	40	40	41

96

correlations of the independent and dependent variables.

Table 10

<u>Correlations of Independent and Dependent Variables at Level I</u>

	Inclusive Leadership	Instrumental Leadership	Conflict Resolution	Shared Power	Shared Mission
Perceived	**.730**	**.660**	**.411**	**.531**	**.721**
Effectiveness					
p-value	.000	.000	.000	.000	.000
N	484	483	441	477	482

Modeling Perceived Council Effectiveness

Hierarchical linear modeling (HLM) is a multi-level modeling technique that allows

for both individual level (e.g., organizational role; individual perceptions of council

climate) and council level (e.g., aggregate perceptions of council climate and council

characteristics) predictors to be examined simultaneously. Such multi-level analysis is

required when data is nested and there is a likelihood of non-independence of errors. That

is, one would expect council members from the same setting to be more similar to one

another than to members of other settings. Hierarchical linear modeling is appropriate

because it accounts for the non-independence of errors and controls for the problem of

downwardly biased standard errors that would occur if regular multiple regression was

utilized to analyze this nested data (Bryk & Raudenbush, 1992). Modeling Level II

variation in the intercept, or differences in *average* perceived effectiveness scores across

councils was the focus of this study. Given the relatively low power for Level II analyses

(i.e., those analyses predicting differences across councils), these findings must be

considered preliminary and exploratory in nature.

Estimating the Unconditional Model

When employing HLM a necessary first step is the estimation of the unconditional model (i.e., a model with no independent variables) to determine what proportion of variance in the outcome variable exists within councils and what proportion exists across councils (i.e., calculating the Intraclass Correlation (ICC)). Estimating the unconditional model for perceived council effectiveness and calculating the ICC indicated that 20% of the variance in perceived effectiveness was at the council level. This indicates that councils varied significantly with regard to their average perceived effectiveness and demonstrates non-independence or errors in the dependent variable, justifying the use of multi-level modeling. That is, council members in the same setting were more similar to one another with regard to their perceptions of council effectiveness than they were to members of other councils.

The unconditional model was also performed and the ICC calculated for each independent variable to determine whether significant variation existed between councils and whether it was appropriate to aggregate members' scores to the council level (see Table 1 on p. 74 for a summary of these findings). The intraclass correlation (ICC) for each independent variable indicated a significant portion of the variance in shared power in decision-making, conflict resolution, shared mission, instrumental leadership and inclusive leadership was at Level II, or between councils (9%, 12%, 19%, 20% and 16%, respectively). This provided partial justification for taking the average score for each of these independent variables to model average perceived effectiveness across councils (i.e.,

98

modeling the intercept in Level II HLM analyses) and the other indicators of effectiveness

(i.e., breadth and accomplishment of goals across councils; Bliese, 2000; Bryk &

Raudenbush, 1992; Florin, Giamartino, Kenny, & Wandersman, 1990).[13]

Estimating Models for Each Independent Variable

To address Research Questions 4 and 5 as they relate to explaining perceived

effectiveness (To what degree is council climate related to council effectiveness? and To

what degree are council characteristics related to council effectiveness?) the council

average for each element of the council climate (shared power in decision-making,

effective conflict resolution, effective leadership and shared mission) was entered into the

Level II model of the intercept, or the *average* perceived effectiveness score for each

council. In addition, to account for within group variation on each independent variable,

each council member's score was entered into the Level I model of perceived effectiveness

group-mean centered. Group-mean centering allows one to separate individual level

effects (i.e., Level I) from council level effects (Bryk & Raudenbush, 1992). For the

purposes of this study, HLM allowed for the examination of the degree to which each

element of the council climate explains variation in *average* perceived effectiveness *across*

councils (i.e., the council level effect) while accounting for the effect of each member's

perception of the elements of the council climate relative to others in their group (i.e., the

individual level effect). For example, council members who viewed their councils as

having a shared mission, relative to the mean of their group, were more likely to view their

---

[13]

Please note that James, Demaree and Wolf's (1984) $r_{wg(j)}$ was also calculated to justify
aggregating this data to the council level.

councils as effective (the individual level effect). In addition, councils who were viewed *on average* as having a shared mission were more likely to be viewed *on average* as effective (the council level effect). Given the focus of the questions posed in this study concerned the council level effect (i.e., what explained differences in perceived effectiveness across councils), only Level II findings are described below. Please note that Level I findings are summarized in *italics* in Tables 11 to 16.

Analyses were performed for each independent variable separately followed by analyses of combined models which included multiple climate variables to determine the most parsimonious and most informative HLM model relating council climate to council effectiveness.[14] Finally, to begin to explore the relationship of council characteristics (measured via key informant report) to perceived council effectiveness, each council characteristic was added to the Level II estimation of the intercept of the *final* climate model separately.[15] This allowed an examination of the degree to which council characteristics explained differences across councils in their average perceived effectiveness.

---

[14]

Again, all climate variables were tested using one-tailed tests. All council characteristics were tested using two-tailed tests except for 'external support' which was tested with a one-tailed test given its directional hypothesis.

[15]

While a combined model was estimated, characteristics were entered separately to examine their unique effects. This was an important step given the relatively small number of Level II units (N = 38).

Conflict Resolution

Effective conflict resolution was a significant predictor of council effectiveness at both the individual and council levels (see Table 11). These findings indicate that the degree to which councils were rated by their members as handling conflict effectively *on average* was positively related to the degree to which they were viewed as effective in meeting their goals and the goals of a CCR (Level II Coefficient = .48, p < .001, one-tailed). That is, councils with more productive conflict resolution strategies were more likely to be perceived as effective in their collective work.

Shared Power in Decision-Making

Similarly, shared power in decision-making was a significant predictor of council effectiveness at both the individual and council levels (see Table 11). These findings suggest that the degree to which councils were viewed as sharing power in decision-making *on average* was positively related to the degree to which they were viewed as effective in meeting their goals and the goals of a CCR (Level II Coefficient = .86, p < .001, one-tailed). That is, councils where power is shared in decision-making were more likely to be perceived as effective in their collective work.

Table 11

Hierarchical Linear Modeling of Perceived Effectiveness Regressed onto Council Climate

Variables Individually (Level I N = 484; Level II N = 38)

Variables	Unconditional Model	Climate Model 1	Climate Model 2
	Unstandardized Coefficient (SE)		
Intercept	4.37*** (.08)	2.30*** (.52)	.40 (.59)
Conflict Resolution (CR)	----	*.29*** (.05)*	----
	----	.48*** (.15)	----
Shared Power (SP)	----	----	*.43*** (.05)*
	----	----	.86*** (.14)
Shared Mission (SM)	----	----	----
	----	----	----
Instrumental Leadership (IT)	----	----	----
	----	----	----
Inclusive Leadership (IC)	----	----	----
	----	----	----
Council Age	----	.01*** (.00)	.01*** (.00)
Variance Components			
σ^2	.75	.67	.58
τ_{00}	.19^^^	.11^^^	.05^^^
τ_{11} (CR)	----	.03^^	----
τ_{22} (SP)	----	----	.02^{T2}
Deviance (df)	1287.62 (2)	1242.74 (4)	1164.37 (4)

Note: one-tailed ^{T1}p-value < .10, *p-value < .05, **p-value < .01, ***p - value < .001; two-tailed ^{T2}p-value < .10, ^p - value < .05, ^^p-value < .01, ^^^p-value < .001; Level 1 Coefficients in *italics*.

Shared Mission

Similar to the other climate variables, the presence of a shared mission was a significant predictor of council effectiveness at both the individual and council levels (see Table 12). These findings indicate that the degree to which councils were viewed as having a shared mission *on average* was positively related to the degree to which they were viewed as effective in meeting their goals and the goals of a CCR (Level II Coefficient = .17, $p < .05$, one-tailed). That is, councils with a shared mission were more likely to be perceived as effective in their collective work.

Leadership

Consistent with the findings for other climate variables, inclusive leadership and instrumental leadership were significant predictors of council effectiveness at both the individual and council levels (see Table 12). These findings indicate that councils whose leaders are viewed as effective *on average* were more likely to be viewed as effective in meeting their goals and the goals of a CCR (Level II Coefficient for Inclusive Leadership = .97, $p < .001$, one-tailed; Level II Coefficient for Instrumental Leadership = .73, $p < .001$, one-tailed). That is, councils with more effective leaders were more likely to be perceived as effective in their collective work.

Given the shared variance in instrumental and inclusive leadership ($r = .88$, $p < .001$), these factors were also examined simultaneously. In this model, *only* inclusive leadership was significantly related to perceived effectiveness at the council level (Level II Coefficient for Inclusive Leadership = .92, $p < .001$, one-tailed). This indicates that the unique variance associated with inclusive leadership was significantly related to the

Table 12

Hierarchical Linear Modeling of Perceived Effectiveness Regressed onto Council Climate

Variables Individually (continued)

Variables	Unconditional Model	Climate Model 3	Climate Model 4	Climate Model 5
	Unstandardized Coefficient (SE)			
Intercept	4.37*** (.08)	.35 (.34)	.85* (.35)	-.37 (.33)
Conflict Resolution (CR)	----	----	----	----
	----	----	----	----
Shared Power (SP)	----	----	----	----
	----	----	----	----
Shared Mission (SM)	----	*.64*** (.04)*	----	----
	----	.17* (.08)	----	----
Instrumental Leadership (IT)	----	----	*.52*** (.04)*	----
	----	----	.73*** (.08)	----
Inclusive Leadership (IC)	----	----	----	*.64*** (.04)*
	----	----	----	.97*** (.07)
Council Age	----	.01*** (.00)	.00** (.00)	.00* (.00)
Variance Components				
σ^2	.75	.43	.51	.43
τ_{00}	.19^^^	.13^{T2}	.02^	.00
τ_{33} (SM)	----	.00	----	----
τ_{44} (IT)	----	----	.00	----
τ_{55} (IC)	----	----	----	.02^{T2}
Deviance (df)	1287.62 (2)	999.01 (4)	1087.27 (4)	1001.71 (4)

Note: one-tailed ^{T1}p-value < .10, *p-value < .05, **p-value < .01, ***p - value < .001; two-tailed ^{T2}p-value < .10, ^p - value < .05, ^^p-value < .01, ^^^p-value < .001; Level 1 Coefficients in *italics*.

104

average perceived council effectiveness across councils while the unique variance associated with instrumental leadership was not. This suggests that when examining these multiple indices of leadership, what is most important in predicting effectiveness across councils is the extent to which council leaders use an inclusive leadership style. However, it is important to note that given the collinearity in these independent variables, the relative importance of inclusive leadership could also be a statistical artifact.

Estimating a Combined Climate Model

As a first step in estimating the final model relating council climate to perceived council effectiveness all five climate variables were entered simultaneously into the Level I model, group-mean centered, with each corresponding council mean entered into the Level II model of the intercept, or average perceived effectiveness (see Table 13). Given that conflict resolution, shared power in decision-making and inclusive leadership demonstrated significance or a trend toward significance in the variance of their slopes across councils (τ's) the random effects associated with these slopes were not constrained (i.e., set to zero). However, the random effects of the slopes for shared mission and instrumental leadership were constrained given they did not vary significantly across councils. Constraining the random effects is an important part of increasing model parsimony.

In this full model, the only significant predictor of variation across councils in their average perceived council effectiveness (i.e., the intercept) was inclusive leadership (Level II Coefficient = .60, $p < .05$, one-tailed). This suggests that inclusive leadership subsumes

the effects of the other independent variables. Still, the presence of a shared mission and shared power in decision-making demonstrated trends toward significance at Level II indicating they might also explain variation across councils (see Table 13).

To increase the parsimony of the final model, conflict resolution was removed from the model given it was not a significant Level I or Level II predictor, nor did it demonstrate a trend toward significance. In addition, the random effects for all of the slopes were constrained given that none varied significantly in the combined model. In the final model (i.e., including all climate variables except for conflict resolution), the pattern of significance was similar; inclusive leadership was a significant Level II predictor (Level II Coefficient = .45, p < .05, one-tailed; see Table 13). However, shared mission also emerged as a significant Level II predictor (Level II Coefficient = .26, p < .05, one-tailed). Instrumental leadership was not significant (Level II Coefficient = .14, p = .16, one-tailed). Shared power in decision-making approached a trend toward significance at the council level (Level II Coefficient = .15, p = .12, one-tailed).[16] One possible explanation for shared power in decision-making and instrumental leadership not emerging as significant Level II predictors was the multicollinearity among the predictor variations. Inclusive leadership was strongly positively related to perceived effectiveness as well as the other independent variables, thus possibly masking other relationships. However, it is also important to note that the magnitude of the relationship of inclusive leadership to

---

16

While shared power in decision-making did not achieve significance it was retained because it appeared to contribute to the model. Thus, this model was treated as the *final* climate model.

106

Table 13

Hierarchical Linear Modeling of Perceived Effectiveness Regressed onto Council Climate

Variables Combined (Level I N = 484; Level II N = 38)

Variables	Unconditional Model	Combined Climate Model	Final Climate Model
Unstandardized Coefficient (SE)			
Intercept	4.37*** (.08)	-.41 (.36)	-.39 (.35)
Conflict Resolution (CR)	----	*.03 (.04)*	----
	----	-.09 (.09)	----
Shared Power (SP)	----	*.01* (.05)	*.03* (.04)
	----	$.18^{TI}$ (.12)	.14 (.12)
Shared Mission (SM)	----	*.37**** (.04)	*.38**** (.04)
	----	$.21^{TI}$ (.13)	.26* (.13)
Instrumental Leadership (IT)	----	*.12*** (.05)	*.13*** (.05)
	----	.08 (.15)	.14 (.14)
Inclusive Leadership (IC)	----	*.26**** (.07)	*.24**** (.07)
	----	.60* (.28)	.45* (.26)
Council Age	----	.00* (.00)	.00** (.00)
Variance Components			
σ^2	.75	.36	.37
τ_{00}	$.19^{\wedge\wedge\wedge}$	.00	.00
τ_{11} (CR)	----	.00	----
τ_{22} (SP)	----	.03	----
τ_{55} (IC)	----	.02	----
Deviance (df)	1287.62 (2)	937.85 (11)	934.50 (2)

Note: one-tailed ^{TI}p-value < .10, *p-value < .05, **p-value < .01, ***p - value < .001; two-tailed ^{T2}p-value < .10, ^p - value < .05, ^^p-value < .01, ^^^p-value < .001; Level 1 Coefficients in *italics*.

107

perceived council effectiveness was reduced in the presence of the other predictor variables, suggesting partial mediation of this relationship by the other climate variables.

In summary, at the council level, these findings suggest that councils who were viewed *on average* as having strong inclusive leadership, a shared mission and perhaps to some extent shared power in decision-making were more likely to be viewed as effective in their collective work.

Adding Council Characteristics to the Final Climate Model

To create a model that included not only council climate variables, but also council characteristics, each characteristic was added individually to the Level II model of the intercept in the final climate model (i.e., the model including inclusive leadership, instrumental leadership, shared mission and shared power).

Formality of Council Structure

The degree of formality in the council structure was not a significant predictor in the Level II model of the intercept (Level II Coefficient = -.01, p = .94, two-tailed; see Table 14) nor did its addition to the final climate model result in any appreciable changes. This indicates that councils with a higher degree of formality were no more or less likely than councils with less formality to be viewed as effective by members on average.

Breadth of 'Official' and 'Active' Membership

The breadth of official council membership was not a significant Level II predictor (Level II Coefficient = .05, p = .82, two-tailed) and did not make an appreciable change in the final climate model as a whole (see Table 14).

However, the breadth of *active* membership was a significant predictor of variation

Table 14

Hierarchical Linear Modeling of Perceived Effectiveness Regressed onto Council Climate and Characteristic Variables (Level I N = 484; Level II N = 38)

Variables	Unconditional Model	Combined Climate/ Characteristics Model 1	Combined Climate/ Characteristics Model 2
Intercept	4.37*** (.08)	-.38 (.35)	-.42 (.39)
Shared Power (SP)	—	*.03 (.04)*	*.03 (.04)*
	—	.14 (.12)	.14 (.11)
Shared Mission (SM)	—	*.33*** (.04)*	*.38*** (.04)*
	—	.26* (.13)	.26* (.14)
Instrumental Leadership (IT)	—	*.13** (.05)*	*.13* (.05)*
	—	.14 (.14)	.13 (.14)
Inclusive Leadership (IC)	—	*.24*** (.07)*	*.24*** (.07)*
	—	.45* (.26)	.46* (.27)
Council Age	—	.00** (.00)	.00** (.00)
Council Structure	—	-.01 (.16)	—
Breadth of 'Official' Membership	—	—	.05 (.21)
Breadth of 'Active' Membership	—	—	—
External Support	—	—	—
Variance Components			
σ²	.75	.37	.37
τ₀₀	.19^^^	.00	.00
Deviance (df)	1287.62 (2)	934.44 (2)	933.94 (2)

Note: one-tailed ᵀ¹p-value < .10, *p-value < .05, **p-value < .01, ***p - value < .001; two-tailed ᵀ²p-value < .10, ^p - value < .05, ^^p-value < .01, ^^^p-value < .001; Level 1 Coefficients in *italics*.

in the intercept (i.e., variation in average perceived effectiveness across councils; Level II Coefficient = .54, p < .05, two-tailed; see Table 15). The addition of this predictor also created some changes in the final climate model: 1) shared power in decision-making emerged as a significant Level II predictor (Level II Coefficient = .20, p < .05, one-tailed), and 2) inclusive leadership was no longer a significant Level II predictor of average perceived effectiveness across councils (Level II Coefficient = .35, p < .10, one-tailed). Specifically, the Level II Coefficient for shared power in decision-making changed from .14 to .20 and the Level II Coefficient for inclusive leadership changed from .49 to .35. This indicates that councils with a greater proportion of active members were more effective *on average* than councils with a smaller breadth of active members. However, these findings also suggested that the breadth of active membership: 1) acted as classical suppressor of the relationship between shared power in decision-making and perceived council effectiveness at the council level and 2) reduced the influence of the unique variance associated with inclusive leadership. This suggests the unique association between shared power in decision-making and council effectiveness was stronger when the effect of the number of active members on the council was controlled. That is, shared power in decision-making is more important when you account for the number of people actively participating in council activities. The reduced contribution of inclusive leadership might also be due in part to the suppression effect bolstering the influence of shared power in decision-making, given they are significantly related to one another.[17]

---

[17]

Interestingly, the breadth of active membership is not significantly related to shared power in decision-making or to inclusive leadership. Thus, this is not collinearity suppression.

110

External Support for Council Activities

While external support for council activities had a strong correlation with averaged perceived council effectiveness ($r = .55$, $p < .001$), it only approached a trend toward significance in the Level II model of the intercept (Level II Coefficient = .04, $p = .13$, one-tailed; see Table 15). In addition, with external support in the equation, shared mission demonstrated only a trend toward significance (Level II Coefficient = .21, $p < .10$, one-tailed) when previously it had been a significant predictor (Level II = .26, $p < .05$, one-tailed). These findings are probably due to multicollinearity considering the strong intercorrelation of external support with the climate indicators including shared mission. This finding suggests that the unique variance associated with external support for council activities did not predict the degree to which councils were viewed as effective on average.

Estimating a Final Combined Climate/Characteristics Model

Given that only the breadth of active membership emerged as a significant predictor of average perceived effectiveness, the final climate model which included the breadth of active participation variable was the best combined climate/characteristics model (see Table 16). The combined climate/characteristics model demonstrated a reduction in the deviance statistic with the same degrees of freedom, indicating the model provides a better fit to the data than the final climate model.

Table 15

Hierarchical Linear Modeling of Perceived Effectiveness Regressed onto Council Climate and Characteristic Variables (continued)

Variables	Unconditional Model	Combined Climate/ Characteristics Model 3	Combined Climate/ Characteristics Model 4
	Unstandardized Coefficient (SE)		
Intercept	4.37*** (.08)	.-73* (.37)	-.29 (.36)
Shared Power (SP)	—	*.03 (.04)*	*.03 (.04)*
	—	.20* (.12)	.13 (.12)
Shared Mission (SM)	—	*.38*** (.04)*	*.38*** (.04)*
	—	.28* (.13)	$.21^{TI}$ (.14)
Instrumental Leadership (IT)	—	*.13** (.05)*	*.13** (.05)*
	—	.18 (.14)	.12 (.14)
Inclusive Leadership (IC)	—	*.24*** (.07)*	*.24*** (.07)*
	—	.33 (.26)	.48* (.26)
Council Age		.00** (.00)	.00** (.00)
Council Structure	—	—	—
Breadth of 'Official' Membership	—	—	—
Breadth of 'Active' Membership	—	.54^ (.21)	—
External Support	—	—	.04 (.04)
Variance Components			
σ^2	.75	.37	.37
τ_{00}	.19^^^	.00	.00
Deviance (df)	1287.62 (2)	927.77 (2)	936.02 (2)

Note: one-tailed ^{TI}p-value < .10, *p-value < .05, **p-value < .01, ***p - value < .001; two-tailed ^{T2}p-value < .10, ^p - value < .05, ^^p-value < .01, ^^^p-value < .001; Level 1 Coefficients in *italics*.

Table 16

Hierarchical Linear Modeling of Perceived Effectiveness Regressed onto Council Climate and Characteristic Variables: Final Models (Level I N = 484; Level II N = 38)

Variables	Unconditional Model	Final Climate Model	Final Climate/ Characteristics
	Unstandardized Coefficient (SE)		
Intercept	4.37*** (.08)	-.39 (.35)	.-73* (.37)
Shared Power (SP)	----	*.03 (.04)*	*.03 (.04)*
	—	.14 (.12)	.20* (.12)
Shared Mission (SM)	----	*.38*** (.04)*	*.38*** (.04)*
	—	.26* (.13)	.28* (.13)
Instrumental Leadership (IT)	----	*.13** (.05)*	*.13** (.05)*
	—	.14 (.14)	.18 (.14)
Inclusive Leadership (IC)	----	*.24*** (.07)*	*.24*** (.07)*
	—	.45* (.26)	.33 (.26)
Council Age	—	.00** (.00)	.00** (.00)
Council Structure	—	----	----
Breadth of 'Official' Membership	—	—	----
Breadth of 'Active' Membership	----	—	.54^ (.21)
External Support	----	----	—

Variance Components			
σ^2	.75	.37	.37
τ_{00}	.19^^^	.00	.00
Deviance (df)	1287.62 (2)	934.50 (2)	927.77 (2)

Note: one-tailed [T1]p-value < .10, *p-value < .05, **p-value < .01, ***p - value < .001; two-tailed [T2]p-value < .10, ^p - value < .05, ^^p-value < .01, ^^^p-value < .001; Level 1 Coefficients in *italics*.

113

Modeling the Breadth of Council Goals

Estimating Models for Each Independent Variable

To further address Research Questions 4 and 5 (To what degree is council climate related to council effectiveness? and To what degree are council characteristics related to council effectiveness?) a series of standard regression analyses were performed to relate council climate and characteristics to another indicator of council effectiveness -- the breadth of goals addressed within and beyond the criminal justice system. These analyses included each of the average climate variables (i.e., shared power in decision-making, effective conflict resolution, effective leadership and shared mission) and the council characteristics (i.e., breadth of council membership, breadth of active membership, formality of structure, presence of external support). Given the relatively small number of councils (N = 40) that had adequate data to be included in these analyses, the breadth of goals addressed within the criminal justice system and the breadth of goals addressed beyond the criminal justice system were regressed onto each independent variable separately. Following this, combined models were performed to identify the *best* model of the breadth of areas councils addressed.

Conflict Resolution

Effective conflict resolution was not significantly related to the breadth of criminal justice goals addressed by councils (β = .18, p = .12, one-tailed) or the number of goals addressed beyond the criminal justice system (β = -.10, p = .74, one-tailed; see Tables 17 and 18). This indicates that councils where conflict was resolved effectively were no more or less likely to address a broad range of goals with or beyond the criminal justice system.

