

**The author(s) shown below used Federal funds provided by the U.S. Department of Justice and prepared the following final report:**

**Document Title:           The Greenbook Demonstration Initiative, Interim Evaluation Report**

**Author(s):                 Caliber Associates**

**Document No.:           209733**

**Date Received:          May 2005**

**Award Number:          2000-MU-MU-0014**

**This report has not been published by the U.S. Department of Justice. To provide better customer service, NCJRS has made this Federally-funded grant final report available electronically in addition to traditional paper copies.**

**Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.**

# CALIBER

## **THE GREENBOOK DEMONSTRATION INITIATIVE**

### **Interim Evaluation Report**

Prepared by:

#### **The Greenbook National Evaluation Team**

Caliber Associates  
Education Development Center, Inc.  
The National Center for State Courts

Support for this evaluation was provided by:

**The Department of Health and Human Services, Office of the  
Assistant Secretary for Planning and Evaluation**

**The Department of Health and Human Services, Centers for Disease  
Control and Prevention, National Center for Injury Prevention  
and Control**

**The Department of Health and Human Services, Administration for  
Children, Youth and Families, Family and Youth Services Bureau**

**The Department of Justice, Office of Justice Programs, National  
Institute of Justice**

## TABLE OF CONTENTS

	<u>Page</u>
<b>ABSTRACT</b>	
<b>EXECUTIVE SUMMARY .....</b>	<b>i</b>
<b>I. BACKGROUND.....</b>	<b>1</b>
1. INTRODUCTION .....	1
2. THE CO-OCCURRENCE OF CHILD MALTREATMENT AND DOMESTIC VIOLENCE.....	2
3. EARLY WORK ADDRESSING THE PROBLEM OF CO-OCCURRENCE .....	3
4. THE GREENBOOK INITIATIVE.....	4
4.1 Family Violence: Emerging Programs for Battered Mothers and Their Children.....	5
4.2 Effective Intervention in Domestic Violence and Child Maltreatment Cases: Guidelines for Policy and Practice .....	5
4.3 The Greenbook Demonstration Project .....	5
5. THE RESPONSE TO GREENBOOK IN OTHER COMMUNITIES .....	7
6. SUMMARY .....	9
<b>II. EVALUATION APPROACH.....</b>	<b>10</b>
1. OVERVIEW OF THE NATIONAL EVALUATION.....	10
1.1 Evaluation Design.....	10
1.2 Evaluation Questions .....	11
2. INTERIM EVALUATION REPORT APPROACH .....	12
3. REPORT PREVIEW .....	14
3.1 Organization.....	14
3.2 Chapter Structure for Describing Site Activities .....	15
<b>III. COLLABORATION: ITS DEVELOPMENT, STRUCTURE, AND DYNAMICS.....</b>	<b>18</b>
1. INTRODUCTION .....	18
2. PRE-IMPLEMENTATION FINDINGS: COLLABORATIVE CONTEXTS AT THE START OF THE INITIATIVE.....	19

## TABLE OF CONTENTS (CONT.)

		<u>Page</u>
3.	GREENBOOK GUIDANCE .....	21
4.	LESSONS LEARNED.....	21
4.1	Organizing Effective Collaborations .....	21
4.2	Collaborative Dynamics: Vision, Authority, Decision Making, and Trust .....	23
4.3	Resources and Strategies for Strengthening Cross-system Collaboration.....	27
4.4	Approaches to Implementation in Light of Community Context .....	29
5.	SUMMARY .....	30
<b>IV.</b>	<b>IDENTIFICATION OF CO-OCCURRING ISSUES.....</b>	<b>31</b>
1.	INTRODUCTION .....	31
2.	BASELINE (TIME 1) OUTCOME EVALUATION FINDINGS .....	31
2.1	Identification Practices in Child Welfare Agencies Prior to the Greenbook Initiative: Active Screening and Discovery .....	33
2.2	Identification Practices in Domestic Violence Service Provider Agencies.....	35
2.3	Baseline (Time 1) Data Summary and Conclusions .....	35
3.	GREENBOOK GUIDANCE .....	36
4.	DESCRIPTION AND STATUS OF SITE ACTIVITIES IN THE AREA OF IDENTIFICATION.....	36
4.1	Cross-site Overview .....	38
4.2	Foundation Activities.....	38
4.3	Direct Practice and Policy Activities in the Child Welfare System.....	38
4.4	Direct Practice and Policy Activities Among Domestic Violence Service Providers .....	42
4.5	Other Identification Activities .....	43
4.6	Technical Assistance to the Greenbook Demonstration Sites .....	44
4.7	Challenges to Improving Screening and Assessment Practices.....	44
5.	SUMMARY .....	45
<b>V.</b>	<b>INFORMATION SHARING AMONG SYSTEMS.....</b>	<b>47</b>
1.	INTRODUCTION .....	47
2.	BASELINE (TIME 1) OUTCOME EVALUATION FINDINGS .....	48

## TABLE OF CONTENTS (CONT.)

		<u>Page</u>
3.	GREENBOOK GUIDANCE .....	49
4.	DESCRIPTION AND STATUS OF SITE ACTIVITIES IN THE AREA OF CASE-LEVEL INFORMATION SHARING.....	50
4.1	Cross-site Overview .....	51
4.2	Within-systems Change .....	52
4.3	Change Across Systems.....	53
4.4	Technical Assistance to the Greenbook Demonstration Sites .....	56
4.5	Challenges to Improving Case-level Information Sharing Practices.....	57
5.	SUMMARY .....	58
<b>VI.</b>	<b>SERVICES AND ADVOCACY THAT PROMOTE THE SAFETY AND WELL-BEING OF FAMILIES EXPERIENCING CO-OCCURRING ISSUES .....</b>	<b>63</b>
1.	INTRODUCTION .....	63
2.	BASELINE (TIME 1) OUTCOME EVALUATION FINDINGS .....	64
2.1	System-level Responses.....	64
2.2	Family-level Responses .....	66
2.3	Summary and Conclusions of the Baseline (Time 1) Outcome Evaluation .....	67
3.	GREENBOOK GUIDANCE .....	68
4.	DESCRIPTION AND STATUS OF SITE ACTIVITIES TO PROMOTE THE SAFETY AND WELL-BEING OF FAMILIES.....	69
4.1	Cross-site Overview .....	69
4.2	Foundation Activities.....	70
4.3	Awareness, Education, and Training Activities.....	70
4.4	Direct Practice and Policy Activities .....	72
4.5	Multi-system Activities.....	75
4.6	Batterer Accountability.....	77
4.7	Technical Assistance to the Greenbook Demonstration Sites .....	79
4.8	Challenges to Improving Service Responses for Families Experiencing Co-occurring Issues .....	79
5.	SUMMARY .....	80
5.1	Training.....	80
5.2	Activity in the Child Welfare Systems .....	81
5.3	Activity in the Domestic Violence Service Provider Systems.....	82
5.4	Activity in the Dependency Court System.....	83
5.5	Multisystem Activities.....	83

## TABLE OF CONTENTS (CONT.)

	<u>Page</u>
5.6 Activities to Address Batterer Accountability .....	83
<b>VII. CONCLUSIONS AND LESSONS LEARNED .....</b>	<b>92</b>
1. INTRODUCTION .....	92
2. SUMMARY OF FINDINGS .....	92
2.1 Collaboration.....	92
2.2 Identification of Co-occurring Issues.....	93
2.3 Information Sharing Among Systems.....	94
2.4 Services and Advocacy for Families.....	94
3. LESSONS LEARNED.....	95
3.1 Resources .....	95
3.2 Primary Partner Dynamics.....	95
3.3 Support from a National Demonstration Initiative .....	96
3.4 System-specific Greenbook Work .....	96
3.5 Multidisciplinary Greenbook Work.....	97
3.6 When <i>Greenbook</i> Recommendations Were Not Enough .....	97
4. NEXT STEPS .....	97
<b>REFERENCES.....</b>	<b>99</b>
<b>APPENDIX A: RELEVANT <i>GREENBOOK</i> RECOMMENDATIONS BY CHAPTER</b>	
<b>APPENDIX B: FEDERAL EXPECTATIONS</b>	
<b>APPENDIX C: DATA SOURCES</b>	
<b>APPENDIX D: EL PASO COUNTY ACTIVITIES</b>	
<b>APPENDIX E: GRAFTON COUNTY ACTIVITIES</b>	
<b>APPENDIX F: LANE COUNTY ACTIVITIES</b>	
<b>APPENDIX G: SANTA CLARA COUNTY ACTIVITIES</b>	
<b>APPENDIX H: SAN FRANCISCO COUNTY ACTIVITIES</b>	
<b>APPENDIX I: ST. LOUIS COUNTY ACTIVITIES</b>	

## TABLE OF EXHIBITS

	<u>Page</u>
Exhibit I-1: Early Work Addressing Co-occurring Issues .....	4
Exhibit I-2: Child Welfare Agency Framework for Best Practices, as Set Forth in the <i>Nicholson v. Williams</i> Decision (2002).....	8
Exhibit II-1: Evaluation Scope .....	11
Exhibit II-2: Timeline of Demonstration Site and National Evaluation Activities .....	13
Exhibit II-3: Within-chapter Structure.....	16
Exhibit II-4: Criteria for Selecting Highlighted Site Activities.....	17
Exhibit III-1: Greenbook Collaboration.....	20
Exhibit III-2: Demonstration Site Collaborative Structure During the Early Implementation Phase .....	22
Exhibit IV-1: Estimated Level of Co-occurrence in the Demonstration Sites’ Child Welfare Systems Based on Case File Review .....	33
Exhibit IV-2: Identification Practices in Child Welfare Agencies Prior to the Greenbook Initiative .....	34
Exhibit IV-3: Mechanisms That are Being Planned for and Implemented by Greenbook Demonstration Sites for the Purpose of Identifying Families with Co-occurrence .....	37
Exhibit IV-4: Summary of Time 1 and Subsequent Intervention Activities by Site.....	41
Exhibit V-1: Mechanisms Being Planned for and Implemented by Greenbook Demonstration Sites Related to Case-level Information Sharing .....	51
Exhibit V-2: Information-sharing Practices Within and Across Systems.....	59
Exhibit V-3: Information Sharing Among Systems (as reported in baseline data) .....	62
Exhibit V-4: Information Sharing Among Systems (with Greenbook-related system change activities) .....	62
Exhibit VI-1: Greenbook Response to Co-occurrence Logic Model .....	63
Exhibit VI-2: Staff Knowledge and Understanding of the Dynamics of Co-occurrence.....	85
Exhibit VI-3: Staff Reporting Co-occurrence to Other Relevant Primary Systems.....	87
Exhibit VI-4: Establishing or Maintaining a Presence in Other Primary Systems .....	88
Exhibit VI-5: Promoting Family Safety and Well-being .....	89
Exhibit VI-6: Mechanism for Services and Advocacy to Promote the Safety and Well-being of Families Experiencing Co-occurrence.....	90

## ABSTRACT

The Greenbook Initiative provides a framework for a collaborative approach to working with families experiencing the co-occurrence of child maltreatment and domestic violence. *The Greenbook's* principles and recommendations serve as a guide for how communities and the three primary systems that serve such families—child welfare agencies, domestic violence service providers, and the dependency courts—identify and respond to those experiencing co-occurring issues. Six communities received Federal funding and other support to implement *The Greenbook's* recommendations over the course of a 5-year demonstration initiative.

Through partnership with Federal agencies in the U.S. Departments of Justice and Health and Human Services, the communities have prioritized their activities relating to collaboration, identification of co-occurring issues, information sharing, batterer accountability, improved access to services, and improved advocacy. Collectively, these activities promote system integration and treat the entire family rather than focusing on isolated family issues or family members. This report describes the results of the national evaluation at the midpoint of the 5-year demonstration grant, including baseline outcome evaluation findings, Greenbook guidance, activities planned and implemented at the midpoint of the initiative, and lessons learned.

As the initiative moves into full implementation, the sites have experienced a number of successes and challenges that can inform other communities interested in enhancing safety and advocacy for victims of family violence. Following *The Greenbook* recommendations, the child welfare system was home to most activities described in this report, including changes to screening and assessment practices, information-sharing policies, co-located advocates, and training for direct service staff. The dependency court system focused primarily on communication with other courts and eliminating unnecessary blaming of nonoffending parents. Domestic violence service providers made changes to screening protocols, clarified their mandated reporting procedures and requirements, and participated in training activities. In general, the multidisciplinary approaches implemented at the Greenbook sites served to enhance or build upon existing approaches rather than to create new partnerships or linkages. Lessons learned from the demonstration communities are also described, including those related to resources, system-specific work, multi-system work, collaborative dynamics, and going beyond the Greenbook recommendations. A later report will assess the extent to which the implementation activities described herein facilitated systems change related to policy and practice in the demonstration sites' child welfare agencies, dependency courts, and domestic violence service providers.



## EXECUTIVE SUMMARY

Recent research and recommendations for change in practice have highlighted the problems faced by families experiencing child maltreatment and domestic violence. Primary systems such as the child welfare agencies, domestic violence service providers, and the dependency courts have traditionally identified and responded to individual victims of family violence in isolation, rather than working together. The Greenbook initiative provides a framework for a collaborative approach to working with families experiencing the co-occurrence of child maltreatment and domestic violence. *The Greenbook's* principles and recommendations serve as a guide for how communities and systems identify and respond to those experiencing co-occurring issues. Six communities received Federal funding and other support to implement *The Greenbook's* recommendations over the course of a 5-year demonstration initiative. Through partnership with Federal agencies in the U.S. Departments of Justice and Health and Human Services, the communities have prioritized their activities relating to collaboration, identification of co-occurring issues, information sharing, batterer accountability, improved access to services, and improved advocacy. Collectively, these activities promote system integration and treat the entire family rather than focusing on isolated family issues or family members.

The Greenbook national evaluation documents the progress of the six demonstration communities. A combination of process and outcome measures describe not only what system-level changes are taking place in the communities, but also how those changes occurred. This report focuses on progress at the midpoint of the initiative, when the communities have moved from planning to implementation. The challenges and successes encountered by the sites to date offer a number of insights and lessons learned that may be valuable to other communities interested in following *The Greenbook's* recommendations.

The demonstration sites had already spent a great deal of time organizing their collaborations and promoting trust and communication among collaborative members during the planning phase. Although sites had a strong foundation to establish a collaboration based on Greenbook principles at the start of the initiative, issues of institutional empathy, trust, and communication continued to be addressed through the mid point of the initiative. The sites implemented a number of activities to strengthen their collaborations, including retreats, cross-system training, and system-specific presentations. The initiative partners from the Federal and Technical Assistance team were also critical to addressing collaborative issues.

At the midpoint of the initiative, the sites had focused a number of implementation activities on screening for co-occurrence in the child welfare system. These activities included changes to screening and referral processes and a safety audit to identify key decision points and outcomes throughout the life of a case. Some sites were also able to influence State-level policy to mandate or recommend screening for co-occurrence. A case file review was conducted to estimate the number of child maltreatment cases with co-occurring domestic violence that were known to the child welfare system.

Across sites, about 25% of child maltreatment cases also showed evidence of co-occurring domestic violence according to child welfare files. This estimate is far below some national estimates of the level of co-occurrence in the community. Based on the implementation activities currently underway in the demonstration sites, we expect the level of co-occurrence documented in child welfare case files to more closely reflect national estimates at follow-up.

Information sharing was also an important focus at the midpoint of the initiative, particularly among different courts. Some sites implemented Memorandas of Understanding, new protocols to guide information sharing between systems, or new positions to facilitate information sharing. When, how, and what information should be shared continued to be discussed among the sites, as victim confidentiality and safety are primary concerns across the systems, and are recognized as such by the *Greenbook*. The implementation activities conducted during this phase of the initiative are expected to encourage the appropriate sharing of information across systems.

The three primary systems and other partner organizations also implemented a number of activities to improve their services and advocacy for families. At the system level, co-located advocates or other means of maintaining a presence in multiple systems were implemented. The systems also took a number of steps to enhance their understanding of each other, including the policies and mandates that each system operates under. Activities also sought to minimize blaming or revictimization of non-offending parents, and to ensure the safety and well-being of all family members. These activities, along with multidisciplinary case planning and a focus on batterer accountability, are expected to impact the way supervisors and direct service workers interact with each other and with families when follow-up data are collected at the conclusion of the initiative.

A number of lessons were learned as the sites moved from planning and early implementation into full implementation and sustainability. The amount and type of resources available to a community impacted how the collaboration was organized and implemented Greenbook work. Primary partner dynamics were critical to moving the initiative forward and must be continually addressed. There were also a number of resources and partners available through the initiative that proved helpful to implementing activities and moving sites forward. Many activities documented in this report were focused on specific systems, particularly child welfare agencies, but sites were beginning to focus more on multidisciplinary activities and on those in systems other than the primary partners. Finally, the sites found that in many cases the *Greenbook* recommendations alone were not enough to fully accomplish the goals of this systems-change initiative. Many of these lessons learned can be applied to other communities interested in implementing the *Greenbook* recommendations and beginning the planning process. A final national evaluation report will further document the progress of the demonstration sites, the challenges and successes they have experienced, and the impact the initiative has had on systems working with victims of child maltreatment and domestic violence.

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

## **I. BACKGROUND**

## I. BACKGROUND

### 1. INTRODUCTION

Child maltreatment and domestic violence generally have been treated as separate problems, yet there is growing evidence that both types of violence often co-occur within the same families (Appel & Holden, 1998; Edleson, 1999; Findlater & Kelly, 1999; Schechter & Edleson, 1994). Traditional approaches to working with families, however, have focused on a single type of violence and/or a single victim. Furthermore, the history, bureaucracy, and mandates of the systems charged with responding to different types of family violence often are at odds with one another. Child welfare agencies, organized as bureaucracies and charged with the protection of children, traditionally have placed primary responsibility for the child on the available parent, usually the mother. Similarly, dependency courts work with child welfare agencies to respond to charges of child abuse and neglect, often without addressing family violence that may be occurring in the home. Domestic violence service providers generally are “grassroots” organizations, committed to empowering battered women and concerned that child welfare agencies not re-victimize women by blaming them for not protecting their children and placing their children into out-of-home care.

A collaborative approach to families experiencing child maltreatment and domestic violence can enhance family safety and well-being by responding to the entire family rather than an isolated victim. Collaboration across diverse systems faces a number of obstacles, however, including building trust between these traditionally competing systems, assuring victim safety and respect, and understanding the inherent complexities of enacting system change. Recognizing both the benefits of and obstacles to forming such a collaboration, in 1999 the National Council of Juvenile and Family Court Judges published *Effective Intervention in Domestic Violence and Child Maltreatment Cases: Guidelines for Policy and Practice*, which provided a collaborative roadmap for child welfare systems, dependency courts, and domestic violence service providers. More commonly known as *The Greenbook* (due to its green cover), this document examined the principles of promoting the safety and well-being for all victims of family violence, holding batterers accountable, and structuring responses to families dealing with the co-occurrence of domestic violence and child maltreatment.

Since 2001, six communities from across the United States have been implementing systems-change efforts as set forth in *The Greenbook*. A National Technical Assistance Team and the Federal partners support the six sites, and their activities are documented by a national evaluation. Currently midway through the five-year demonstration grant, the sites have moved from the planning phase to the implementation phase. Activities such as cross training for supervisors and direct service workers, revising screening and assessment protocols, creating new positions to facilitate case-level information sharing, and conducting safety audits to ensure accountability at the system level, have been initiated.

This report describes these and other implementation activities in four key areas:

- Collaboration
- Identification of co-occurring issues
- Information sharing across systems
- Services and advocacy for families.

As the initiative moves into full implementation, the sites have experienced a number of successes and challenges that can inform other communities interested in enhancing safety and advocacy for victims of family violence. These lessons learned are described in later chapters. A later report will assess the extent to which the implementation activities described herein facilitated systems change related to policy and practice in the demonstration sites' child welfare agencies, dependency courts, and domestic violence service providers.