Table 17

Breadth of Criminal Justice System Goals Regressed onto Effective Conflict Resolution

Strategies (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.388	.303		.104
Effective Conflict Resolution	.102	.086	.183	.120
Council Age	.001	.001	.245	.060

Note. $R^2 = .10$

Table 18

Breadth of Goals Beyond the Criminal Justice System Regressed onto Effective Conflict

Resolution Strategies (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.777	.290		.001
Effective Conflict Resolution	-.054	.082	-.103	.741
Council Age	.001	.001	.230	.077

Note. $R^2 = .06$

Shared Power in Decision-Making

Shared power in decision-making was not significantly related to the breadth of criminal justice goals councils addressed (β = .01, p = .48, one-tailed) or the number of goals addressed beyond the criminal justice system (β = .01, p = .47, one-tailed; see Tables 19 and 20). This indicates that councils where power was shared in decision-making were no more or less likely to address a broad range of goals within or beyond the criminal justice system.

Table 19

Breadth of Criminal Justice System Goals Regressed onto Shared Power in Decision-Making (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.716	.401		.041
Shared Power in Decision-Making	.006	.096	.010	.477
Council Age	.001	.001	.253	.067

Note. R^2 = .07

Table 20

Breadth of Goals Beyond the Criminal Justice System Regressed onto Shared Power in

Decision Making (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.564	.379		.073
Shared Power in Decision-Making	.007	.091	.013	.470
Council Age	.001	.001	.220	.097

Note. $R^2 = .05$

Shared Mission

The presence of a shared mission was not significantly related to the breadth of

criminal justice goals councils addressed (β = .06, p = .37, one-tailed) nor the number of

goals addressed beyond the criminal justice system (β = -.02, p = .54, one-tailed; see

Tables 21 and 22). This indicates that councils with a shared mission were no more or less

likely to address a greater breadth of goals within or beyond the criminal justice system.

Table 21

Breadth of Criminal Justice System Goals Regressed onto Shared Mission (N = 40)

Variables	<u>B</u>	<u>SE</u> <u>B</u>	β	<u>p-value</u> (one-tailed)
Intercept	.625	.337		.036
Shared Mission	.026	.076	.055	.367
Council Age	.015	.001	.245	.066

Note. $R^2 = .07$

Table 22

Breadth of Goals Beyond the Criminal Justice System Regressed onto Shared Mission (N = 40)

Variables	<u>B</u>	<u>SE</u> <u>B</u>	β	<u>p-value</u> (one-tailed)
Intercept	.621	.319		.030
Shared Mission	.007	.072	-.015	.536
Council Age	.001	.001	.227	.084

Note. $R^2 = .05$

Leadership

Leadership being *inclusive* (i.e., encouraging the active participation of all members) was *not* significantly related to the breadth of criminal justice goals councils addressed ($\beta = .10$, $p = .28$, one-tailed) nor the number of goals address beyond the criminal justice system ($\beta = -.08$, $p = .69$, one-tailed). Similarly, *instrumental* leadership (e.g., planning meetings efficiently) was not significantly related to the breadth of criminal justice goals councils addressed ($\beta = .19$, $p = .12$, one-tailed) nor the number of goals addressed beyond the criminal justice system ($\beta = .03$, $p = .42$, one-tailed). This indicates that, considered separately, councils which had strong *inclusive* and *instrumental* leadership were no more or less likely to address a broad range of goals within or beyond the criminal justice system (see Tables 23 through 26).

Table 23

Breadth of Criminal Justice System Goals Regressed onto Inclusive Leadership (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.517	.386		.095
Inclusive Leadership	.050	.085	.098	.282
Council Age	.001	.001	.220	.099

Note. $R^2 = .07$

119

Table 24

Breadth of Goals Beyond the Criminal Justice System Regressed onto Inclusive

Leadership (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.771	.366		.021
Inclusive Leadership	-.040	.081	-.084	.688
Council Age	.001	.001	.254	.071

Note. R^2 = .06

Table 25

Breadth of Criminal Justice System Goals Regressed onto the Instrumental Leadership

(N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.381	.294		.110
Instrumental Leadership	.084	.070	.193	.118
Council Age	.001	.001	.204	.105

Note. R^2 = .10

Table 26

Breadth of Goals Beyond the Criminal Justice System Regressed onto Instrumental

Leadership (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.537	.294		.038
Instrumental Leadership	.013	.067	.032	.424
Council Age	.001	.001	.215	.099

Note. $R^2 = .05$

Estimating a Combined Climate Model

While no climate variables emerged as significant predictors of the breadth of goals

addressed, a combined model including all of the predictors together was still performed.

This was important given that sometimes suppression effects emerge when variables are

simultaneously entered into a model, revealing significant relationships. This was the case

with regard to the breadth of goals addressed within the criminal justice system.

Specifically, in the model where the breadth of goals addressed within the criminal justice

system was regressed onto all of the climate variables simultaneously, one predictor

emerged as significant and another emerged with a trend toward significance. In the

presence of the other independent variables, instrumental leadership was significantly

positively related to the breadth of criminal justice goals addressed ($\beta = .65$, $p < .05$, one-

tailed) and there was a trend toward significance for effective conflict resolution ($\beta = .26$,

p < .10, one-tailed; see Table 27). This indicates that councils with a stronger instrumental leader and to some extent those who handled conflict more effectively addressed a broader range of goals within the criminal justice system. To create a more parsimonious model, the breadth of criminal justice goals was regressed onto instrumental leadership and conflict resolution without the other climate variables in the model; neither instrumental leadership (β = .14, p = .20, one-tailed) or conflict resolution (β = .14, p = .21, one-tailed) emerged as significant predictors of the breadth of criminal justice goals addressed (see Table 28). While it is not a significant predictor of the breadth of goals addressed in the criminal justice system (β = -.63, p = .94, one-tailed[18]), adding inclusive leadership into this model affects the contributions of other predictors, suggesting that it acts as a suppressor, allowing the relationships of instrumental leadership (β = .65, p < .05, one-tailed) and, at the level of a trend, conflict resolution (β = .25, p < .10, one-tailed) to emerge (see Table 29). This indicated that when the variance associated with inclusive leadership in the independent variable was accounted for, the unique variance associated with instrumental leadership was significant. The variance in instrumental leadership that is unshared with inclusive leadership may reflect leaders having a greater task orientation (e.g., focusing on efficiency). This suggests that councils with a stronger instrumental leader who is more oriented toward tasks than an inclusive process are more likely to address a greater breadth of goals within the criminal justice system. Similarly,

---

[18]

Note that given the directional hypothesis, this one-tailed test was not significant nor did it demonstrate a trend.

122

Table 27

Breadth of Criminal Justice System Goals Regressed onto Council Climate Variables
(N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.592	.441		.094
Inclusive Leadership	-.265	.233	-.521	.867
Instrumental Leadership	.284	.162	.650	.044
Conflict Resolution	.147	.102	.264	.080
Shared Power in Decision-Making	-.083	.138	-.143	.724
Shared Mission	-.010	.113	-.021	.535
Council Age	.018	.001	.303	.044

Note. R^2 = .18

Table 28

Breadth of Criminal Justice System Goals Regressed onto Council Climate Variables:

Reduced Model (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.214	.369		.283
Instrumental Leadership	.063	.075	.144	.204
Conflict Resolution	.075	.092	.135	.210
Council Age	.001	.001	.209	.101

Note. R^2 = .12

the unique variance associated with effective conflict resolution demonstrated a trend

toward significance with inclusive leadership in the model. The variance in conflict

resolution that is unshared with inclusive leadership may reflect councils' practices of

"agreeing to disagree," which is oriented toward efficiency as opposed to working to "get

to root of the problem" which implies a greater need to hear all voices.[19]

For the breadth of goals addressed *beyond* the criminal justice system, no

significant predictors emerge in the combined climate model. However, there was a trend

---

[19]

An item level analysis provided some confirmation for this assertion indicating that the only item in the positive conflict resolution subscale uncorrelated with the items from the inclusive leadership subscale was "When faced with conflict council members 'agree to disagree."

Table 29

Breadth of Criminal Justice System Goals Regressed onto Council Climate Variables:

Second Reduced Model (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.488	.401		.116
Instrumental Leadership	.285	.158	.651	.040
Conflict Resolution	.139	.099	.249	.085
Inclusive Leadership	-.322	.203	-.633	.939
Council Age	.002	.001	.296	.042

Note. R^2 = .17

toward significance for instrumental leadership (β = .51, p < .10, one-tailed; see Table 30). This indicates that for the most part this set of climate predictors is not explaining differences in the breadth of goals addressed beyond the criminal justice system, but that councils with more effective instrumental leadership addressed goals in a greater number of areas outside of the criminal justice system. However, the model described above including *only* instrumental leadership indicated it was *not* a significant predictor of the breadth of goals addressed beyond the criminal justice system. Again, inclusive leadership appears to suppress extraneous variance in instrumental leadership resulting in a trend toward significance in the relationship of instrumental leadership and the breadth of goals

addressed beyond the criminal justice system ($\beta = .53$, p < .10, one-tailed; see Table 31).

This suggests that the unique variance associated with instrumental leadership (i.e., the

variance unshared with instrumental leadership) was positively related to the degree to

which councils addressed a broad range of goals outside of the criminal justice system.

Again, this suggests councils with leaders who have a greater task orientation are more

likely to address a greater breadth of goals in beyond the criminal justice system. Taken

together, these findings suggest that the most important factor regarding the breadth of

goals addressed is task-oriented leadership that is competent in garnering resources and

planning meetings efficiently.

<div align="center">Adding Council Characteristics to the Model</div>

Breadth of 'Official' and 'Active' Membership

The breadth of council membership was not significantly related to the number of

goals addressed beyond the criminal justice system ($\beta = .09$, p = .58, two-tailed), but

demonstrated a trend toward significance regarding the number of criminal justice goals

addressed by councils ($\beta = .24$, p = .06, two-tailed).[20] See Tables 32 and 33. This

indicates that councils with a broader official membership were somewhat more likely to

address a broad range of goals within the criminal justice system, but were no more or less

likely to address a broad range of goals in areas outside of the criminal justice system.

However, the breadth of active participation was not significantly related to the breadth of

criminal justice goals addressed by councils

---

[20]

Examining the breadth of official and active membership in relationship to the breadth of
goals addressed was exploratory, requiring a two-tailed test of significance.

(β = -.01, p = .93) nor to the breadth of goals addressed beyond the criminal justice system (β = -.07, p = .67). See Tables 34 and 35. This indicates that councils with broader or more active membership were no more or less likely to be addressing a broader range of goals within or beyond the criminal justice system.

Table 30

Breadth of Goals Beyond the Criminal Justice System Regressed onto Council Climate Variables (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.796	.429		.036
Instrumental Leadership	.210	.157	.513	.095
Inclusive Leadership	-.330	.227	-.691	.922
Conflict Resolution	-.026	.099	-.050	.604
Shared Power in Decision-Making	.079	.135	.145	.281
Shared Mission	.032	.109	.281	.387
Council Age	.002	.001	.281	.063

Note. R^2 = .12

Table 31

Breadth of Goals Beyond the Criminal Justice System Regressed onto Council Climate

Variables: Reduced Model Including Leadership Variables Only (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.888	.370		.011
Instrumental Leadership	.216	.149	.526	.078
Inclusive Leadership	-.272	.178	-.571	.932
Council Age	.002	.001	.289	.047

Note. R^2 = .11

Table 32

Breadth of Criminal Justice Goals Regressed onto the Breadth of Official Membership

(N = 40)

Variables	B	SE B	β	p-value (two-tailed)
Intercept	.470	.186		.016
Breadth of Council Membership	.390	.248	.243	.125
Council Age	.002	.001	.277	.082

Note. R^2 = .12

Table 33

Breadth of Goals Beyond the Criminal Justice System Regressed onto the Breadth of

Official Membership (N = 40)

Variables	B	SE B	β	p-value (two-tailed)
Intercept	.492	.179		.009
Breadth of Council Membership	.134	.239	.089	.579
Council Age	.001	.001	.243	.137

Note. R^2 = .06

Table 34

Breadth of Criminal Justice System Goals Regressed onto the Breadth of Active

Membership (N = 40)

Variables	B	SE B	β	p-value (two-tailed)
Intercept	.679	.187		.000
Breadth of Active Membership	-.020	.230	-.014	.931
Council Age	.002	.001	.257	.121

Note. R^2 = .07

Table 35

Breadth of Goals Beyond the Criminal Justice System Regressed onto Breadth of Active

Membership (N = 40)

Variables	B	SE B	β	p-value (two-tailed)
Intercept	.492	.175		.001
Breadth of Active Membership	-.093	.215	-.071	.666
Council Age	.001	.001	.249	.135

Note. R^2 = .06

External Support for Council Activities

The presence of support for council activities was not significantly related to the

breadth of criminal justice goals councils addressed (β = .13, p = .21,one-tailed) nor the

number of goals address beyond the criminal justice system (β = .01, p = .48, one-tailed;

see Tables 36 and 37). This indicates that the degree to which councils are receiving

external support for council activities does not explain the breadth of goals councils are

addressing within or outside of the criminal justice system.

Table 36

Breadth of Criminal Justice System Goals Regressed onto External Support for Council
Activities (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.633	.150		.000
External Support	.030	.037	.131	.213
Council Age	.001	.001	.216	.096

Note. R^2 = .08

Table 37

Breadth of Goals Beyond the Criminal Justice System Regressed onto External Support
for Council Activities (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.585	.143		.000
External Support	.002	.035	.010	.477
Council Age	.001	.001	.221	.096

Note. R^2 = .05

Formality of Council Structure

The degree of formality in the council structure was not related to breadth of criminal justice goals councils addressed (β = .03, p = .86, two-tailed) nor the number of goals address beyond the criminal justice system (β = .13, p = .42, two-tailed; see Tables 38 and 39). This indicates that councils who have a more formal structure are not more or less likely to address a broader range of goals within or beyond the criminal justice system.

Table 38

Breadth of Criminal Justice Goals Regressed onto Formality of Council Structure (N = 40)

Variables	B	SE B	β	p-value (two-tailed)
Intercept	.721	.122		.000
Formality in Council Structure	.003	.197	.028	.861
Council Age	.001	.001	.268	.104

Note. R^2 = .07

Table 39

Breadth of Goals Beyond the Criminal Justice System Regressed onto Formality of

Council Structure (N = 40)

Variables	B	SE B	β	p-value (two-tailed)
Intercept	.517	.114		.000
Formality in Council Structure	.151	.185	.132	.418
Council Age	.001	.001	.255	.122

Note. R^2 = .07

Estimating a Combined Climate/Characteristics Model

No council characteristics emerged as significant predictors of the breadth of goals

addressed either within or outside of the criminal justice system. However, a final model

was performed for each dependent variable. For the breadth of goals addressed in the

criminal justice system a model including instrumental leadership, conflict resolution,

inclusive leadership and the council characteristics was performed. This model indicated a

trend toward significance for instrumental leadership (β = .58, p > .10, one-tailed; see

Table 40), but for no other variables. Consistent with the individual models for each

independent variable, this suggests that the council characteristics investigated in this

study do not explain variation in the breadth of goals councils address within the criminal

justice system.

Similarly, for the breadth of goals addressed beyond the criminal justice system a

model including inclusive leadership, instrumental leadership and the council characteristics was performed. No predictors emerged as significant (see Table 41). Again, consistent with the individual models, these findings suggest that the council characteristics investigated in this study do not explain variation in the breadth of goals councils address beyond the criminal justice system.

Modeling the Accomplishment of Council Goals

Estimating Models for Each Independent Variable

To complete the analyses required to address Research Questions 4 and 5 (To what degree is council climate related to council effectiveness? and To what degree are council characteristics related to council effectiveness?) a series of standard regression analyses were performed to relate council climate and characteristics to the final indicator of council effectiveness -- the degree to which council goals were *accomplished* both within and beyond the criminal justice system. These analyses included each of the climate variables (i.e., shared power in decision-making, effective conflict resolution, effective leadership and shared mission) and the council characteristics (i.e., breadth of council membership, breadth of active membership, formality of structure, presence of external support). Given the relatively small number of councils (N = 40) that had adequate data to be included in these analyses, the degree to which goals were accomplished within the criminal justice system and the degree to which goals were accomplished beyond the criminal justice system were regressed onto each predictor separately. Following this, combined models were performed to identify the *best* model of the degree to which councils' goals have been accomplished.

Table 40

Breadth of Criminal Justice Goals Regressed onto Council Climate and Characteristic

Variables (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.394	.516		.226
Instrumental Leadership	.254	.177	.582	.081
Conflict Resolution	.109	.109	.192	.164
Inclusive Leadership	-.300	.235	-.581	.894
Breadth of Membership	.295	.292	.184	.320*
Breadth of Active Participation	.002	.254	.002	.993*
Formality of Council Structure	-.094	.238	-.077	.697*
External Support	.020	.049	.088	.344
Council Age	.002	.001	.268	.085

Note. R^2 = .21; * = two-tailed p-value.

Table 41

Breadth of Goals Beyond the Criminal Justice System Regressed onto Council Climate

and Characteristic Variables (N = 40)

Variables	B	SE B	β	p-value
				(one-tailed)
Intercept	.872	.483		.041
Instrumental Leadership	.177	.167	.434	.149
Inclusive Leadership	-.233	.211	-.485	.860
Breadth of Membership	-.008	.277	-.005	.977*
Breadth of Active Participation	-.123	.245	-.093	.617 *
Formality of Council Structure	.177	.224	.155	.436*
External Support	.003	.047	.013	.476
Council Age	.002	.001	.342	.042

Note. R^2 = .12; * = two-tailed p-value.

Conflict Resolution

Effective conflict resolution was not significantly related to the degree to which criminal justice council goals were accomplished (β = .02, p = .45, one-tailed). However, there was a trend toward significance for the degree to which goals were accomplished beyond the criminal justice system (β = .24, p < .10, one-tailed; see Tables 42 and 43). This indicates that councils which handle conflict effectively are no more or less likely to accomplish their goals in the criminal justice arena, but may be more likely to accomplish their goals in areas outside of the criminal justice system.

Shared Power in Decision-Making

Shared power in decision-making was significantly related to the degree to which councils' goals were accomplished both within (β = .40, p < .01, one-tailed) and beyond the criminal justice system (β = .29, p < .05, one-tailed; see Tables 44 and 45). This indicates that councils who shared power in decision-making were more likely to accomplish their goals both within and outside of the criminal justice system.

Shared Mission

The presence of a shared mission was significantly related to the degree to which goals beyond the criminal justice system were accomplished (β = .44, p < .01, one-tailed). However, there was only a trend toward significance regarding the degree to which criminal justice goals were accomplished (β = .24, p < .10, one-tailed; see Tables 46 and 47). This indicates that councils with a shared mission were more likely to achieve their goals beyond the criminal justice system as well as within the criminal justice system to some extent.

Table 42

Degree to Which Criminal Justice Goals Accomplished Regressed onto Effective Conflict

Resolution Strategies (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	3.214	1.247		.007
Effective Conflict Resolution	.059	.354	.021	.446
Council Age	.007	.004	.281	.040

Note. R^2 = .08

Table 43

Degree to Which Goals Beyond the Criminal Justice System Accomplished Regressed

onto Effective Conflict Resolution Strategies (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	1.822	1.406		.102
Effective Conflict Resolution	.604	.399	.237	.070
Council Age	.003	.004	.116	.232

Note. R^2 = .07

Table 44

Degree to Which Criminal Justice Goals Accomplished Regressed onto Shared Power in

Decision-Making (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	-.483	1.489		.374
Shared Power of Decision-Making	.939	.356	.397	.006
Council Age	.004	.004	.159	.149

Note. R^2 = .22

Table 45

Degree to Which Goals Beyond the Criminal Justice System Accomplished Regressed

onto Shared Power in Decision Making (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	.742	1.807		.342
Shared Power in Decision-Making	.765	.432	.288	.043
Council Age	.001	.004	.040	.403

Note. R^2 = .09

Table 46

Degree to Which Criminal Justice Goals Accomplished Regressed onto Shared Mission
(N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	1.416	1.325		.146
Shared Mission	.454	.299	.234	.069
Council Age	.006	.004	.238	.066

Note. $R^2 = .13$

Table 47

Degree to Which Goals Beyond the Criminal Justice System Accomplished Regressed
onto Shared Mission (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	-.306	1.422		.416
Shared Mission	.971	.321	.444	.002
Council Age	.001	.004	.045	.382

Note. $R^2 = .21$

Leadership

Leadership being *inclusive* (i.e., encouraging the active participation of all members) was significantly related to the degree to which goals were accomplished both within the criminal justice system ($\beta = .38$, $p < .05$, one-tailed) and beyond the criminal justice system ($\beta = .57$, $p < .001$, one-tailed; see Tables 48 and 49). In addition, *instrumental* leadership was significantly related to the degree to which goals were accomplished within the criminal justice system ($\beta = .46$, $p < .01$, one-tailed) as well as beyond the criminal justice system ($\beta = .50$, $p < .01$, one-tailed; see Tables 50 and 51). This indicates councils which have strong inclusive and instrumental leadership are more likely to accomplish their goals both within and beyond the criminal justice system.

Estimating a Combined Climate Model

Given that a number of climate variables were significantly related to the degree to which goals were accomplished both within and beyond the criminal justice system, to estimate final climate models hierarchical regression was employed. Given that the purpose of this analysis was to identify the most parsimonious model as well as the most informative model, independent variables were entered into the model in stages starting with the strongest predictor.[21]

To model the degree to which council goals were accomplished with the criminal justice system, independent variables were entered as follows: instrumental leadership, shared power in decision-making, inclusive leadership, shared mission and effective

---

[21]The covariate council age was entered into the first block.

Table 48

Degree to Which Criminal Justice Goals Accomplished Regressed onto Inclusive

Leadership (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	-.124	1.458		.467
Inclusive Leadership	.786	.321	.380	.010
Council Age	.003	.004	.144	.181

Note. R^2 = .21

Table 49

Degree to Which Goals Beyond the Criminal Justice System Accomplished Regressed

onto Inclusive Leadership (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	-2.036	1.535		.097
Inclusive Leadership	1.330	.338	.572	.000
Council Age	-.002	.004	-.079	.704

Note. R^2 = .30

Table 50

Degree to Which Criminal Justice Goals Accomplished Regressed onto the Instrumental

Leadership (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	-.097	1.115		.466
Instrumental Leadership	.818	.255	.460	.002
Council Age	.004	.003	.158	.140

Note. R^2 = .28

Table 51

Degree to Which Goals Beyond the Criminal Justice System Accomplished Regressed

onto Instrumental Leadership (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	-.331	1.277		.399
Instrumental Leadership	.994	.292	.497	.001
Council Age	.000	.004	-.005	.514

Note. R^2 = .25

conflict resolution (see Tables 52a - 52d). The first block indicated that instrumental leadership was a significant predictor of the degree to which goals were accomplished in the criminal justice system (β = .46, p < .01, one-tailed). While instrumental leadership was still significant in the second block (β = .35, p < .05, one-tailed), shared power in decision-making was not (β = .36, p = .18, one-tailed). However, in the third block, while inclusive leadership was *not* a significant predictor of the degree to which criminal justice goals were accomplished (β = -.44, p = .88, one-tailed), instrumental leadership was still a significant predictor (β = .67, p < .05, one-tailed) and a trend toward significance emerged for shared power in decision-making (β = .28, p < .10, one-tailed). This indicated that when the variance associated with inclusive leadership was accounted for in the degree to which council goals were accomplished within the criminal justice system and in shared power in decision-making, the unique variance associated with shared power in decision-making emerged as significant. Similar to the findings regarding the breadth of goals addressed, councils who have leaders with a greater task orientation are more likely to accomplish their goals to reform the criminal justice system. In addition, the unique variance associated with shared power in decision-making (i.e., the variance unshared with inclusive leadership) may reflect not only members' input being encouraged by the leader, but their input being applied to the decision-making processes of the councils. This suggests that councils where decision-making power is shared broadly were more likely to accomplish their goals to reform areas of the criminal justice system. In the fourth and final blocks shared mission and conflict resolution did not contribute significantly to the models.