The remainder of this chapter will describe the prevalence of co-occurring issues, early responses that address families experiencing child maltreatment and domestic violence, *The Greenbook* and the resulting demonstration project, as well as other recent collaborative approaches.

## **2. THE CO-OCCURRENCE OF CHILD MALTREATMENT AND DOMESTIC VIOLENCE**

Domestic violence and child maltreatment are compelling issues that have affected our society for years. Approximately 1 million children are maltreated and 2 million women are abused each year (Edleson, 1999). Research has suggested that the presence of one type of family violence increases the likelihood of another (Browne & Hamilton, 1999). Many studies further conclude that there is significant overlap between child maltreatment and domestic violence in the same households (Edleson, 1999). These studies estimate that between 30 percent and 60 percent of the families experiencing one type of violence are experiencing the other type as well (Appel & Holden, 1998; Edleson, 1999; Findlater and Kelly, 1999; Schechter & Edleson, 1994). However, estimating the level of co-occurrence is difficult.

Organizations serving maltreated children and those serving battered women increasingly are recognizing the overlap of child maltreatment and domestic violence. However, the delivery of services for maltreated children and domestic violence victims has been and continues to be fragmented for practical, philosophical, and historical reasons. Several factors have contributed to this fragmentation between domestic violence service providers and child protective services (CPS). For example, the agencies are at different points in their development, operate under different philosophies and mandates, and often use different professional terminology (National Clearinghouse on Child Abuse and Neglect Information, 2000). Practically and philosophically, CPS agencies and domestic

violence service providers still struggle with ensuring the confidentiality of information they receive in the course of providing their services. Furthermore, agency policies and practices vary by agency type and community. For example, State statutes govern the operation of courts and agencies, and agency-specific rules and regulations have been developed to implement those laws. The local culture and established practices also are unique to individual organizations and communities, and they inform the strategies and beliefs that service providers hold as they seek to ensure confidentiality.

Despite these historical differences, collaborative efforts among CPS agencies, domestic violence service providers, and dependency courts are emerging based on a common goal—the safety of all family members from violence (Findlater & Kelly, 1999). To effectively respond to battered women and children through collaboration, relevant organizations must share a framework (Spears, 2000). This issue will not be resolved overnight, but a shared agenda is critical for making progress. Sharing vital information about the differing laws and principles that guide these systems will help them collaborate. Additionally, careful coordination is required if safety is to be achieved for families dealing with violence (Edleson, 1999). Supportive leadership, trust across systems, understanding and recognizing common goals, and a willingness to change policies and practices are key variables to a successful collaboration.

### **3. EARLY WORK ADDRESSING THE PROBLEM OF CO-OCCURRENCE**

The Greenbook Initiative recognizes and builds on earlier collaborative work to address the co-occurrence of child maltreatment and domestic violence. Such approaches recognize how domestic violence and child maltreatment intertwine, and professionals have begun to address the issue of co-occurrence rather than treating domestic violence and child maltreatment separately. Collaborative approaches are based on the assumption that greater coordination between and collaboration with all the systems involved is necessary to achieve safety for all victims. Several collaborations are already taking place nationally. These initiatives emphasize partnership between organizations, such as law enforcement agencies, child welfare agencies, domestic violence service providers, and other community-based organizations, to implement more effective, coordinated responses to families experiencing child maltreatment and domestic violence. These collaborative efforts have initiated many changes in policy and practice, such as training on the overlap between child maltreatment and domestic violence, multidisciplinary response teams, and enhanced services for families.

Some of the early efforts at cross-system collaboration that sought to aid child maltreatment and domestic violence victims are described in Exhibit I-1. They recognize that there are substantial areas of overlap between domestic violence and child maltreatment, as well as multiple service and decision-making systems involved in the lives of families enduring multiple forms of violence. They also realize that it is critical to protect both the child and adult victim of domestic violence. These programs are early and ongoing examples of system coordination and collaboration being developed across the country.

## EXHIBIT I-1 EARLY WORK ADDRESSING CO-OCCURRING ISSUES

The Massachusetts Department of Social Services (DSS) Domestic Violence Unit was the Nation's first statewide effort within a child protection agency to bring domestic violence expertise to child protection decision-making (National Council of Juvenile and Family Court Judges, 1998). In 1987, DSS began joint planning with battered women's advocates. In 1989, Project Protect was implemented in response to an infant murdered by the mother's abuser. The program emphasized the need to address multiple victims within the same family. In 1990, the first domestic violence advocate was hired at DSS, and a separate domestic violence unit was created in 1993. In 1995, a domestic violence protocol for DSS workers was developed (Whitney & Davis, 1999). When the domestic violence unit was established, the program structured its work around the belief that the best interest of children in families experiencing domestic violence cannot be separated from the best interest of their mothers. This unit provides two types of services. First, it provides consultation and support to DSS workers handling child abuse and neglect cases involving domestic violence. Second, it provides direct services to DSS-involved battered mothers, ranging from developing safety plans to attending meetings on behalf of their clients. In an effort to institutionalize these reforms (and due to budget cuts), the unit is now focused on the services related to training and consultation with social workers.

The Michigan Families First: Domestic Violence Collaboration Project is the result of State-level leadership and a commitment to providing coordinated services to families enduring child abuse and domestic violence. The goal of Families First is to enable families to stay together in safety. The approach is to identify and build on each family's strengths by offering services that are made for the family's needs and goals. Through a dialogue with the Governor's Domestic Violence Prevention and Treatment Board (DVPTB), Michigan became the first state to institutionalize mandatory training for all family preservation workers and supervisors (National Clearinghouse on Child Abuse and Neglect Information, 2000). This cooperation led to family preservation teams being placed in battered women's shelters. Families First and the DVPTB worked together to develop extensive cross training. Michigan has developed and implemented statewide cross training among domestic violence workers, and family preservation and child protection services staff. This cross-training collaboration started in five communities and has now expanded to include 11 communities across the State. The collaboration provided intensive services designed to keep children safe and with their mothers (Findlater & Kelly, 1999). One product of this cross training was a national domestic violence curriculum for family preservation practitioners (Schechter & Ganley, 1995). In 1994, San Diego piloted the Family Violence Project to improve protection for victims of family violence by enhancing and coordinating case management activities between the Children's Services Bureau and the Probation Department. This unit, comprised of staff from both departments, manages and supervises cases of families who are involved in both systems because of domestic violence. The Family Violence Project integrates both child protection and adult probation services to minimize re-victimization and maximize safety. San Diego Children's Hospital also has developed a Family Violence Program that works with mothers and children to provide supportive counseling and cross-court advocacy for up to 2 years. The program's advocates often are the ones who communicate to one court about the proceedings of another court (Edleson, 1999). The Chadwick Center for Children and Families at San Diego's Children's Hospital offers programs that provide prevention, identification, treatment, and rehabilitation of neglected and abused children and women affected by domestic violence. Multiple medical, social, and therapeutic approaches are used to help the families.

#### 4. THE GREENBOOK INITIATIVE

Growing attention to the co-occurrence of child maltreatment and domestic violence has led to many initiatives to change policy and practice (Edleson, 2001). While relevant organizations may recognize the co-occurrence of domestic violence and child maltreatment in the families they serve, there has not been a coordinated effort to identify and respond to these families. In response to this ineffective system- and victim-specific approach to working with families, the National Council of

Juvenile and Family Court Judges (NCJFCJ) organized experts in the fields of domestic violence and child maltreatment to discuss more effective responses to co-occurrence.

#### **4.1 Family Violence: Emerging Programs for Battered Mothers and Their Children**

In 1998, NCJFCJ began to discuss ways for communities to respond to families experiencing both domestic violence and child maltreatment. Their publication, *Family Violence: Emerging Programs for Battered Mothers and Their Children*, was the first attempt to summarize information about programs across the country for a national audience. An advisory committee, which included a diverse group of professionals from the courts, social services, law enforcement, domestic violence organizations, and the academic community, was formed to look at programs that would be included in this publication. Thirty-five programs were selected out of 200 nominees from across the country. The committee members then conducted site visits to collect data and any information that was necessary to describe the programs accurately. Each of the write-ups contained in this publication featured program descriptions that could be replicated in other communities.

#### **4.2 Effective Intervention in Domestic Violence and Child Maltreatment Cases: Guidelines for Policy and Practice**

Following the 1998 publication of *Family Violence: Emerging Programs for Battered Mothers and Their Children*, NCJFCJ convened an advisory committee composed of professionals from the dependency courts, child welfare agencies, domestic violence service providers, Federal agencies, and the academic community. As a result of its efforts, the advisory committee published *Effective Intervention in Domestic Violence and Child Maltreatment Cases: Guidelines for Policy and Practice* (commonly known as *The Greenbook* because of its green cover) (NCJFCJ, 1999). *The Greenbook* provides communities with a guiding framework to help them improve their response to families experiencing both domestic violence and child maltreatment.

*The Greenbook* focuses on the three primary systems that have traditionally served victims of child maltreatment and domestic violence—the child protection system, domestic violence service providers, and the juvenile court or other courts that have jurisdiction over child maltreatment cases. The guidance set forth in the 67 *Greenbook* recommendations supports a collaborative response to families experiencing the co-occurrence of domestic violence and child maltreatment. The guidance also recognizes the mandates of each primary system and recommends ways to improve responses to families both within the three primary systems and through collaborative efforts across systems.

#### **4.3 The Greenbook Demonstration Project**

Encouraged by the potential of *The Greenbook's* recommendations, several Federal agencies and national organizations joined forces to enact them. After receiving more than 90 proposals, the U.S. Departments of Health and Human Services and Justice conducted a selection process that



included site visits to examine community strengths, limitations, and flexibility, and to assess the proposed project's vision, determination, and resources to carry out their planned efforts. Based on the findings from those site visits and the desire to have a diverse group of communities, six demonstration sites were selected: San Francisco County, California; Grafton County, New Hampshire; Santa Clara County, California; St. Louis County, Missouri; El Paso County, Colorado; and Lane County, Oregon. These sites received Federal grants over three years to organize, plan, and implement collaborations to address the co-occurrence of domestic violence and child maltreatment. In recognition of the complexity of planning and implementing systems change as recommended in *The Greenbook*, the original grant award was supplemented to cover five years of activities.

All six local Greenbook sites involve a collaboration of agencies from the three primary systems: the dependency courts, child welfare agencies and domestic violence service providers. Key players at each site include leaders of the agencies from the three primary systems, a project director, and a local research partner. The local collaborations also include other key organizations, which vary from site to site, such as law enforcement, mental health service providers, and other existing collaborations.

The six Greenbook sites are a diverse group of communities varying in terms of population, culture, and geography. While populations in some of the sites are racially homogeneous, others are ethnically and culturally diverse. The sites also have varying levels of experience with addressing the co-occurrence of domestic violence and child maltreatment. Despite these differences, each site has demonstrated the need for and dedication to improving how the co-occurrence of domestic violence and child maltreatment is addressed in their community.<sup>1</sup>

In addition to the six selected demonstration sites, the Greenbook Initiative includes Federal funding partners, a National Technical Assistance Team (TA), and a National Evaluation Team (NET). The Federal partners are in the U.S. Departments of Health and Human Services and Justice. Participating agencies within the U.S. Department of Health and Human Services include the Children's Bureau and the Office of Community Services<sup>2</sup> in the Administration for Children and Families, the Division of Violence Prevention at the U.S. Centers for Disease Control and Prevention, and the Office of the Assistant Secretary for Planning and Evaluation. Participating agencies within the U.S. Department of Justice include the Office on Violence Against Women, the Office for Victims of Crime, the National Institute of Justice, and the Office of Juvenile Justice and Delinquency Prevention. Each demonstration site is assigned a Federal monitor from one of the Federal agencies, who then works with the site on planning, implementation, and administrative issues as they arise.

---

<sup>1</sup> Additional information about the six demonstration sites is available in the *Process Evaluation Report: Phase I* (Caliber Associates, Education Development Center, Inc., & The National Center for State Courts, 2004).

<sup>2</sup> The Family Violence Prevention and Treatment Services Program was part of the Office of Community Services at the start of the initiative, but has since been moved to the Family and Youth Services Bureau in the Administration for Children and Families (ACF).

All the sites have access to the National Technical Assistance Team, led by the NCJFCJ Family Violence Department, with collaboration from the Family Violence Prevention Fund and the American Public Human Services Association. The National Technical Assistance Team facilitates peer-to-peer support, individual consultation, and assistance in conducting needs assessments and developing strategic plans at each of the demonstration sites. The demonstration sites also work with the NET to document their plans for implementing *The Greenbook's* recommendations. Ultimately, the NET seeks to examine the effects on collaboration and system change as the demonstration sites implement *The Greenbook's* recommendations.

## 5. THE RESPONSE TO GREENBOOK IN OTHER COMMUNITIES

While six sites received Federal funding as part of the Greenbook Initiative, there also are other projects underway around the country that use the principles outlined in *The Greenbook*. One such project is the West Virginia Coalition Against Domestic Violence/Child Victimization Study and Policy Workgroup, which was initiated in 2001 to study the collective response of State agencies and private organizations to the co-occurrence of domestic violence and child maltreatment. The Workgroup consists of representatives from domestic violence organizations, child protective services, the courts, and others.

Safe from the Start in Johnson County, Kansas, is another project that addresses the co-occurrence of domestic violence and child maltreatment. Local leaders of this project include representatives from the 10<sup>th</sup> District Court of Johnson County; the Kansas Department of Social and Rehabilitation Services; Safehome, a private shelter for battered women and victims of sexual assault; and the court services for the 10<sup>th</sup> Judicial District Court. The leaders of this project asked United Community Services of Johnson County to serve as the facilitator.

North Carolina has created the Child Well-being and Domestic Violence Task Force. The Task Force is chaired by the Chief Justice of the State Supreme Court and the State secretary of the Department of Health and Human Services. Its mission is to design a strategy so North Carolina adopts policy and practice recommendations and implements a plan to maximize the safety of all family members, empower victims, and hold accountable perpetrators of domestic violence and child maltreatment. Eighty organizations and agencies have participated in this process, which produced a set of recommendations for statewide implementation in November 2002.

Utah's Office of Justice Programs Collaboration Project is a joint effort of several nonprofit and government agencies at the city, county, and State levels. The project's mission is to create sustainable collaborative initiatives that encourage timely and effective interventions in cases where domestic violence and child maltreatment co-occur. The project staff brought together frontline workers, agency directors, and elected officials to form the Salt Lake Area Safe at Home Coalition (SLASAHC). The SLASAHC examines new and innovative ways to affect system change.

The effects of *The Greenbook's* recommendations can be seen beyond the six demonstration sites and other, related initiatives currently underway across the country. Beyond local application of the ideas contained in *The Greenbook*, there is now a legal advocacy proceeding that has relied extensively on the principles found within *The Greenbook*.

*Nicholson v. Williams* was a civil rights class-action lawsuit that successfully challenged New York City's child welfare policies in cases involving domestic violence. The original plaintiff in the case was a victim of an assault by the father of one of her two children, who was visiting from out of State. During the attack, her son was in school and her infant daughter was sleeping in another room. While she was in the hospital recovering from her injuries, her children were removed from their babysitter by the police and placed in foster care. The CPS manager who made the decision to place the children in foster care admitted that the practice of removing children from battered mothers was a successful coercive measure to encourage the mothers to agree to receive services required for the return of their children from foster care.

The judge's decision in this case relied heavily upon expert testimony and gave particular weight to the recommendations of *The Greenbook* (which was accepted into evidence as a plaintiff exhibit). The court highlighted six premises as setting a framework for best practices against which the Administration for Children's Services was assessed. The premises also are key components of *The Greenbook* recommendations. (See Exhibit I-2).

**EXHIBIT I-2**  
**CHILD WELFARE AGENCY FRAMEWORK FOR**  
**BEST PRACTICES, AS SET FORTH IN THE *NICHOLSON V. WILLIAMS* DECISION (2002)**

- Mothers should not be accused of neglect for being victims of domestic violence.
- Batterers should be held accountable.
- Children should be protected by child welfare agencies by offering battered mothers appropriate services and protection.
- Separating battered mothers and children should be the alternative of last resort.
- Child welfare employees should be adequately trained to deal with domestic violence.
- Agency policy should provide clear guidelines to caseworkers.

The court held that battered mothers are entitled to equal protection under the law and that these removals—based on the battering of the mother rather than treatment of the children—treats the mothers unequally from other parents who are not abused. The *Nicholson v. Williams* case concluded that (1) New York City should not charge battered mothers with child neglect solely because of domestic violence, and (2) New York City's practices in cases involving domestic violence harm children more than they protect them from harm. *Nicholson v. Williams* was the first case in the country to address the constitutionality of removing children from nonoffending battered mothers. The judge found that New York City's practices were unconstitutional in a preliminary injunction (that finding has since been appealed). *Nicholson v. Williams* may serve as a precedent for other States confronting similar situations and similar policies and practices.

## 6. SUMMARY

*The Greenbook* incorporates lessons learned from traditional approaches to address the needs of families experiencing child maltreatment and domestic violence, as well as from past collaborative efforts and the experience of recognized experts in the field. It has served as a guide for the six demonstration sites as they implement collaborative approaches to serve families more effectively within the three primary systems—child welfare agencies, domestic violence service providers, and the dependency courts. *The Greenbook* and other recent publications addressing the co-occurrence of child maltreatment and domestic violence also have had an impact on other initiatives and on emerging policies and practices in communities around the country. Particularly due to the *Nicholson v. Williams* case, the recommendations and guidance set forth in *The Greenbook* highlight the need for changes in the way organizations serve battered women and victims of child maltreatment.

The co-occurrence of domestic violence and child maltreatment is a complex problem—from defining it, to creating effective collaborations that address it, to identifying and responding to it. Increasingly, battered women’s advocacy groups and child welfare agencies are recognizing the need for system coordination and collaboration to respond to families experiencing violence. No one system is equipped, nor should it be held responsible, for meeting all the needs of victims of co-occurrence (Whitney & Davis, 1999). Collaboration, especially between systems that have traditionally been at odds with one another, is a time- and labor-intensive process. While child welfare agencies bring resources and a long history of service to and experience in addressing the problem, domestic violence service providers rely on volunteer labor and are reluctant to collaborate with what they see as coercive and punitive agencies. Both systems also are wary of losing their ability to advocate for and protect the family victims that they are mandated to serve—the victims of domestic violence and child maltreatment. By following *The Greenbook’s* recommendations and guidance, however, we expect that partnerships between these systems will lead to improved safety, accountability, and advocacy for all family members, including victims and perpetrators alike.

## **II. EVALUATION APPROACH**

## II. EVALUATION APPROACH

### 1. OVERVIEW OF THE NATIONAL EVALUATION

The purpose of this report is to document site accomplishments and lessons learned at the midpoint of the demonstration initiative. This chapter begins with a discussion of the full national evaluation design to illustrate how the current report fits into the larger evaluation effort.