Table 52a

Hierarchical Regression: Degree to Which Criminal Justice Goals Accomplished

Regressed onto Council Climate Variables (N = 40)

Variables	B	SE B	β	p-value (one-tailed)	ΔR² (p-value)
Block 1					.28
Intercept	-.097	1.115		.466	(.00)
Council Age	.004	.003	.158	.140	
Instrumental Leadership	.818	.255	.460	.002	
Block 2					.02
Intercept	-.974	1.462		.255	(.36)
Council Age	.003	.004	.133	.185	
Instrumental Leadership	.628	.328	.353	.032	
Shared Power in Decision-Making	.410	.441	.173	.180	

Table 52b

Hierarchical Regression: Degree to Which Criminal Justice Goals Accomplished

Regressed onto Council Climate Variables (Continued) (N = 40)

Variables	B	SE B	β	p-value (one-tailed)	ΔR^2 (p-value)
Block 3					.03
					(.23)
Intercept	-.327	1.548		.417	
Council Age	.004	.004	.175	.124	
Instrumental Leadership	1.194	.571	.671	.022	
Shared Power in Decision-Making	.662	.486	.280	.091	
Inclusive Leadership	-.918	.759	-.444	.880	

Table 52c

Hierarchical Regression: Degree to Which Criminal Justice Goals Accomplished

Regressed onto Council Climate Variables (Continued) (N = 40)

Variables	B	SE B	β	p-value (one-tailed)	ΔR² (p-value)
Block 4					.00
					(.58)
Intercept	-.246	1.570		.438	
Council Age	.004	.004	.164	.145	
Instrumental Leadership	1.192	.576	.670	.023	
Shared Power in Decision-Making	.722	.502	.305	.080	
Inclusive Leadership	-.766	.812	-.370	.824	
Shared Mission	-.231	.409	-.119	.711	

Table 52d

Hierarchical Regression: Degree to Which Criminal Justice Goals Accomplished

Regressed onto Council Climate Variables (Continued) (N = 40)

Variables	B	SE B	β	p-value (one-tailed)	ΔR² (p-value)
Block 5					.02
Intercept	.079	1.609		.481	(.35)
Council Age	.003	.004	.139	.188	
Instrumental Leadership	1.075	.590	.604	.039	
Shared Power in Decision-Making	.772	.505	.326	.068	
Inclusive Leadership	-.525	.852	-.254	.729	
Shared Mission	-.206	.411	-.106	.690	
Conflict Resolution	-.355	.373	-.156	.826	

No model beyond the first explained a significant proportion of the variance in the degree to which goals have been accomplished within the criminal justice system indicating the first block of this hierarchical regression is the *most parsimonious* model.

Taken together, these models suggest that instrumental leadership is the strongest

predictor of the degree to which councils have accomplished their goals to reform areas of

the criminal justice system. However, in the interest of examining all contributing

variables and building the most informative model, shared power in decision-making and

inclusive leadership (because of its suppression effect) were retained in the final model

utilized later to examine models including council characteristics.

For the degree to which goals have been accomplished in areas beyond the criminal

justice system a different picture emerged from a hierarchical regression including all

climate variables. Independent variables were entered into the model as follows: inclusive

leadership, instrumental leadership, shared mission, shared power in decision-making, and

conflict resolution (see Tables 53a - 53d). In the first block, inclusive leadership was a

significant predictor of the degree to which goals were accomplished beyond the criminal

justice system ($\beta = .57$, $p < .001$, one-tailed). With the introduction of instrumental

leadership in the second block, inclusive leadership was still significant ($\beta = .57$, $p < .05$,

one-tailed); however, instrumental leadership was not ($\beta = .01$, $p = .49$, one-tailed). The

introduction of shared mission in the third block, shared power in decision-making in the

fourth block and conflict resolution in the final block did not contribute significantly to the

model. However, it is important to acknowledge that with each of these climate

predictors added to the model and in the final block model, inclusive leadership was

reduced to a trend ($\beta = .65$, $p < .10$, one-tailed).

Table 53a

Hierarchical Regression: Degree to Which Goals Beyond the Criminal Justice System
Accomplished Regressed onto Council Climate Variables (N = 40)

Variables	B	SE B	β	p-value	ΔR²
				(one-tailed)	(p-value)
Block 1					.30
					(.00)
Intercept	-2.036	1.535		.097	
Council Age	-.002	.004	-.079	.704	
Inclusive Leadership	1.330	.338	.572	.000	
Block 2					.00
					(.98)
Intercept	-2.028	1.594		.106	
Council Age	-.002	.004	-.078	.699	
Inclusive Leadership	1.314	.770	.565	.048	
Instrumental Leadership	1.495^{e-02}	.641	.007	.491	

Table 53b

Hierarchical Regression: Degree to Which Goals Beyond the Criminal Justice System
Accomplished Regressed onto Council Climate Variables (Continued) (N = 40)

Variables	B	SE B	β	p-value	ΔR²
				(one-tailed)	(p-value)
Block 3					.00
					(.61)
Intercept	-2.187	1.639		.096	
Council Age	-.002	.004	-.069	.674	
Inclusive Leadership	1.120	.863	.482	.102	
Instrumental Leadership	.019	.647	.010	.488	
Shared Mission	.232	.449	.106	.304	

Table 53c

Hierarchical Regression: Degree to Which Goals Beyond the Criminal Justice System

Accomplished Regressed onto Council Climate Variables (Continued) (N = 40)

Variables	B	SE B	β	p-value	ΔR²
				(one-tailed)	(p-value)
Block 4					.03
					(.23)
Intercept	-1.404	1.753		.215	
Council Age	-.001	.004	-.053	.636	
Inclusive Leadership	1.476	.907	.635	.057	
Instrumental Leadership	-.002	.643	-.001	.501	
Shared Mission	.350	.457	.160	.225	
Shared Power in Decision Making	-.678	.560	-.255	.883	

Table 53d

Hierarchical Regression: Degree to Which Goals Beyond the Criminal Justice System

Accomplished Regressed onto Council Climate Variables (Continued) (N = 40)

Variables	B	SE B	β	p-value (one-tailed)	ΔR^2 (p-value)
Block 5					.00
					(.93)
Intercept	-1.368	1.819		.229	
Council Age	-.002	.004	-.056	.638	
Inclusive Leadership	1.502	.963	.646	.064	
Instrumental Leadership	-.014	.667	-.007	.508	
Shared Mission	.353	.465	.162	.227	
Shared Power in Decision Making	-.673	.571	-.253	.876	
Conflict Resolution	-.039	.422	-.015	.536	

Taken together these models suggest that in the presence of the other climate variables only the unique variance associated with having inclusive leadership was an important predictor of accomplishing goals in areas beyond the criminal justice system.

Again, no model beyond the first accounted for a significant proportion of the variance in the degree to which goals were accomplished beyond the criminal justice system nor did any other independent variables emerge as significant or with a trend toward significance. In this case, the most parsimonious and most informative climate model were the same. This finding indicates that councils with inclusive leadership were more likely to achieve their goals to reform areas outside of the criminal justice system.

Adding Council Characteristics to the Model

Breadth of Council Membership and Active Membership

The breadth of council membership was not significantly related to the degree to which councils achieved their goals within the criminal justice system ($\beta = .11$, p = .47, two-tailed) nor beyond the criminal justice system ($\beta = .20$, p = .22, two-tailed; see Tables 54 and 55). However, the breadth of active membership was significantly related to the degree to which councils achieved their goals within the criminal justice system ($\beta = .35$, p < .02, two-tailed) and beyond the criminal justice system ($\beta = .40$, p < .01, two-tailed; see Tables 56 and 57). This suggests that it is not simply having 'official' membership that influences the degree to which councils are accomplishing their goals, but the degree to which membership is active. Councils with a greater proportion of active members were more likely to achieve their goals both within and beyond the criminal justice system.

External Support for Council Activities

The presence of support for council activities was significantly related to the degree to which councils accomplished their criminal justice goals ($\beta = .49$, p < .01, one-tailed) and to the degree to which they accomplished their goals beyond the criminal

154

Table 54

Degree to Which Criminal Justice Goals Accomplished Regressed onto the Breadth of

Official Membership (N = 40)

Variables	B	SE B	β	p-value (two-tailed)
Intercept	2.843	.765		.001
Breadth of Council Membership	.744	1.024	.114	.472
Council Age	.007	.004	.299	.065

Note. $R^2 = .10$

Table 55

Degree to Which Goals Beyond the Criminal Justice System Accomplished Regressed

onto the Breadth of Official Membership (N = 40)

Variables	B	SE B	β	p-value (two-tailed)
Intercept	2.871	.880		.002
Breadth of Council Membership	1.470	1.178	.200	.220
Council Age	.004	.004	.149	.369

Note. $R^2 = .06$

Table 56

Degree to Which Criminal Justice Goals Accomplished Regressed onto the Breadth of

Active Membership (N = 40)

Variables	B	SE B	β	p-value (two-tailed)
Intercept	1.836	.701		.013
Breadth of Active Membership	2.036	.862	.353	.024
Council Age	.005	.004	.218	.154

Note. R^2 = .20

Table 57

Degree to Which Goals Beyond the Criminal Justice System Accomplished Regressed

onto Breadth of Active Membership (N = 40)

Variables	B	SE B	β	p-value (two-tailed)
Intercept	1.954	.806		.020
Breadth of Active Membership	2.584	.991	.399	.013
Council Age	.001	.004	.051	.741

Note. R^2 = .17

justice system (β = .44, p < .01, one-tailed; see Tables 58 and 59). This indicates that councils with more support from their external environment were more likely to accomplish their goals both within and beyond the criminal justice system.

Formality of Council Structure

The degree of formality in the council structure was not related to the degree to which councils accomplished their criminal justice goals (β = .09, p = .57, two-tailed). However, there was a trend toward significance regarding the degree to which councils addressed their goals beyond the criminal justice system (β = .27, p = .10, two-tailed; see Tables 60 and 61). This suggests that councils with a more formal structure are not necessarily more likely to accomplish their goals in the criminal justice system, but may be more likely to accomplish their goals in areas outside of the criminal justice system.

Estimating a Combined Climate/Characteristics Model

To estimate final models including both council climate and characteristic variables, a second set of hierarchical regressions was performed. To model the degree to which criminal justice goals were accomplished, the final climate model, including instrumental leadership, shared power in decision-making and inclusive leadership (because of suppression effect) was entered into the first block. Each council characteristic from the strongest to weakest predictor (i.e., external support, breadth of active membership, breadth of official membership and formality of council structure) were entered into the in the second, third, fourth and fifth blocks. See Tables 62a to 62e.

In the second block, external support for council activities was significantly related to the degree to which criminal justice goals were accomplished (β = .38, p < .05, one-

Table 58

Degree to Which Criminal Justice Goals Accomplished Regressed onto External Support

for Council Activities (N = 40)

Variables	B	SE B	β	p-value (one-tailed)
Intercept	1.775	.534		.001
External Support	.450	.132	.488	.001
Council Age	.003	.003	.136	.174

Note. R^2 = .30

Table 59

Degree to Which Goals Beyond the Criminal Justice System Accomplished Regressed

onto External Support for Council Activities

Variables	B	SE B	β	p-value (one-tailed)
Intercept	2.254	.641		.000
External Support	.458	.158	.443	.003
Council Age	-.009	.004	-.003	.491

Note. R^2 = .20

Table 60

Criminal Justice Goals Accomplished Regressed onto Formality of Council Structure (N = 40)

Variables	B	SE B	β	p-value (two-tailed)
Intercept	3.156	.491		.000
Formality in Council Structure	.449	.793	.090	.574
Council Age	.007	.004	.303	.065

Note. R^2 = .09

Table 61

Goals Beyond the Criminal Justice System Accomplished Regressed onto Formality of Council Structure (N = 40)

Variables	B	SE B	β	p-value (two-tailed)
Intercept	3.148	.553		.000
Formality in Council Structure	1.485	.893	.266	.104
Council Age	.005	.004	.192	.237

Note. R^2 = .08

tailed) as well as instrumental leadership ($\beta = .64$, $p < .05$, one-tailed) and a trend toward significance for shared power in decision-making ($\beta = .26$, $p < .10$, one-tailed).

In the third block the breadth of active participation emerged as a significant predictor ($\beta = .32$, $p < .05$, two-tailed) of the degree to which councils' criminal justice goals were accomplished along with instrumental leadership ($\beta = .70$, $p < .05$, one-tailed) and shared power in decision-making ($\beta = .36$, $p < .05$, one-tailed). Given that shared power was previously a trend, the strengthening of this relationship suggests that the breadth of active participation acts as a suppressor. That is, when the variance associated with the breadth of active participation was accounted for in the dependent variable and shared power in decision-making, the relationship between shared power in decision-making and the degree to which goals were achieved in the criminal justice system was stronger. This suggests that, accounting for the variation associated with having broader participation, shared power in decision-making is more strongly related to the accomplishment of criminal justice goals. However, in the third block, external support is reduced to a trend toward significance ($\beta = .26$, $p < .10$, one-tailed). This is likely due to the shared variance between total participation and external support. Those councils with greater participation also have greater external support ($r = .37$, $p < .05$). Thus, the unique variance associated with external support was not as strong in the presence of the breadth of active participation.

In the fourth and fifth blocks the breadth of official membership and the degree of formality in the council structure did not significantly contribute to the model. Thus, the

final model (the third block) includes instrumental leadership, shared power in decision-making, external support and the breadth of active participation. This suggests that councils with stronger instrumental leaders, greater shared power in decision-making, more external support and a greater breadth of active participants are more likely to accomplish their goals to create reform within the criminal justice system.

Table 62a

Hierarchical Regression: Degree to Which Criminal Justice Goals Accomplished Regressed onto Council Climate and Characteristic Variables (N = 40)

Variables	B	$SE\ B$	β	p-value (one-tailed)	ΔR^2 (p-value)
Block 1					.33
					(.01)
Intercept	-.579	1.605		.361	
Council Age	.004	.004	.173	.130	
Instrumental Leadership	1.098	.593	.618	.036	
Shared Power in Decision-Making	.682	.490	.285	.087	
Inclusive Leadership	-.795	.787	-.379	.840	

Table 62b

Hierarchical Regression: Degree to Which Criminal Justice Goals Accomplished

Regressed onto Council Climate and Characteristics Variables (Continued) (N = 40)

Variables	B	SE B	β	p-value (one-tailed)	ΔR² (p-value)
Block 2					.10
					(.03)
Intercept	.138	1.541		.465	
Council Age	.003	.003	.127	.191	
Instrumental Leadership	1.138	.558	.640	.025	
Shared Power in Decision-Making	.619	.462	.258	.095	
Inclusive Leadership	-1.211	.761	-.578	.939	
External Support	.351	.149	.378	.013	

Table 62c

Hierarchical Regression: Degree to Which Criminal Justice Goals Accomplished

Regressed onto Council Climate and Characteristics Variables (Continued) (N = 40)

Variables	B	SE B	β	p-value (one-tailed)	ΔR² (p-value)
Block 3					.08
					(.03)
Intercept	-1.281	1.574		.211	
Council Age	.002	.003	.093	.248	
Instrumental Leadership	1.237	.527	.696	.013	
Shared Power in Decision-Making	.865	.448	.361	.031	
Inclusive Leadership	-1.432	.723	-.684	.972	
External Support	.238	.149	.256	.059	
Breadth of Active Participation	1.836	.791	.319	.027*	

Note. * = two-tailed p-value.

Table 62d

Hierarchical Regression: Degree to Which Criminal Justice Goals Accomplished

Regressed onto Council Climate and Characteristics Variables (Continued) (N = 40)

Variables	B	SE B	β	p-value (one-tailed)	ΔR^2 (p-value)
Block 4					.00
					(.73)
Intercept	-1.588	1.818		.195	
Council Age	.002	.003	.097	.243	
Instrumental Leadership	1.194	.548	.672	.019	
Shared Power in Decision-Making	.900	.464	.375	.031	
Inclusive Leadership	-1.397	.739	-.667	.966	
External Support	.225	.155	.243	.078	
Breadth of Active Participation	1.863	.806	.324	.027*	
Breadth of Membership	.308	.876	.047	.728*	

Note. * = two-tailed p-value.

Table 62e

Hierarchical Regression: Degree to Which Criminal Justice Goals Accomplished

Regressed onto Council Climate and Characteristics Variables (Continued) (N = 40)

Variables	B	$SE\ B$	β	p-value (one-tailed)	ΔR^2 (p-value)
Block 5					.014
					(.35)
Intercept	-1.550	1.821		.201	
Council Age	.001	.003	.054	.355	
Instrumental Leadership	1.232	.550	.693	.016	
Shared Power in Decision-Making	.848	.468	.354	.040	
Inclusive Leadership	-1.405	.741	-.671	.966	
External Support	.253	.158	.273	.060	
Breadth of Active Participation	2.022	.824	.351	.020*	
Breadth of Membership	.577	.922	.088	.536*	
Formality in Council Structure	-.703	.742	-.142	.350*	

Note. * = two-tailed p-value.

This process was repeated to model the degree to which council goals for reform were achieved beyond the criminal justice system. A hierarchical regression beginning with inclusive leadership in the first block (inclusive leadership was the only significant climate predictor), followed by external support in the second block, the breadth of active participation in the third block, the degree of formality in the council structure in the fourth block and the breadth of council membership added in the fifth block was performed. See Table 63a - 63d for a summary of these findings.

In the second block, while inclusive leadership remained significant ($\beta = .47$, $p < .01$, one-tailed) external support did not emerge as significant ($\beta = .21$, $p = .11$, one-tailed) although it approached a trend. Similarly, in the third block, the breadth of active participation $\beta = .31$, $p < .05$, two-tailed) and inclusive leadership ($\beta = .49$, $p < .01$, one-tailed) were significant, while external support was not ($\beta = .10$, $p = .28$, one-tailed). This is likely due to the shared variance of external support with both inclusive leadership ($r = .53$, $p < .001$) and the breadth of active participation ($r = .37$, $p < .05$). As the sole predictor in the model, external support is significantly positively related to the degree to which goals were accomplished outside of the criminal justice system, but the unique variance associated with external support in the presence of the other predictors was not. In the fourth and fifth blocks, the degree of formality in the council structure and the breadth of official membership did not significantly contribute to the overall model. Taken together these findings suggest that councils with leaders who encouraged collaboration

and input from all members and a broad range of active members were more likely to
accomplish their goals to create reforms beyond the criminal justice system.

Table 63a

Hierarchical Regression: Degree to Which Goals Beyond the Criminal Justice System
Accomplished Regressed onto Council Climate and Characteristic Variables (N = 40)

Variables	B	SE B	β	p-value (one-tailed)	ΔR² (p-value)
Block 1					.31
					(.00)
Intercept	-2.247	1.568		.008	
Council Age	-.002	.004	-.077	.700	
Inclusive Leadership	1.370	.344	.581	.000	
Block 2					.03
					(.21)
Intercept	-1.868	1.584		.123	
Council Age	-.003	.004	-.104	.759	
Inclusive Leadership	1.112	.398	.472	.004	
External Support	.220	.174	.210	.107	

Table 63b

Hierarchical Regression: Degree to Which Goals Beyond the Criminal Justice System
Accomplished Regressed onto Council Climate and Characteristic Variables (Continued)
(N = 40)

Variables	B	SE B	β	p-value (one-tailed)	ΔR² (p-value)
Block 3					.08
Intercept	-3.115	1.608		.031	(.03)
Council Age	-.004	.004	-.136	.831	
Inclusive Leadership	1.152	.378	.489	.002	
External Support	.101	.173	.097	.281	
Breadth of Active Participation	1.989	.902	.307	.034*	

Note. * = two-tailed p-value.

Table 63c

Hierarchical Regression: Degree to Which Goals Beyond the Criminal Justice System

Accomplished Regressed onto Council Climate and Characteristic Variables (Continued)

(N = 40)

Variables	B	SE B	β	p-value	ΔR²
				(one-tailed)	(p-value)
Block 4					.01
					(.52)
Intercept	-3.211	1.628		.029	
Council Age	-.003	.004	-.103	.750	
Inclusive Leadership	1.155	.382	.490	.003	
External Support	.075	.179	.072	.339	
Breadth of Active Participation	1.870	.928	.288	.052*	
Formality of Council Structure	.525	.804	.094	.518*	

Note. * = two-tailed p-value.

Table 63d

Hierarchical Regression: Degree to Which Goals Beyond the Criminal Justice System
Accomplished Regressed onto Council Climate and Characteristic Variables (N = 40)

Variables	B	SE B	β	p-value (one-tailed)	ΔR^2 (p-value)
Block 5					.02
					(.26)
Intercept	-4.020	1.767		.015	
Council Age	-.003	.004	-.104	.754	
Inclusive Leadership	1.187	.381	.503	.002	
External Support	.059	.180	.047	.394	
Breadth of Active Participation	2.019	.933	.311	.038*	
Formality of Council Structure	.176	.855	.032	.838*	
Breadth of Membership	1.195	1.040	.163	.259*	

Note. * = two-tailed p-value.

170

Examining Variability in Perceptual Variables as a Function of Organizational Role

To address research question 6 (To what degree does organizational role explain variation in council members' perceptions of council effectiveness and council climate?), organizational role was included as a sole Level I predictor of each of the perceptual variables included in this study (see Tables 64 and 65). These analyses suggest that organizational role explains variation in council members' perceptions of council effectiveness, shared power in decision-making, the presence of a shared mission, instrumental leadership and inclusive leadership to some extent. However, for each model the random effects associated with the intercept were significant, indicating that there is considerable variability across settings in each of these variables that is unexplained by accounting for variation due to organizational role.

To conduct these analyses, domestic violence advocates were used as the baseline or comparison group. Therefore, all unstandardized coefficients reflect the degree to which each group differed from domestic violence providers in their ratings of council effectiveness and climate; for the most part, few differences emerged.

For perceived council effectiveness, judges were more likely than domestic violence providers to rate councils as effective (Level I Coefficient = .53, p < .05), as were prosecuting attorneys (Level I Coefficient = .45, p < .05). There was a trend toward significance for clergy (Level I Coefficient = .49, p < .10). This indicated that judges, prosecuting attorneys and to some extent clergy viewed councils as more effective than did domestic violence advocates.

171

Table 64

Perceived Effectiveness Regressed and Climate Variables Regressed onto Organizational

Role

Organizational Role	Perceived Effectiveness	Effective Conflict Resolution	Shared Power in Decision-Making
	Unstandardized Coefficient (Standard Error)		
Intercept	4.20^^^ (.12)	3.52^^^ (.11)	4.17^^^ (.11)
Human Service Provider	.16 (.13)	.06 (.13)	.20 (.13)
Clergy	.49^{T2} (.31)	.22 (.31)	.02 (.31)
Judge	.53^ (.21)	.19 (.21)	.55^ (.21)
Law Enforcement	.16 (.13)	-.18 (.13)	.03 (.13)
Probation	.11 (.19)	-.12 (.19)	.06 (.19)
Prosecuting Attorney	.45^ (.18)	-.00 (.18)	.34^{T2} (.18)
Educator	.07 (.24)	-.24 (.24)	.31 (.24)
Community Member	-.05 (.28)	-.28 (.28)	-.11 (.28)
Court	.27 (.21)	-.28 (.22)	.22 (.22)
Attorney	.19 (.24)	-.22 (.24)	.09 (.24)
Batterers' Intervention	-.59 (.45)	.30 (.46)	-.51 (.46)
Victim's Advocate in Criminal Justice System	.28 (.35)	.10 (.35)	.40 (.36)
Variance Components			
σ^2	.75	.77	.78
Intercept (τ_{oo})	.18^^^	.11^^^	.08^^^

Note: two-tailed ^{T2}p-value < .10, ^p - value < .05, ^^p-value < .01, ^^^p-value < .001.

172

For effective conflict resolution, there were no significant differences between domestic violence providers and any of the other stakeholder groups. However, with regard to shared power in decision-making, judges were more likely than domestic violence service providers to view their councils as having shared power in decision-making (Level I Coefficient = .55, p < .05), while prosecuting attorneys demonstrated a trend toward significance (Level I Coefficient = .34, p < .10). Similar to perceived effectiveness overall, judges and to some extent prosecuting attorneys rated their councils as sharing power in decision-making to a greater degree than did domestic violence providers.

Human service providers were more likely to view their council as having a shared mission (Level I Coefficient = .40, p < .01), while judges (Level I Coefficient = .41, p < .10) and educators demonstrated a trend toward significance (Level I Coefficient = .40, p < .10). This indicated that human service providers and to some extent judges and educators viewed their councils as having a shared mission to a greater degree than did domestic violence advocates.

While no significant differences emerged with regard to council members' rating of instrumental leadership, clergy (Level I Coefficient = .53, p < .10) and educators (Level I Coefficient = .45, p < .10) emerged with trends toward significance. This indicated that clergy and educators may be somewhat more likely to view their councils as having strong instrumental leadership than did domestic violence advocates.

173

Table 65

Perceived Effectiveness Regressed and Climate Variables Regressed onto Organizational

Role (Continued)

Organizational Role	Shared Mission	Instrumental Leadership	Inclusive Leadership
	Unstandardized Coefficient (Standard Error)		
Intercept	4.28 (.12)^^^	4.32^^^ (.12)	4.61^^^ (.11)
Human Service Provider	.40^^ (.13)	.36^^ (.13)	.32^ (.12)
Clergy	.48 (.31)	.53^{T2} (.32)	.20 (.30)
Judge	.41^{T2} (.21)	.29 (.22)	.37^{T2} (.21)
LE	.13 (.13)	.13 (.14)	.03 (.13)
Probation	.23 (.19)	.04 (.20)	.05 (.19)
Prosecuting Attorney	.44^ (.18)	.18 (.19)	.33^{T2} (.18)
Educator	.40^{T2} (.24)	.45^{T2} (.25)	.20 (.24)
Community Member	.28 (.28)	-.17 (.30)	-.03 (.27)
Court	.13 (.22)	.33 (.23)	.37^{T2} (.21)
Attorney	-.16 (.24)	.05 (.25)	-.04 (.24)
Batterer's Intervention	.14 (.46)	-.35 (.48)	-.84^{T2} (.45)
Victim's Advocate in	.37 (.36)	.06 (.37)	.23 (.35)
Criminal Justice System			
Variance Components			
σ^2	.76	.84	.73
Intercept (τ_{oo})	.17^^^	.20^^^	.13^^^

Note: two-tailed ^{T2}p-value < .10, ^p - value < .05, ^^p-value < .01, ^^^p-value < .001.

Human service providers were more likely than domestic violence providers to view their councils as having inclusive leaders (Level I Coefficient = .32, p < .05). Judges (Level I Coefficient = .53, p < .05) along with prosecuting attorneys (Level I Coefficient = .53, p < .05), court personnel (Level I Coefficient = .53, p < .05) , and batterers' intervention providers (Level I Coefficient = .53, p < .05) demonstrated trends toward significance. These findings indicate that human service providers and to some extent judges, prosecuting attorneys and court personnel viewed their councils as having inclusive leadership to a greater extent than domestic violence service providers. However, these findings suggest that batterers' intervention providers are *less* likely than domestic violence service providers to view their councils as having inclusive leadership. Taken together, the findings regarding organizational role indicate that for the most part, different stakeholder groups (i.e., organized by role) do not differ appreciably from domestic violence service providers regarding their assessment of the setting. However, judges, prosecuting attorneys, and human service providers do appear to view councils more favorably when compared to domestic violence providers.

Power Analysis

This study had varied power to detect significant relationships. The number of independent variables included in the analyses ranged from two to eight and the effect sizes ranged from R^2 = .05 to R^2 = .33. Using Cohen's (1988) conservative estimates, power was calculated for a variety of circumstances based on three criterion: a) effect size, b) number of independent variables, and c) sample size. More specifically, power estimate

175

were calculated for small ($R^2 = .05$), medium ($R^2 = .13$) and large ($R^2 = .30$) effect sizes with two, four and eight independent variables with a sample size of 40.[22] These calculations indicate that with a sample size of 40 and a *small* effect size statistical power to detect significant relationships was quite low (.21 with 2 independent variables, .16 with four independent variables, and .11 with eight independent variables). This indicates that weak relationships were not likely to emerge as significant in this study. While such power was slightly improved with a *medium* effect size, it was still somewhat low (.54 with 2 independent variables, .41 with four independent variables, and .30 with eight independent variables). However, with a sample size of 40 and a *large* effect size, power to detect significant relationships was adequate (.96 with 2 independent variables, .90 with four independent variables, and .75 with eight independent variables).

In addition, when utilizing multi-level modeling techniques such as HLM, determining the power is somewhat more complicated. While there are no clear guidelines, Kreft and DeLeeuw (1998) suggest that at least 20 groups are required to examine Level II level relationships. By these standards this study had an adequate number of Level II units (N = 38), but the specific power to detect small, medium and large effects is difficult to estimate accurately. Overall, it is important to note that this study had limited power to detect small and perhaps even moderate council level relationships. Thus, findings of non-significance should be interpreted with due caution.

---

[22]

All power estimates are *approximate* and reflect the mid-point of the range provided in Cohen's (1988) power table for an N = 20 and an N = 60.

DISCUSSION

Creating a Coordinated Community Response (CCR) to domestic violence

requires fundamental reforms in both the human service and criminal justice systems (Hart,

1995; Pence & Shepard, 1999). Scholars, funders and community members agree that

collaboration across the many stakeholder groups that play a role in responding to

domestic violence is central to these reform efforts (Hart, 1995; Pence & Shepard, 1999).

This study provides preliminary evidence that domestic violence coordinating councils can

facilitate such collaboration and that these councils are more likely to be effective when

they attend to their internal climate, as well as the degree to which they foster diverse

active membership and garner support from the community, funders, and policy makers.

Specifically, this study found that councils perceived as effective by council leaders

and members were more likely to have an internal climate characterized by effective·

conflict resolution, shared power in decision-making, a shared mission and effective ·

leadership that embodied both an inclusive and task-oriented leadership style. Further,

there is evidence that these features of the council climate are differentially related to

different indicators of council effectiveness. For example, the degree to which councils

had a shared mission was related to the degree to which they were perceived as effective

by council members, but was not related to the degree to which goals were accomplished

within the criminal justice system according to council leaders. The findings from this

study also suggest that it is not only the internal climate of councils that contributes to

177

their effectiveness, but also the degree to which councils have fostered active member participation and the degree to which they have garnered support from their environment (i.e., funders and policy makers). Finally, in addition to the substantive findings regarding the correlates of council effectiveness, this study raises important methodological issues regarding the use of perceptual measures in the study of councils and the need to attend to the multi-level nature of studying collaborative settings.

Council Effectiveness

Overall, there was consensus among council members and leaders that councils are stimulating needed reforms in their communities. While there was variability across councils with regard to their average perceived effectiveness, overall, council members rated their councils as at least somewhat effective at meeting their intermediate goals and stimulating changes in policy and practice that increase women's safety and batterer accountability. Further, council leaders' ratings of the degree to which councils have accomplished their goals also suggest that councils are succeeding in the creation of reform in their communities. These findings support a small but growing body of literature that suggests that domestic violence coordinating councils provide an important vehicle for the creation of a CCR to domestic violence by improving relationships across key stakeholders, providing a forum to create institutionalized change (i.e., reforms in policy and practice) and engaging in prevention activities, including the education of professionals and community members (Clark et al. 1995; Edwards, 1992; Short, & DeBruyn, 2000).

178

Councils were viewed as especially effective in meeting intermediate goals such as increasing council members' knowledge of different stakeholder groups (including both their roles and limitations), and improving stakeholders' ability to coordinate their efforts. That is, members rated councils' effectiveness in meeting intermediate goals more favorably than goals to reform practice and policies that increase women's safety and batterer accountability. Accomplishing these intermediate goals is a critical first step in building the relationships among stakeholders that provide the foundation upon which their collective work ensues. However, in some ways, fostering such relationships may be easier to achieve than creating actual reforms within or beyond the criminal justice system. For example, some councils began their collaborative efforts by using a series of meetings to have each organization share information about its unique role in the response to domestic violence, its general operations, and the areas in which the organization hoped to see change. Councils may function more effectively as a forum for the exchange of information than for the implementation of changes in policy and practice.

Interestingly, councils were more likely to have goals to stimulate changes in the criminal justice system than to create reforms in other systems, such as healthcare. Specifically, council leaders reported addressing a greater number of needed reforms within the criminal justice system than they did in areas beyond the criminal justice system. The greater attention to criminal justice issues is not surprising given that to date CCR efforts have focused largely on the need to protect women and hold batterers accountable by advocating for reforms within the criminal justice system. This focus reflects the

emphasis of the movement to end domestic violence on recognizing domestic violence as a *crime* rather than a *private matter*. Still, the almost exclusive focus of some councils on the criminal justice system is concerning considering the important role different systems play in encouraging the safety of women (Hart, 1995; Schechter, 1999; Sullivan & O'Keefe, 1999) and the need for coordinated efforts to increasingly address areas in other human service systems (Clark et al., 1995; Schechter, 1999). Schechter (1999) underscores this concern, reflecting on the large number of battered women who *never* become involved with shelter programs or the criminal justice system, but who may access services in other areas of the human service system including neighborhood based clinics, hospitals, and welfare and child protection offices. For some councils, attending to needed reforms outside of the criminal justice system would require a refocusing of their efforts. For example, they would need to set goals to address issues in other systems such as health care and human service and incorporate collaborative partners from these systems who play a central role in the accomplishment of these goals. The membership of many of the councils in this study did not include stakeholder groups that would be central to the implementation of these efforts. Still, setting new goals and inviting new members would have to be balanced with the need to keep the work of the domestic violence coordinating council relevant to the areas of expertise and desires of participating members. For example, criminal justice officials may not feel they are centrally involved in plans to implement a domestic violence education program in schools, while educators may find their involvement peripheral to discussions of the enforcement of Personal

Protection Orders. Organizing the councils' work in such a way that all stakeholders understand their roles in the setting is critical given that stakeholders may remain more engaged when the collective work is relevant to their area of expertise and the benefits of their involvement outweigh the costs (Butterfoss, Goodman, & Wandersman, 1996; Chinman, Anderson, Imm, Wandersman, & Goodman, 1996; Gray, 1985).

While this study provides preliminary evidence supporting the role of coordinating councils as a vehicle for stimulating community change, future research must link perceptions of council effectiveness to community outcomes and indicators such as community members' knowledge of domestic violence, women's safety and access to resources, and batterers' recidivism. In their review of the work of coalitions in the community health arena, Roussos and Fawcett (2000) found that linking the work of collaborative bodies to more 'distant' health outcomes within the community poses a significant challenge. However, they concluded that "at least under some conditions, implementation of collaborative partnerships is associated with improvements in population-level outcomes" (p. 375). In the domestic violence context, ultimately, it is the increased safety of survivors that will indicate the degree to which coordinating councils are making a difference in their communities (Hart, 1995). Yet, very few of the councils in this study received any formal feedback from survivors or incorporated survivors into their efforts. Collaborative efforts to respond to complex social issues must be accountable to the constituency for which they advocate reform. Future research must include feedback from survivors about how the reforms for which domestic violence

181

coordinating councils advocate influence their lives and about the degree to which they

experience the criminal justice, human service and health care systems as more responsive

to their needs.

Elements of the Council Climate as Correlates of Council Effectiveness

This study suggests that the internal climate councils foster is integral to their

effectiveness. While some collaboration researchers have suggested that the internal

climate of councils is important (Foster-Fishman et al., in press; Larson & LaFasto, 1989),

few studies have systematically examined the relationship of council climate to

effectiveness across multiple settings (see Butterfoss, Goodman, & Wandersman, 1996;

Gottlieb, Brink & Gingiss, 1993; Kegler et al., 1993 for examples). The findings from this

study indicate that domestic violence coordinating councils were more likely to be

successful in their collaborative endeavors when they fostered an internal climate where

conflict was handled effectively, power in decision-making was shared, a shared mission

was in place and leadership was both inclusive and task-focused. However, while there is

evidence that each element of the council climate examined in this study was related to

council effectiveness, these elements were often differentially related to each indicator of

council effectiveness. In addition, the effect of each element of the council climate shifted

in the presence of the other elements of council climate. Given the relatively small sample

size in this study and the strength of the interrelationships of the elements of council

climate (and the resulting collinearity), each element and its relationship to the indicators

of council effectiveness is presented in two ways: a) as the sole predictor of the indicators

of council effectiveness, and b) in the presence of the other elements of council climate.[23]

<u>Conflict Resolution</u>

The findings from this study suggest that the relationship between conflict resolution and council effectiveness is complex. When conflict resolution was considered alone, it was related to two indicators of council effectiveness. However, when conflict resolution was considered in the presence of other variables, its relationship to council effectiveness changes. These shifts appear to be the result of the relationships of effective conflict resolution with the other elements of council climate. Taken together, the findings from this study suggest that effective conflict resolution may not be as strongly related to council effectiveness as other aspects of the council climate. This may be due to relatively low levels of conflict on councils or insensitive measurement of conflict and conflict resolution within the council setting.

When effective conflict resolution was considered individually as a predictor of the indicators of council effectiveness two significant relationships emerged. Specifically, councils whose members rated them as handling conflict effectively were more likely to be viewed as effective by council members. These councils were also somewhat more likely to be accomplishing their goals beyond the criminal justice system, according to council leaders (at the trend level). This provides some support for the assertion that councils'

---

[23]

Please note that the findings discussed refer to the council level relationships (e.g., the relationship between *average* perceived effectiveness and *average* shared power in decision-making) unless otherwise noted.

183

ability to handle conflict is integral to their success (Fargason et al., 1994; Wichnowski & McCollum, 1995). However, when considered in the presence of the other elements of council climate the relationship of effective conflict resolution and the indicators of council effectiveness shifted somewhat. First, as a predictor of the breadth of goals addressed within the criminal justice system a suppression effect emerged. Second, as a predictor of perceived council effectiveness, it appears that the relationship of conflict resolution and perceived council effectiveness is mediated by the other climate variables.

While this finding emerged only at the trend level and must be considered *preliminary*, councils whose members viewed them as handling conflict effectively addressed a broader range of reforms within the criminal justice system. Interestingly, this trend emerged when inclusive leadership was added to the model including effective conflict resolution, instrumental leadership and council age (i.e., conflict resolution was *not* a significant predictor in the absence of inclusive leadership).[24] This finding suggests that inclusive leadership (and perhaps instrumental leadership) suppresses the relationship between conflict resolution and the breadth of goals addressed. The challenge in interpreting such a finding is to identify the unique variance in conflict resolution (i.e., variance unshared with the other predictors) that is related to the remaining variance in the breadth of criminal justice goals addressed (i.e., when the variance related to the other

---

24

It is important to note that this suppression effect only emerged when instrumental leadership and council age were also included in the model. This suggests that it is some combination of these effects that bolsters the relationship of conflict resolution and the breadth of goals addressed within the criminal justice system.

predictors is accounted for). In this study, the unique variance associated with conflict resolution (i.e., not overlapping with inclusive leadership and instrumental leadership) appears to be the practice of 'agreeing to disagree'. Conceptually, 'agreeing to disagree' is the only conflict resolution strategy that does not emphasize the need to foster input from all stakeholders to achieve a resolution. In contrast, the other conflict resolution strategies, such as 'getting to the root of the disagreement' or 'compromise,' may be more related to the ability of council leadership to be "adept in organizational and communication skills" (instrumental leadership) or be "competent in negotiating, solving problems and resolving conflict" (inclusive leadership). Providing some support for this assertion, 'agreeing to disagree' was the *only* item in the conflict resolution subscale unrelated or only weakly related to most of the inclusive and instrumental leadership items. While this finding is *tentative*, it highlights an important direction for future research, suggesting that domestic violence coordinating councils using this conflict resolution strategy ('agreeing to disagree') attempt reform in a greater number of areas within the criminal justice system. It is not surprising that 'agreeing to disagree' may play a more prominent role in this realm given there are many contentious issues surrounding reform of the criminal justice system, ranging from addressing dual arrest practices (i.e., arrests of both the assailant and survivor versus identification and arrest of only the 'primary aggressor') to survivors' participation in the prosecution of domestic violence cases (i.e., survivors as key witnesses versus an emphasis on evidenced-based prosecution). Focusing on areas of agreement may be essential given that underlying

differences are unlikely to be easily resolved. For example, in some communities the practice of dual arrest may reflect an underlying attitude among law enforcement that women are just as aggressive as men. Domestic violence advocates would counter this argument emphasizing that women are assailants in only five percent of domestic violence cases. While these stakeholder groups may not come to agreement about the underlying issue, they may both agree that the system can not handle the volume of cases and subsequent dilemmas (e.g., determining who to press charges against) that result from dual arrest.

The preliminary finding that 'agreeing to disagree' may be a useful conflict resolution strategy is consistent with research examining coordinated efforts in the sexual assault arena where this tactic was also employed as a way for collaborative bodies to engage in joint action (Campbell, 1999). However, this finding contradicts the preponderance of research on conflict resolution which stresses the importance of transforming conflict by addressing complex underlying issues (Bitter, 1977; Fargason et al., 1994). Yet, 'agreeing to disagree' may reflect an aspect of the collaborative process where stakeholders gain a more clear understanding of their differences (Gray, 1989), and choose to focus on areas of agreement as a way to begin or continue their work together.

Interestingly, some studies suggest that younger councils may be more likely to focus on areas of agreement, while over time councils may focus on more contentious issues (Bitter, 1977; Rosenkoetter et al., 1995). For example, Rosenkoetter et al., (1995) suggest that in the beginning of the work of collaborative settings, they tend to focus on

"non-controversial issues that build broad-based community ownership" (p. 276). As councils mature, they suggest that there is a greater need to resolve the more sensitive issues that were avoided initially (Rosenkoetter et al., 1996). However, in this study, younger councils were no more or less likely to 'agree to disagree'.[25] In the domestic violence context, it may be that this tactic is useful not only in the beginning of collaborative work, but at varied stages of the collaborative process when councils are identifying areas to address within the criminal justice system. Given that collaborative groups are not going to achieve complete consensus before they engage in cooperative activities (Bitter, 1977), 'agreeing to disagree' may provide a starting point with the potential that, as stakeholders work together over time on a given issue, they will foster greater consensus (Wood & Gray, 1991). Still, it is also important to note that 'agreeing to disagree' may prove to be problematic if it becomes a way to avoid the development of a truly shared mission and understanding of domestic violence and results in a prolonged avoidance of the more complex issues domestic violence coordinating councils face. Future research is needed to identify *when* and *how* 'agreeing to disagree' is an effective conflict resolution strategy.

In addition to the suppression effect, the findings from this study suggest that effective conflict resolution has an indirect effect on council effectiveness. Conflict

---

[25] Post hoc analyses reveal that the item, "when faced with conflict council members 'agree to disagree'" was not significantly related to council age ($r = .17$, $p = .30$, two-tailed). However, the item, "conflict has created opportunities for open discussion among council members" was significantly related to council age ($r = .43$, $p < .01$).

resolution was not retained in the final model of the degree to which councils were viewed by members as effective, but was a significant predictor when considered individually. This suggests that the other climate variables may mediate the relationship between conflict resolution and council effectiveness. In particular, effective conflict resolution might influence the degree to which councils have developed a shared mission, which explains its relationship with perceived council effectiveness. Future research is needed to examine such mediating relationships in an effort to understand *how* conflict and conflict resolution positively contribute to the work of domestic violence coordinating councils.

Finally, while there is some preliminary evidence that aspects of conflict resolution are related to council effectiveness, the findings from this study suggest that conflict resolution may simply not be as strongly related to council effectiveness as the other elements of the council climate. Even considered separately, conflict resolution was not significantly related to most indicators of council effectiveness (e.g., it was not related to the breadth of goals addressed beyond the criminal justice system nor the degree to which goals were accomplished within the criminal justice system).

In addition, overall, this study suggests that councils did *not* experience high levels of conflict or employ ineffective conflict resolution strategies with great frequency. The generally low level of conflict experienced by the majority of councils might explain the more limited role of effective conflict resolution in explaining council effectiveness. In a paper written for the National Resource Center on Domestic Violence, Schechter (1999) suggests that in contrast to the past, there are professionals in every field who take

domestic violence seriously. While this is not likely to be true for all communities, this may explain why for many councils the ability to handle conflict constructively did not covary with the degree to which they were effective in accomplishing their goals. It is probable that the degree to which conflict resolution is related to council effectiveness depends on the level of conflict in the setting. For example, the level of conflict may moderate the relationship between effective conflict resolution and council effectiveness. Future research is necessary to more completely examine what mediates and/or moderates the relationship of conflict resolution to council effectiveness.

The finding that conflict resolution played a more limited role in explaining council effectiveness may also reflect a weakness in the conflict resolution measure and the approach to examining conflict in this study. During interviews with key informants, when asked about the specific areas in which conflict emerged, many indicated they did not experience conflict on their councils. Some went on to explain they had *disagreements* and *diverse viewpoints*, but *not* conflict. Others indicated that the conflict was always below the surface, but did not characterize this as ignoring conflict because the conflict did not actually emerge during council meetings. These comments raise important issues regarding the measurement of this construct and future research on conflict in the work of domestic violence coordinating councils. Smith and Berg (1997) bemoan the paucity of research on conflict within groups. They suggest that while scholars frequently mention that conflict is endemic to group work, it is not fully investigated. Further, they suggest that the critical task in examining conflict is not only to understand the role of conflict

resolution in the work of collaborative groups, but the nature of the conflict itself and how it is functional and/or dysfunctional for groups. In future research on conflict, and conflict resolution, in the domestic violence context, researchers must operationalize and examine both conflict and conflict resolution processes with more precision and contextual information.

Shared Power in Decision-Making

This study suggests that shared power and influence in decision-making is positively related to the degree to which councils achieve their goals. Considered as the sole predictor, councils whose members rated them as having shared power in decision-making were more likely to be viewed as effective by council members. They were also more likely to be accomplishing their goals both within and beyond the criminal justice system, according to council leaders. This provides support for the assertion that the success of collaborative efforts depends upon the ability of collaborative bodies to share power and authority (Kagan, 1991) and create opportunities for all stakeholders to influence direction-setting (Butterfoss, Goodman, & Wandersman, 1996; Gray, 1985). Fostering a climate where each stakeholder can share their unique vantage point and experience is critical to council effectiveness given that greater information sharing leads to better decision-making (e.g., Larson, Foster-Fishman, & Keys, 1994) and greater satisfaction and participation among council members (e.g., Butterfoss, Goodman, & Wandersman, 1996). In the domestic violence context, such an equitable climate is essential; individuals with the most expert knowledge on domestic violence are sometimes

those with the least power to influence outcomes in the collaborative setting (e.g., domestic violence advocates and survivors). However, this study also suggests that shared power in decision-making has complex interrelationships with both inclusive leadership and the breadth of active membership that influence its relationship with council effectiveness. In addition, similar to conflict resolution, shared power in decision-making was not uniformly related to all indicators of council effectiveness and was frequently reduced to a trend toward significance or non-significance in the presence of the other climate variables. These findings highlight two important issues regarding the relationship of shared power in decision-making to council effectiveness.

First, similar to effective conflict resolution, inclusive leadership acted to suppress the relationship between shared power in decision-making and the degree to which goals were accomplished within the criminal justice system (at the trend level). While these findings must be interpreted with caution, the unshared variance between shared power in decision-making and inclusive leadership may reflect the decision-making focus of shared power in decision-making. That is, both constructs emphasize council member input, but only shared power in decision-making assesses the degree to which this input influences the decisions the council makes. This implies that it is not only important that leaders gather member input, but that this input informs decisions made in the collaborative context. Again, it is important to interpret this finding with caution. It is possible that this suppression effect is due only to multicollinearity. These variables are highly correlated and this suppression effect may reflect only a statistical artifact. That is, when numerous

191

highly correlated variables are examined simultaneously, they may act to mask or suppress

their relationships with the outcome variable.