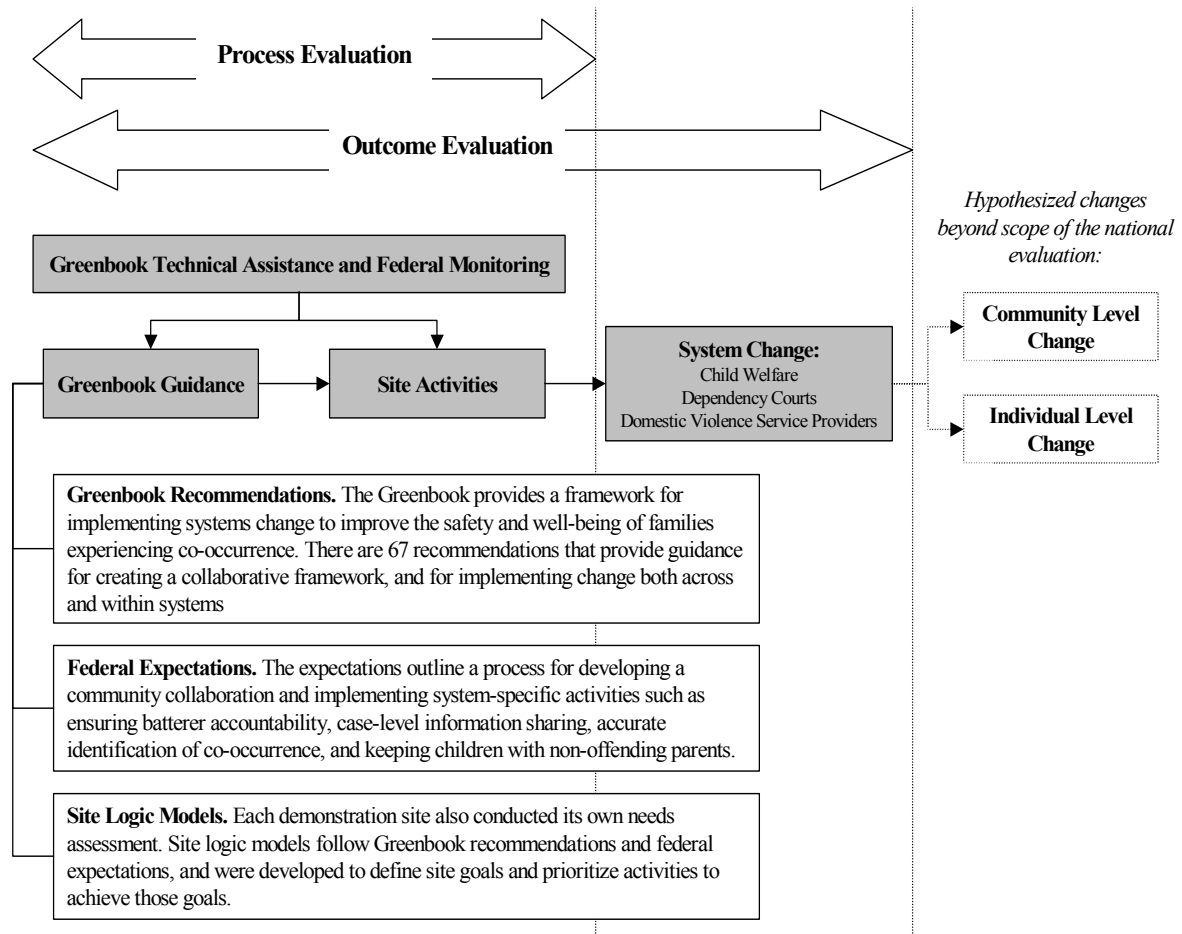
#### 1.1 Evaluation Design

The evaluation of the Greenbook demonstration uses a theory of change to guide the research hypotheses, data collection, analyses, and interpretation. The multilevel, multisite comparative research design uses both cross-site and within-site variations in system-level measures to study across- and within-systems changes. The evaluation focuses on systems change, rather than individual-level change, for a number of reasons. First, evaluation planning activities indicated that sites were primarily engaged in activities that addressed systems change. They were working to enhance cross-system information exchange, develop cross training, and improve screening and assessment procedures. Furthermore, the dynamic nature of collaborative work and the difficulty inherent in implementing cross-system change in policies, procedures, and actual practice made it impractical to expect notable change on the individual and family level within the initial timeframe of the initiative (three years). Planning takes a year or so in most initiatives of this complexity, yet systems-level indicators of change are expected approximately 18 months after planning and individual-level changes even later. Therefore, the evaluation model will focus on the impact of implementing Greenbook activities on systems change across multiple levels, from agency heads to direct service workers. This approach allows us to analyze the extent to which policy changes and inter-organizational collaboration changes direct service worker practices, as well as to make some inferences about the likelihood of those changes altering the way service workers potentially work with clients. If systems change the way they collaborate, and those changes have an impact on how frontline workers do their jobs, those would be profound changes in the three systems that we can assume to have an ultimate impact on women and children. However, directly linking systems changes to individual-level changes, such as safety and well-being of family members, is beyond the scope of this evaluation.

The national evaluation includes an outcome component and a process component to describe not only *what* systems changes have taken place in the demonstration sites, but *how* those changes occurred. The *outcome* evaluation component assesses systems changes related to how systems collaborate, identify co-occurrence, share information, and respond to co-occurrence. The *process* evaluation component documents how those identified system-level changes occurred by describing how sites prioritize implementation activities, how collaborative networks are formed and operate, and what challenges and facilitators sites encounter while following the Greenbook Initiative's guidance (which includes *The Greenbook* recommendations as described in Appendix A, Federal expectations as

described in Appendix B, and site logic models). The process evaluation also assesses the impact of being part of a national demonstration initiative, including the demonstration sites' use of Federal guidance, technical assistance, and local and national evaluation resources. Exhibit II-1: Evaluation Scope, describes the process and outcome components of the Greenbook national evaluation.

## EXHIBIT II-1 EVALUATION SCOPE



### 1.2 Evaluation Questions

The Greenbook Initiative national evaluation is assessing systems change in the demonstration sites (the outcome evaluation), as well as how that change occurs (the process evaluation). The outcome evaluation assesses the impact of systems change on site collaboration and implementation activities. Specific outcome evaluation questions include:

What has been the impact of the Greenbook Initiative's guidance on:

- Collaborative networks?
- The identification of co-occurring issues?
- Case-level information sharing?
- Services and advocacy for families with identified co-occurring issues?

The process evaluation documents what activities were planned for and implemented at the sites, and focuses on how collaborative networks are formed; how the collaborative members work together; how implementation activities are identified, planned for, and implemented; and how sites overcome challenges encountered when following the Greenbook Initiative's guidance. The process evaluation also seeks to assess the impact to the sites of being part of a demonstration initiative, including the effects of receiving technical assistance and peer-to-peer learning from other demonstration sites.

Specific process evaluation questions include:

- How well do the sites' implementation plans (and activities) reflect Federal expectations and *The Greenbook's* recommendations<sup>1</sup>?
- What systems change activities have been implemented at the sites?
- How have the sites' implementation activities align with what they initially planned?
- How has the nature of the Greenbook collaboration (specifically, decision making, trust, communication, and institutional empathy/understanding) changed as the initiative has progressed? How has the collaboration's structure and dynamics affected the sites' abilities to reach their goals?
- What were the major challenges and successes pertaining to implementation activities *and* collaboration at the sites?
- How have community contexts changed as the Greenbook project has evolved at the sites, and how has this influenced implementation activities, if at all?

## **2. INTERIM EVALUATION REPORT APPROACH**

The outcome evaluation will ultimately compare data gathered at successive time points to assess systems change on a number of dimensions. The process evaluation will inform our understanding of how and why those system-level changes were observed. This report, however, describes site activities and progress at the midpoint of the demonstration initiative, including ongoing

---

<sup>1</sup> Local sites were not expected to address all of the recommendations in the *Greenbook*. Instead, the six Greenbook communities prioritized among the Greenbook recommendations based on identified local needs and related goals and objectives.



planning and early implementation activities. Site progress at the midpoint of the initiative will be described in the context of relevant Greenbook Initiative guidance and outcome evaluation data collected during the planning phase of the initiative. Therefore, this report focuses on:

- The strengths and gaps that were identified in Time 1 data collection activities during the planning phase relating to systems collaboration, identification of co-occurrence, and response to the co-occurrence of domestic violence and child maltreatment.
- How the Greenbook Initiative’s guidance can improve the ways systems work with families to ensure the safety and well-being of all family members.
- Activities the Greenbook sites are planning and implementing in response to the Greenbook Initiative’s guidance.
- Lessons learned from Greenbook activities at the midpoint of the initiative that may inform other communities also interested in following *The Greenbook’s* recommendations.

A timeline of demonstration site and national evaluation team activities for the duration of the entire initiative and the period covered in this report is outlined in Exhibit II-2.

<b>EXHIBIT II-2</b>					
<b>TIMELINE OF DEMONSTRATION SITE AND NATIONAL EVALUATION ACTIVITIES</b>					
	<b>Year 1 (2001)</b>	<b>Year 2 (2002)</b>	<b>Year 3 (2003)</b>	<b>Year 4 (2004)</b>	<b>Year 5 (2005)</b>
<b><i>Demonstration Site Activities</i></b>					
Planning Phase	[Shaded bar]				
Implementation Phase		[Shaded bar]			
Sustainability Phase			[Shaded bar]		
<b><i>National Evaluation Reports</i></b>					
Process Evaluation Report: Phase I	[Shaded bar]				
Interim Evaluation Report		[Shaded bar]			
Final Evaluation Report			[Shaded bar]		
<b><i>Interim Evaluation Report Data Collection</i></b>					
Outcome Evaluation Data Collection		[Shaded bar] TIME 1			TIME 2
Process Evaluation Data Collection		[Shaded bar]			

A previous report analyzed process data from the planning phase of the Greenbook demonstration project. (See Caliber Associates, et al., 2004). The current report focuses on the early

implementation phase, when most sites were beginning to implement activities while they continued to plan for later activities. The process data contained in this report, therefore, are restricted to site activities that occurred during the early implementation phase, between July 1, 2002, and June 30, 2003. Process data sources included stakeholder interviews conducted during site visits; telephone interviews with project directors, Federal monitors, and technical assistance providers; and data regularly submitted by the sites to capture changes in collaborative membership, community context, and key collaborative activities.

Time 1 measures for the outcome evaluation were collected during the planning phase of the implementation. These data reflect system practices at the start of the initiative—particularly how systems are working with each other and with families experiencing child maltreatment and domestic violence. Time 1 measures identify strengths and gaps in system practice and will serve as the baseline to assess systems change as the result of Greenbook activities conducted during the implementation phase. Outcome evaluation data sources include interviews, surveys, and case file review. Data were collected to capture systems change on a number of levels, including stakeholder, supervisor, direct service worker, and individual case records. Appendix C, Data Sources, contains a more detailed description of process and outcome evaluation data sources.

### **3. REPORT PREVIEW**

This report documents progress at the demonstration sites at the midpoint of the initiative. Ultimately, the national evaluation will link site activities to system-level changes in collaboration among systems and how systems identify and respond to co-occurrence. This report focuses on the link between Time 1 data (collected during the planning period), Greenbook Initiative guidance, and site progress during the early implementation phase.

#### **3.1 Organization**

Implementation activities are divided into four primary areas, each described below. Many site activities may have an impact in more than one of these areas, however, and they will be addressed in each appropriate section in the chapters that follow.

### **Chapter 3: Collaboration: Its Development, Structure, and Dynamics**

This chapter focuses on the operation of collaborative networks in the early implementation phase. Sites spent the planning phase building their collaborative structures, creating decision-making and governing processes, prioritizing activities, and planning later implementation activities. (See Caliber Associates, et al., 2004.) During the early implementation phase described in this report, Greenbook collaborations and the broader collaborative networks continued to evolve as many sites prioritized activities aimed at strengthening their collaborative dynamic as well as increasing members' knowledge about the systems represented in the collaborative (e.g., through cross-training activities).

Some sites also revisited their organizational structures, decision-making processes, and collaborative membership.

#### **Chapter 4: Identification of Co-occurring Issues**

This chapter explores the screening and assessment practices used to identify co-occurring issues in the Greenbook demonstration sites. The chapter focuses on how each system identifies co-occurrence in the families with which it works. Whether and how the systems then report these families to *other* systems is discussed, along with other means of responding to families with identified co-occurrence, in Chapter 6, Services and Advocacy to Promote the Safety and Well-being of Families Experiencing Co-occurring Issues.

#### **Chapter 5: Information Sharing Among Systems**

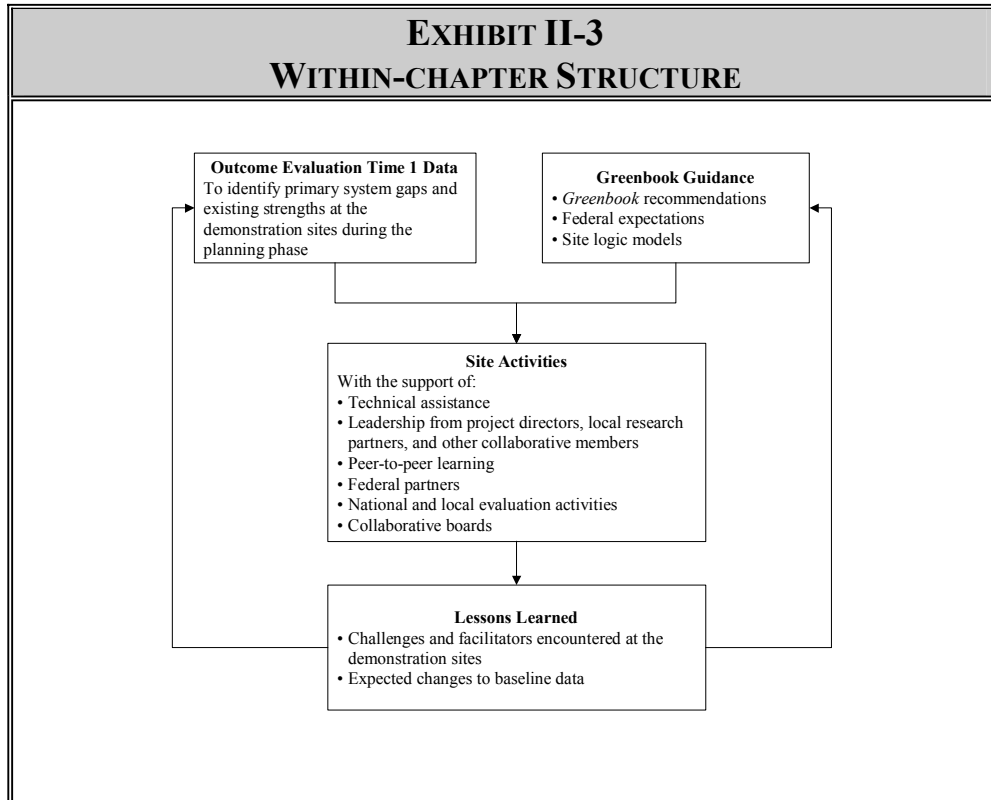
This chapter explores case-level information sharing practices between primary system agencies in the Greenbook demonstration sites, which encompasses the sharing of many types of information about multiple family members for different reasons within and across various agencies. How agencies share information is critical to not only how they collaborate with each other, but also how they serve families.

#### **Chapter 6: Services and Advocacy that Promote the Safety and Well-being of Families Experiencing Co-occurring Issues**

This chapter explores various responses to co-occurrence in the Greenbook demonstration sites. The ultimate goal when responding to families with co-occurrence is to promote the safety and well-being of these families. Responses described in this chapter include training to promote awareness of co-occurrence, using a multidisciplinary approach to serve families with co-occurrence, reporting co-occurrence to other relevant systems, linking family members to appropriate services, helping family members negotiate the other primary systems, and ensuring batterer accountability.

### **3.2 Chapter Structure for Describing Site Activities**

The framework to describe site activities in the chapters that follow will link Time 1 system-level data and Greenbook Initiative guidance to site implementation activities in each of the four primary areas—collaboration, identifications of co-occurring issues, information sharing among systems, and services and advocacy for families. Each chapter concludes with a discussion of lessons learned, which will address the challenges and facilitators encountered during the implementation phase, how site accomplishments reflect findings from Time 1 data and Greenbook Initiative guidance, and the systems changes we expect to see in Time 1 data at follow up. The framework for describing site activities is described in Exhibit II-3: Within-Chapter Structure.



## Outcome Evaluation Time 1 Data

Baseline data were collected during the planning phase to understand how systems were working with each other and with families experiencing domestic violence and child maltreatment prior to the Greenbook Initiative implementation activities. These data illustrate the sites' strengths at the start of the Greenbook Initiative, and gaps the sites may need to address through Greenbook Initiative guidance and activities.

## Greenbook Guidance

Greenbook guidance includes recommendations formally stated in *The Greenbook* (See Appendix A) as well as Federal expectations (See Appendix B) that describe activities and goals for the primary systems and other partner agencies to achieve at the demonstration sites. The guidance also includes site logic models informed by *The Greenbook's* recommendations as well as local needs assessment activities.

## Site Activities

Process data collected during the demonstration sites' implementation phase describe site activities planned for and implemented in response to Greenbook Initiative guidance and site-identified gaps. The impact on site accomplishments as part of a national demonstration initiative also is

discussed, including guidance from Federal partners, technical assistance, and peer-to-peer learning. Each chapter initially describes the range of collaborative-building and/or system-change activities the sites were implementing in response to Greenbook Initiative guidance, and then highlights in more detail one or two site activities that were particularly unique or promising. All site activities are described more fully in Appendices D through I, so the demonstration site “highlights” are not the only site-specific information presented in this report. See Exhibit II-4: Criteria for Selecting Highlighted Site Activities for more information on the criteria used for selecting highlighted site activities.

#### **EXHIBIT II-4**

#### **CRITERIA FOR SELECTING HIGHLIGHTED SITE ACTIVITIES**

When selecting site activities to highlight in each chapter, the National Evaluation Team considered:

- Examples that helped reinforce a point or theme that was discussed in a specific chapter.
- Examples that represented activities from each of the three primary systems, plus cross-system examples.
- Examples that represented a promising and/or unique approach.
- Examples that showed how sites could address identified gaps from the baseline data, utilize technical assistance, and/or demonstrate a particular challenge or success.
- Examples that highlighted systems changes specific to adult victims, children, and batterers.
- Examples of activities that have been or are being implemented rather than activities still in the planning phase.
- Examples of activities that a site viewed as an exemplary focus of its work.
- Examples that, in total, reflected the accomplishments of all six demonstration sites in this report.

### **Lessons Learned**

Each chapter concludes with a discussion of the relationship between Time 1 data, Greenbook Initiative guidance, and site accomplishments during the implementation phase. *The Greenbook’s* recommendations, Federal expectations, and local site logic models helped each site fill the gaps identified in the Time 1 data, while also building on their identified strengths to ensure the safety and well-being of families experience the co-occurrence of domestic violence and child maltreatment.

The Greenbook Initiative’s guidance, together with local needs and priorities, shaped the implementation activities and accomplishments during this phase of the demonstration project. The National Evaluation Team expects these activities to impact the Time 1 data discussed in this report in a number of ways. For example, implementation of interagency agreements to facilitate information sharing may increase the amount of case-level information sharing while also ensuring confidentiality. Enhanced staff positions or new information-sharing procedures also may enable the primary systems to hold batterers accountable for their actions and keep children with nonoffending parents. Ultimately, the implementation activities described in this report are expected to lead to systems changes that will enhance the safety and well-being of all family members.

### **III. COLLABORATION: ITS DEVELOPMENT, STRUCTURE, AND DYNAMICS**

### **III. COLLABORATION: ITS DEVELOPMENT, STRUCTURE, AND DYNAMICS**

#### **1. INTRODUCTION**

At their most fundamental level, Greenbook collaborations are initiating a paradigmatic shift in the way individuals, agencies, systems, and communities understand the cycle of violence; work to keep children and women safer; and hold aggressors accountable. As such, systems historically created to address the needs of one underserved constituency must expand their scope of vision to incorporate the contemporary family as a whole rather than focusing on the needs of individual family members.

Collaboration across systems serving victims of family violence has a number of potential benefits. Primarily, families experiencing domestic violence and child maltreatment will benefit from collaborations because they provide a more integrated approach that recognizes the entire family rather than addressing isolated issues or family members. The collaboration will allow an agency to treat all family issues, many of which may be dependent on each other. An integrated approach also may remove existing barriers to receiving treatment and services, enabling families to get the treatment they need. Collaboration also provides the opportunity for braided or blended funding so that effective treatment options are available to more families. Information sharing across partner agencies also may reduce or eliminate conflicting orders or priorities for families who are involved in more than one system. Finally, partnerships across agencies may be able to solve organizational, funding, or logistical problems that one organization is unable to address by itself.

Systems must address a number of very real obstacles, however, to achieve effective collaboration. These obstacles not only should be recognized at the start of the partnership, but should also be revisited often throughout the collaborative partnership. Obstacles, such as a lack of funding for staff to attend collaborative meetings, demands on staff time, or the inability to spare staff from their regular duties for collaborative work, can be related to a lack of resources. Lack of resources may be a particular obstacle in the domestic violence service provider system, which relies on a great deal of volunteer labor. Child welfare caseworkers also face a number of demands with their existing caseloads, so adding another layer of work can be difficult.

The primary systems also have conflicting organizational cultures. The first duty of domestic violence service providers is to the domestic violence victim. Often domestic violence advocates see child protection as coercive; and given that coercion is the problem battered women are trying to overcome, advocates often do not want to become involved with the child protection agency. Likewise, the first priority of child welfare agencies is to the safety of the child, regardless of the other issues the family members or the child's caretaker may be facing. Confidentiality and trust also are key obstacles that must be addressed every day, particularly between agencies that work with such sensitive issues as family violence.

A shared collaborative vision is a key benefit of building partnerships across child welfare agencies, dependency courts, and domestic violence service providers, but it can also be a difficult task. Treating the entire family by focusing on their strengths and needs will promote safety and well-being for all family members. Achieving this shared vision, however, requires that collaborative partners address obstacles related to trust, shared decision making, conflicting organizational cultures, and resources. Many of these obstacles were identified during the planning period and continue to be addressed as the six demonstration sites move into implementation. During the early implementation phase, collaborative structures and dynamics continued to evolve in order to support the continued planning, initial launching, field testing, and early refinement of systems change activities to better address the needs of families struggling with multiple forms of violence. This chapter focuses upon the demonstration sites' collaborative infrastructures—their organization, authority, dynamics, and growth—as they relate to their ability to direct, support, and implement their goals.

## **2. PRE-IMPLEMENTATION FINDINGS: COLLABORATIVE CONTEXTS AT THE START OF THE INITIATIVE**

Assessing collaborative relationships and community contexts at the start of the Greenbook Initiative allows us to examine across-systems change throughout the course of the initiative. Collaborative structures and dynamics were examined quantitatively at the start of the initiative using a stakeholder survey and network analysis. They also were measured qualitatively using information collected during key stakeholder interviews conducted during site visits. Community context was addressed in multiple ways, including patterns of interagency contact and stakeholder assessments of the demonstration sites' readiness to address the co-occurrence of domestic violence and child maltreatment.

Data gathered at the start of the Greenbook Initiative indicated that the demonstration sites had a good foundation for collaborative work. Some sites were already working to address the co-occurrence of domestic violence and child maltreatment before the start of the initiative, and most demonstration site stakeholders were members or leaders of past collaborative efforts. Barriers to effective collaboration were identified through network analysis and early site visits to the demonstration sites. The barriers identified by collaborative members included:

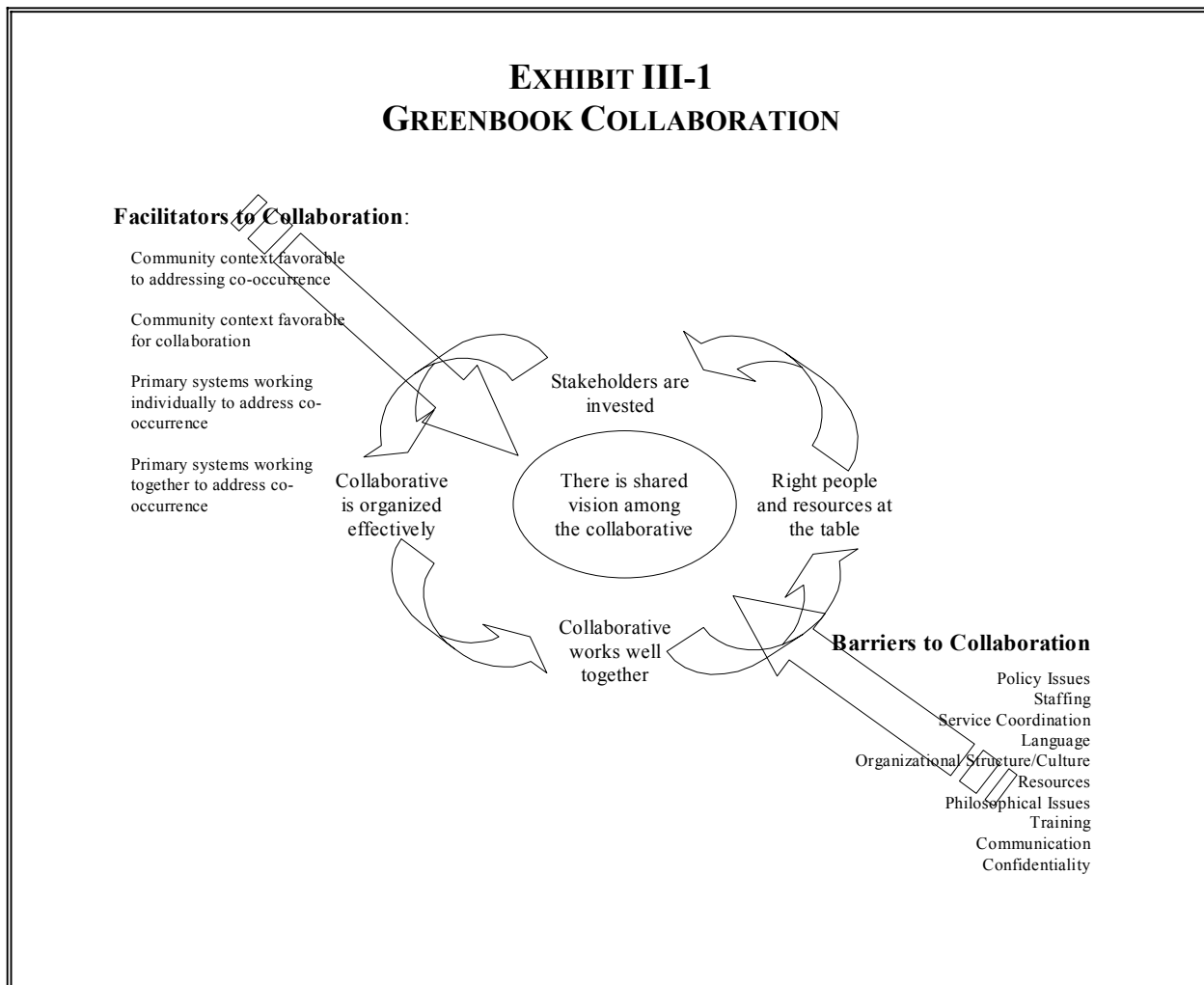
- Issues related to differing institutional missions, philosophies, and policies among systems
- Differing organizational structures, staffing, cultures, practices regarding confidentiality and ways of communicating
- Issues related to leadership, power, and authority.

The stakeholders noted several key collaborative mechanisms that illustrated how their collaboration was working at the start of the Greenbook Initiative. They included:



- Possessing strong stakeholder investment
- Having an effectively organized collaboration
- Employing the right people and utilizing the appropriate resources
- Having a collaboration that works well together.

These four primary mechanisms reinforce each other and facilitate a fifth collaborative mechanism—possessing a shared vision among the collaboration—which will facilitate future implementation activities. (See Exhibit III-1: Greenbook Collaboration.) When asked to reflect on these collaborative mechanisms, the stakeholders were most likely to agree that their collaboration was organized effectively and that collaborative members worked well together. The stakeholders were less likely to agree that there was a shared vision among the collaboration. These data suggest that the demonstration sites have a good collaborative foundation, which is expected to reinforce the collaborative members’ shared vision during follow-up activities.



### **3. GREENBOOK GUIDANCE**

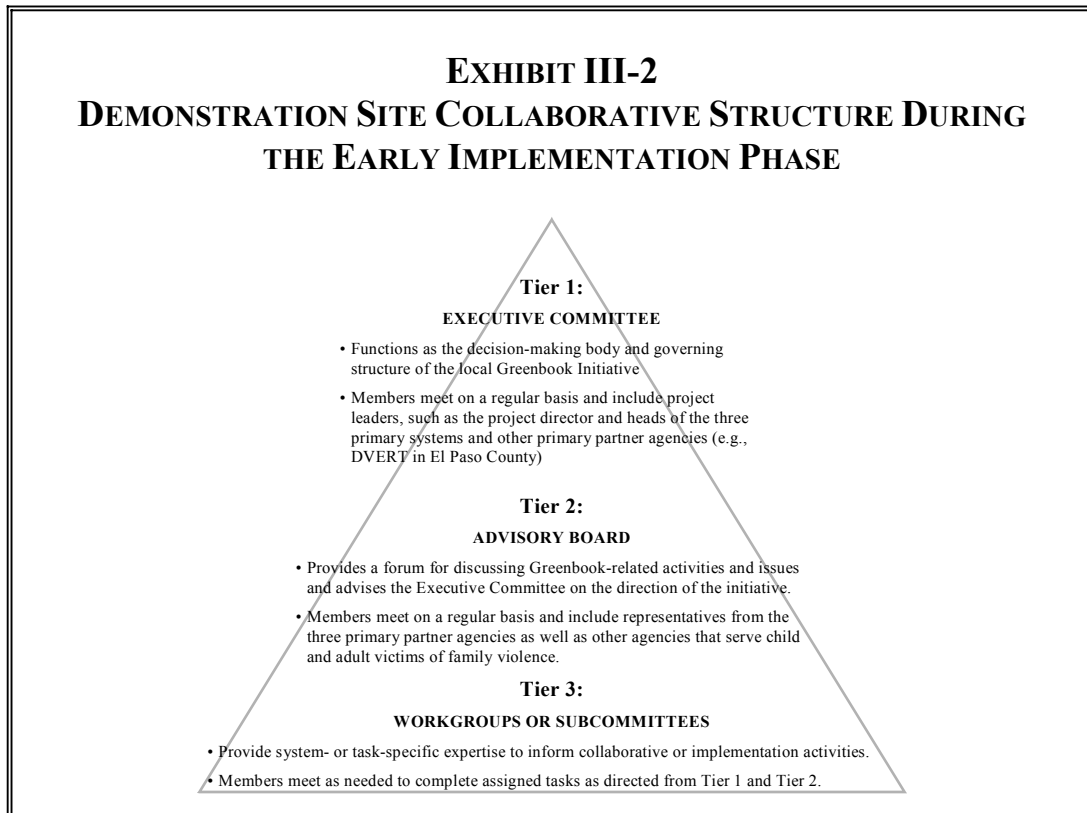
*The Greenbook* recommends that local communities develop a collaboration of several systems, including the three primary systems—child welfare agencies, domestic violence service providers, and the courts with jurisdiction in child maltreatment cases—and other community leaders. The demonstration grant, however, *mandates* the participation of the three primary systems. While the grant does not limit collaborative bodies to these three primary systems, it specifically does not require involvement beyond these three. *The Greenbook* further recommends that policy and practice reform should be informed by community service providers, community members, and former clients of child welfare and/or domestic violence programs (referred to as “survivors”). Demonstration sites were expected to establish and maintain a collaborative structure in order to set and prioritize local goals based upon their local needs, create the necessary buy-in to develop and implement their goals, and recommend policy as well as its translation into everyday institutional practices. The demonstration grants further specified that a dependency (or family) court judge should serve in a leadership role on the collaborative board or steering committee.

### **4. LESSONS LEARNED**

The demonstration sites established and organized interdisciplinary collaborations to plan, implement, and oversee systems-change activities during the planning phase. The remainder of this chapter will focus on the lessons learned as the sites’ collaborations evolved to support the shift from planning to implementing activities during the early implementation phase. Of particular concern will be strategies used effectively to build community collaborations, collaborative dynamics, collaborative strengthening activities, and strategies to recruit and retain stakeholders.

#### **4.1 Organizing Effective Collaborations**

While collaborative structures were established during the planning phase, each of the demonstration sites fine-tuned those structures during the early implementation phase. Four of the six sites established three-tier governing structures during the planning phase, but by the end of the current reporting period, all six sites were using this organizational structure. (See Exhibit III-2: Demonstration Site Collaborative Structure During the Early Implementation Phase.)



The top tier—a small executive body comprising representatives from each of the primary systems as well as any other formal partners (e.g., DVERT is a fourth partner in El Paso County; Parole and Probation and the Commission for Children and Families are formal partners in Lane County)—was charged with making fiscal and administrative decisions, leading the development of policies, and hiring and supervising paid Greenbook staff (e.g., the project directors, local research partners, and support staff). The demonstration sites found that having a smaller group of key stakeholders charged with decision making was more efficient than involving a large group of people in this process. The decision making, however, was informed by a number of key stakeholders outside the top tier. In an effort to create wider buy-in and share power, larger community advisory boards were established through targeted and open invitations to relevant community stakeholder agencies. These second tier bodies brainstormed and developed ideas, shared system-specific information, and made recommendations to the primary governing body for final decisions. Representatives from the second tier also generally staffed workgroups or subcommittees, which make up the third tier. The workgroups were generally supervised by and reported to their executive committee. Sites typically created 4–10 workgroups, organized either by system (e.g., a court or child protective services subcommittee charged with single-system assessment and activities) or by cross-system task (e.g., a cross-training workgroup).

While two sites switched their primary policy direction and decision-making power between the first two governing tiers so they now function as described above, the most significant change

during the interim period covered in this report occurred at the third tier (workgroup) level. Sites that lacked the boost provided by working together through similar grants or in domestic violence councils did not originally use third tier workgroups to staff and develop their plans. These sites added this organizational layer to support their activities in the early implementation phase after they had gained the experience that their sister sites already had at the start of the initiative. Often, workgroups were more efficient because they were able to focus on very specific issues and then provide a report about them to the larger group.

The workgroups, however, faced a number of challenges. In some cases, it was difficult to engage staff in these workgroups, particularly if the staff were not already invested in the Greenbook Initiative. Although charged with specific tasks, some workgroups found that they became bogged down in the nuances or challenges of a particular task. Project leadership and outside facilitators often helped the workgroups to move forward when such obstacles occurred. Communication between the three tiers was a key factor to having a shared vision among the collaboration. Since many workgroup members are not part of the first or second tier, it was important to keep the workgroups on track and aligned with the overall mission of the collaboration. To facilitate communication, some sites identified key stakeholders to attend meetings within all three tiers of the collaborative organization.

Sites also have sought to include the perspectives of those whose lives are most directly impacted by these systems in the development of policy and its translation to direct practice. Each site has approached the role of survivors and “the community” somewhat differently. All sites have included in their local evaluations individual and/or focus group interviews with battered mothers and battering father figures in order to inform their activities. Formerly battered mothers and former batterers were represented in one collaboration (El Paso), which was based on the concept of “family experts” or community members who have been involved with one of the three primary systems. In addition to their formal representation, collaborative members have noted that survivors of childhood and/or adult family violence are inevitably part of each collaboration, yet their participation is in their professional capacity rather than as directly representing survivors. As such, while survivor perspectives are represented to varying degrees within collaborations, the demonstration sites overall have had a difficult time integrating these survivors into the larger collaborative structure. Judicial ethics, such as maintaining impartiality in ongoing cases, has been a primary issue of contention in many collaborations. The majority of demonstration sites has erred toward not including survivors *as survivors* in their collaborative structures and, as a result, has avoided ethical challenges to judicial impartiality when there might be the appearance of *ex parte* communication through Greenbook project activities.

#### **4.2 Collaborative Dynamics: Vision, Authority, Decision Making, and Trust**

As noted above, the importance of developing an increasingly shared vision about “Greenbook business,” as one key stakeholder termed it, and the specifics regarding how to get this work

accomplished, is crucial. The demonstration sites have developed and used a number of strategies to identify and eliminate barriers—at the institutional, individual, and community level. These strategies aimed at Greenbook collaborative dynamics are briefly discussed below.

### **Direction, Leadership, and Decision Making**

One of the primary tasks of the collaboration is to balance and coordinate the authority and vision of the first tier executive committee with the power and management skill of the project director(s). Executive committee members and the project director(s) used retreats as a primary collaborative strategy to help clarify and adjust the group’s vision. Executive committee members referred to “flexibility” regarding shifting priorities as the key to continually moving forward with their plans, particularly when communities were dealing with external circumstances such as State-level budget crises that had a direct impact on State- or county-financed systems (e.g., public child welfare or the courts).

Key stakeholders also consistently noted the critical importance of the role of the project director(s). The stakeholders often attributed growing successes, as well as difficulties, to the management and interpersonal skills of the project director(s) who must address a number of complex and sometimes competing tasks in their role. These tasks include coordinating and retaining collaborative members, synchronizing collaborative energy, and moving collaborative efforts forward. The project directors identified a number of strategies that were helpful in negotiating the collaborative work at the demonstration sites. These included developing project-specific and overall timelines, using efficient time-management strategies during “working” meetings (which also served to enhance retention of stakeholders), and knowing when to ask for help from local experts, such as meeting facilitators, and from the National Technical Assistance Team.

### **Trust**

Given the inherent challenges to such multidisciplinary projects, particularly Greenbook-specific system challenges, there is an essential need for constructive conflict within the collaborative dynamic. As in all collaborations, the system representatives come to the table with differing institutional agendas, needs, opinions, and desires. In the course of collaborative work, dissenting opinions are sometimes silenced prematurely or labeled obstructionist rather than leading to a more constructive and meaningful discussion. When these situations arise, collaborators feel disrespected, marginalized, or dismissed, which results in collaborators feeling silenced and consequently pulling back from collaborative efforts. Lack of trust can subvert true consensus building and it may significantly hinder a site’s ability to move forward with its activities. Knowing how to distinguish problematic, system-embedded dynamics from individual personalities has been key to building trust and collaborative progress, and the demonstration sites often have taken advantage of outside perspectives to help disentangle this problem.

Conflicts are distinguished from fights by their goals. In conflicts, participants seek to resolve an issue through interdependency, while in fights participants seek to win and be right. Constructively working through a conflict is often a process of information sharing. Within the demonstration sites, the trust developed and strengthened during the grant writing and planning phases began to be tested more deeply as the sites began to implement their activities. Implementation necessitated a level of institutional detail requiring both candor and authority that could be glossed-over more successfully during the planning stage. As such, more sites reported grappling with overt conflict—with varying levels of success—during the early implementation phase. For example, deciding to create a Greenbook position (e.g., a court coordinator to facilitate communication between courts) can lead to functional issues such as who determines where to institutionally locate the position, who would have supervisory authority, and what the job description would entail. In one site, the details involved in implementing such a position exposed some conflict among the collaborative members. Through the expertise of the National Technical Assistance Team, the site was able to identify and address the multiple sources of the problem to the point that one stakeholder noted, “It’s like 20 years of history of not working together closely has now changed.”

#### **SITE HIGHLIGHT: SANTA CLARA COUNTY**

##### **The Santa Clara Respect Culture and Community Initiative (RCCI) Committee**

*A unique structure to infuse cultural competency across all the workgroups.*

Santa Clara Greenbook members actively sought to learn about the community members’ experiences and needs regarding the systems that address family violence. In order to establish the trust necessary for a true dialogue among the Greenbook collaborators and community members, RCCI was created to facilitate this process. RCCI works from the assumption that community members will better articulate their perspectives, experiences, needs, and recommendations once they become knowledgeable and informed about the purpose and intent of Greenbook in Santa Clara County.