Interestingly, the relationship between shared power in decision-making and

council effectiveness is also augmented when the breadth of active membership is included

in models of council effectiveness. Specifically, a second set of suppression effects

emerged with regard to the relationships of shared power in decision-making to both

perceived council effectiveness and the degree to which goals are accomplished within the

criminal justice system. This suggests that when the variance due to the breadth of active

participants was accounted for in these indicators of council effectiveness, shared power in

decision-making had a stronger relationship with each.[26] Thus, the findings from this

study indicate that shared power in decision-making is not only related to council

effectiveness above and beyond the breadth of active membership, but that taking this

covariate into account strengthens this relationship. This suggests that in order for

councils to be effective they must not only 'get stakeholders to the table,' but create a

climate where the input of all members influences the decision-making process of the

council. This finding also raises the possibility that fostering shared power in decision-

making becomes more essential when a diverse array of stakeholders are *actively* engaged

in the collaborative process. To confirm such an assertion, future research should examine

---

[26]

It is important to recall that shared power in decision-making is *not* significantly related to
the breadth of active membership. Thus, this is a case of classical suppression (Cohen &
Cohen, 1983).

192

the breadth of active membership as a moderator of the relationship between shared power in decision-making and council effectiveness.

Second, the findings from this study suggest that shared power in decision-making was not uniformly related to all indicators of council effectiveness. Specifically, considered individually, shared power in decision-making was *not* significantly related to the breadth of goals addressed both within and beyond the criminal justice system. This suggests that the ability of councils to share power in decision-making is not essential to all aspects of the collective work of domestic violence coordinating councils. Further, shared power in decision-making did not remain a significant predictor in the final climate models of perceived council effectiveness nor the degree to which goals were accomplished beyond the criminal justice system. Substantively, these findings may indicate that shared power in decision-making was not as centrally related to council effectiveness as the quality of council leadership. However, these findings may also be explained by the multicollinearity among the independent variables. Shared power in decision-making was strongly related to both instrumental and inclusive leadership, but especially the latter. In the final models, where inclusive leadership was the strongest predictor, shared power in decision-making was not a significant predictor. In the final models where instrumental leadership was the stronger predictor, inclusive leadership acted to suppress the relationship of shared power in decision-making and council effectiveness. The complexity of these interrelationships suggests that future research is needed to examine non-additive models, including an examination of mediating structures.

While the findings from this study seem to converge on the need to incorporate the voices of all stakeholders in the direction the council takes, this research does not reveal *how* power relationships influence the collaborative process, *how* power disparities are successfully transformed to encourage equity with a setting or *how* power relationships outside of the collaborative setting, and within the community context, influence collaborative work. Regarding the latter issue, councils may foster shared power among stakeholders within the collaborative context, but may be unable to foster such equity with key stakeholders in their community who are not currently council members or are 'official' but not active members. Those with greater power in the community context may participate of their own *good will*, but there are no mechanisms in place to encourage their participation. This is problematic because outside of the collaborative context, stakeholders may not be able to influence powerful players whose actions affect the degree to which councils effectively stimulate changes in their communities. Thus, the findings from this study highlight two questions for future research on shared power and collaboration: 1) *How* do councils foster equitable power relationships where all voices are heard within their collaborative settings? and 2) How can councils transform power relationships with individuals *outside* of their collaborative settings? These are both critical questions when the ultimate goal of collaboration is to address complex social issues, such as domestic violence. Such efforts require a more fundamental transformation of power relationships (Himmelman, 1996; Jones & Bodtker, 1995; Lipman, 1997).

Shared Mission

Consistent with previous research, this study indicates that the presence of a shared mission was related to the degree to which councils were meeting intermediate goals and the goals of a CCR. Considered individually, councils whose members viewed them as having a shared mission were more likely to be rated as effective by council members and more likely to accomplish goals beyond the criminal justice system and to some extent within the criminal justice system (at the trend level) according to council leaders. In addition, considered in the presence of the other elements of council effectiveness, the degree to which councils were viewed by their members as having a shared mission positively contributed to the final model of the degree to which councils were viewed by members as effective. Thus, in part, the findings from this study are consistent with those from previous research suggesting that forging a shared mission in a context of diversity is a critical part of the collaborative process and is linked to the effectiveness of collaborative endeavors (e.g., Butterfoss, Goodman & Wandersman, 1993; Bond & Keys, 1994; Foster-Fishman et al., in press; Roussos & Fawcett, 2000).

Similar to both conflict resolution and shared power in decision-making, these findings were not uniform across indicators of council effectiveness. Specifically, the presence of a shared mission was not significantly related to the breadth of goals addressed within or beyond the criminal justice system. This suggests that domestic violence coordinating councils may be able to work collectively in some areas, such as identifying goals, even when they have not developed an entirely shared mission. The

195

presence of a shared mission may become more important as councils attempt to *accomplish* the goals they have identified. This is evidenced by the relationship between the presence of a shared mission and the degree to which goals have been accomplished. Still, shared mission remained a significant predictor in only one of the final models of the indicators of council effectiveness. Again, this finding may be explained in part by shared variance with other predictors and a lack of power to detect significant relationships. However, this finding may also suggest that the presence of shared mission, like conflict resolution and to some degree shared power in decision-making, was not as strongly related to council effectiveness as other elements of the council climate, especially the quality of council leadership. Future research is need to examine circumstances when the the presence of a shared mission is most critical and those when other factors are more paramount.

Leadership

Consistent with previous literature (e.g., Butterfoss, Goodman, & Wandersman, 1996; Kegler et al., 1998), this study finds that leadership is strongly related to council effectiveness. Further, this study suggests that effective leaders must be skilled at both facilitating the collaborative process (e.g., attending to the participation of all members), and being adept at focusing the group on completing tasks (e.g., planning meetings efficiently). While leadership was consistently the strongest predictor of council effectiveness, different aspects of leadership were related to different indicators of domestic violence coordinating council effectiveness.

Instrumental leadership, a leadership style focused on strong organizational skills, commitment to the council's mission and garnering resources, was the most important predictor of the breadth of goals councils addressed. That is, the more councils were viewed as having instrumental leadership by their members, the more likely they were to be addressing areas of reform within and, to some extent, beyond the criminal justice system according to council leaders. However, this relationship *only* emerged when inclusive leadership was also included in the model. As with the other elements of the council climate, the interrelationships of the leadership variables require special attention in the interpretation of these findings. There are two explanations for this pattern of relationships. First, this finding may reflect a statistical artifact of the collinearity of inclusive and instrumental leadership. These variables were highly correlated, indicating that, for the most part, leaders were viewed as having both strong instrumental and inclusive leadership skills.[27] Second, substantively, this finding *may* indicate that it was the *unique* variance associated with instrumental leadership that was related to the breadth of goals councils addressed. This unique variance may reflect the degree to which the council leadership has the organizational skills and resources to effectively lead (e.g., planning meetings efficiently, providing guidance in maintaining the council). While it is critical to interpret these findings with caution, councils with leaders who have such skills

_____

[27]

Further, in some cases, council members may have been responding about multiple leaders within the setting, rather than only a single leader. It is not uncommon for coalitions to have a core group of leaders (Roussos & Fawcett, 2000).

may be able to manage a broader array of desired reforms with the human service, health care and criminal justice systems.

Interestingly, such a suppression effect did not emerge in the relationship of instrumental leadership and other indicators of council effectiveness. Instrumental leadership appears to be critical to the ability of councils to successfully create reforms with criminal justice system. Councils whose members viewed them as having strong instrumental leaders were also more likely to accomplish their goals *within* the criminal justice system. These findings suggest that operating successfully within the criminal justice context may require a greater emphasis on the ability of the leader to plan meetings effectively and efficiently and garner resources to support the councils efforts. Future research is needed to ascertain which leaders are the most likely to employ such a leadership style to explore a potential confound of this finding. If leaders from the criminal justice system are also more likely to embody instrumental leadership traits this may explain *why* this leadership style is more strongly related to goals being accomplished within the criminal justice system.

With regard to inclusive leadership, a different pattern of relationships emerges. While instrumental leadership is somewhat related to the breadth of goals addressed beyond the criminal justice system (at the trend level and only *with* inclusive leadership in the model), *inclusive* leadership is the strongest predictor of the degree to which these goals were accomplished. That is, councils whose members viewed them as having strong inclusive leaders were more likely to be accomplishing their goals beyond the criminal

198

justice system according to council leaders. This indicates that to create needed reforms in the human and social services councils require a leader who incorporates the input of all members and promotes equality among members. This may be particularly important given that domestic violence coordinating councils are made up largely of criminal justice officials. In the absence of a leader skilled at encouraging and valuing the input of all members, stakeholders who are not affiliated with the criminal justice system could have peripheral involvement in council activities resulting in goals not being accomplished in the areas they represent.

Councils with inclusive leadership were also more likely to be rated as effective by their membership. The degree to which councils were viewed by members as having inclusive leadership was the strongest predictor of perceived council effectiveness. This finding may suggest that the presence of inclusive leadership plays a more primary role in the degree to which councils are effective overall. Perceived effectiveness assesses a broader scope of council effectiveness (i.e., it includes an assessment of the degree to which councils have addressed both the goals of a CCR and intermediate goals). Thus, inclusive leadership may play a critical role in the degree to which councils are accomplishing their intermediate goals, such as learning about each's other roles and limitations.

In their review of collaborative partnerships, Roussos and Fawcett (2000) found that less is known about how different sets of leadership skills may be useful during different stages of partnership development. While this study can not provide information

regarding the role of leadership at different stages of council development, these findings provide evidence that inclusive and instrumental leadership are related to different aspects of the collaborative work of domestic violence coordinating councils. Thus, it is not leaders' exclusive use of one style or another that is related to council effectiveness, but rather that different aspects of leadership were related to different areas of success in the collaborative work of domestic violence coordinating councils. This is consistent with previous research which suggests that different aspects of leadership influence group functioning in different ways and these relationships depend in part on other situational characteristics (e.g., Barrow, 1976; Larson, Foster-Fishman & Franz, 1998). For example, Larson, Foster-Fishman and Franz (1998) found that while participative leaders elicited a greater amount of information from group members, directive leaders managed the information more effectively and ultimately made better decisions. However, the quality of decisions made in groups with a directive leader was in part dependent on the degree to which the leader held information, prior to the group discussion, that was congruent with the best decision. Future research on the role of leadership in the collective work of domestic violence coordinating councils should measure different aspects of leadership with more precision and less shared variance. Further, this research should attend to situational factors such as the leaders' knowledge base regarding domestic violence, their viewpoints regarding the direction of the council, and their organizational affiliation which may also affect *how* and *when* instrumental versus inclusive leadership are important.

Finally, with regard to the relationship of leadership and council effectiveness, this study provides some preliminary evidence that inclusive leadership is partially mediated by other elements of an inclusive climate, specifically shared power in decision-making and presence of a shared mission. When these variables were introduced into the final model of perceived council effectiveness, the strength of the association between inclusive leadership and council effectiveness was reduced. Future research is necessary to examine those factors that mediate the relationship of leadership and council effectiveness. Such an examination would provide insight regarding the mechanisms by which leaders foster council effectiveness.

<center>Council Characteristics as Correlates of Council Effectiveness</center>

In addition to council climate, council characteristics play an important role in explaining council effectiveness. Attending to such characteristics is critical given that there are many aspects of the council structure (e.g., Kegler et al., 1998), membership (e.g., Chrislip & Larson, 1994) and resources (e.g., Reilly, 1998) that have been linked to council functioning in previous research. This study provides some confirmation of previous research suggesting that active membership and support from the external environment are important correlates of the effectiveness of domestic violence coordinating councils.

<center><u>Breadth of 'Official' and 'Active' Membership</u></center>

While the breadth of 'official' membership was not related to council effectiveness, the breadth of 'active' membership was. Councils with a greater number of their official

<center>201</center>

membership actively participating in council activities were more likely to be rated by their members as effective, and more likely to accomplish their goals both within and beyond the criminal justice system according to council leaders. These findings are consistent with previous research that suggests that councils with broader membership have broader agendas for change (Rosenkoetter et al., 1995) and are more effective (Butterfoss, Goodman, & Wandersman, 1996; Chrislip & Larson, 1994; ISA Associates, 1993 as cited by Chinman et al., 1996). In the domestic violence context, the presence of a broad range of stakeholders who are active members creates greater opportunity for reform in a broad range of systems. In addition, the active participation of stakeholders suggests that they are committed to the work of the council, which is a critical precursor to successful collaboration (Gray, 1985).

Huxham and Vangen (2000) suggest it is critical to investigate council membership more carefully, taking into account the complexity and ambiguity inherent in determining who is actually a member of a collaborative setting. This study demonstrates that when examining the influence of council membership, it is critical to distinguish between 'official' and 'active' membership. There were a considerable number of councils where 'official' membership included the entire set of relevant stakeholders, but this diversity of membership in 'name only' was not related to council effectiveness. Stakeholders may agree to become members of a council, but may not necessarily be engaged or committed to the work of the council. This membership in 'name-only' does not appear to foster council effectiveness.

Interestingly, the breadth of membership was not related to the breadth of goals addressed either within or beyond the criminal justice system. It is possible that councils identify goals not based on their membership, but based on their desire for reform. For example, 74% of councils were addressing sentencing practices, but only 54% had active participation from a member of the judiciary, the stakeholder group most central to the actual implementation of this reform. The degree to which they can actually implement these reforms depends on the degree to which they encourage 'buy in' from the stakeholder groups than can facilitate the implementation of these reforms. The challenge in the domestic violence context is to encourage involvement from the most powerful stakeholder groups. Future research is needed to address how the participation of stakeholders in relative positions of power can be fostered.

<u>Presence of External Support</u>

Consistent with previous research, the support councils receive from the external environment (e.g., funders and policy makers) is an important component of their success. Councils who received support from funders, local policy makers, and community members according to key informants were more likely to accomplish their goals both within and beyond the criminal justice system. This echoes the findings of other studies which suggest that the environment in which collaborative settings engage in collective work is critical to their success (Gray, 1996) and that the degree of support provided in the external environment is critical to the adoption of reform (Foster-Fishman, Salem, Allen, & Fahrbach, 2000). External support is critical to the efforts of domestic violence

203

coordinating councils given that the purpose of their collective work is to create change in complex systems. Such change efforts require support from many external stakeholders (i.e., those stakeholders external to the collaborative group, but critical to the collaborative work; Sink, 1996) including, for example, funders, organizational leaders and community members. For example, in this state, there has been a great deal of controversy regarding which batterers intervention programs judges should refer assailants to as a part of their sentences. Some council leaders complained that many judges would routinely refer to weekend programs that were viewed as ineffective. Then a Governor's Task Force was put together to develop batterers intervention standards. This state level initiative supported the local efforts of councils who were advocating for similar reforms. Such support from the external environment may be most critical when the desired reforms involve powerful stakeholders such as judges.

While this study provides evidence for the importance of support from the external environment, similar to effective conflict resolution, the presence of such support did not remain a significant predictor in any of the final models of council effectiveness in this study. Perceived support from the external environment was a significant predictor of the degree to which goals were accomplished, both within and beyond the criminal justice system, yet these relationships were weakened in the presence of the breadth of active council membership. It is possible that the relationship between the presence of support from the external environment and council effectiveness is mediated by the breadth of active council members. Such a mediating relationship might suggest that support from

the external environment is important because it results in greater participation from key stakeholders. For example, in one community, organizational leaders were appointed to the council by the County Commissioner. Thus, from the start, this council had some 'buy in' from key players who could enact change within their respective organizations and allocate staff for regular council involvement. The findings from this study suggest that future research is needed to examine *how* the external environment supports council activities (e.g., by providing funds and staff; by increasing legitimacy; by changing policies that encourage reform; by broadly engaging community members in prevention activities).

Formality of Council Structure

The degree of formality in the council structure was not related to the breadth of goals councils addressed, the degree to which they accomplished their goals nor the degree to which their members viewed them as effective. These findings contradict other research, suggesting that coalitions with more complex structures were more successful (Gottlieb, Brink, & Gingiss, 1993; Kegler et al., 1998). However, it is critical to note that in this study the vast majority of councils had at least basic organizational structures in place. For example, 97% of councils used an agenda and 92% kept minutes. In addition, fewer councils had more formal structures, such as decision-making processes, in place (34%) or written bylaws (24%). The lack of variability limits the conclusions that can be drawn from these findings. In short, the findings from this study do not confirm or refute the findings of previous research which suggests that basic organizational tools such as the use of an agenda are important to council effectiveness (e.g., Foster-Fishman et al., 2001).

Summary of the Correlates of Indicators of Council Effectiveness

It is interesting that each indicator of council effectiveness was explained by

different constellations of the elements of the council climate and council characteristics.

This finding suggests that those factors that facilitate collaboration may be dependent on

the nature of the collective work and has important implications for researchers and

practitioners interested in supporting domestic violence coordinating councils. This

section provides a brief summary of those factors that were most salient in explaining each

indicator of council effectiveness.

The breadth of goals reflects the degree to which councils have attempted a broad

array of reforms within their communities both within the criminal justice system and in

other systems including human service and healthcare. The most important factors in

explaining the breadth of goals councils addressed were the degree to which the council

had strong instrumental leadership and perhaps the degree to which they focus on finding

common ground in the midst of diverse viewpoints (i.e., 'agreeing to disagree'). This

suggests that, above all, attempting broad based reform requires highly organized

leadership. However, it is also important to note that for the most part the set of

predictors examined in this study was not strongly related to the breadth of goals

addressed. There are five plausible explanations for this. First, other factors may play a

more prominent role regarding the number of reforms a council undertakes. For example,

identifying council goals may be prescribed by the resources made available to councils.

There is a great deal of written work defining the reforms required in a CCR (e.g., Berry,

1995; Pence, 1996). The breadth of goals addressed may be a function of the knowledge base of council members regarding what the development of a CCR entails. Second, this outcome measure may not be a reliable proxy for council effectiveness. Councils who are addressing a broad range of goals without success are equivalent to those who have addressed the same number of goals with great success. Thus, this measure may be less sensitive to differences in effectiveness across councils. Third, this measure reflected the proportion of needed reforms councils addressed in their community. However, *only* the key informant defined which reforms were needed. Thus, the breadth of goals addressed as measured in this study may not accurately reflect the degree to which needed reforms were being addressed in a given community. Fourth, the breadth of goals addressed within the criminal justice system was negatively skewed (54% of councils reported addressing 100% of the needed criminal justice reforms in their communities). Such skewness may limit the ability to detect significant relationships. Finally, it is important to note that council age remained a significant predictor of the breadth of goals councils addressed. Thus, this indicator of council effectiveness may be strongly related to the amount of time councils have been engaging in collective work; clearly, councils that have been working together for a number of years will have addressed a broader range of goals than those working together for only a number of months.

The degree to which goals are accomplished reflects each council's ability to follow through on their goals and stimulate desired reforms. To accomplish their goals *within* the criminal justice system councils require attention to *both* their internal climate

and external environment. Councils with shared power in decision-making, strong instrumental leaders, a broad array of active members and an external environment perceived to be supportive of council activities (e.g., funders, policy makers) were more likely to accomplish their goals to reform the criminal justice system. This suggests that achieving these reforms requires a high degree of efficiency, a forum for a broad range of voices to be heard, and adequate resources and contact with key external stakeholders (i.e., those who are not active council members, but are key players) to support their efforts. A somewhat different picture emerges when considering the accomplishment of goals in areas *outside* of the criminal justice system (e.g., reforms in healthcare and/or child protective services). To accomplish these reforms, what is most essential is inclusive leadership and having a diverse set of active stakeholders. This indicates that it is essential for councils addressing reforms in healthcare and human service to foster the participation of key stakeholders from the systems in which reform is desired and to create an internal climate that emphasizes their inclusion.

Finally, perceived effectiveness reflects the degree to which setting members view the council as achieving intermediate goals as well as goals to stimulate changes in policy and practice that increase women's safety and batterer accountability. What appears to be most central in explaining variation across councils with regard to perceived effectiveness is: a) the degree to which members' viewed their councils' leaders as fostering an inclusive process and their councils' as having a shared mission and to some extent shared power in decision-making, and b) the degree to which the council has a diverse set of

active participants. These findings may reflect, in part, the focus of this measure on *both* intermediate and CCR goals. An inclusive process may be a critical component of councils meetings intermediate goals given that such goals reflect the degree to which council members are learning about one another and fostering mutual respect. These findings also suggest that the degree to which councils have developed a shared mission is related to their members' perceptions of council effectiveness. While the presence of a shared mission was not as strongly related to the other indicators of council effectiveness, its role in fostering members' perceptions of effectiveness is critical. Member participation and council effectiveness may have a reciprocal relationship; member participation is critical to council success and members who view their councils as successful are more likely to participate (Butterfoss, Goodman, & Wandersman, 1996).

In summary, each indicator of council effectiveness examined in this study requires attention to different elements of the council climate and setting. While these findings must be considered preliminary, they suggest that practitioners who are working to assist domestic violence coordinating councils must attend to different aspects of the council climate, council characteristics, and external environment depending on the focus of the collective work in which councils are engaging. These findings also suggest that future research must pay attention to how facilitators and barriers to the collaborative process are linked to specific components of collaborative work.

Revisiting Levels of Analysis and Organizational Role

In this study, the examination of council members' perceptions of council

effectiveness required attention to multiple levels of analysis. Given that council members were nested within councils, HLM was used to regress this indicator of council effectiveness onto the elements of the council climate while separating individual and group level effects (i.e., group-mean centering was employed to examine the effect of each element of the council climate). Interestingly, those factors that explained variation in council members' perceptions of council effectiveness at the individual level were somewhat different than those which explained differences in *average* perceived effectiveness across settings. For example, at the individual level, the degree to which members' viewed their councils as having a shared mission, relative to others in their council, was the strongest predictor of the degree to which they viewed their council as effective. However, at the council level, the strongest predictor of average perceived effectiveness across settings was the degree to which councils were rated as having inclusive leadership. Thus, when explaining differences in perceived effectiveness across council members the degree to which they view their councils as having a shared mission is most important; when explaining differences across councils the degree to which they are rated as having strong inclusive leadership is most important. This provides one example of how the pattern of relationships at the individual and council levels is different.

Highlighting these subtle differences is critical given that failure to decompose individual and group level effects can result in potentially inaccurate findings (Florin et al., 1995) and failure to attend to multiple levels of analysis is somewhat common in the collaboration literature. Some studies of collaborative settings examined relationships

210

only at the individual level without attention to the nested nature of the data and without attention to the appropriate level of analysis (e.g., Butterfoss, Goodman & Wandersman, 1996; Kumpfer et al., 1993). Other studies have examined relationships at the council level without attention to within-group agreement or variation (e.g., Butterfoss, Goodman & Wandersman, 1996; Gottlieb, Brink, & Gingiss, 1993; Kegler et al., 1998; Mansergh, Rohrbach, Montgomery, Pentz, & Johnson, 1996).

Given the potential for within-group differences, another goal of this study was to explain variability in perceptions across members within settings; organizational role was examined as one such predictor. The findings from this study suggest that there are some differences between the varied stakeholder groups (as defined by organizational role) and domestic violence advocates in their perceptions of council effectiveness, and other elements of the council climate. With regard to perceived council effectiveness, judges and prosecuting attorneys were more likely to view their councils as effective (as well as clergy at the trend level). This could be due in part to differing standards for effectiveness espoused by judges, prosecuting attorneys and clergy as opposed to those of domestic violence advocates. That is, lower expectations regarding reforms required to create a CCR may result in the view that councils are more effective in meeting the goals of a CCR. However, this difference may also reflect the sense of personal reform they have experienced by these stakeholders as a result of their council involvement. For example, they may experience significant shifts in their practice, making their "yard stick" for rating effectiveness somewhat different than those of domestic violence advocates. It is also

possible that councils who have active participation from judges and prosecuting attorneys are, in fact, more effective at meeting their goals and the goals of a CCR. These elected officials are central to a CCR given that the prosecution of batterers, and appropriate sentencing, form the cornerstone of batterer accountability. A final plausible explanation is that judges and prosecuting attorneys are also politicians who may have an investment in the council being viewed as an effective entity.

With regard to the council climate variables, there were no differences in the perceptions of conflict resolution between the different stakeholder groups (defined by organizational role) when compared to those of domestic violence advocates. However, judges, and to some extent prosecuting attorneys (at the trend level), were more likely to view the councils as sharing power in decision-making. This may be due to their relative positions of power within the settings. It is common for those in privileged positions to be less aware of power inequities when they do exist (Bond & Pyle, 1998; McIntosh, 1989).