- RCCI’s first task was to create a working definition of cultural competency.
- RCCI identified and recruited grassroots leaders from minority communities identified as being over- or under-represented in the three primary systems (primarily Latinos and persons of African descent). Functioning as gatekeepers to community members who use *informal* systems of care, these leaders provided the Santa Clara collaborative with information necessary to better understand and address the needs of these constituencies.
- Once gatekeepers were engaged, RCCI held two public forums in order to gain insight from a larger cross-section of community members. RCCI learned that these communities in Santa Clara County needed more education and public awareness of the co-occurrence of child maltreatment and domestic violence. Based on what was learned at these forums, the scope of RCCI was expanded from focusing on the issue of representation within systems to providing general educational outreach for ethnic minorities.
- RCCI is continuously working to raise community awareness about issues surrounding co-occurrence and the Greenbook Initiative. RCCI now provides posters and public service announcements to community leaders regarding domestic violence so that they can reach out to their own communities. With the assistance of the Greenbook National Technical Assistance Team, RCCI is using materials from the Family Violence Prevention Fund to provide culturally specific and appropriate domestic violence education and outreach materials.

## **Authority and Institutional Voice**

As discussed in Chapter 1, Background, each of the primary systems has a distinct history, and subsequently also has radically different organizational structures, resources, and social authority. This disparate developmental history becomes manifest as collaborative members, functioning both as individuals and representatives of an agency and/or system, are authorized to speak for their system. Among the three primary systems involved in the demonstration sites, the domestic violence service provider system enters the collaboration with the least social authority and resources—often relying substantially upon volunteer labor—while judges and the court system enter with the most social capital. The child welfare system is charged with protecting children and employs the largest staff of the three primary systems. Due to its organizational structure and mandates, the child welfare system must address bureaucracy, institutional mandates, and increasing public scrutiny.

Examples of the consequences of these differing institutional voices can be found in judges who routinely exert their individual decision-making authority, and in domestic violence service providers who represent a diverse set of grassroots, feminist agencies (sometimes) without the authority to speak for them all. One way in which sites addressed this inherent discrepancy among executive committee members was to recognize the difference between equity and equality. As such, one site created a Memorandum of Understanding among domestic violence service providers to grant authority to Greenbook representation. Furthermore, an additional representative from the domestic violence service provider system was added to several collaborative “tiers” in at least two sites to achieve equity.

## **Communication**

The collaborations were charged with keeping multiple layers of constituents invested and informed in the initiative’s activities, including the collaborative membership, the broader constituency of related agencies and community councils, and direct service workers within Greenbook-involved agencies. Communication among policy makers on the executive committee (who were typically high-level agency directors or judges) was frequent since they generally met monthly. Larger advisory boards met regularly but with less frequency, however, and workgroups met frequently yet independently. Direct service workers (i.e., those service providers in each of the systems with closest contact with battered women and their children) had an even less regular means of being informed about project activities. Differing strategies were developed to communicate with the various Greenbook entities. For instance, quarterly direct service worker meetings were instituted and highly attended at some sites (e.g., El Paso), and widely circulated electronic newsletters were distributed at others to keep members active and informed (e.g., Lane County and Grafton County).

### **4.3 Resources and Strategies for Strengthening Cross-system Collaboration**

The collaborations provide both the foundation for and means to realize system-reform activities. Being part of the national demonstration project enable sites to take advantage of a variety of Federal resources—such as learning with and from their demonstration site peers and utilizing the expertise of the National Technical Assistance Team. Demonstration sites also are required to develop their own strategies to strengthen their collaborative vision and dynamic—including cross training and other methods to increase institutional empathy. The following are a set of themes that have emerged as resources and strategies for strengthening cross-system collaboration during the early implementation phase.

#### **Perception of Neutrality**

Demonstration sites have worked to avoid creating the perception that the Greenbook collaboration or its managers are more aligned with one system rather than being an interdisciplinary, interagency project. One strategy used to create neutrality at the institutional level included administering the grant from an institution independent from the three primary systems (e.g., Lane County’s grantee is the county’s Commission for Children and Families and the paid Greenbook staff are employed by this agency). To target group dynamics, other sites have used outside facilitators for meetings to support neutrality among collaborative leadership.

#### **Use of the National Technical Assistance Team**

Intensive group- and site-specific learning opportunities were offered by the National Technical Assistance Team, noted by stakeholders as providing sites a “road map” for various activities. Technical assistance opportunities included annual all-sites meetings, system-specific toolboxes, site visits, and site-specific consultation. Two sites, after attending the National Technical Assistance Team-sponsored safety and accountability audit training in the planning year, contracted with Praxis International to conduct “mini” safety audits in their child welfare offices to develop comprehensive needs assessments to strengthen their activities. Since the use of technical assistance proved useful to many sites, it will be discussed throughout the rest of this report.

#### **Increasing Institutional Empathy**

Institutional empathy is defined as the degree to which one understands the particular features of an institution, which dictate how that institution and its staff operate. Institutional empathy is supported by an understanding of other organizations’ formal policies and budget restrictions, mandates and legal responsibilities, mission and philosophical approach, organizational histories, structures and cultures, clientele, and case flow. All sites have spent a considerable amount of time striving to increase their institutional empathy using a range of strategies. Cross-training events, retreats, regular presentations at collaborative meetings, and the drafting of position papers have been



used to increase the collaborators' understanding of the constraints and other systemic, organizational, and institutional differences that impact their ability to accomplish their goals.

### **SITE HIGHLIGHT: SAN FRANCISCO COUNTY**

*Strategies to deal with collaboration challenges.*

Between July 1, 2002, and June 30 2003, San Francisco County struggled to overcome challenges to their collaborative, both in terms of the tangible structure and in terms of the organization of the initiative, and the less tangible issues of trust and institutional empathy among participants. Specific challenges included:

- Lack of a shared vision and an agreement about long-term goals
- Lack of trust, which hindered sharing among participants
- Lack of communication between members about progress and current status of activities and funding
- Lack of accountability for decision makers

The community context and fundamental shape of San Francisco's initiative contributed to the challenges. For example, the project director and project administration were housed in the child welfare agency. Since the project leadership was formally connected to a highly bureaucratic agency, it was difficult for the collaborative to make clearly identifiable progress due to budget concerns, limitations on hiring, and other obstacles associated with the child welfare agency. It was not perceived by other stakeholders as neutral.

Greenbook participants soon saw that the challenges to collaboration were affecting the site's ability to make real systemic change. San Francisco County requested the support of the National Technical Assistance Team, who worked closely with the site to help San Francisco overcome these challenges. The federal monitor also played a key role in encouraging San Francisco County to implement several changes and activities intended to move the project forward, including:

- On June 27, 2003, Greenbook Steering Committee members attended an all-day retreat facilitated by a nationally recognized expert on collaboration. The retreat helped committee members rethink issues around leadership, and helped system representatives move the collaborative forward by taking ownership of their own system's progress.
- During the retreat, committee members decided to write "position papers" to increase institutional empathy across systems. The initiative asked representatives from each system to write several position papers on "hot button" issues in order to build communication and trust among systems. As the initiative members worked on this effort, other site activities were put on hold.

San Francisco County's strategies for overcoming challenges to collaboration were aimed at achieving long-term results, and collaborative members plan to continue working on these issues in the future. The challenges facing San Francisco have tested the commitment of every person involved. Despite challenges and frustrations, the members have invested enormous amounts of personal and professional energy into honestly facing and addressing difficult issues.

Obstacles relating to collaboration are not unique to the San Francisco County site. The lessons learned from San Francisco County's experiences can be applied to any community initiative. The collaborative members' commitment to improving the initiative is a valuable contribution to the National Greenbook Initiative and to communities across the country.

### **Evidence-based Practices**

The demonstration sites have worked to identify and implement strategies that incorporate evidence-based practices. Best practices were identified through literature reviews, the National Technical Assistance Team, and the results of local evaluations. The sites primarily used system-specific trainings (e.g., they practiced using a new set of guidelines or accessing a Greenbook Initiative-sponsored or -enhanced resource) or issue-specific trainings (e.g., child witnessing or batterer

accountability) to promote these practices. Often, a recognized national expert was consulted to develop and/or provide these trainings. Local evaluation results also were used to create wider buy-in.

#### **4.4 Approaches to Implementation in Light of Community Context**

Unique community factors played a significant role in early and continued collaborative building (and implementation). The San Francisco and St. Louis sites initially were self- and federally assessed as strong in commitment, energy, and drive, but in need of concerted resources to coordinate and solidify their efforts to address the co-occurrence of domestic violence and child maltreatment at the systems level. On the other hand, prior to Greenbook funding, Santa Clara County had received substantial grant funding to address systems-level reform regarding the co-occurrence of domestic violence and child maltreatment. Several sites have also built upon existing resources to promote the *Greenbook's* recommendations by joining existing councils or enhancing the visibility of existing legislation and policy.

Community context, including history of collaboration, population characteristics, and current fiscal climate, have shaped the implementation plans of local collaborations. Sites with more financial resources focused on implementing new positions, protocols, and other activities from scratch. Other sites—particularly the rural sites—chose to build on existing community resources and procedures already in place to accomplish the Greenbook work. For example, the rural sites infused the Greenbook work into existing collaborative structures (e.g., county domestic violence and safety councils) or enhanced the function of an existing position to achieve Greenbook principles. These differing approaches to implementation built on community strengths and identified gaps. An example of this strategy is found in the Grafton County site highlight below and will be illustrated in the chapters that follow.

### **SITE HIGHLIGHT: GRAFTON COUNTY**

In New Hampshire, the statewide Domestic Violence Program Specialist Project annually reviews and revises the Domestic Violence Protocols for the Division of Children, Youth and Families. One of these annual reviews focused on the need to revise the child welfare domestic violence protocols around safety and case planning, information sharing and confidentiality, and the way domestic violence specialists<sup>1</sup> (DVPS) work within and across agencies. The Greenbook project assisted in these revisions by providing facilitation and organization of the protocol workgroup meetings, research, writing and editing. These local efforts between the Greenbook and the DVPS Projects in Grafton County have shaped State-level policy:

Greenbook staff is facilitating the New Hampshire Coalition Against Domestic and Sexual Violence and the Division of Child, Youth, and Families (DCYF) team effort to re-draft the statewide DCYF protocols to use in case planning and management when domestic violence is involved. The new protocol incorporates the DVPS position into DCYF practice to increase the effectiveness and consistent use of the DVPS. The new protocol also requires all social workers to safety plan with battered women rather than rely on someone else to do it. The protocols will soon move to the statewide Governor's Commission on Domestic and Sexual Violence (GCDSV) for multidisciplinary review and adoption.

A new, standardized referral process for the DVPS has created a major philosophical change in the DVPS response to victims when there is a child in the family. Prior to the new protocol, DVPS would not necessarily initiate contact with a victim because of the advocate's adherence to the empowerment model. Greenbook has facilitated discussions and trust building between child welfare and domestic violence service providers. Under the new protocol, if a domestic violence is a factor in a child protection case, DVPS will initiate a call to the victim.

In addition, the New Hampshire Coalition Against Domestic and Sexual Violence has protocols and standards that each participating member agency must follow. The coalition invited the Greenbook to provide input into the revision of these standards. Greenbook staff contributed several specific suggestions based on what they learned from their experience and knowledge of best practices around co-occurrence (e.g., interfacing with BIPs, training advocates on court issues, etc.), and the 14 agencies, represented by the coalition, discussed adopting the recommendations.

## **5. SUMMARY**

The demonstration sites drew upon a number of supports to move from the planning phase to the early implementation phase. Resources such as technical assistance, Federal monitoring, and outside facilitators often helped to ameliorate conflict or provided effective models and practices. The stakeholders also benefited from the use of more effective collaborative organizations and recognized that leadership was critical to moving the initiative forward. Effective collaborations, however, must continually address a number of obstacles related to trust, institutional empathy, power, leadership, and the vision of the collaboration. The stakeholders in the demonstration sites continually noted the importance of institutional empathy, and how critical it was to accomplishing Greenbook work. To this end, the sites conducted a number of cross-training events, retreats, and special presentations to understand and appreciate the mandates, directives, and environments inherent in the other primary systems. Stakeholders recognized the importance of understanding one another's systems and the impact that this understanding has on the collaboration's ability to plan and implement Greenbook activities. The collaborative activities documented in this chapter are expected to lead to a shared vision in the demonstration sites based on the Greenbook Initiative's principles. This shared vision will ultimately lead to improved identification, services, and advocacy for all families experiencing the co-occurrence of child maltreatment and domestic violence.

<sup>1</sup> DVPS is a statewide position that pre-dates Greenbook.

#### **IV. IDENTIFICATION OF CO-OCCURRING ISSUES**

## IV. IDENTIFICATION OF CO-OCCURRING ISSUES

### 1. INTRODUCTION

National statistics estimating the rate of co-occurrence vary widely from one-third to almost two-thirds of cases where either child maltreatment or adult domestic violence has been reported (Edleson, 1999). One explanation for the lack of clarity in these estimates is the variable, sometimes nonexistent, screening and assessment practices of both child welfare and domestic violence service agencies. Many agencies simply do not have formal screening tools, and those that do often implement those tools inconsistently. Consequently, it is difficult to know precisely how many families are in need of help and have not been identified by service providers.

As community agencies collaborate in an effort to help families suffering from multiple forms of violence, one important goal is to ensure that such families do not continue to fall through the cracks. Identifying families in need is a crucial first step. It is critical, however, to ensure that changes in identification of co-occurrence are coupled with changes in response to co-occurrence. Increased identification could lead to revictimization of domestic violence victims or an inability to hold batterers accountable, for example, if such changes in screening practices are implemented *before* appropriate systems changes related to response to co-occurrence are in place. Changes in response to co-occurrence will be discussed in more detail in later chapters. In this chapter, each Greenbook demonstration site presents estimates of the co-occurrence of adult domestic violence and child maltreatment collected at the start of the initiative. In addition, data collected from child welfare case files, direct service workers, and supervisors are presented to depict each site's reported screening and assessment policies and procedures prior to the advent of the Greenbook Initiative. A description of the mechanisms that sites have planned for and implemented in order to improve their screening and assessment procedures follows. The chapter concludes with a discussion of how site activities in the area of identification reflect the Greenbook guidance and expectations for change during follow-up activities.

### 2. BASELINE (TIME 1) OUTCOME EVALUATION FINDINGS

Estimates of co-occurrence in the demonstration sites were developed based on direct service worker perceptions in the three primary systems and on a review of child welfare case files. At the beginning of the Greenbook Initiative, direct service workers<sup>1</sup> from all three primary systems at the demonstration sites were asked to estimate the level of co-occurrence in the families they worked with over the past 12 months. Direct service worker estimates of co-occurrence in the demonstration sites ranged from a low of 35 percent in the dependency court system to 44 and 48 percent in the child

---

<sup>1</sup> Direct service workers are defined as those who have the most consistent and ongoing contact with families experiencing child maltreatment and/or domestic violence. Direct service worker titles can vary by agency and by system but are most often caseworkers in the child welfare system, advocates in the domestic violence service provider system, and dependency attorneys or deputy juvenile officers in the court system.

welfare and domestic violence service provider systems, respectively. Overall, these estimates mirror those reported in other studies (Appel & Holden, 1998; Edleson, 1999; Findlater & Kelly, 1999; Schechter & Edleson, 1994).

Local research partners (LRPs) at all six sites conducted an analysis of case files in their local child welfare systems.<sup>2</sup> The resulting estimates of co-occurrence at the demonstration sites differ from nationally reported estimates due to the definition of co-occurrence we employed and the data source. Co-occurrence is defined as domestic violence (1) known to the child welfare agency, (2) occurring within 1 year of a substantiated incident of child maltreatment, and (3) where the domestic violence victim is the child maltreatment victim's primary caregiver. Many estimates reported in the literature are based on less restrictive definitions of co-occurrence, such as *any* history of domestic violence and child maltreatment within a family, or domestic violence and child maltreatment perpetrated against any family or household member. Furthermore, our estimate is based on instances of co-occurring child maltreatment and domestic violence *known* to the child welfare agency. A primary purpose of the case review data collection method is to investigate how the child welfare system recognizes and responds to co-occurrence, and how those practices change over time. Our method for estimating co-occurrence therefore is intended to estimate co-occurring child maltreatment and domestic violence known to the child welfare system, not the actual level of co-occurrence in the community.

Across sites, about one-quarter (23 percent) of substantiated child welfare case files were labeled as co-occurrence under this definition. An even greater proportion (42 percent) of cases showed evidence of domestic violence at some point in the child's family history (beyond the definition of co-occurrence as described above). Domestic violence was identified in child welfare case files through both active caseworker screening and other means (e.g., criminal records checks or discovery from other agencies). As depicted in Exhibit IV-1: Estimated Level of Co-occurrence in the Demonstration Sites' Child Welfare Systems Based on Case File Review, the case file study conducted by LRPs yielded different estimates of the level of co-occurring child maltreatment and domestic violence across sites (potential explanations for these varying estimates are discussed in the following sections).

---

<sup>2</sup> All estimates of and statements about levels of co-occurrence in the Greenbook sites are based on a random sample of cases from the child welfare system. Comparable case files from domestic violence service providers were not available, nor would they have yielded reliable data to estimate the level of co-occurrence found among families in the domestic violence service provider system.

<b>EXHIBIT IV-1</b>		
<b>ESTIMATED LEVEL OF CO-OCCURRENCE IN THE DEMONSTRATION SITES' CHILD WELFARE SYSTEMS BASED ON CASE FILE REVIEW</b>		
Site	Proportion of cases with substantiated child maltreatment that also showed evidence of:	
	Any history of domestic violence in the family	Co-occurring domestic violence*
El Paso County	39%	16%
Grafton County	53%	28%
Lane County	61%	33%
San Francisco County	36%	20%
Santa Clara County	43%	27%
St. Louis County	16%	9%

\* Co-occurrence is defined as domestic violence perpetrated against the child's primary caregiver within 1 year of the substantiated child maltreatment.

## **2.1 Identification Practices in Child Welfare Agencies Prior to the Greenbook Initiative: Active Screening and Discovery**

The level of co-occurrence is influenced by a number of factors, including the actual level of co-occurrence in the community and the child welfare screening practices for domestic violence in each site at Time 1. The results in Exhibit IV-1 illustrate how important it is for child welfare systems to have formal and effective policies that support the consistent practice of screening all cases for domestic violence at intake. However, at baseline, the screening and assessment practices in the child welfare systems varied substantially across Greenbook demonstration sites, as discussed in the next section of this chapter. Some sites have formal policies, procedures, and tools, while others do not. Some sites rely more on discovery than others. Surveys completed by direct service workers and interviews with supervisors from all three primary systems helped to identify screening and assessment practices in place at the sites prior to implementation of Greenbook-related activities. LRP reviews of child welfare case files provided additional information concerning how families suffering from co-occurring domestic violence and child maltreatment were being identified by child welfare systems at baseline. The different practices in place across the sites may help to explain the variation in estimated levels of co-occurrence at the beginning of the initiative.

*Active screening* at intake for domestic violence in the child welfare system includes the use of formal policies, procedures, and/or screening tools. As mentioned earlier, there was wide variation across sites in the reported level of active screening for domestic violence by child welfare caseworkers. For instance, 80 percent of caseworkers in Grafton County, New Hampshire, reported the use of standard protocols to screen for domestic violence. Child welfare workers in New Hampshire are mandated by policy and interagency protocols to screen for domestic violence at various points of involvement with families. These policies are supported by interagency protocols and agreements. (See Exhibit IV-2: Identification Practices in Child Welfare Agencies Prior to the Greenbook Initiative.)

EXHIBIT IV-2 IDENTIFICATION PRACTICES IN CHILD WELFARE AGENCIES PRIOR TO THE GREENBOOK INITIATIVE		
Site	Proportion of substantiated child maltreatment cases with evidence of:	
	Active screening for co-occurrence	Discovery identification of co-occurrence
El Paso County	61%	17%
Grafton County*	100%	49%
Lane County	35%	59%
San Francisco County	23%	30%
Santa Clara County	73%	31%
St. Louis County	9%	16%

\* In New Hampshire, child protective workers are mandated by formal agency policy and interagency protocols to screen for domestic violence. Therefore, Grafton County data are based only on the assumption that this always occurs.