Human service providers, prosecuting attorneys, and to some extent educators (at the trend level), were more likely to view councils as having a shared mission than domestic violence advocates. Again, this may reflect different expectations regarding the direction of the councils' work and different assumptions regarding the degree to which this direction is shared. Human service providers, and to some extent clergy and educators, were also more likely to view councils as having instrumental leadership than were domestic violence advocates. Domestic violence advocates may have higher expectations regarding the degree to which leaders should provide guidance and garner

resources to support council activities, skills that describe aspects of the instrumental leadership style. Finally, human service providers, and to some extent judges, prosecuting attorneys and court personnel (at the trend level), were more likely to view councils as having inclusive leadership when compared to domestic violence advocates. It is interesting that batterers intervention service providers were *less* likely than domestic violence advocates to view councils as having inclusive leadership. This may reflect the marginalization of the interests of batterers intervention providers within the council setting.

While this study can not provide sufficient contextual information to fully explain these differences across groups, these findings suggest that perceptions of the council setting do vary systematically by organizational role, even though there were a relatively small number of differences. These findings are consistent with research that suggests that perceptions of climate may vary by subgroup or workgroup or defining identity characteristics such as organizational role (e.g., Forehand & Von Gilmer, 1964; Schneider & Richers, 1983). This systematic variation raises important issues with regard to when it is appropriate to aggregate such data and how accurately the within-group agreement statistics reflect the actual variation within groups. It may also suggest that multi-level examination of data avoids making faulty assumptions about the degree to which individual level data can simply be aggregated to the setting level. Finally, it is important to emphasize that these analyses were performed with *only* domestic violence providers as the baseline group. Future research must include more exhaustive analyses to better

understand differences between groups, not only in comparison to domestic violence advocates.

Implications For Future Research

While implications for future research have been identified throughout, there are also some overarching issues that should be taken into consideration in future research on collaborative settings. First, in the study of collaborative settings researchers must continually examine the way they approach research design with regard to three issues: 1) balancing contextual information with the examination of trends across settings, 2) employing longitudinal designs, and 3) attending to multiple levels of analysis. While there is utility in examining trends across settings, such an examination limits a researcher's capacity to gain a contextually grounded understanding of the collaborative process. This study provides information about how settings differed from one another and factors which explained these differences; however, these findings are more difficult to fully understand given the relative lack of information regarding the unique dynamics of the collaborative process within each setting. Conversely, case study research examining only one or two settings makes it difficult to understand which elements of the collaborative setting are most linked to effectiveness. Thus, there is a need to thoughtfully balance examining issues across council settings and collecting ample information to understand those trends.

Relatedly, it is becoming more paramount that longitudinal designs are employed to study collaborative processes and outcomes. Collaboration is a dynamic process (Smith

& Berg, 1997) and should be examined and captured as such. This study highlights some of the correlates of council effectiveness; however, future research must also begin to understand the causal relationships of the collaborative process. Clearly, the independent variables in this study were highly interrelated. Longitudinal research could play an important role in examining the mediating relationships that may exist among these climate variables.

Finally, as in all community-based research, the design of collaborative research should attend more carefully to levels of analysis (Shinn, 1990). The findings from this study suggest that different patterns of relationships emerge based on the level of analysis and that it is important to address within-group variation when using perceptual data. Attention to such multiple levels of analysis will ultimately increase the accuracy of research on collaborative processes and outcomes.

There is also a need to begin building more parsimonious conceptual models of the collaborative process that explore the interrelationships of different aspects of the council climate and setting. This study focused on four elements of the council climate; however, these constructs were highly interrelated suggesting that they may reflect one overarching construct. Future research must focus on the identification of meta-constructs that capture the multiple factors that have been identified as critical to the collaborative process (see Foster-Fishman et al., in press, for one such framework).

In addition, it is imperative that our examinations of collaborative efforts delve more fully into the unique realities of collaborative endeavors in a particular context (e.g.,

the domestic violence context) and, more broadly, into the issues which emerge when collaboration is being utilized to respond to complex social issues. Himmelman (1996) refers to collaboration that aims to create social change as *transformational* collaboration. Such efforts might have different implications regarding the full participation of community members and the power issues that ensue when the goal is to address social issues that are inherently power laden, such as domestic violence.

Finally, future research must link the work of collaborative settings to outcomes within their communities. Relatively little research has been conducted to examine how the work of collaborative bodies is influencing the community at large. In the work of domestic violence coordinating councils examining such outcomes is imperative. To date, we know very little about how the changes in policy and practice, both within and beyond the criminal justice system, are affecting women's safety.

Limitations

Although this study is one of few that investigates multiple collaborative settings permitting an examination of trends across settings, it is important to highlight some of its limitations. First, given the challenge of studying multiple coalitions, there was a relatively small N to examine council level relationships which are the focus of this study. This leads to greater challenges in modeling multiple independent variables simultaneously. That is, there is reduced power to detect significant relationships when they do exist, increasing the probability of Type II errors. Thus, final models should be interpreted with caution as some variables that do contribute to the effectiveness of councils may not have achieved

significance due to limited power to detect such relationships.

Second, the independent variables, particularly the climate variables, were highly interrelated. While this may be due in part to shared method variance, the interdependence of these variables is not surprising given that they all reflect elements of an inclusive internal climate. While this study begins to examine the relationships among independent variables, it is important to remember that collinearity can result in statistical artifacts such as relationships being masked or suppressed due to shared variance.

Third, single method variance is a concern with regard to the analysis of perceived council effectiveness (i.e., as perceived by members). However, the degree to which goals were accomplished was assessed via key informant interviews, providing some evidence that the relationship of the council climate to council effectiveness was not only the result of shared method variance.

Fourth, response bias is always a concern when utilizing perceptual measures of climate. That is, council members may have a tendency to rate their councils favorably and may be reluctant to rate their councils as ineffective or as having high levels of conflict. Thus, for example, the low levels of conflict reported by council members may reflect response bias rather than an accurate assessment of the actual level of conflict within the council setting. However, it is important to note that, overall, there was sufficient variability in each of the independent and dependent variables with no extreme skewness.

Fifth, sampling bias may also be a concern. While surveys were returned from

almost half of those members who were active participants, those who participated may be more satisfied with the council that those who did not participate. Thus, council members perceptions of the setting may be biased and not reflect the reality of the setting. Still, it is important to note that for the majority of councils, participants included individuals from a variety of sectors and organizational roles increasing the probability that a diverse set of perspectives is represented.

Sixth, this data is cross-sectional. Thus, while this study provides important information regarding the correlates of council effectiveness, any causal assumptions or statements are based only in theory, not in the data. The cross sectional nature of the data makes understanding the interrelationships of the predictor variables more difficult to interpret.

Finally, there are numerous barriers and facilitators of collaborative work (Foster-Fishman et al., in press; Gray, 1989; Mattesich & Monsey, 1992; Sink, 1996) that are not examined in the current study. For example, this study does not attend to any of the individual representatives' personalities or personal agendas (Sink, 1996) or the degree to which members' have an adequate knowledge base regarding domestic violence. It is likely that such member characteristics also influence the degree to which domestic violence coordinating councils are effective.

CONCLUSIONS

This study provides preliminary evidence that domestic violence coordinating councils can serve as effective vehicles for the creation of a coordinated community response (CCR) to domestic violence. While councils were more likely to address areas of needed reform within the criminal justice system (e.g., the accessibility and enforcement of personal protection orders), they also addressed areas of needed reform in systems such as health care and child protective services. In addition, domestic violence coordinating councils were particularly effective at meeting their intermediate goals such as learning more about each others' organizations, and working together more efficiently. In this way, councils may provide a backdrop for needed community change by facilitating relationships across the many stakeholder groups that are critical to the formation of an effective community response to domestic violence.

While this study provides preliminary evidence that domestic violence coordinating councils can play an important role in stimulating needed reforms in the community, they were not uniformly effective. The findings from this study suggest that the *internal climate* councils foster is central to their effectiveness in accomplishing their goals and the goals of a CCR. First, such a climate must be characterized by quality leadership that is organized and efficient, *as well as* skilled at encouraging the voices of all stakeholders to be heard. Second, the council climate must be characterized by shared power in decision-making where the input of all stakeholders influences councils' collective work. Third, the

219

internal climate must be characterized by the presence of a shared mission, and, finally, by effective conflict resolution. Taken together, these findings provide preliminary evidence that fostering effective leadership that is highly organized, efficient, *and* inclusive, engaging in shared decision–making, developing a shared mission, and productively addressing areas of conflict are all critical to the success of domestic violence coordinating councils.

Interestingly, while the elements of the council climate were all related to council effectiveness, each was differentially related to varied aspects of councils' collective work. This finding suggests that the relationship of climate and council effectiveness depends, in part, on the nature of the collective work itself (e.g., identifying goals versus accomplishing goals). Future research must attend to those factors that facilitate and pose barriers to *specific* aspects of collaborative work.

Further, the findings from this study suggest that council effectiveness is not only affected by the council climate, but also by other features of the council setting. First, councils are more successful when they are able to secure the active participation of a broad range of stakeholders. The emphasis on *active* membership is critical given that the degree to which councils had a broad range of *official* members was not related to their effectiveness. Second, councils who were able to garner support from the external environment, including policy makers, funders, organizational leaders and community members were more successful in their collective work. Taken together, these findings suggest that it is not only the internal climate of councils that is important, but also the

degree to which councils operate within a supportive context and the degree to which a broad range of stakeholders actively engage in councils' activities.

Finally, this study suggests that the investigation of councils requires attention to multiple levels of analysis. First, it is essential to examine relationships at the council level while simultaneously accounting for individual level variability. If the analyses performed for this study had ignored the nested nature of these data, examining only individual level relationships, different findings would have emerged. Second, it is important to examine the sources of variability in members' perceptions within a given council. This study provides preliminary evidence that individual characteristics such as organizational role may account for differences in perceptions across council members within a single setting.

In summary, domestic violence coordinating councils provide promising venues for the creation of a CCR to domestic violence. While such councils are likely to face challenges in their collective work, the creation of a climate that is both inclusive and task-oriented, the engagement of a broad array of critical stakeholders and the acquisition of the external resources and supports necessary to meet their goals can all positively contribute to the success of their collective work.

APPENDICES

APPENDIX A

APPENDIX A

Council Member Survey

ID Number: _____

Please respond to this survey regarding your perceptions and experiences with your council **as a whole** rather than only one subcommittee or work group. In this survey, the use of the term council refers to Domestic Violence Coordinating Councils, Task Forces, and Coordinating Boards.

1. Are you **currently** a member of a domestic violence coordinating council?

   Yes   No

         ◥

    If NO:
    1a. How many months ago did you stop being a member?___
    1b. For what reason(s) did you stop being a member?

      _____

      _____

      _____

    Please continue to next question even if you answered NO.

2. When did you join this council? _____ Month _____ Year

3. For what reason(s) did you join the council?

  ----

4. How many council meetings did you attend <u>over the past 12 months</u>..........___

5.   What kinds of activities do you or did you engage in with/for the coordinating council?

Do (did) you EVER: (please circle)

Talk at meetings? . . . . YES NO

Do work for the council outside of meetings? . . . . YES NO

Help organize activities other than meetings? . . . . YES NO

Chair the entire council? . . . . YES NO

Direct the implementation of a particular program or policy? YES NO

Serve as a member of a subcommittee? . . . . YES NO . . N/A

Chair a subcommittee? . . . . YES NO . . N/A

(N/A = Not Applicable)

5a.   Are you currently a subcommittee member? . . . . YES NO . . N/A

If YES, of which subcommittee? _____

6.   In an **average month**, about how many hours of your time have you given to the council in the following activities (<u>please fill in the number of hours for **each** activity</u>):

_____   hours for general council meetings

_____   hours for subcommittee meetings

_____   hours for council work outside of regular meetings

              (e.g., preparing for meetings, activities, doing paperwork)

_____   Other

_____   Total Hours

7.   Is (or was) your participation on the council: (Please check **one**)

(1) _____   Voluntary (not compensated by any source)

(2) _____   Part of your job for an agency or organization (**which agency?**)

(3) _____   As a direct employee of the council (e.g., paid coordinator)

8. Domestic Violence Councils often have members who come from many different community sectors, such as law enforcement, education, etc. What community sector do you come from or represent at council meetings? (Please check **one**)

(1) _____ Business
(2) _____ Child Welfare Agencies
(3) _____ Civic/Volunteer Organizations
(4) _____ Community/Neighborhood Group
(5) _____ Cooperative Extension
(6) _____ Cultural/Ethnic Groups
(7) _____ Domestic Violence Service Providers/Advocates
(8) _____ Domestic Violence Survivors
(9) _____ Health Services
(10) _____ Higher Education
(11) _____ Justice Systems/Courts
(12) _____ Law Enforcement
(13) _____ Local Government
(14) _____ Mental Health
(15) _____ Preschool/K-12 Education
(16) _____ Religious Organizations
(17) _____ Media
(18) _____ Youth Members
(19) _____ Other (please specify) _____

9. Do you have authority to make decisions on behalf of your organization or group at council meetings? Please check **one**:

(1) _____ Yes
(2) _____ Only with approval from others in my organization
(3) _____ Only with approval of my board or membership
(4) _____ No

226

10. List the six most important goals (past and present) and **for each goal** tell us more about this goal by answering questions in columns 1-3. Goals refer to the specific changes the council is trying to implement in the community.

Council Goals	Past or Present (circle one)	1 → To what extent has the council accomplished this goal? (1 = not at all; 6 = completely) (circle one)	2 → Was/Is this goal important to your organization or group? (circle one)	3 → Did domestic violence survivors provide input in setting this goal? (circle one)
1.	Past / Present	1 2 3 4 5 6	Yes No Don't Know	Yes No Don't Know
2.	Past / Present	1 2 3 4 5 6	Yes No Don't Know	Yes No Don't Know
3.	Past / Present	1 2 3 4 5 6	Yes No Don't Know	Yes No Don't Know
4.	Past / Present	1 2 3 4 5 6	Yes No Don't Know	Yes No Don't Know
5.	Past / Present	1 2 3 4 5 6	Yes No Don't Know	Yes No Don't Know
6.	Past / Present	1 2 3 4 5 6	Yes No Don't Know	Yes No Don't Know

11. What would you say best characterizes the portion of time your council spends on internal issues, or those issues that keep the council functioning (e.g., dealing with internal conflicts, the organization of the council, recruiting members) versus external issues, or those issues that lead to the council accomplishing its goals (e.g., changing protocols and policies)?   (Please check **one**)

(1) _____ 0% Internal   100% External   (4) _____ 75% Internal   25% External
(2) _____ 25% Internal   75% External   (5) _____ 100% Internal   0% External
(3) _____ 50% Internal   50% External   (6) _____ Don't Know

12. Below are several statements about how decisions are made within councils. Circle the number to the right of each statement that shows how accurately you think each statement describes decision-making within your council.

	Not at All True	A Little True	Somewhat True	Mostly True	True	Very True	Don't Know (✓)
a. The input of *all* active council members influences the decisions the council makes.	1	2	3	4	5	6	
b. When making decisions the council is responsive to *all* of the viewpoints represented on the council.	1	2	3	4	5	6	
c. Council decisions are dominated by a few members.	1	2	3	4	5	6	
d. The council does not move forward on a decision until all input is heard.	1	2	3	4	5	6	
e. If a council member shares a dissenting opinion at council meetings his/her perspective is considered important.	1	2	3	4	5	6	
f. The general membership has real decision making control over the policies and actions of the council.	1	2	3	4	5	· 6	
g. My input influences the decisions the council makes.	1	2	3	4	5	6	
h. My stance for or against an issue can sway the council in that direction.	1	2	3	4	5	6	
i. I have an active role in the decision-making process of the council.	1	2	3	4	5	6	
j. The council will not move forward on a decision if I am not in agreement.	1	2	3	4	5	6	
k. The council takes actions that my organization does not support.	1	2	3	4	5	6	

228

13. Below are several statements about how conflict is addressed on your council. Circle the number to the right of each statement that shows how accurately each statement represents your council. [N/A = not applicable]

	Not at All True	A Little True	Somewhat True	Mostly True	True	Very True	N/A (✔)	Don't Know (✔)
a. There are differences in opinion among council members.	1	2	3	4	5	6		
b. Conflict has emerged in the council's attempts to work collaboratively.	1	2	3	4	5	6		
c. Council members disagree about the definition of domestic violence.	1	2	3	4	5	6		
d. Disagreements among council members are often resolved by compromise.	1	2	3	4	5	6		
e. Conflict has led to effective problem-solving	1	2	3	4	5	6		
f. When conflict arises the council ignores it.	1	2	3	4	5	6		
g. Conflict has created opportunities for open discussion among council members.	1	2	3	4	5	6		
h. Disagreements typically stifle the progress of the council.	1	2	3	4	5	6		
i. When faced with conflict council members 'agree to disagree.'	1	2	3	4	5	6		
j. The council has handled conflict by attempting to get to the root of the disagreement.	1	2	3	4	5	6		
k. Conflicting opinions among council members have led to needed changes in the council.	1	2	3	4	5	6		
l. The council has avoided addressing diverse viewpoints represented on the council.	1	2	3	4	5	6		

14. Below are several statements about leadership. Circle the number of each statement that shows how accurately each statement represents the leadership of your council.

	Not at All True	A Little True	Somewhat True	Mostly True	True	Very True	Don't Know (✔)
a. Council leadership is committed to the council's mission.	1	2	3	4	5	6	
b. Council leader(s) provide leadership and guidance in maintaining the council.	1	2	3	4	5	6	
c. Council leader(s) have appropriate time to devote to the council.	1	2	3	4	5	6	
d. Council leader(s) plan meetings effectively and efficiently.	1	2	3	4	5	6	
e. Council leader(s) have knowledge in the area of domestic violence.	1	2	3	4	5	6	
f. Council leader(s) are flexible in accepting different viewpoints.	1	2	3	4	5	6	
g. Council leader(s) promote equality and collaboration among members.	1	2	3	4	5	6	
h. Council leader(s) is/are adept in organizational and communication skills.	1	2	3	4	5	6	
i. Council leader(s) are competent in negotiating, solving problems and resolving conflict.	1	2	3	4	5	6	
j. Council leader(s) are attentive to individual member concerns.	1	2	3	4	5	6	
k. Council leader(s) are adept in obtaining resources.	1	2	3	4	5	6	
l. Council leader(s) value members' input.	1	2	3	4	5	6	
m. Council leader(s) recognize members for their contributions.	1	2	3	4	5	6	
n. Overall, to what extent does your leader's style work for your council.	1	2	3	4	5	6	

230

15. Below are several statements about your council's mission. Circle the number to the right of each statement that shows how accurately each statement represents your council.

	Not at All True	A Little True	Somewhat True	Mostly True	True	Very True	Don't Know (✓)
a. My council has developed a mission that is shared and supported by all council members.	1	2	3	4	5	6	
b. Council members have a shared understanding of domestic violence.	1	2	3	4	5	6	
c. Council members disagree about what direction the council should take.	1	2	3	4	5	6	
d. On the council, special interests get in the way of having a shared mission.	1	2	3	4	5	6	
e. Council members have a shared vision regarding what changes are needed in the community response to domestic violence.	1	2	3	4	5	6	
f. Council members are working together to achieve a common goal.	1	2	3	4	5	6	
g. Council members have a history of mutual support.	1	2	3	4	5	6	
h. Council members act in the best interest of the survivors of domestic violence.	1	2	3	4	5	6	
i. The members of my council act in ways that benefit the community.	1	2	3	4	5	6	
j. Councils members act in ways that benefit themselves or their organization.	1	2	3	4	5	6	
k. Members of my council are likely to reciprocate with each other.	1	2	3	4	5	6	
l. Council members trust each other.	1	2	3	4	5	6	

231

16. Below are statements describing the effects a council may have on the community. Please circle the number to the right of each statement that shows how accurately each statement represents the effect your council has had.

The council has:							
	Not at All True	A Little True	Somewhat True	Mostly True	True	Very True	Don't Know (✔)
a. increased the ability of organizations to coordinate their efforts.	1	2	3	4	5	6	
b. increased members' knowledge about each other's organizations.	1	2	3	4	5	6	
c. increased members' respect for each other's work.	1	2	3	4	5	6	
d. increased members' knowledge of other members' roles and limitations.	1	2	3	4	5	6	
e. resulted in agencies working together more efficiently	1	2	3	4	5	6	
f. addressed shortcomings in practices in community organizations regarding their response to domestic violence (e.g., police, probation, prosecution, domestic violence shelters).	1	2	3	4	5	6	
g. influenced the policy of agencies regarding their response to domestic violence.	1	2	3	4	5	6	
h. influenced changes in practice in community organizations that have increased batterer accountability.	1	2	3	4	5	6	
i. influenced changes in practice in community organizations that have increased women's safety.	1	2	3	4	5	6	
j. been effective at facilitating needed changes in our community regarding the response to domestic violence.	1	2	3	4	5	6	
k. stimulated policy changes within my organization regarding our response to domestic violence.	1	2	3	4	5	6	
l. got people talking about domestic violence.	1	2	3	4	5	6	
m. influenced changes in practice in community organizations that have increased both women and their children's safety.	1	2	3	4	5	6	
n. consistently moved toward meeting its goals.	1	2	3	4	5	6	
o. been productive in accomplishing what it set out to do.	1	2	3	4	5	6	

17.

To what degree are you satisfied with the councils' efforts to:						
	Not at all Satisfied	Unsatisfied	Somewhat Unsatisfied	Somewhat Satisfied	Satisfied	Very Satisfied
a. consistently move toward meeting its goals	1	2	3	4	5	6
b. create needed changes in the community response to domestic violence	1	2	3	4	5	6
c. get people talking about domestic violence	1	2	3	4	5	6

18. What factors have facilitated Council members working together to achieve the Council's goals?

_____

_____

_____

_____

19. What factors have impeded Council members working together to achieve the Council's goals?

_____

_____

_____

_____

20. What types of support (i.e., technical support, training, etc) would be most helpful to your council?

_____

_____

_____

_____

_____

21. This question is about other council members with whom you currently discuss domestic violence issues or council activities. Please list these council members by name (including both their first and last name) and indicate how often you discuss such issues or activities with each of them.

Name	Every Day	Once a Week	Once a Month	Once a Year
	1	2	3	4
	1	2	3	4
	1	2	3	4
	1	2	3	4
	1	2	3	4
	1	2	3	4
	1	2	3	4

BACKGROUND INFORMATION

Please respond to the items below. Your responses will be held in the strictest confidence. For each question please circle the appropriate response.

B1. AGE

(1) under 20
(2) 20 to 29
(3) 30 to 39
(4) 40 to 49
(5) 50 to 59
(6) 60 or over

B2. GENDER

(1) female
(2) male

B3. ORGANIZATIONAL ROLE
(Circle **one**)

(1) FIA Case Worker
(2) CPS Case Worker
(3) Clergy
(4) Domestic Violence Service Provider
(5) Judge
(6) Nurse
(7) Police Officer
(8) Probation Officer
(9) Prosecuting Attorney
(10) Psychologist
(11) Social Worker
(12) School Administrator
(13) Teacher
(14) Other _____

B4. RACE/ETHNICITY

(1) African-American/Black
(2) Asian/Pacific Islander
(3) Hispanic/Latino
(4) Native American
(5) White/Caucasian
(6) Other:_____

B5. YEARS WORKING ON DOMESTIC VIOLENCE ISSUES

(1)   6 months or less
(2)   7-12 months
(3)   13 months to 2 years
(4)   2.1 years to 4 years
(5)   4.1 years to 6 years
(6)   6.1 years to 10 years
(7)   10.1 years to 15 years
(8)   more than 15 years

B6. Have you attended any training regarding domestic violence issues?

(1) YES   (0) NO

If YES, approximately how many hours of training have you had?____

Thank you so much for your participation.

APPENDIX B

Key Informant Interview

COUNCIL DEMOGRAPHICS

1. What is the official name of your council or task force?

    _____

2. When was the council formed? _____ (Months)

3a. What precipitated the council forming (VAWA/STOP grant funding, one agency initiated collaboration)?

    _____

    _____

    _____

    3b. What is the purpose of your council?

    _____

    _____

    _____

4. [IF NOT CLEAR FROM #3]
    Which organization took the 'lead' in forming the _____?

    _____

5. How long have you been the _____ [SPECIFY ROLE] of the council?
    _____ (Months)

    5b. What is your organizational role?_____

    If NOT council chair: Who is chair? _____
    His/her org role _____?

6. How often does your council meet? Please circle one.
   1   Bi-Monthly (every other month)
   2   Monthly
   3   Weekly
   4   Other _____ (describe)

7. Does your council have a paid staff person? (circle one)   YES   NO

   7a. If YES, which organization or funding source supports this person's
       position? (please specify)

   _____

8. Does the council have any funding or financial support?
   (circle one)   YES   NO

   8a. If YES, what types of financial support? (please specify with amount)
       (1)   Federal Grant $_____
       (2)   State Grant $_____
       (3)   County Grant $_____
       (4)   City Grant $_____
       (5)   Public Donations $_____
       (6)   Fundraisers $_____
       (7)   Other: _____ $_____

   8b. How much do you receive yearly? _____

   9. To what degree does your council have adequate staff/volunteers to
      complete desired   objectives? Would you say your council has
      _____ staff/volunteers to complete desired objectives?
      [CIRCLE ONE]

   1   Not at all adequate
   2   Somewhat adequate
   3   Adequate
   4   Very Adequate

9a. What type(s) of geographic communities does your council serve?

   Rural   Suburban   Urban

10. Has your Council/Task Force or another agency in your community conducted a
     needs assessment of your community with regard to domestic violence?
     [CIRCLE ONE]

     YES   NO

     If yes, what did you/they do?

     _____
     _____
     _____

11. Does your Council/Task Force address issues related to sexual assault?
     (Please circle)   YES   NO

     If YES, what has the Council done with regard to sexual assault?

     _____
     _____
     _____

12. Has your Council/Task Force facilitated a Safety and Accountability Audit or
     something similar? (Please circle)   YES   NO

     If YES, what type of audit did the Council do (e.g., shelter system or criminal
     justice system response)?

     _____
     _____
     _____

13. Has your council worked to address the needs of specific groups (e.g., ethnic or
     racial minorities, gay men or lesbians)?   YES   NO

     If YES, what did your council do?

     _____
     _____
     _____

14. **Council Goals/Activities/Accomplishments:** I want to ask you a series of questions about the types of issues your council/task force has addressed in your community. For each issue, I will ask you if it was a goal of your council to address the issue, what activities the council engaged in to address the issue, the degree which your council/task force accomplished what it set out to do, and what evidence you have that your actions were effective. If you have not addressed the issue, I will ask you if this issue needs to be addressed in your community and whether your council/task force plans to address it.

Is/was_____a goal for your council?			
G1. Improving access to or enforcement of personal protection orders YES NO			
IF YES	*IF NO*		
G1Y2. What activities did your council engage in to address this goal?	**G1N2.** Is this an unmet need in your community? YES NO		
G1Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO GO TO NEXT GOAL*	*IF YES*	
G1Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G1N3.** Does your council/task force plan to do this in the future? YES NO	
		IF NO, why not?	IF YES GO TO NEXT GOAL..

Is/was_____a goal for your council?			
G2. reforming arrest practices (e.g., adopting mandatory or pro arrest policies) YES NO			
IF YES	*IF NO*		
G2Y2. What activities did your council engage in to address this goal?	**G2N2.** Is this an unmet need in your community? YES NO		
G2Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO GO TO NEXT GOAL*	*IF YES*	
G2Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G2N3.** Does your council/task force plan to do this in the future? YES NO	
		IF NO, why not?	*IF YES GO TO NEXT GOAL...*

241

Is/was_____ a goal for your council?			
G3. reforming prosecution practices (e.g., encouraging evidenced based prosecution) YES NO			
IF YES	*IF NO*		
G3Y2. What activities did your council engage in to address this goal?	**G3N2.** Is this an unmet need in your community? YES NO		
G3Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO GO TO NEXT GOAL*	*IF YES*	
G3Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G3N3.** Does your council/task force plan to do this in the future? YES NO	
		IF NO, why not?	*IF YES GO TO NEXT GOAL...*

242

Is/was_____ a goal for your council?		
G4. reforming the processing of court cases (i.e., speed of processing, notifying women about court cases; providing advocacy and support to women during trial) YES NO		
IF YES	*IF NO*	
G4Y2. What activities did your council engage in to address this goal?	**G4N2.** Is this an unmet need in your community? YES NO	
G4Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO GO TO NEXT GOAL*	*IF YES*
G4Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G4N3.** Does your council/task force plan to do this in the future? YES NO
		IF NO, why not? | *IF YES GO TO NEXT GOAL...*

243

Is/was_____a goal for your council?			
G5. altering sentencing practices (e.g., extending minimum sentence; extending probation period; mandating batterer's intervention) YES NO			
IF YES	*IF NO*		
G5Y2. What activities did your council engage in to address this goal?	**G5N2.** Is this an unmet need in your community? YES NO		
G5Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO GO TO NEXT GOAL*	*IF YES*	
G5Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G5N3.** Does your council/task force plan to do this in the future? YES NO	
		IF NO, why not	*IF YES GO TO NEXT GOAL...*

Is/was_____a goal for your council?		
G6. identifying weaknesses or 'holes' in the criminal justice or human service delivery system (e.g., conducting a death review) YES NO		
IF YES	*IF NO*	
G6Y2. What activities did your council engage in to address this goal?	**G6N2.** Is this an unmet need in your community? YES NO	
G6Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO GO TO NEXT GOAL*	*IF YES*
G6Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G6N3.** Does your council/task force plan to do this in the future? YES NO
		IF NO, why not? — *IF YES GO TO NEXT GOAL...*

Is/was_____a goal for your council?			
G7. developing or supporting batterer's intervention program(s) YES NO			
IF YES	*IF NO*		
G7Y2. What activities did your council engage in to address this goal?	**G7N2.** Is this an unmet need in your community? YES NO		
G7Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO GO TO NEXT GOAL*	*IF YES*	
G7Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G7N3.** Does your council/task force plan to do this in the future? YES NO	
		IF NO, why not?	*IF YES GO TO NEXT GOAL...*

Is/was_____a goal for your council?		
G8. implementing early identification policies in healthcare settings (e.g., emergency rooms; doctor's offices) YES NO		
IF YES	*IF NO*	
G8Y2. What activities did your council engage in to address this goal?	**G8N2.** Is this an unmet need in your community? YES NO	
G8Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO GO TO NEXT GOAL*	*IF YES*
G8Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G8N3.** Does your council/task force plan to do this in the future? YES NO
		IF NO, why not? *IF YES GO TO NEXT GOAL...*

Is/was_____a goal for your council?		
G9. providing training or community education regarding domestic violence (e.g., to health care providers, human service workers, youth in schools, the community at large) YES NO		
IF YES	*IF NO*	
G9Y2. What activities did your council engage in to address this goal?	**G9N2.** Is this an unmet need in your community? YES NO	
G9Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO GO TO NEXT GOAL*	*IF YES*
G9Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G9N3.** Does your council/task force plan to do this in the future? YES NO
		IF NO, why not? / *IF YES GO TO NEXT GOAL...*

248

Is/was_____a goal for your council?		
G10. making it easier for women's to access needed community resources (e..g., housing, financial support, clothing, transportation, child care) YES NO		
IF YES	*IF NO*	
G10Y2. What activities did your council engage in to address this goal?	**G10N2.** Is this an unmet need in your community? YES NO	
G10Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO GO TO NEXT GOAL*	*IF YES*
G10Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G10N3.** Does your council/task force plan to do this in the future? YES NO
		IF NO, why not? / *IF YES GO TO NEXT GOAL...*

Is/was_____a goal for your council?			
G11. developing new services for battered women and their children YES NO			
IF YES	*IF NO*		
G11Y2. What activities did your council engage in to address this goal?	**G11N2.** Is this an unmet need in your community? YES NO		
G11Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO* *GO TO NEXT* *GOAL*	*IF YES*	
G11Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G11N3.** Does your council/task force plan to do this in the future? YES NO	
		IF NO, *why* *not?*	*IF YES* *GO TO* *NEXT* *GOAL...*

Is/was_____a goal for your council?	
G12. encouraging partnerships between child protective services and domestic violence advocates YES NO	
IF YES	*IF NO*
G12Y2. What activities did your council engage in to address this goal?	**G12N2.** Is this an unmet need in your community? YES NO

G12Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO GO TO NEXT GOAL*	*IF YES*
G12Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G12N3.** Does your council/task force plan to do this in the future? YES NO
		IF NO, why not? | *IF YES GO TO NEXT GOAL...*

Is/was_____a goal for your council?			
G13. evaluating outcomes related to the council's work 　　YES　　NO			
IF YES	*IF NO*		
G13Y2. What activities did your council engage in to address this goal?	**G13N2.** Is this an unmet need in your community? YES　NO		
G13Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO* *GO TO NEXT* *GOAL*	*IF YES*	
G13Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G13N3.** Does your council/task force plan to do this in the future? YES　NO	
		IF NO, *why* *not?*	*IF YES* *GO TO* *NEXT* *GOAL...*

OTHER

G14. Were there any other areas your council wished to address or did address?

      YES   NO

IF YES	*IF NO*		
G14Y2. What activities did your council engage in to address this goal?	**G14N2.** Is this an unmet need in your community? YES NO		
G14Y3. On a scale of 1-6 (1=not at all accomplished, 6=completely accomplished) to what degree has the council accomplished this goal:_____	*IF NO GO TO NEXT GOAL*	*IF YES*	
G14Y4. What evidence, if any, do you have that this goal was accomplished (e.g., indicators of its success)?		**G14N3.** Does your council/task force plan to do this in the future? YES NO	
		IF NO, why not?	*IF YES GO TO NEXT GOAL...*

15. Has your Council/Task Force or another agency in your community gotten feedback or input from domestic violence survivors regarding your work?

YES   NO

If yes, how did you/they get this feedback from survivors?

_____

_____

_____

15a. Thinking back to before the council/task force began, on a scale from 1 to 6, 1 being not at all effective and 6 being very effective, how effective was your community's response to domestic violence? _____

Now, thinking about the time since your council's inception, how effective is your community's response to domestic violence?_____

16. The next set of questions is about the structure and processes of your Council/Task Force. Does your Council or Task Force:
- Have a written agenda   YES NO
- Record and distribute minutes   YES NO
- Have bylaws/rules of operation?   YES NO
- Have a mission statement in writing?   YES NO
- Have goals and objectives in writing?   YES NO
- Have regular meetings?   YES NO
- Have organization chart?   YES NO
- Have written job/role descriptions?   YES NO
- Have a core planning group?   YES NO
- Have subcommittees or workgroups?   YES NO

If YES, how often do they meet? Bimonthly, monthly, weekly or other_____
If YES, what are they?

_____

- Have established processes for decision making?   YES NO
  [If YES, specify type _____]
- Have established processes for problem solving and
  conflict resolution?   YES NO
- Have established processes for resource allocation?   YES NO
- Have established mechanisms for process and
  impact evaluation?   YES NO
- Have a mechanism established for accountability
  of members completing assignments in a timely manner?   YES NO
- Have a mechanism in place to encourage
  accountability among member organizations?   YES NO

254

- Have a mechanism in place to encourage accountability among non-member organizations in the community? YES NO
- Have a mechanism for new member orientation? YES NO
- Have a mechanism for training new and old members? YES NO
- Have a domestic violence survivor member? YES NO

  If YES, how many _____?
- Have an advisory group made up of domestic survivors? YES NO
- Is your council a 501c3 nonprofit organization? YES NO

17. Does the Council allow for different representatives from member organizations to be sent to your council meetings? (circle one) YES NO

If YES, does this disrupt the work of the council? YES NO

18. The next set of questions have to do with member participation on your council. While I have your membership list I would like to collect more specific information about what types of organizations attend and whether or not they are active participants. First, I wanted to check with you about which type of organizations are currently council members and the degree to which they are actively participating on your council. What I mean by active participation is whether the organization sends someone to meetings regularly and participates in council activities.

Organization	Current Member		Active Participant	
Batterer's Intervention	Yes	No	Yes	No
Child Protective Services	Yes	No	Yes	No
Circuit Court (Judge)	Yes	No	Yes	No
District Court (Judge)	Yes	No	Yes	No
Domestic Violence Shelters/Service Providers	Yes	No	Yes	No
Health Care Organizations	Yes	No	Yes	No
Legal Aid	Yes	No	Yes	No
Local Businesses	Yes	No	Yes	No
Local Police Department	Yes	No	Yes	No
Mental Health Organizations	Yes	No	Yes	No
Religious Organizations	Yes	No	Yes	No
Probation	Yes	No	Yes	No
Prosecuting Attorney's Office - Prosecuting Attorney	Yes	No	Yes	No
Prosecuting Attorney's Office - Victim's Rights Advocate	Yes	No	Yes	No
School Administrators/ Educators	Yes	No	Yes	No
Social Services (e.g., FIA)	Yes	No	Yes	No
Others:	Yes	No	Yes	No

19.   Second, I would like to go through the membership list your organization provided and have you indicate how often each member attends your council meetings. For each person, please let me know if **over the past year** they have: 1) attended meetings regularly, 2) attended meetings once in a while, 3) not attended meetings at all, or 4) are on the membership list only to receive mailings or minutes. I know this information will not be exact, just give me your general impressions.

GO THROUGH LIST

19a.   Is there anyone else who attends meetings who was not mentioned here?

20.   Overall, what percent of the members of your council/task force are in attendance at the average council or subcommittee meeting? _____%

21.   Are there any organizations or other community groups that you wish were represented on the council? These could be organizations that have refused to join or have not yet been asked to join. (Please circle)

YES   NO

If yes, who?   _____ (please list)
           _____

Why do you wish they would join?

_____
_____
_____

22.   Since the councils inception, are there any organizations or other community groups that were council members, but have since left or discontinued their participation? (Please circle)

YES   NO

If yes, who?   _____ (please list)
           _____
           _____
           _____

Why did they leave?

_____
_____
_____

23. Council Support: Now, I want to ask you about how much support your council has received from the local community, organizational leaders and policy makers.

To what degree have (has) been supportive of the work of the council?	Not at all Supportive	Unsupportive	Somewhat Unsupportive	Somewhat Supportive	Supportive	Very Supportive
the leaders of council member organizations	1	2	3	4	5	6
the leaders of non -council member organizations who are integral to the work of the council	1	2	3	4	5	6
local policy makers	1	2	3	4	5	6
state policy makers	1	2	3	4	5	6
members of the community	1	2	3	4	5	6
funders	1	2	3	4	5	6

24. Your probably remember from the survey that I asked a series of questions about conflict on the council and how conflict is handled. I did this because it is very common when multiple groups are working together that they encounter conflict. On your council/task force where does conflict emerge? [Probe: Around which issues?]

25. When conflict does arise, how does your council typically handle it?

26.   How does dealing with conflict affect your council/task force?

27.   Is there anything else you would like to add about your experience working with
        the _____?

APPENDIX C

APPENDIX C

Recruitment Letter

COUNCIL CHAIR
ADDRESS HERE

Dear COUNCIL CHAIR,

As you know, efforts to facilitate a coordinated community response (CCR) to domestic violence are occurring across the state of Michigan. We know that you are currently the chair of a council, committee or task force undertaking this task and wanted to inform you about a series of regional training conferences which will be held in May and June of 2000. The purpose of these conferences is to support communities across the state who are developing a coordinated response to domestic violence. Materials regarding the training and registration will arrive in February and March of this year.

The Prosecuting Attorney's Association of Michigan is working in conjunction with researchers from Michigan State University to conduct a survey of the members of domestic violence coordinating councils and task forces across the state. This survey will be distributed in February of 2000. The purpose of the survey is to provide useful information to coordinating councils/task forces across the state. We have four primary goals: First, we are interested in collecting information about what councils/task forces are currently accomplishing in the State of Michigan. Second, we hope to learn more about the factors that contribute to the effectiveness of councils/task forces in facilitating a CCR. Third, we want to find out more about what technical support councils/task forces need to be effective. Finally, this survey will provide us with the information needed to develop a follow-up survey to help us evaluate how useful the training was to councils/task forces and to develop a follow-up training. The survey will ask council/task force members to reflect on their experiences working on the council, including their perceptions of the practices, accomplishments and needs of the council/task force.

We hope that you and members of your coordinating council/task force will be willing to participate. As a first step, we ask that you please send us a copy of your member list so that we can mail surveys to members of your council beginning in February to request their participation. If you could, we would appreciate you mentioning the survey to your council at an upcoming meeting. In addition, we also hope to conduct a phone interview with you or the person on your council/task force who is responsible for managing the council/task force and who has been with the council for at least a year or since its inception. The survey of council members should take thirty to forty minutes to complete

and the interview should take approximately one hour. Your participation and the participation of other council/task force members is completely voluntary.

We also want to assure you that only members of the Michigan State University research team will have access to completed surveys. All results will be confidential and participants will remain anonymous in any report of research findings from these surveys. The information collected in this survey will be used to provide feedback to each council/task force in the state regarding what councils/task forces are currently accomplishing, what their needs are, and what factors facilitate or create barriers to councils/task forces achieving their goals. Upon project completion, a final report will be available to you. This feedback will not be connected to a specific council/task force or council/task force member. The information in any report produced will be summarized across people and across councils/task forces.

The participation of you and your council is very valuable to us. We really appreciate your time and hope you will participate. Please send us your membership list by using the self-addressed stamped envelope included with this letter or by faxing Nicole Allen at 517-432-2945. Please call Nicole Allen at 517-353-6449 with any questions or comments. In addition, if you have any questions about your rights as a participant in research you can call David Wright at (517) 355-2180.

Sincerely,

Leslie A. Hagen   Nicole E. Allen, M.A.
Violence Against Women Training Attorney   Michigan State University
Prosecuting Attorney's Association of Michigan

APPENDIX D

Follow-up Phone Call for Council Leaders Who Have Not Yet Agreed to Participate

Hello [Council Chair]. My name is Nicole Allen. I am a graduate student at Michigan State University. I was calling to follow-up on the letter I mailed to you regarding the survey of domestic violence councils/task forces. Have you received it [IF YES GO TO 1, IF NO GO TO 2]?

1. If YES: Okay, I was wondering if I could answer any questions for you.

   If YES: [RESPOND TO QUESTIONS]

   If NO: GO TO 2

2. If NO: I wanted to follow-up with you to see if you were willing to participate in the study and to provide a membership list so other members of your council/task force can be surveyed?

   If YES: Great, would you prefer to send it via mail or fax?

   If mail: Do you still have the return envelope or should I provide my address again? [IF NEEDED PROVIDE ADDRESS]

   If fax: [IF NEEDED PROVIDE FAX NUMBER]

   If NO: Okay, is there an reason in particular that your council has declined participation? [RECORD IF THERE IS A REASON]. If your council/task force decides to participate, please feel free to call me at (517) 353-6449. Thank you for your time [CLOSE CONVERSATION].

3. [FOR THOSE WHO ARE WILLING TO PARTICIPATE] I would also like to conduct a phone interview with someone from your council who is responsible for managing the council and who has been a council member for at least one year. Would you be the best person for this interview?

   [If YES] I would like to set up an appointment with you for a phone interview that should take about one hour. What day and time works best for you?

[SET DATE AND TIME FOR INTERVIEW]

[If NO] Who do you think would be the best person for this interview?
[IF THEY PROVIDE A NAME] Could I have his/her telephone number to see if they would be willing to be interviewed?

4. Thank you so much for your time and participation. If you have any questions or need to change our interview time please feel free to call me. Do you still have my number? [PROVIDE NUMBER IF THEY NEED IT] I look forward to speaking with you.

APPENDIX E

APPENDIX E

Follow-up Phone Call for Council Leaders Who Have Agreed to Participate

Hello [Council Chair]. My name is Nicole Allen. I sent you the letter regarding the survey of domestic violence coordinating councils and task forces. I wanted to thank you for sending us your membership list. I am calling to see if you have any questions that I can answer and to set up a time to do a phone interview with you or someone from your task force.

1. Do you have any questions about the survey or interview?

   > If YES: [RESPOND TO QUESTIONS]
   > If NO: [GO TO 2]

2. I would also like to conduct a phone interview with someone from your council who is responsible for managing the council and who has been a council member for at least one year. Would you be the best person for this interview?

   [If YES] I would like to set up an appointment with you for a phone interview that should take about one hour. What day and time works best for you?

   [SET DATE AND TIME FOR INTERVIEW]

   [If NO] Who do you think would be the best person for this interview?
   [IF THEY PROVIDE A NAME] Could I have his/her telephone number to see if they would be willing to be interviewed?

3. Thank you so much for your time and participation. If you have any questions or need to change our interview time please feel free to call me. Do you still have my number? [PROVIDE NUMBER IF THEY NEED IT] I look forward to speaking with you.

APPENDIX F

APPENDIX F

Protocol to Contact Alternate Key Informants

Hello [Person Named by Council Chair]. My name is Nicole Allen. I spoke to the leader of the _____ Council/Task Force. He/she suggested you would be a good person to conduct a phone interview with given that you are responsible for managing the council/task force. I would like to interview you about the council - how the council operates, what the councils goals are, and what the council is currently accomplishing.

1. Do you have any questions about the interview?

   If YES: [RESPOND TO QUESTIONS]
   If NO: [GO TO 2]

2. Would you be willing to be interviewed about the council?

   [If YES] I would like to set up an appointment with you for a phone interview that should take about one hour. What day and time works best for you?

   [SET DATE AND TIME FOR INTERVIEW]

   [If NO] Okay, do you have any suggestions for other council members have been long-time members or have a leadership role on the council?

3. Thank you so much for your time and participation. If you have any questions or need to change our interview time please feel free to call me. Do you still have my number? [PROVIDE NUMBER IF THEY NEED IT] I look forward to speaking with you.

APPENDIX G

APPENDIX G

Follow-up Postcard

Dear Council/Task Force Member:

We just wanted to remind you that the council/task force member survey due date is quickly approaching. Please mail your survey to us by _____. We really appreciate the time and effort required for your participation. Please call Nicole Allen with any questions or if you need another copy of the survey (517) 353-6449. Thank you for your participation.

APPENDIX H

APPENDIX H

Follow-up Telephone Calls

Hello [Council/Task Force Member]. My name is _____. I am a (graduate) student at Michigan State University. I was calling to follow-up on the survey I mailed to you regarding the [TASK FORCE NAME] domestic violence councils/task force. Have you received it [IF YES GO TO 1, IF NO GO TO 2]?

1. If YES: Okay, I was wondering if I could answer any questions for you.

   If YES: [RESPOND TO QUESTIONS]

   If NO: GO TO 3

2. If NO: I would be happy to mail you another survey.

   If YES: Would you prefer me to send the survey via mail or fax?

   If mail: [CONFIRM ADDRESS]

   If fax: [IF NEEDED PROVIDE FAX NUMBER]

3. Okay, I just wanted to let you know that we have extended the due date for surveys. The new due date is _____ [SET DATE FOR TWO WEEKS FROM CURRENT DATE]. I hope you will consider filling out the survey and sending it to us by then. We really appreciate your time and participation.

4. Thank you so much for your time and participation. If you have any questions please feel free to call Nicole Allen at 517-353-6449.

REFERENCES

REFERENCES

Abbot, B. (1995). Interagency collaboration for children's mental health services: The San Mateo County model for managed care. Special Issues: Public sector planning for managed mental health care. Administration and Policy in Mental Health, 22, 301-313.

Abernathy, J., Edwards, D., & Gamache, D. (1999). Navigating a tough course: Advocacy and collaboration. Presentation at the Next Millennium Conference: Ending Domestic Violence, August, 1999.

Allen, D.G., Gilchrist, L.D., Brown, L., Cox, G.B., Semke, J., Thomas, M.D., & Perry, R.D. (1994). One system, many perspectives: Stakeholders and mental health system evaluation. Evaluation and Program Planning, 17, 47-51.

Anderson, M.L. & Collins, P.H. (1998). Race, class and gender: an anthology. Belmont, CA: Wadsworth Publishing Company.

Anderson, N. R., & West, M. A. (1998). Measuring climate for work group innovation: Development and validation of the team climate inventory. Journal of Organizational Behavior, 19, 235-258.