Child welfare systems in other sites, such as St. Louis and San Francisco Counties, do not operate under such mandates. Caseworkers from those sites were much less likely to report that they actively screened families for domestic violence at intake, and case file reviews demonstrated that active screening practices were least likely to occur in these communities. Exhibit IV-2 provides site-specific data on the identification practices in each child welfare agency. Tracking this information will enable the National Evaluation Team to demonstrate changes in the identification practices of the child welfare systems over the course of the Greenbook Initiative.

In the child welfare system, there are means by which to identify domestic violence in families other than a formal screening tool or interview protocol. *Discovery* relies on other agencies and systems (and/or the records of other systems) to identify domestic violence. For example, discovery of domestic violence can occur through reports from 911 records, police reports, victim disclosure, or reports from the domestic violence service provider or court systems. Child welfare case file reviews conducted by the LRP revealed that discovery was also a key mechanism for identifying domestic violence across sites. Across all of the sites, child welfare caseworkers reported identifying domestic violence through the regular case investigation *after* intake by uncovering a history of domestic violence through prior CPS involvement or involvement in other systems/agencies, or by conducting criminal record checks.

According to case file review data, some history of domestic violence in the family was identified through these “discovery” means across all sites in about one-third of child welfare cases with substantiated child maltreatment. Fifty-nine percent of substantiated cases in Lane County’s child welfare system showed evidence that caseworkers used discovery practices to identify domestic violence. Specific sources of discovery reported by caseworkers included reports from hospitals or other medical providers, batterer intervention programs, and schools. A large majority of child welfare caseworkers (83 percent) agreed that criminal record checks were conducted routinely in their system



to identify domestic violence, however, which indicates that this type of identification was rarely documented in the child welfare case files. In fact, with the exception of Santa Clara County, criminal history record checks were nearly always absent in the case file data. Discovery was most prevalent in the more rural sites where there may be more informal relationships among systems and/or communities may be interconnected more tightly. Such community characteristics may enhance the communication between systems, thereby increasing the level of discovery of domestic violence in child welfare cases.

Child welfare data reveal that a combination of active and discovery screening practices may be most effective in identifying the co-occurrence of domestic violence and child maltreatment. When active screening was completed, child welfare caseworkers identified some history of domestic violence in the family about one-half of the time (45 percent). Furthermore, the sites with the highest rates of discovery also had the highest rates of co-occurrence (Grafton and Lane Counties). The importance of discovery in identifying the co-occurrence of domestic violence and child maltreatment may depend on community context, however, as both Lane and Grafton Counties are rural. System-wide implementation of active screening practices also may be helpful in identifying co-occurrence in more urban areas.

## **2.2 Identification Practices in Domestic Violence Service Provider Agencies**

Direct service workers from domestic violence service provider agencies were asked about active screening for child maltreatment with families who seek help at domestic violence shelters. Across sites, almost two-thirds of direct service workers from domestic violence service agencies reported that written policies at their agencies covered screening for child maltreatment. However, there was wide variation in the ratings from site to site. For example, fewer than one-half (43%) of the domestic violence service provider workers in Lane County reported that active screening procedures were in place in their county. In San Francisco and Grafton Counties, however, more than 80 percent of advocates believed that agency policy included active screening for child maltreatment.

## **2.3 Baseline (Time 1) Data Summary and Conclusions**

Estimated rates of co-occurring domestic violence and child maltreatment are influenced by a number of factors, such as variations in the actual level of co-occurrence in a community and the means by which child welfare agencies screen for domestic violence and document it in their case files. The importance of formal, active screening policies and tools to identify families in need is underscored by the fact that a review of case files across all six Greenbook demonstration sites showed that active screening practices at intake resulted in evidence of domestic violence about one-half of the time.

Although high proportions of direct service workers in the child welfare systems at each site report actively screening for domestic violence at intake, only about one-half of child welfare case files produced any evidence of such screening. Three sites had no formalized active screening policies or tools prior to the Greenbook Initiative. These data reveal gaps in identification procedures that may be addressed through Greenbook activities. Because demonstration sites are expected to improve their identification practices through Greenbook-related implementation activities, we anticipate an increase in the percentage of child welfare cases that are screened for domestic violence (and, consequently, a more accurate estimate of co-occurrence rates) during follow up.

There are a number of ways caseworkers could be more active in identifying the co-occurrence of domestic violence and child maltreatment. The extent to which active screening practices for child maltreatment existed in domestic violence service provider settings varied substantially across sites, indicating the possibility for change on these measures due to Greenbook activities during follow up. Relying on a combination of active screening and discovery may result in the most accurate picture of co-occurrence in the child welfare system. Generally, combinations of active screening *and* discovery yielded the highest levels of domestic violence identification within child welfare agencies at the sites. Case abstraction data collected at the start of the initiative indicated that discovery practices (e.g., criminal history checks, obtaining information from other agencies) could be increased significantly at each of the demonstration sites.

### **3. GREENBOOK GUIDANCE**

The Greenbook demonstration sites have planned their systems change activities carefully and strategically based on guidance from several sources. Sites looked to both the formal recommendations of *The Greenbook* and the Federal expectations to prioritize their implementation activities. They also conducted local needs assessments in order to understand the needs and strengths of their local communities and to determine the most appropriate course of action given their local context. (For a detailed description of each site's planning process, see *The Greenbook Demonstration Initiative: Process Evaluation Report: Phase I* at <http://www.ncjrs.org/>).

*The Greenbook* offers recommendations related to the identification of families living with co-occurring forms of child maltreatment and domestic violence. A list of these recommendations is in Appendix A: Relevant *Greenbook* Recommendations by Chapter.

### **4. DESCRIPTION AND STATUS OF SITE ACTIVITIES IN THE AREA OF IDENTIFICATION**

In response to *Greenbook* recommendations, Federal expectations, and local needs, the six demonstration sites made plans to improve their screening and assessment practices. The final sections of this chapter document the strategies that sites have planned and implemented through June 30, 2003.

In this chapter, the sites' strategies are categorized into two main spheres: one for *foundation* activities, and one for *direct practice/policy* activities. Activities in the foundation sphere include those that are an incremental step toward systems change or that build a strong foundation for determining a best course of action for direct practice change. Examples of foundation activities include researching best practices or continuing to assess local gaps in current system processes. The direct practice/policy sphere encompasses activities that directly affect the way systems (and their workers) engage families, communities, or each other on a day-to-day basis. Activities presented in this chapter (and subsequent chapters) also will be discussed in terms of whether they are *planned* or *implemented*. Those activities categorized as implemented had been largely put into practice in the field by June 30, 2003, and are either ongoing or have been completed. Planned activities exist only on paper or, in some instances, are actively being developed but had not been put into practice in the field.

Site activities related to the identification of co-occurrence in families fall into system-specific categories for presentation in this chapter. Exhibit IV-3 includes a complete list of the mechanisms that sites are using to improve their abilities to identify families suffering from co-occurrence. Additionally, site-specific appendices (Appendices D through I) offer more detail about the screening and assessment activities either being planned for or implemented at the six Greenbook demonstration sites.

<b>EXHIBIT IV-3</b>	
<b>MECHANISM THAT ARE BEING PLANNED FOR AND IMPLEMENTED BY GREENBOOK DEMONSTRATION SITES FOR THE PURPOSES OF IDENTIFYING FAMILIES WITH CO-OCCURRENCE</b>	
<b>Sphere I: Foundation Mechanisms</b>	
<b>Assessment</b>	
■ Child welfare audit to assess current practices and recommend changes in screening/assessing	
<b>Sphere III: Direct Practice and Policy Mechanisms</b>	
<b>Child Welfare</b>	
■ Screen all families for domestic violence	
■ Add question(s) to screen for domestic violence in child welfare	
■ Hire staff to perform quality assessments on children who have been exposed to domestic violence	
■ Streamline pre-existing domestic violence assessment tool in child welfare	
■ Develop a comprehensive approach, including screening and a formal assessment in child welfare	
■ Hire/dedicate a child welfare worker to conduct initial assessment of a family once domestic violence is identified	
■ Influence State and local policy around screening and assessment	
■ Translating State policy to local practice.	
<b>Domestic Violence Service Providers</b>	
■ Develop items to screen for child maltreatment and assess children's needs.	
<b>Other Identification Activities</b>	
■ Develop a comprehensive approach including screening and a formal assessment for both court and child welfare systems	
■ Add DV question(s) to screen for domestic violence in TANF agency.	

## **4.1 Cross-site Overview**

As discussed, the sites exhibited varying levels of formal screening and assessment in the child welfare system prior to the Greenbook Initiative. Accordingly, some of the sites needed to expend greater energy in this area than others. However, all of the sites are planning or implementing at least one activity to improve their identification practices. Most of the reported activities (12 of 13) discussed later in this chapter are in the direct practice sphere, and most are related to the child welfare system only. Across the sites, there were four times more identification activities being planned for or implemented in the child welfare system (9) than in the domestic violence system (2). Of the 13 reported activities across the sites, one-half were already implemented. Only one of two reported activities intended to affect the domestic violence service provider system had been implemented as of June 30, 2003.

## **4.2 Foundation Activities**

As described earlier, activities in the foundation sphere typically encompass additional assessment and planning efforts that sites undertake in order to understand their local needs and/or to research the best options available (e.g., model or promising practices) to respond to local needs. By the mid-point of the Greenbook Initiative, the demonstration sites had a good idea of what needed to be done to improve identification in the child welfare system and were beginning to implement their efforts. No site reported foundation activities exclusively for identification. However, El Paso County conducted a comprehensive safety audit<sup>3</sup> of their child welfare system, which included an assessment of the whole intake and assessment process at the Department of Human Services. (For more detail on the safety audit, see the section “Challenges to Improving Screening and Assessment Practices,” later in this chapter.)

## **4.3 Direct Practice and Policy Activities in the Child Welfare System**

Sites made several efforts to improve the ways systems identify families suffering from child maltreatment and domestic violence concurrently. The identification mechanisms that sites planned and implemented mostly were direct practice, active screening mechanisms in the child welfare system (9 of the 13 activities). These mechanisms ranged from relatively minor changes, such as adding one item to an intake form, to substantial practice changes, such as developing comprehensive screening and assessment protocols for the child welfare intake process. Two sites reported that their local Greenbook projects have influenced State policy related to screening for domestic violence in the child welfare system.

---

<sup>3</sup> The Safety and Accountability Audit, developed by Praxis International, is an assessment and planning tool that helps agencies identify and change practices that compromise victim safety and offender accountability. Safety audits help make legal and human service institutions more responsive to the needs of women and children and have been conducted by law enforcement, court, child protection, human service, and advocacy agencies across the country. For more information, visit <http://www.praxisinternational.org>.

Sites with child welfare agencies that screened for domestic violence prior to the Greenbook Initiative typically reported implementing changes that were relatively less complex than those of their counterparts (e.g., revising tools rather than initiating an entirely new process). For instance, Santa Clara County had formal screening and assessment policies and procedures in place in the Department of Family and Children’s Services (DFCS) prior to the Greenbook Initiative, and even had a specialized Domestic Violence Unit within DFCS. Consequently, Santa Clara’s Greenbook-related identification activities focused on two main areas: (1) streamlining a pre-existing assessment tool in order to reduce the burden it placed on families in terms of the time it took to administer the assessment, and (2) encouraging caseworkers to properly and consistently use the screening tools already at their disposal.

St. Louis County offers an exception. Even though formal policies and procedures for identifying domestic violence existed in their child welfare system prior to the Greenbook Initiative, caseworkers in the Department of Family Services (DFS) were not consistently trained in how to use them. As a result, case review data revealed that just 9 percent of substantiated child welfare cases in St. Louis County had evidence of active screening for domestic violence. Inspired by a National Greenbook Technical Assistance event, Greenbook members in St. Louis County are planning to make substantial changes to their screening and assessment practices, including developing a “co-occurrence protocol” for use in DFS and the court system. This protocol comprises several tiers of questions, the first of which is a short intake screening tool to identify domestic violence. If domestic violence is identified, then more detailed questions will be asked of the adult victim, the perpetrator, and the child.

Child welfare systems in three of the six demonstration sites (San Francisco, El Paso, and Lane Counties) had no formal screening procedures prior to the Greenbook Initiative. The example on the following page illustrates how local Greenbook Initiatives have spurred considerable efforts to improve the identification practices of the child welfare system in San Francisco County.

**SITE HIGHLIGHT: SAN FRANCISCO COUNTY**

The Department of Human Services (DHS) in San Francisco County, which houses the child welfare agency, did not have any formal procedures to screen for or assess families suffering from domestic violence prior to the Greenbook Initiative. Case file data collected at the beginning of the initiative revealed that just 23 percent of substantiated cases had files showing any evidence of active screening practices. This was the second lowest proportion of all six demonstration sites. As a result of Greenbook Initiative efforts, San Francisco County has added a risk factor item for domestic violence as part of the initial intake process with families. This represents a significant system change—for the first time ever, child welfare caseworkers in San Francisco must now actively screen for domestic violence.

Additionally, because of Greenbook Initiative efforts, San Francisco almost has completed a formal DHS domestic violence protocol, which is designed to implement safety-planning procedures for battered mothers, to be used to process cases of co-occurrence. The domestic violence protocol also will include a screening form for child welfare workers to use in determining the lethality of the batterer. San Francisco had planned to make the protocol as culturally sensitive and appropriate as possible, meaning it would guide caseworkers on how to approach families from different cultures, as well as provide additional relevant resources. However, the cultural sensitivity component was put on hold. The domestic violence protocol is slated for completion in February 2004.

Exhibit IV-4: Summary of Time 1 and Subsequent Intervention Activities by Site provides a snapshot of the movement made by child welfare agencies in the six demonstration sites toward identifying domestic violence since the start of the Greenbook Initiative. Because of the systems change that is summarized in Exhibit IV-4, we expect that more families are beginning to be identified—and served—by these communities.

<b>EXHIBIT IV-4</b>				
<b>SUMMARY OF TIME 1 AND SUBSEQUENT INTERVENTION ACTIVITIES BY SITE</b>				
<b>Site</b>	<b>Identification practices in child welfare agencies (baseline)</b>	<b>Baseline Percent of child welfare cases with co-occurrence</b>	<b>Identification practices planned and implemented in child welfare agencies as a result of the Greenbook Initiative</b>	<b>Follow Up Percent of child welfare cases with co-occurrence</b>
<b>El Paso County</b>	No formal active screening procedures	<b>16%</b>	<ul style="list-style-type: none"> <li>■ Comprehensive audit of child welfare system assesses current practice and, among other things, results in recommended changes in screening and assessment for domestic violence.</li> <li>■ Child welfare agency added four questions to existing form to screen for domestic violence at intake.</li> </ul>	TBD
<b>Grafton County</b>	Formal active screening procedures	<b>28%</b>	<ul style="list-style-type: none"> <li>■ The child welfare agency is revising its domestic violence protocols, in part, to develop a comprehensive approach that includes formal screening and a comprehensive assessment of families with domestic violence in the child welfare system.</li> </ul>	TBD
<b>Lane County</b>	No formal active screening procedures	<b>33%</b>	<ul style="list-style-type: none"> <li>■ Greenbook collaborative members are helping to translate the new statewide child welfare “Guided Assessment Process” (GAP) into local practice.</li> </ul>	TBD
<b>San Francisco County</b>	No formal active screening procedures	<b>20%</b>	<ul style="list-style-type: none"> <li>■ Added one domestic violence risk factor item to intake form.</li> <li>■ Developing a comprehensive protocol to assess and respond to domestic violence when it is identified in child welfare cases.</li> <li>■ Dedicate child welfare staff to conduct initial assessment of family once screening identifies domestic violence.</li> </ul>	TBD
<b>Santa Clara County</b>	Formal active screening procedures existed, and cases with domestic violence were referred to a special domestic violence unit	<b>27%</b>	<ul style="list-style-type: none"> <li>■ Devised strategy to ensure that 100 percent of cases are screened for domestic violence at intake (although this is already a formal policy, it doesn’t happen in practice);</li> <li>■ Actively revising a pre-existing domestic violence assessment tool in order to streamline it so that it is not so lengthy and burdensome to families</li> </ul>	TBD
<b>St. Louis County</b>	Formal active screening procedures existed, but workers were not consistently trained to complete the screening tool.	<b>9%</b>	<ul style="list-style-type: none"> <li>■ Actively developing a comprehensive, multi-tiered procedure/tool for the child welfare/court systems to use to screen and assess for domestic violence.</li> </ul>	TBD

#### **4.4 Direct Practice and Policy Activities Among Domestic Violence Service Providers**

While Greenbook Initiative guidance encourages domestic violence service provider agencies to screen for child maltreatment, just two of the six Greenbook demonstration sites (i.e., El Paso and St. Louis Counties) report that they are developing procedures and tools to screen for child abuse in their domestic violence service provider agencies. Reasons for the apparent lack of attention in this area are somewhat unclear. At baseline, domestic violence service provider agencies at three sites reported having specialized staff that provided counseling for children. Further, two sites reported child-dedicated staff. Only one site reported that domestic violence agencies in their county offered neither specialized staff nor specialized programming for children. These baseline data reflect the policies at sites; however, practice-level data were not available in the domestic violence service provider system as they were for the child welfare system (i.e., case file data).

Of the two activities reported in the domestic violence sector, one had been implemented as of June 30, 2003 (see the El Paso site highlight later in this chapter). St. Louis County is developing items to help domestic violence service provider agencies screen for child maltreatment and assess the needs of children who are accessing their services. St. Louis County also has hired an outside consultant with expertise in social work and domestic violence to lead their Greenbook efforts in this area, as described in the St. Louis County site highlight section below.

##### **SITE HIGHLIGHT: ST. LOUIS COUNTY**

As part of its commitment to both community and system self-reflection, the Greenbook Initiative in St. Louis County has always emphasized the need and desire to effect change in all three primary systems. As part of this effort, Greenbook's Domestic Violence Workgroup in St. Louis County hired a consultant in June 2003 to address a number of needs in the domestic violence community. The consultant was hired using Greenbook funds and is supervised by the executive director of a domestic violence agency. The initiative anticipates the consultants tasks to be completed by the end of 2003. The following needs were identified by the domestic violence community in St. Louis County and are expected to be addressed by the consultant:

1. The development of assessment questions or tools to identify child maltreatment with adult women (and men) seeking services through various points of entry into the domestic violence services community.
2. The development of assessment questions (or protocol) to identify child maltreatment with children who are utilizing various domestic violence services within the community.
3. The development of a protocol to promote advocacy work with mothers once child maltreatment has been identified (including mothers as perpetrator and noncustodial/nonparent as perpetrator).
4. The development of guidelines for information sharing between advocates and child welfare caseworkers and courts staff, including recommendations around "informed consent."
5. The development of a protocol to increase effective advocacy work on behalf of a child who have been abused or neglected.



## 4.5 Other Identification Activities

While most identification activities take place in child welfare agencies or, to a lesser degree, in domestic violence service provider agencies, *The Greenbook's* recommendations and Federal expectations call specifically for other community agencies to improve their screening practices. Moreover, case file data collected at the beginning of the initiative showed that discovery practices were important methods for identifying the co-occurring issues of domestic violence and child maltreatment in families. However, none of the six demonstration sites reported any activities aimed at formalizing or otherwise improving discovery practices, and only one site reported utilizing the Greenbook Initiative as a vehicle to encourage community service provider agencies outside of the primary systems to improve their means of identifying co-occurrence in the families they serve.

The one example of an activity to encourage community service provider agencies to improve their means of identifying co-occurrence in the families they serve is described in the El Paso County site highlight below. El Paso reported the greatest variety of identification activities or mechanisms in the greatest number of systems/agencies. They began to address all three *Greenbook* recommendations in this area, and their efforts are an exemplar of a relatively comprehensive strategy that has resulted in movement across several agencies/systems.

### **SITE HIGHLIGHT: EL PASO COUNTY**

The El Paso County Department of Human Services (DHS) added four questions to its intake form to screen for domestic violence risk factors, including whether there are weapons in the home. The local Greenbook project director noted, however, that because screeners were not formally trained to use these additional questions, there was still a lot of individual discretion as to whether the questions were being asked during intake. This is a training issue that the site hopes to address in the future.

The El Paso County DHS is undergoing a safety and accountability audit. Initial guidance for the safety audit was provided by Praxis International and brokered by the Greenbook National Technical Assistance Team. Through multiple interviews and observations of child welfare practice, the audit is helping the site determine why certain outcomes are produced in their systems. A key area of exploration in the audit includes looking for gaps in current child welfare protocols (including the whole intake, screening, and assessment process).

As part of El Paso County's local Greenbook Initiative, the main domestic violence service provider in the county (T.E.S.S.A.) added child welfare screening items to its intake protocol, including an entire section (approximately one page) of child behavioral indicators. Changes also included moving questions about the child to the front of the intake protocol. T.E.S.S.A. also replaced language regarded as judgmental statements with behavioral descriptors. This was intended to increase self-reporting, thereby enhancing T.E.S.S.A.'s opportunity to identify child maltreatment.

Additionally, El Paso County's Greenbook collaboration has made recommendations to the local Temporary Assistance to Needy Families (TANF) office regarding new tools to screen for domestic violence at that agency. These new screening tools have yet to be implemented, but discussions are underway.

#### **4.6 Technical Assistance to the Greenbook Demonstration Sites**

The six local Greenbook demonstration sites do not operate in isolation. A network of technical assistance (TA) experts and Federal monitors supports them. The sites also reported relying upon each other as a resource for information, insight, and moral support as they navigated the sometimes-uncharted waters of community collaboration to address the co-occurrence of domestic violence and child maltreatment.

Five sites indicated that Greenbook TA played a role in supporting site efforts to expand and improve their screening and assessment practices. TA in this area fell into five general categories:

- Brokering training and consultation with outside experts
- Coordinating Greenbook systems toolbox meetings and all-site meetings
- Arranging site visits to locations across the country so that collaborative members could learn about promising practices and model programs
- Providing literature and other information to familiarize sites with new policies, practices, and processes
- Helping sites develop and/or revise policies, protocols, and screening and assessment tools.

TA was instrumental in introducing sites to the concept of child welfare safety audits. For example, El Paso County implemented a full safety audit of its CPS system, and TA was instrumental in helping it broker the services of an expert consultant. Stakeholders in El Paso County report that the safety audit has been very helpful, and the site has shared its experiences with the audit with other Greenbook sites. In Santa Clara County, TA experts spent a considerable amount of time with caseworkers in the domestic violence unit of the Department of Family and Child Services to help them revamp and streamline their comprehensive domestic violence assessment tool to reduce the burden on families. St. Louis County was inspired by a TA-sponsored site visit to the Massachusetts Department of Social Services (DSS) and subsequently made improvements to its formal screening procedures based on the Massachusetts DSS model. Stakeholders from many sites remarked that the Massachusetts DSS site visit was a particularly worthwhile activity and a significant opportunity that they otherwise would not have had without Greenbook TA.

#### **4.7 Challenges to Improving Screening and Assessment Practices**

Improving the identification capacities and processes of systems does not come without challenges. System-specific historical mandates, operating procedures, and philosophies were still being hashed out at the sites in the early implementation stage of the Greenbook Initiative. In fact, the beginning phases of implementation may be where things get the most “real” for the three primary

systems. For some sites, issues that local partners might have thought were addressed adequately (e.g., issues of trust and philosophical differences) resurfaced and demanded additional attention. These issues may have detracted from or temporarily derailed efforts to make practice-level changes. For example, for domestic violence service advocates, the issue of revictimization and defining the threshold of what constitutes child maltreatment resurfaced during discussions of improving the identification of child maltreatment in domestic violence organizations.

Supervisors who were interviewed named several barriers to identification, including lack of disclosure by families and lack of training for caseworkers on how to effectively elicit disclosure from families. Resource issues emerged as a challenge across all sites and across virtually all Greenbook-related implementation activities. In addition, some sites found that statewide, non-Greenbook activities/policies that had been or were being developed absent a “Greenbook lens” sometimes conflicted with or lessened the impact of local Greenbook efforts to improve identification processes. Lastly, concern arose in at least one site about the consequences of identifying greater numbers of families in need of services. If a rise in identification of families in need is not matched by greater service availability, these families could be more exposed and vulnerable. Specifically, if domestic violence is identified but there are not any services for the victim, there may be an increased risk that children will be removed from the home. Of course, the Greenbook demonstration sites recognize that screening and assessment is just one facet of the challenges presented by the co-occurrence of domestic violence and child maltreatment. Hopefully Greenbook-related efforts to improve systems’ capacities to respond to families in crisis will keep pace with any increase in identification that occurs as a result of improved screening practices. Site activities related to response (services, safety, and advocacy for families) are discussed in Chapter 6, *Services and Advocacy that Promote the Safety and Well-being of Families Experiencing Co-occurring Issues*.

## **5. SUMMARY**

The task of the Greenbook national evaluation is to document and assess movement over the course of the initiative in terms of policy- and practice-level changes that the three primary systems undergo. Thus far, sites have focused mainly on addressing *The Greenbook’s* recommendations and Federal expectations regarding the improvement of active screening and assessment practices in the child welfare system. The movement in this area, especially when taking into consideration activities that are still in the planning phase, has been significant and meaningful. Child welfare agencies that never had formal, active screening procedures for domestic violence now are attempting to screen every case at intake. Additional comprehensive assessment activities also are being planned for and/or implemented. Sites whose child welfare agencies required active screening prior to the Greenbook Initiative have looked for ways to ensure that such policies are followed consistently by all caseworkers. This is achieved in some cases by making screening tools and/or items on intake forms more meaningful, obvious, and straight-forward. Some sites have considered the need for additional

training on how to utilize identification tools, but no training had been formally planned for or implemented as of June 30, 2003. In total, Greenbook-related activities to improve identification in the child welfare system represent a major shift in policy and practice at some sites and can be considered important systems change. As a result, we anticipate that a greater percentage of families in need will be identified in these communities.

At the mid-point of the initiative, the demonstration sites have not reported substantial movement in improving the formal screening and assessment practices of domestic violence service agencies as called for in Greenbook Recommendation 34. This recommendation was somewhat vague and seemed to promote the need for training rather than formal screening; however, as an equal partner in the Greenbook Initiative, domestic violence service provider agencies appear to have initiated fewer practice changes than their child welfare counterparts. It is unclear whether this status reflects the fact that identification of child maltreatment among domestic violence service providers has simply not been a priority for sites or if philosophical issues have hindered movement in this system.

Only one demonstration site seemed to be promoting active screening at other community agencies (in this case, TANF), despite the fact that this was both a Greenbook recommendation and a Federal expectation. Furthermore, efforts to formalize and improve discovery practices in the child welfare system were not seen during this reporting period. While there was no formal Greenbook guidance to this end, it is clear that discovery practices are an important mechanism for identifying families in need. In fact, data collected from the six Greenbook demonstration sites suggest that a combination of active screening and discovery will lead to the identification of a greater number of families in need of services.

Data collected from the six Greenbook demonstration sites at the beginning of the initiative revealed that the more screening for domestic violence occurred in the child welfare system, the greater the number of cases of co-occurrence that were identified. As a greater percentage of families in need come to the attention of service providers, the six Greenbook communities must be prepared with adequate response mechanisms. Information sharing, advocacy, and services that have been planned for and implemented in sites thus far because of the Greenbook Initiative are discussed in the following chapters.

## **V. INFORMATION SHARING AMONG SYSTEMS**

## V. INFORMATION SHARING AMONG SYSTEMS

### 1. INTRODUCTION

Chapter 4, Identification of Co-occurring Issues, addressed the ways in which the Greenbook demonstration sites are working to improve the screening and assessment capabilities of their three primary systems—domestic violence service providers, child welfare agencies, and the courts. Because of these efforts, it is expected that a greater number of families experiencing the co-occurrence of domestic violence and child maltreatment will be identified and served. A main tenet of the Greenbook is that the three primary systems should collaborate to improve services/responses to these families once they are recognized. In order to do so, case-level information must be shared actively, yet *carefully*, among systems.

The benefits of sharing case-level information more actively and strategically among and within systems are plain. Service providers can improve their referrals, participate in cross-discipline case planning, and provide more appropriate services to families; and courts can make better informed decisions regarding placement, custody, and holding batterers accountable. Nevertheless, historical and practical tensions exist among domestic violence service providers, child welfare agencies, and dependency courts, which often makes information sharing a complicated, if not thorny, issue. The balancing act between protecting the child and ensuring the safety of the mother rests squarely at the heart of the trust issues between domestic violence service providers and child welfare agencies. For instance, as domestic violence service providers contemplate whether to disclose information about child maltreatment to the child welfare system, they must consider the risks to the adult domestic violence victim. With few effective strategies with which to hold batterers accountable for their actions, child welfare agencies sometimes decide that removing the child from the household is the only way to keep the child safe. Consequently, domestic violence advocates are reticent to share information about child maltreatment with the child welfare system or with the courts.

In States where communications between advocates and battered women are not privileged, many domestic violence service providers do not keep formal or detailed records about their clients out of fear that such records could be subpoenaed and a mother's safety and custody of her children could be jeopardized. Furthermore, there is the question of whether domestic violence service advocates co-located in the child welfare system should enjoy privileged communication with adult victims. For instance, if a battered woman discloses to a co-located advocate that her boyfriend is back in the house (thereby violating a case plan or court order), must the advocate share that information with the child welfare caseworker? In some instances sharing information may create risks for the woman (e.g., risks to her safety if her location is inadvertently shared with a batterer, or risks of losing custody of her children if they have been exposed to abuse, neglect, or to witnessing violence). However, if domestic violence service providers refuse to disclose information in all instances, child welfare caseworkers and judges may make decisions that fail to take into account such critical factors as an adult victim's

efforts to maintain the safety of her children. Clearly, agencies need clear and formal agreements regarding how and under what circumstances to share information about cases.

Through the Greenbook Initiative, the three primary systems are encouraged to work together so that the benefits of case-level information sharing outweigh the risks. *The Greenbook's* recommendations and Federal expectations maintain that clear guidelines that effectively balance the need for information with the importance of maintaining the safety of victims are necessary and possible. This chapter reports on data collected from direct service workers and supervisors from all three primary systems regarding information sharing perceptions and practices across sites prior to the Greenbook Initiative. This chapter also includes a description of the range of Greenbook-related activities that demonstration sites have planned for and implemented in this area by June 30, 2003. A summary of the challenges, gaps, and expected changes at follow up concludes the chapter.

## **2. BASELINE (TIME 1) OUTCOME EVALUATION FINDINGS**

Information sharing policies and practices in place at the start of the Greenbook Initiative were assessed through supervisor interviews, direct service worker surveys, and child welfare case file review. The level of information sharing between the three primary systems is shaped by the daily practices of workers from each of those systems. These policies and practices can be formal or informal and passive or active. Supervisors and direct service workers commonly cited *formal* procedures as a means for sharing information between the child welfare and domestic violence service provider systems. These formal means typically were geared toward protecting confidentiality through signed release forms rather than formal interagency agreements or Memoranda of Understanding (MOUs). A signed release by a family member was cited most frequently as a means for sharing information by supervisors in both the child welfare and domestic violence service provider systems. However, evidence of such releases was not strong according to the child welfare case file reviews conducted by Local Research Partners (LRPs) across demonstration sites. In about one-half of the cases with identified co-occurrence, case file reviewers were unable to find any evidence of signed consent forms that allowed the child welfare system to share case-level information with other agencies (i.e., the primary systems or other service providers).

The court system was the least likely to have a formal or active information sharing policy pertaining to sharing case-level information with other agencies. Court supervisors were most likely to report that their system had no official policy. Some court supervisors stated that the official policy is to share no information, while others explained that information is shared from the court by making the information available as a “matter of public record.” In this respect, it can be said that courts share case-level information *passively*. For example, some family courts have the power to modify stay-away orders made by the domestic violence court. However, in general, the family courts do not

consider a stay-away order generated by another court unless that information was presented to it by one of the parties to the case.

According to supervisor reports, more than one-half of court supervisors believed that official policies govern information sharing *with other courts*. Case-level information sharing policies among different courts also appear to be *passive*. That is, the actual sharing of information typically occurs through individuals who are not members of the court staff (e.g., family members or child welfare caseworkers). *Active* policies or procedures to share case-level information across various courts did not appear to be in place prior to the Greenbook Initiative.

*Informal* practices for sharing information seem to be driven by system mandates and history. Of all the systems, direct service workers from domestic violence service provider organizations reported relying most heavily on informal practices to share information while also protecting client confidentiality. Staff from the child welfare system reported being more likely to use informal practices when sharing case-level information within the system or with certain outside systems (e.g., mental health service providers). The court system also was very unlikely to employ unofficial or informal procedures for sharing information.

Data collected at the start of the Greenbook Initiative indicate several areas where the demonstration sites could enhance and formalize their case-level information sharing policies and practices. Both domestic violence service provider and child welfare agency supervisors suggested that formal means of information sharing, especially written consent forms, were used frequently to share information and protect confidentiality, yet case file reviews revealed that these forms were not routinely used. Few supervisors or direct service workers mentioned that MOUs or other formal interagency agreements governed information-sharing practices in their communities. Case file reviews showed evidence of such forms only in about one-half of cases with substantiated co-occurrence. Domestic violence service providers reported being the most likely to use informal procedures to protect the confidentiality of their clients. Case-level information sharing within or among various courts seemed to be moderate, but was nearly always passive, indicating that prior to the Greenbook Initiative, dependency and other local courts at these sites did not have formalized or concrete means to share case-level information with one another. Courts might be expected, therefore, to make efforts to expedite and ensure the sharing of information between the various courts that may all serve the same family.

### **3. GREENBOOK GUIDANCE**

The six Greenbook demonstration sites considered guidance from *The Greenbook's* recommendations and Federal expectations when planning activities to formalize and enhance case-



level information sharing practices within and among systems. *The Greenbook's* recommendations and Federal expectations are presented in Appendices A and B.

#### **4. DESCRIPTION AND STATUS OF SITE ACTIVITIES IN THE AREA OF CASE-LEVEL INFORMATION SHARING**

Greenbook guidance is intended to make case-level information sharing practices among the three primary systems more formal, active, and sensitive to the need for protecting the confidentiality of the adult victim of domestic violence, while increasing the ability of sites to develop cross-program collaborations to better serve individual families. The remainder of this chapter describes how the six demonstration sites have used that guidance in accordance with their community strengths and needs to plan and implement local systems change activities through June 30, 2003.

Once more, activities in this chapter are categorized into two main spheres: one for *foundation* activities, and one that encompasses *direct practice and policy* activities. Activities also are discussed in terms of whether they are *planned* or *implemented*. (See Chapter 4, Identification of Co-occurring Issues, for a full explanation of these categorizations.)

Site activities related to the generation or improvement of case-level information sharing were either within-system activities or activities that occurred between two or more systems/agencies. Exhibit V-1: Mechanisms Being Planned for and Implemented by Greenbook Demonstration Sites Related to Case-level Information Sharing includes a summary of both within- and cross-systems mechanisms that sites reported using to improve case-level information sharing. The site-specific appendices (D through I) at the end of the report provide additional detail on the activities that the sites are planning and implementing in this area.

**EXHIBIT V-1**  
**MECHANISMS BEING PLANNED FOR AND IMPLEMENTED BY GREENBOOK  
DEMONSTRATION SITES RELATED TO CASE-LEVEL INFORMATION SHARING**

**Sphere I: Foundation Mechanisms**

**Assessment**

- Conduct court self-assessments

**Sphere III: Direct Practice and Policy Mechanisms**

**Within System**

- Create/revise documentation tool for case files for seamless transition between child welfare caseworkers
- Influence State/local policy about sharing information regarding cases with co-occurrence (*statewide domestic violence protocol used across family and criminal courts*)
- Since courts collaborate to create changes in information sharing practices and educate staff about them, as follow up, judge the mandates, procedures, and protocols for case-specific information sharing across courts
- Hire/fund a specific position for information sharing.

**Across Systems**

- Add co-located staff and make changes to cross-system information-sharing policies (e.g., MOUs, confidentiality agreements)
- Create multidisciplinary review and response teams, develop confidentiality protocols for these teams and make necessary changes to cross-system information-sharing policies (e.g., interagency agreements, removing victim identification information)
- Create policies pertaining to how domestic violence service providers plan to share information with other primary systems (e.g., confidentiality, "informed consent," etc.).
- Work as a collaborative to create guidelines and policies pertaining to cross-system information-sharing policies and confidentiality procedures.

#### **4.1 Cross-site Overview**

All six demonstration sites reported implementing at least one Greenbook-related activity to engender or enhance case-level information sharing. As of June 30, 2003, four sites have additional activities planned in this area. The sites appear to have made good progress in implementing their strategies for increasing or improving case-level information sharing. Twenty of the 25 information activities reported by sites had been implemented by June 30, 2003. Most of these activities affected direct practice and policy. Only 4 of 25 information-sharing activities were categorized in the foundation sphere.

Overall, sites are planning and implementing activities that will increase the opportunities for systems to provide multidisciplinary, case-level consultation and information sharing. For example, because of plans to hire co-located staff, some sites have revisited and revised existing MOUs, while others have had to create them. Others have developed confidentiality protocols for use by multidisciplinary review and response teams. Still others utilized the collaboration itself as a

mechanism to guide discussions about the efforts to formalize information sharing across all three systems. The courts typically did not engage in cross-system dialogue pertaining to case-level information sharing. Instead, court activities have concentrated on efforts to initiate or improve intra-court information sharing processes.

## **4.2 Within-systems Change**

As mentioned earlier, sites are implementing both within- and across-system activities related to case-level information sharing. With only one exception, the dependency court system was the only system that concentrated on within-system change. All foundation activities related to information sharing pertained to these intra-court changes. Specifically, three sites conducted (and one site still plans to conduct) court self-assessments of their internal information-sharing practices.<sup>1</sup> LRPs often were instrumental in helping their local collaborations plan, implement, and analyze these self-assessments.

The court system's focus on within-system information sharing also is evident in the direct practice and policy sphere. Four sites reported one within-system information-sharing activity in the direct practice sphere. Three of these activities involved the court system. In one site, Greenbook collaborative members sat on a statewide committee to develop State court policy about sharing information in cases with domestic violence. A second site was able to get different courts to create changes to cross-court information-sharing practices and to educate staff about them. To implement these changes, a local judge mandated the creation and use of a protocol for case-specific information sharing across courts. The protocol mandates that clerks conduct electronic and paper file searches and pull all family and district court case files relevant to a case. The information collected is then forwarded to the appropriate judge and used to inform such decisions as the terms of a restraining order or mandating a visitation schedule.

One demonstration site created and implemented a full-time position to facilitate cross-court information sharing. El Paso County's Court Case Coordinator (CCC) position, described in more detail below, has been recognized by members of the Greenbook National Technical Assistance Team and the Federal monitors as a successful and "cutting-edge activity."

---

<sup>1</sup> When discussing information-sharing practices within or between courts, we typically are referring to case-level information sharing between the dependency court, the family court, and the criminal court.