Armbruster, C., Gale, B., Brady, J., & Thompson, N. (1999). Perceived ownership in a community coalition. Public Health Nursing, 16 (1), 17-22.

Barrow, J. C. (1976). Worker performance and task complexity as causal determinants of leader behavior style and flexibility. Journal of Applied Psychology, 61 (4), 433-440.

Bartunek, J. M., & Betters-Reed, B. L. (1987). The stages of organizational creation. American Journal of Community Psychology, 15 (3), 287-303.

Bartunek, J. M., Foster-Fishman, P. G., & Keys, C. B., (1996). Using collaborative advocacy to foster intergroup cooperation: A joint insider-outsider investigation. Human Relations, 49 (6), 701-731.

Bidwell, C. E., Frank, K., & Quiroz, P. A. (1997). Teach types, workplace controls and the organization of schools. Sociology of Education, 70, 285-307.

Bitter, G. B. (1977). From conflict to coalition: Disability groups, parents, professionals. Volta Review, 79 (5), 317-326.

Benard, B. (1989). Working together: principles of effective collaboration. Prevention Forum, October, 4-9.

Berry, D. B. (1995). The Domestic Violence Sourcebook. Los Angeles, CA: Lowell House.

Bliese, P. D. (2000). Within-group agreement, non-independence, and reliability: Implications for data aggregation and analysis. In K. J. Klein & S. W. Kozlowski (Eds.) Multilevel Theory, Research and Methods in Organizations: Foundations, Extensions and New Directions. San Francisco, CA: Jossey-Bass, 349 - 381.

Bond, M.A. & Keys, C.B. (1993). Empowerment, diversity, and collaboration: promoting synergy on community boards. American Journal of Community Psychology, 21, 37-57.

Bond, M. & Pyle, J. (1998). The ecology of diversity in organizational settings: Lessons from a case study. Human Relations, 51 (5), 589 - 623.

Buel, S. (1997). Family violence councils to the rescue to coordinate your resources. The Texas Prosecutor, July/August.

Burt, M. R., Newmark, L. C., Jacobs, L. K., & Harrell, A. V. (1998). Evaluation of the STOP Formula Grants Under the Violence Against Women Act of 1994. Report produced by the Urban Institute, Washington, D. C.

Butterfoss, F. D., Goodman, R. M., & Wandersman, A. (1993). Community coalitions for prevention and health promotion. Health Education Research, 8 (3), 315-330.

Butterfoss, F.D., Goodman, R.M., & Wandersman, A. (1996). Community coalitions for prevention and health promotion: Factors predicting satisfaction, participation, and planning. Health Education Quarterly, 23, 65-79.

Brown, C. (1984). The art of coalition building: a guide for community leaders. The American Jewish Committee, New York.

Bryk, A. S., & Raudenbush, S. W. (1992). Hierarchical Linear Models. Newbury Park, CA: Sage Publications.

Burnett, R. E., (1993). Conflict in collaborative decision-making. In N. R. Blyler, & C. Thralls (Eds.) Professional Communication: The Social Perspective. Thousand Oaks, CA: Sage Publications, 144 - 162.

Byles, J. A. (1985). Problems in interagency collaboration: Lessons from a project that failed. Child Abuse and Neglect, 9, 549-554.

Campbell, R. (1999). Exploring diverse applications of multiple stakeholder collaboration: trials and triumphs across intervention domains. Symposium at the 7th Biennial Conference of the Society for Community Research and Action. New Haven, CT.

Campbell, R., Sullivan, C., & Davidson, W. S. (1995). Women who use domestic violence shelters: Changes in depression over time. Psychology of Women Quarterly, 19 237-255.

Carter, J. & Schechter, S. (1997). Child abuse and domestic violence: creating community partnerships for safe families: suggested components of an effective child welfare response to domestic violence. Family Violence Prevention Fund.

Cascardi, M. & O'Leary, K. D. (1992). Depressive symptomatology, and self-esteem and self-blame in battered women. Journal of Family Violence, 7(4), 249-259.

Chavis, D. M. (1995). Building community capacity to prevent violence through coalitions and partnerships. Journal of health Care for the Poor and Underserved, 6 (2), 234-245.

Chavis, D. M. (1999). Evaluation of community collaborations and building their capacity. Workshop presented by the Evaluators' Institute, Washington, D.C.

Chrislip, D. & Larson, C. (1994). Collaborative leadership: How citizens and civic leaders can make a difference. San Francisco: Jossey-Bass.

Chinman, M. J., Anderson, C. M., Imm, P. S., Wandersman, A., & Goodman, R. M. (1996). The perception of costs and benefits of high active versus low active groups in community coalitions at different stages in coalition development. Journal of Community Psychology, 24 (3), 263-274.

Clark, S. J., Burt, M. R., Schulte, M. M., & Maguire, K. (1996). Coordinated community responses to domestic violence in six communities: Beyond the Justice System. Final Report to the U. S. Department of Health and Human Services by the Urban Institute. Washington, D. C.

Cohen, J., & Cohen, P. (1983). Applied Multiple Regression/Correlation Analysis for the Behavioral Sciences. (2ⁿᵈ Edition). Mahwah, New Jersey: Lawrence Erlbaum Associates, Inc., Publishers.

Cohen, J. (1988) Statistical Power Analysis for the Behavioral Sciences (2ⁿᵈ Edition). Hillsdale, New Jersey: Lawrence Erlbaum Associates, Publishers.

Dobash, R. E., & Dobash, R. (1979). Violence Against Wives. New York: Free Press.

Dobash, R. E. & Dobash, R. (1992). Women, Violence and Social Change. London: Routledge.

Eby, K. K., Campbell, J. C., Sullivan, C. M., & Davidson, W. S., II (1995). Health effects of experiences of sexual violence for women with abusive partners." Health Care for Women International, 16, 563-576.

Edleson, J. L. (1991). Coordinated community responses. In M. Steinman (Ed.), Woman battering: Policy responses. Cincinnati, OH: Anderson Press, pp. 203-220.

Edwards, L. P. (1992). Reducing family violence: The role of the family violence council. Juvenile & Family Court Journal, 43 (3), 1 - 18.

Fargason, Jr., C. A., Barnes, D., Schneider, D., & Galloway, B. W. (1994). Enhancing multi-agency collaboration in the management of child sexual abuse. Child Abuse and Neglect, 18 (10), 859-869.

Fawcett, S.B., Lewis, R.K., Andrews-Paine, A., Francisco, V.T., Richter, K.P., Williams, E.L., & Copple, B. Evaluating community coalitions for prevention of substance abuse: the case of project freedom. Health Education and Behavior, 24, 812-828.

Feighery, E., Rodgers, T. (1992). Building and maintaining effective coalitions: How to guides in community health promotion no. 12. Palo Alto, CA: Standford Health Promotional Resource Center.

Florin, P. (1996). 1996 Task Force Member Survey. Community Research and Services Team. Center for Alcohol and Addiction Studies. Brown University, Rhode Island.

Florin, P., Giamartino, G., Kenny, D. & Wandersman, A. (1990). Levels of analysis and effects: Clarifying group influence and climate by separating individual and group effects. Journal of Applied Social Psychology, 20, 881-900.

Florin, P., Mitchell, R., & Stevenson, J. (1993). Identifying training and technical assistance needs in community coalitions: a developmental approach. Health Education Research, 8, 417-432.

Forehand, G. A., & Gilmer, B. (1964). Environmental variation in studies of organizational behavior. Psychological Bulletin, 62 (6), 361-382.

Foster-Fishman, P.G., Berkowitz, S., Lounsbury, D., Jacobsen, S., & Allen, N. E. (in press). Creating collaborative capacity. American Journal of Community Psychology.

Foster-Fishman, P.G. Perkins, D.F., & Davidson, W.S. (1997). Developing effective evaluation partnerships: paradigmatic and contextual barriers. Analise Psicologica, 3, 389-403.

Foster-Fishman, P. G., & Keys, C. B. (1997). The person/environment dynamics of employee empowerment: An organizational culture analysis. American Journal of Community Psychology.

Foster-Fishman, P., Salem, D., Allen, N. E., & Fahrbach, K. (in press). Ecological factors impacting provider attitudes towards human service delivery reform. American Journal of Community Psychology, 27.

Foster-Fishman, P.G., Shpungin, E., Bergeron, J., & Allen, N.E. (2000). Unity within diversity: The unique factors facilitating the participation of multiple stakeholders in a community-based coalition. Unpublished manuscript, Michigan State University, E. Lansing, MI.

Foster-Fishman, P. G., Salem, D., Allen, N. E., & Fahrbach, K. (in press). Facilitating interorganizational exchanges: The contributions of interagency alliances. American Journal of Community Psychology.

Frederickson, P. J. (1996). Community collaboration and public policy making: Examining the long term utility of training in conflict management. American Behavioral Science, 39 (5), 552-569.

Frye, M. (1983). The Politics of Reality: Essays in feminist theory. Freedom, CA: The Crossing Press.

Gamache, D. & Asmus, M. (1999). Enhancing networking among service providers. In M. F. Shepard & E. Pence (Eds.) Coordinating Community Responses to Domestic Violence: Lessons from Duluth and Beyond. Thousand Oaks, CA: Sage Publications, 65 - 88.

Glick, W. H. (1985). Conceptualizing and measuring organizational and psychological climate: Pitfalls in multilevel research. Academy of Management Review, 10 (3), 601-616.

Glick, W. H. (1988). Response: Organizations are not central tendencies: Shadowboxing in the dark, round 2. Academy of Management Review, 13 (1), 133-137.

Goodman, L. A., Koss, M. P., & Russo, N. F. (1993). Violence against women: Physical and mental health effects. Part I: Research Findings. Applied and Preventive Psychology, 2, 79-89.

Goodman, R.M., Wandersman, A., Chinman, M., Imm, P., & Morrissey, E. (1996). An ecological assessment of community-based interventions for prevention and Health promotion: approaches to measuring community coalitions. American Journal of Community Psychology, 24, 33-61.

Gondolf, E. (1988). The survivor theory. In Battered women as survivors. CA: Lexington, pp. 11-25.

Gottlieb, N.H., Brink, S., & Levenson Gingiss, P. (1993). Correlates of coalition effectiveness: the smoke free class of 2000 program. Health Education Research, 8, 375-384.

Gray, B. (1985). Conditions facilitating interorganizational collaboration. Human Relations, 38 (10), 911-936.

Gray, B. (1989). Collaboration: Finding Common Ground for Multiparty Problems. San Francisco, CA: Jossey-Bass, Inc.

Gray, B. (1996). Cross-sectoral partners: Collaborative alliances among business, government and communities. In C. Huxman (Ed.) Creating Collaborative Advantage. Thousand Oaks, CA: Sage Publications.

Gruber, J. & Trickett, E.J. (1987). Can we empower others? The paradox of empowerment in the governing of an alternative school. American Journal of Community Psychology, 15, 353-371.

Gwinn, C. G., & O'Dell, A. (1993). Stopping the violence: The role of the police officer and the prosecutor. Western State University Law Review 20, 1501-1521.

Haber, J. D. & Roos, C. (1985). Effects of spouse abuse and/or sexual abuse in the development and maintenance of chronic pain in women. Advances in Pain Research and Therapy, 9, 889-895.

Harrison, P.J., Lynch, E.W., Rosander, K.,. & Borton, W. (1990). Determining success in interagency collaboration: an evaluation of process and behaviors. Infants and Young Children, 31, 69-78.

Hart, B.J. (1995). Coordinated community approaches to domestic violence. Paper presented at the Strategic Planning Workshop on Violence Against Women, National Institute of Justice, Washington D.C. www.mincava.umn.edu.

Heller, K., Price, R. H., Shulamit, R., Riger, S., Wandersman, A. (1984). Psychology and Community Change: Challenges for the future. Pacific Grove, CA: Brooks/Cole Publishing.

Himmelman, A. T. (1996). On the theory and practice of transformational collaboration: From social service to social justice. In C. Huxham's (Ed.) Creating Collaborative Advantage. Thousand Oaks, CA: Sage Publications.

Hord, S. (1986). A synthesis of research on organizational collaboration. Educational Leadership, February, 22-26.

Huxham, C., & Vangen, S. (2000). Ambiguity, complexity and dynamics in the membership of collaboration. Human Relations, 53 (6), 771-793.

James, L. R. (1982). Aggregation bias in estimates of perceptual agreement. Journal of Applied Psychology, 67 (2), 219-229.

James, L. R., & Jones, A. P. (1974). Organizational climate: A review of theory and research. Psychological Bulletin, 81 (12), 196-1112.

James, L. R., Joyce, W. F., & Slocum, J. W. (1988). Comment: Organizational do not cognize. Academy of Management Review, 13 (1), 129-132.

Jenkins, P. & Davidson, B. (1999). Consensus and contradictions in understanding domestic violence: implications for policy and model programs. In T. Gullotta and S. McElhand (Eds.) Violence in Homes and Communities: Prevention, Intervention and Treatment Issues in Children's and Families' Lives. Thousand Oaks, CA: Sage Publications, 245 - 267.

Jones, T. S., & Bodtker. (1998). A dialectical analysis of a social justice process: International collaboration in South Africa. Journal of Applied Communication Research, 26, 357-373.

Kagan, S.L. (1991). United we stand: Collaboration for child care and early education services. New York: Teachers College Press.

Kegler, M.C., Steckler, A., McLeroy, K. & Malek, S.H. (1998). Factors that contribute to effective community health promotion coalitions: a study of 10 Project ASSIST Coalitions in North Carolina. Health Education and Behavior, 25, 338-353.

Klein, K. J., & Sorra, J. S. (1996). The challenge of innovative implementation. Academy of Management Review, 21 (4), 1055-1080.

Koslowski, S. W. J., & Hults, B. M. (1987). An exploration of climates for technical updating and performance. Personnel Psychology, 40, 539-563.

Kreft, I., & DeLeeuw, J. (1998). Introducing Multi-Level Modeling. London: Sage Publications.

Kumpfer, K.L., Turner, C., Hopkins, R. & Librett, J. (1993). Leadership and team effectiveness in community coalitions for the prevention of alcohol and other drug abuse._ Health Education Research, 8, 359-374.

Larson, J. R., Jr., Foster-Fishman, P. G., Franz, T. M. (1998). Leadership style and the discussion of shared and unshared information in decision-making groups. PSPB, 24 (5), 482-495.

Larson, J. R., Foster-Fishman, P. G., & Keys, C. B. (1994). Discussion of shared and unshared information in decision-making groups. Journal of Personality and Social Psychology, 67 (4), 446-461.

Larson, C. E., & LaFasto, F. M. J. (1989). Team Work: What must go right/What can go wrong. Newbury Park, CA: Sage Publications.

Lipman, P. (1997). Restructuring in context: A case study of teacher participation and the dynamics of ideology, race, and power. American Educational Research Journal, 34 (1), 3-37.

Mansergh, G., Rohrbach, L. A.., Montgomery, S. B., Pentz, M. A., & Johnson, C. A. (1996). Process evaluation of community coalitions for alcohol and other drug abuse prevention: A case study comparison of researcher- and community-initiated models. Journal of Community Psychology, 24, 118-135.

Martin, J. (1992). Cultures in Organizations: Three perspectives. New York: Oxford University Press.

Mattessich, P.W., & Monsey, B.R. (1992). Collaboration: What makes it work: a review of research literature on factors influencing successful collaboration. Wilder Research Center: St.Paul, Minnesota.

McCann, J. E. (1983) Design guidelines for social problem-solving interventions. Journal of Applied Behavioral Science, 19, 177-189.

McCann, J.E., & Gray, B. (1986). Power and collaboration in human service domains. International Journal of Sociology and Social Policy, 6, 58-67.

McIntosh, P. (1989). White privilege: Unpacking the invisible knapsack. Peace and Freedom, July/August, 10-12.

McEvoy, A., Brookings, J.B., & Brown, C.E. (1983). Responses to battered women: problems and strategies. Social Casework: The Journal of Contemporary Social Work, February, 92-96.

McNulty, B. A. (1986). Interagency cooperation: The state of the art. Unpublished manuscript, Colorado Department of Education, Denver.

Moos, R. H. (1973). Conceptualizations of human environments. American Psychologist, 28, 652-665.

Moos, R. H. (1979). Social climate measurement and feedback. In R. Munoz, L. Snowden, & J. Kelly (Eds.), Social and Psychological Research in Community Settings. San Francisco: Jossey-Bass.

O'Dell, A. (1996). Domestic violence homicides. The Police Chief. February, 1996.

Pence, E. L. (1996). <u>Coordinated Community Response to Domestic Assault Cases: A Guide for Policy Development</u>. Available from the Domestic Abuse Intervention Project, 206 W. Fourth Street, Duluth, MN 55806.

Pence, E. L. (1999). Some thoughts on philosophy. In M. F. Shepard & E. Pence (Eds.) <u>Coordinating Community Responses to Domestic Violence: Lessons from Duluth and Beyond.</u> Thousand Oaks, CA: Sage Publications, 25 - 40.

Pence, E. L., & McDonnell (1999). Developing policies and protocols. In M. F. Shepard & E. Pence (Eds.) <u>Coordinating Community Responses to Domestic Violence: Lessons from Duluth and Beyond.</u> Thousand Oaks, CA: Sage Publications.

Pence, E. L., & Ritmeester, T. (1992). A cynical twist of fate: How process of ruling in the criminal justice system and the social sciences impede justice for battered women. <u>University of Southern California Review of Law and Women's Studies, 2,</u> 255-292.

Pence, E. L., & Shepard, M. F. (1999). An introduction: Developing a coordinated community response. In M. F. Shepard & E. Pence (Eds.) <u>Coordinating Community Responses to Domestic Violence: Lessons from Duluth and Beyond.</u> Thousand Oaks, CA: Sage Publications, 3 - 24.

Penner, S. (1995). A study of coalitions among HIV/AIDS service organizations. <u>Sociological Perspectives, 38,</u> 217-239.

Pfeffer, J. (1996). Understanding the role of power in decision-making. In J. M. Shafritz & J. S. Ott (Eds.) <u>Classics of Organization Theory.</u> (4th Edition). Philadelphia: Harcourt Brace College Publishers, 359-374.

Powell, G. N., & Butterfield, D. A. (1978). The case for subsystem climates in organizations. <u>Academy of Management Review, 3,</u> 151-157.

Pritchard, R. D. & Karasick, B. W. (1973). The effect of organizational climate on managerial job performance and job satisfaction. <u>Organizational Behavior and Human Performance, 9,</u> 126-146.

Radford, J. & Stanko, E.A. (1996). Violence against women and children: the contradictions of crime control under patriarchy. In Hester, M., Kelly, L., & Radford, J. (Eds.), <u>Women, violence and male power: feminist activism, research and practice (pp.65-80).</u> Philadelphia, PA: Open University Press.

Reilly, T. (1998). Communities in conflict: Resolving differences through collaborative efforts in environmental planning and human service delivery. <u>Journal of Sociology and Social Welfare, XXV</u> (3), 115-141.

Rogers, T., Pitney-Howard, B., Feighery, E.C., Altman, D.G., Endres, J.M., & Roeseler, A.G. (1993). Characteristics and participant perceptions of tobacco control coalitions in California. <u>Health Education Research, 8,</u> 345-357.

Rothschild-Whitt, J. (1979). The collectivist organization: An alternative to rational-bureaucratic models. <u>American Sociological Review, 44,</u> 509-527.

Roussos, S. T., & Fawcett, S. B. (2000). A review of collaborative partnerships as a strategy for improving community health. <u>Annual Review Public Health, 21,</u> 369-402.

Rousseau, D. M. (2000). Multilevel competencies and missing linkages. In K. J. Klein & S. W. Kozlowski (Eds.) <u>Multilevel Theory, Research and Methods in Organizations: Foundations, Extensions and New Directions.</u> San Francisco, CA: Jossey-Bass, 572 - 582.

Schechter, S. (1982). <u>Women & Male Violence: The visions and struggles of the battered women's movement.</u> Boston, MA: South End Press.

Schechter, S. (1999). <u>New Challenges for the Battered Women's Movement: Building Collaborations and Improving Public Policy for Poor Women.</u> Published by the National Resource Center on Domestic Violence, Harrisburg, PA.

Schechter, S. & Edleson, J. (1994). <u>In the best interest of women and children: a call for collaboration between child welfare and domestic violence constituencies.</u> Briefing paper prepared for the conference Domestic Violence and Child Welfare: Integrating Policy and Practice for Families, Racine, Wisconsin.

Schneider, B. & Reichers, A. E. (1983). On the etiology of climates. <u>Personnel Psychology, 36,</u> 19-39.

Shafritz, J. M., & Ott, J. S. (1996). <u>Classics of Organization Theory.</u> (4th Edition). Philadelphia: Harcourt Brace College Publishers.

Shinn, M. (1990). Mixing and matching: Levels of conceptualization, measurement, and statistical analysis in community research. In P. Tolan, C. Keys, F. Chertok, & L. Jason (Eds.), <u>Researching Community Psychology: Issues of theory and methods.</u> Washington, D. C., American Psychological Association, 111 - 126.

Short, L. M., & DeBruyn, L. M. (2000). Coordinated Community Responses To Prevent Intimate Partner Violence: Application of the Public Health Model. Unpublished Manuscript. Analytic System Associates, Inc.

Sink, D. (1996). Five obstacles to community-based collaboration and some thoughts on overcoming them. In C. Huxham's (Ed.) Creating Collaborative Advantage. Thousand Oaks, CA: Sage Publications, 101 - 109.

Skaff, L. (1988). Child maltreatment coordinating committees for effective service delivery. Child Welfare League of America, 3, 217-230.

Smith, K. K., & Berg, D. N. (1997). Paradoxes of Group Life: Understanding conflict, paralysis, and movement in group dynamics. San Francisco: Jossey-Bass Publishers.

Staggenborg, S. (1986). Coalition work in the pro-choice movement: organizational and environmental opportunities and obstacles. Social Problems, 33, 374-390.

Sullivan, C.M. (1991). Battered women as active helpseekers. Violence Update, August, pp.1,8.

Sullivan, C.M. & Bybee, D.I. (1999). Reducing violence using a community-based advocacy project for women with abusive partners: Two-year follow-up. Journal of Consulting and Clinical Psychology, 67 (1), 43-53.

Sullivan, C.M. & Keefe, M. (1999, Fall). Evaluations of advocacy efforts to end intimate male violence against women. Michigan Coalition Against Domestic and Sexual Violence (MCADSV) Review, 2, 3 and 11-14.

Sutherland, C., Bybee, D., & Sullivan, C. (1998). The long-term effects of battering on women's health. Women's Health: Research on gender, behavior, and policy, 4 (1), 41-70.

Tjaden, P. & Thoennes, N. (1998). Prevalence, incidence and consequences of violence against women: Finding from the National Violence Against Women Survey. Research Brief. National Institute of Justice and the Centers for Disease Control and Prevention.

Tjosvold, D., & De Dreu, C. (1997). Managing conflict in Dutch Organizations: A testing of the relevance of Deutsch's cooperation theory. Journal of Applied Social Psychology, 27 (24), 2213-2227.

Winer, M., & Ray, K. (1994). Collaboration handbook: Creating, sustaining, and enjoying the journey. Saint Paul, MN: Amherst H. Wilder Foundation.

Wischnowski, M. W., & McCollum, J. A. (1995). Managing conflict on local interagency coordinating councils. Topics in Early Childhood Education, 15 (3), 281-295.

Wood, C.J. (1989). Challenging the assumptions underlying the use of participatory decision-making strategies. Small Group Behavior, 20, 139-162.

Wood, D. J., & Gray, B. (1991). Toward a comprehensive theory of collaboration. Journal of Applied Behavioral Science, 27 (2), 139-162.

Yin, R. K., & Kaftarian, S. J. (1997). Introduction: Challenges of Community-Based Program Outcome Evaluations. Evaluation and Program Planning, 20 (3), 293-297.

Zapka, J.G., Marrocco, G.R., Lewis, B., McCusker, J., Sullivan, J., McCarthy, J., & Birch, X. (1992). Inter-educational responses to AIDS: a case study of the Worcester AIDS Consortium. Health Education Quarterly, 7, 31-46.