### **SITE HIGHLIGHT: EL PASO COUNTY**

As a result of the Greenbook Initiative, a Court Case Coordinator (CCC) position was created within El Paso County's dependency and neglect court. The CCC position focuses on the behavior and criminal history of the parties, which means that the courts may now ask fewer questions of the nonoffending parent. The CCC provides judges and magistrates with case history information to inform court decisions. This information includes criminal and traffic history, as well as current and past orders in the family. Among other duties, the CCC researches interfering current orders for cases before a judge. The CCC also develops history forms to share information between courts (criminal justice system history forms have been implemented in each court—dependency and neglect, fast track, restraining order, and domestic relations). Furthermore, the CCC serves as a source from which families can get additional information about their current court orders and about community resources. The development of the CCC position has been evolutionary, and several changes have occurred throughout the course of its relatively short history. This continues to be the case.

Implemented during a phase when the courts, like other systems, were experiencing cutbacks, some court personnel were unclear about why a new position was being added. Integrating this position into the culture of the courthouse took time and patience. However, the site reports that once judges and magistrates had the opportunity to receive the case history information on a consistent basis, feedback became uniformly positive. Several judges have stated that they feel they are making better decisions now that they have more information.

Another added benefit is that the CCC has developed relationships with many of the clerks and other courthouse personnel and has become a positive and generally well-received voice for the Greenbook Initiative and its philosophy. Moreover, the CCC position had the "side effect" of helping to maintain involvement and participation in the local Greenbook Initiative. Stakeholders interviewed in El Paso County agreed that the CCC position was successful in getting the judiciary to take more ownership in the initiative.

Five sites report planning for and implementing strategies to assess and/or improve the amount and quality of case-level information sharing that occurs between courts. The efforts that sites are making in this area directly follow *Greenbook* recommendations and Federal expectations. Such improvements to court practice may reduce the blaming and revictimization of nonoffending parents within court proceedings and in court decision making, and may improve the ability of courts to hold batterers accountable for their actions.

### **4.3 Change Across Systems**

The majority of Greenbook-related efforts to improve information-sharing practices at the demonstration sites are occurring between two or more systems. Across sites, 17 activities were reported that related to information sharing across systems. A majority (13) of these activities had been implemented by June 30, 2003. For the most part, the direct practice changes that are being planned for and implemented are designed to increase the opportunities of systems to interact and share case-level information with one another (and thus potentially increase concerns about confidentiality). For example, many of the activities discussed in this section involve co-located staff, and some relate to multidisciplinary response teams. Similar to what was discussed in the outcome data presented above, most of these activities revolve around information sharing between child welfare and domestic violence service providers. In fewer instances, the three primary systems have taken a collaborative approach, working closely together to define and create case-level information guidelines and protocols for adoption across all three primary systems.

Prior to the Greenbook Initiative, only three sites had domestic violence advocates co-located in the child welfare system, and only half of sites reported that they had multidisciplinary teams in place. As a result of Greenbook-related efforts, all six demonstration sites now have co-located domestic violence advocates (four sites hired co-located advocates under the auspices of Greenbook) and one site has added a multidisciplinary team to review identified cases of co-occurrence. In some instances, difficulties were encountered in putting these co-located advocates and multidisciplinary teams into practice.

As mentioned, philosophical differences and lack of trust can be major obstacles to case-level information sharing between systems. As one site made preparations to hire domestic violence advocates for co-location in the child welfare and family court systems, they found that developing the job descriptions, advertising for the position, and even interviewing candidates generated tensions among the collaborative partners. Members of the collaboration had to work through issues of power, organizational structure, and communication before the positions were filled. Members of the Greenbook National Technical Assistance Team played an important role in helping the site overcome these challenges. In fact, the technical assistance provided in this instance was so pivotal that some stakeholders felt that the co-located advocate positions never would have gotten off the ground without it.

Although the information-sharing responsibilities of the co-located advocates sometimes may be secondary to their overall purpose, these positions certainly create additional space and potential for case-level information sharing. The role of specialized, co-located staff and multidisciplinary teams often demand changes to or additional agency information-sharing policies. (See Chapter 6, *Services and Advocacy that Promote the Safety and Well-being of Families Experiencing Co-occurring Issues*, for further discussion on co-located advocates and multidisciplinary teams related to safety and advocacy for women and children.)

However, interagency agreements pertaining to confidentiality are not always followed as expected. A breach in confidentiality led one site to put its multidisciplinary project on hold while its information-sharing protocol was reviewed and its commitment to the project revisited. In this instance, as well as the one mentioned above, philosophical differences and trust issues among the systems needed to be addressed, and the Greenbook National Technical Assistance Team was once again instrumental in helping a site navigate choppy waters. The following site highlight depicts yet another situation where technical assistance helped a site find more effective ways to share information among systems. In this example, an MOU that predated the Greenbook Initiative was in place but seemed to be ineffective. Local Greenbook efforts helped to breathe life into the existing agreement.

### **SITE HIGHLIGHT: LANE COUNTY**

As a result of the Greenbook Initiative, Lane County’s Department of Children and Families contracted with Womenspace to expand the role of the co-located domestic violence advocate. The Lane County Department of Children and Families and Womenspace worked together to move practices in line with the existing MOU when it became clear that daily caseworker practice was not in line with policy (e.g., caseworkers were not using the co-located advocate for case review). These changes were initiated after a technical assistance-sponsored site visit to the Massachusetts Department of Social Services. Participants used the site visit experience to think of ways to stabilize and formalize the co-located advocate position in Lane County. The domestic violence advocate now has a permanent desk space, agency phone number, and e-mail address. The changes have improved her accessibility to agency staff, and staff are beginning to become aware of and use her as a resource.

Concrete products, such as MOUs and policy guidelines, were mentioned by site stakeholders as important facilitators that can lead to changes in practice, and they can be referred to, endorsed, and passed down more effectively to frontline workers. As some of the above examples illustrate, though, the sites must lay down the groundwork carefully in order to make such agreements and products effective. A strong foundation of mutual buy-in and trust must support MOUs and other interagency agreements before effective and safe information sharing can occur.

While most of the information-sharing activities planned and implemented by sites as a result of the Greenbook Initiative occur within or across agencies, in a couple of sites the Greenbook collaboration itself has taken the initiative to develop or guide information-sharing efforts in order to ensure that such policies and procedures reflect the value of the Greenbook Initiative. St. Louis County reports that it is planning to use its collaboration to develop confidentiality protocols for all three primary systems. The Grafton County highlight below illustrates how system leaders have worked closely together in the context of a collaborative body to define and create case-level information guidelines and protocols for adoption across the three primary systems. These actions seem to align most closely with *The Greenbook’s* recommendation that calls for each system to delineate its mandates, confidentiality requirements, and agreements for sharing information.

### **SITE HIGHLIGHT: GRAFTON COUNTY**

In Grafton County, a Greenbook workgroup developed eight operating principles for cross-system information sharing. The workgroup first brainstormed and produced a list of “pertinent issues” regarding information sharing (including confidentiality issues among systems). The operating principles are not limited to procedural details, but rather emphasize the “big picture” and promote safety as the first priority to information sharing.

Next, the executive committee prioritized issues for the workgroup based on this list (when and how information is shared was identified as a top priority). In June 2003, the workgroup continued to develop and preliminarily adopted (subject to executive committee agreement) the eight operating principles to guide implementation activities.

Although Grafton County has not moved to implement any of these principles yet, they are working toward concretely applying them within the three primary systems. The site heavily relied on the National Technical Assistance Team, who visited Grafton County twice to help guide and challenge the systems to creatively reformulate their normal information-sharing procedures across systems.

### **SITE HIGHLIGHT: GRAFTON COUNTY (CONT.)**

The following are the eight operating principles for cross-systems information sharing (draft form):

1. The primary partners recognize and support the State statute concerning confidentiality for domestic and sexual violence victims.
2. The primary partners recognize and support the State statute concerning confidentiality for child abuse and neglect victims.
3. While recognizing the parameters of confidentiality statutes, confidentiality does not have to be a barrier to effective information sharing among the primary partners.
4. The primary partners shall view effective information sharing in light of what is in the best interest of the family recognizing the need to consider whether information that has been shared is providing an opportunity to assist the family versus creating or increasing safety risks.
5. Crisis center advocates/domestic violence program specialists shall inform victims of their rights under the victim privilege statute, including the right to have information kept confidential and the right to partially or fully waive their privilege.
6. When primary partners share information, they shall assist victims with safety planning for themselves and their children, as well as to explore the possible outcomes of the information being shared.
7. The primary partners shall take further steps to adopt policies that make safety a primary consideration in the maintenance of case files involving domestic violence and/or child abuse and neglect. This effort shall include how and where information is documented in each system, how the family is written about and what policies and practices are needed to safeguard against information flowing to unintended or potentially harmful individuals.
8. The primary partners shall take further steps to adopt policies that make safety a primary consideration in courtroom hearing processes. This effort shall include physical safety and information-flow safety for participants in the proceedings and how the systems do and do not follow up with victims after court proceedings when information has been shared.

#### **4.4 Technical Assistance to the Greenbook Demonstration Sites**

As described, Greenbook Initiative technical assistance has had a meaningful impact on the case-level information-sharing activities that sites are planning for and implementing as part of their Greenbook strategies. All six of the Greenbook demonstration sites reported utilizing technical assistance to support their activities in this area. Overall, technical assistance pertaining to information sharing fell into six general categories. They include:

- Providing opportunities for training (including national technical assistance toolbox meetings<sup>2</sup>), identifying speakers for local training, brokering training, and conducting site visits such as the Massachusetts Department of Social Services site visit
- Sending materials about case-level information-sharing models, case law, and lists of consultants
- Assisting in the development, review, and revision of tools, protocols, and MOUs
- Providing onsite facilitation to engage and motivate collaborative partners

<sup>2</sup> National technical assistance toolbox meetings are held annually and convene participants from each of the three primary system separately for the purpose of professional education and peer learning.

- Identifying funding and grant opportunities
- Disseminating information about other sites' information-sharing activities.

Technical assistance activities supported both the content-specific area of information sharing (such as developing and revising protocols and MOUs) and collaboration (such as providing onsite facilitation to address trust and related philosophical issues). Sites reported that they most valued the concrete assistance they received in developing specific tools. They also appreciated opportunities to learn more about information sharing through the national technical assistance toolbox meetings and the site visit to the Massachusetts Department of Social Services, where they learned how domestic violence advocates were working within the public child welfare system.

Four of the demonstration sites reported that cross-site collaboration had some impact on their implementation activities in the area of case-level information sharing. In particular, many sites were interested in learning about the CCC position in El Paso County. The influence of information exchanged through cross-site connections has been important to the Greenbook Initiative. Members of the National Technical Assistance Team, Federal monitors, and stakeholders across the sites remarked at “how far a site can come along with the provision of Federal assistance in the form of technical assistance and cross-site connections.”

#### **4.5 Challenges to Improving Case-level Information Sharing Practices**

Interviews revealed what Federal monitors and members of the Greenbook Technical Assistance Team see as gaps in the case-level information-sharing efforts across the sites. In sum, these stakeholders want to see more case-level interdisciplinary investigations and information sharing where domestic violence service providers and the child welfare system have to be “more involved in each other’s business.” Federal monitors and technical assistance providers also remarked about the difficulty of penetrating the court system. For them, a continuing question is how to get more case-level information about domestic violence into the court system.

Negative past experiences and philosophical differences again topped the stakeholders’ lists of challenges and barriers to information sharing. As sites worked toward developing and enhancing information sharing within and across systems, they found that these efforts required a lot of time and some much-needed aid from technical assistance providers. The flow of policy information to direct service workers also was cited as a challenge in this area. Additional training could be the answer to this problem; however, training specific to case-level information sharing was not reported by sites for this time period. With increasing numbers of co-located staff and multidisciplinary teams, we may expect additional training efforts in this area during the next phase of the initiative. Finally, sites reportedly found it challenging to figure out ways to sustain newly created positions once Greenbook Initiative funding ceases. As with nearly all activities, inadequate budgets and staff cutbacks were



cited as a barrier to progress in the area of information sharing and sustainability of Greenbook-related efforts.

## **5. SUMMARY**

As discussed in earlier chapters, the charge of the Greenbook national evaluation is to document and assess policy- and practice-level changes that occur in the three primary systems as a result of Greenbook activity. There were many activities reported during this time period that appear to be reinforcing and enhancing pre-existing information flows rather than creating a significant number of new pathways for information sharing between systems. For example, the unidirectional flow of information from child welfare agencies to dependency courts is not expected to change, as the sites reported no activities in this area. Similarly, the sites reported few, if any, activities or efforts to protect the confidentiality of information regarding domestic violence victims that is passed to the court through the child welfare agencies or to put the safety of adult victims at the fore. Sites also did not report any activities to improve case-level information-sharing practices between domestic violence service providers and dependency courts, or vice versa. (See Exhibit V-2: Information-sharing Practices Within and Across Systems provides a summary of baseline outcomes, implementation activities, and expected changes at follow up.)

However, the sites are creating a number of new co-located staff positions, primarily domestic violence advocates co-located in child welfare agencies, and enhancing similar pre-existing relationships. Thus, they are developing new and sometimes strengthening old interagency agreements, such as MOUs. These activities follow general Greenbook Initiative guidance. Stakeholder reports on the level of information sharing between domestic violence service providers, the child welfare system, and other service providers are expected to increase.

**EXHIBIT V-2**  
**INFORMATION-SHARING PRACTICES WITHIN AND ACROSS SYSTEMS**

Relationship/Flow of Information	Time 1 Findings	Greenbook Activities (Planned & Implemented)	Expected Change at Follow Up
Within the Court	<ul style="list-style-type: none"> <li>■ Moderate level of information flow between dependency and other courts.</li> <li>■ The information sharing between courts is typically passive (e.g., information is shared by individuals involved in court cases, but not through systematic procedures put in place by court staff).</li> </ul> <p><i>DSW Rating</i><sup>3</sup>:</p> <ul style="list-style-type: none"> <li>■ Low</li> <li>■ Ratings particularly low in three sites</li> </ul>	<ul style="list-style-type: none"> <li>■ Assess current information sharing practices among courts.</li> <li>■ Change State/local policy about information sharing across courts.</li> <li>■ Increase case information given to judges.</li> <li>■ Hire position to increase information coordination across courts.</li> </ul>	<ul style="list-style-type: none"> <li>■ Increase in the level of information shared actively across courts.</li> <li>■ Current assessment activities may lead to future practice changes.</li> </ul> <p><i>DSW Rating:</i> Expected to increase</p>
Within Child Welfare	No information sharing activities cited specifically between these systems.	One site has improved the tool for documenting domestic violence as cases transition across child welfare.	No cross-site change expected.
Court and Child Welfare	<p>Information flow unidirectional and driven by system mandates:</p> <ul style="list-style-type: none"> <li>■ Child welfare historically gives information to dependency courts. Courts do not actively share information with child welfare.</li> </ul> <p><i>DSW Rating:</i></p> <ul style="list-style-type: none"> <li>■ Highest (compared to other primary system pairs)</li> <li>■ Unidirectional (child welfare to court)</li> </ul>	Sites did not report planning for or implementing activities around information sharing between courts and child welfare.	<p>No cross-site change expected:</p> <p><i>DSW Rating:</i> No change expected.</p>

<sup>3</sup> DSW Rating: These ratings are based on data from the direct service worker survey. Workers in each primary system were asked to rate the level of information sharing between their system and the two other primary systems. Court direct service workers also were asked to rate the level of information sharing among the courts. Overall, the child welfare system was rated to have a higher level of information sharing than the other two systems. Respondents from domestic violence service providers rated levels of information sharing lower for all systems when compared with respondents from the other two systems.

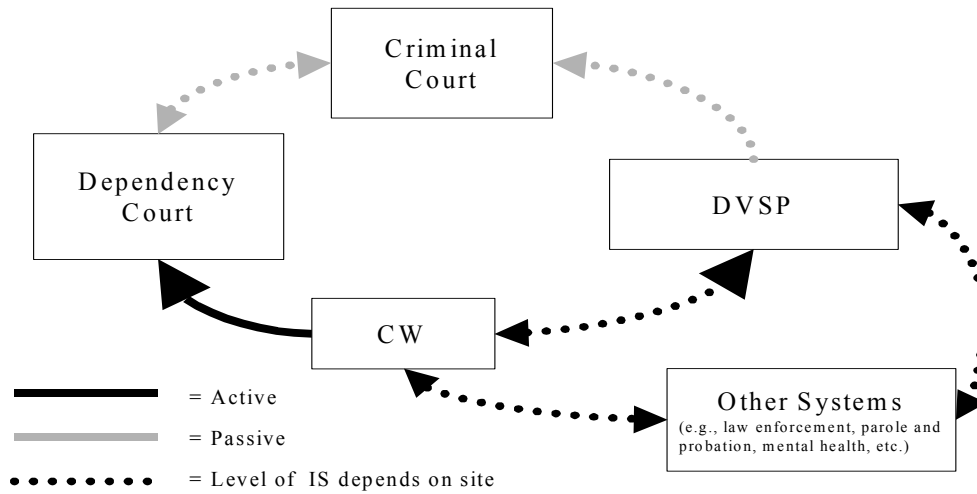
EXHIBIT V-2 (CONT.)			
INFORMATION-SHARING PRACTICES WITHIN AND ACROSS SYSTEMS			
Relationship/Flow of Information	Time 1 Findings	Greenbook Activities (Planned & Implemented)	Expected Change at Follow Up
Court and Child Welfare	<p>Information flow unidirectional and driven by system mandates:</p> <ul style="list-style-type: none"> <li>Child welfare historically gives information to dependency courts. Courts do not actively share information with child welfare.</li> </ul> <p><i>DSW Rating:</i></p> <ul style="list-style-type: none"> <li>Highest (compared to other primary system pairs)</li> <li>Unidirectional (child welfare to court)</li> </ul>	Sites did not report planning for or implementing activities around information sharing between courts and child welfare.	<p>No cross-site change expected:</p> <p><i>DSW Rating:</i> No change expected.</p>
Court and Domestic Violence	<p>No information sharing activities cited specifically between these systems.</p> <p><i>DSW Rating:</i> Lowest (compared to other primary system pairs)</p>	One site influenced State court policy—statewide domestic violence protocol for court.	<p>No cross-site change expected.</p> <p><i>DSW Rating:</i> No change expected</p>
Child Welfare and Domestic Violence	<ul style="list-style-type: none"> <li>Information-sharing activities focused on protecting domestic violence victims by safeguarding information flowing from the domestic violence agency to the child welfare agency.</li> <li>Formal mechanisms such as consent forms for clients were commonly reported by workers, but the high numbers of cases without such documentation may point to a disconnect between policies and actual worker practice.</li> <li>MOUs and other types of interagency agreements were also reported, but less common.</li> <li>Co-located DV advocates in child welfare agencies at three sites may have contributed to information sharing.</li> <li>Domestic violence service providers most likely to rely on informal information sharing practices as additional protections for victim confidentiality.</li> </ul> <p><i>DSW Rating:</i> Moderate</p>	<ul style="list-style-type: none"> <li>Creating and revising interagency confidentiality agreements, MOUs, and other policies.</li> <li>More co-located staff and multidisciplinary teams have the secondary effect of creating opportunities for information sharing among systems. Sites with these positions and teams have created additional procedures to address information sharing.</li> <li>Hired consultant to help develop domestic violence procedures for sharing information between the three systems, including “informed consent” and to develop guiding philosophy for information sharing with other systems.</li> </ul>	<p>Increased number of MOUs</p> <p>Increased number of consent forms</p> <p>Increased number of other policies around information sharing.</p> <p><i>DSW Rating:</i> Expected to increase</p>

In accordance with *The Greenbook's* recommendations and Federal expectations, sites have implemented a number of activities to improve case-level information-sharing practices within and between courts. It is expected that we will see increased ratings of within-court information-sharing practices from stakeholders at follow up. Potentially, we also may see additional direct practice activities across sites in this area, as sites that have done extensive court assessment may be moving toward more practice-level changes.

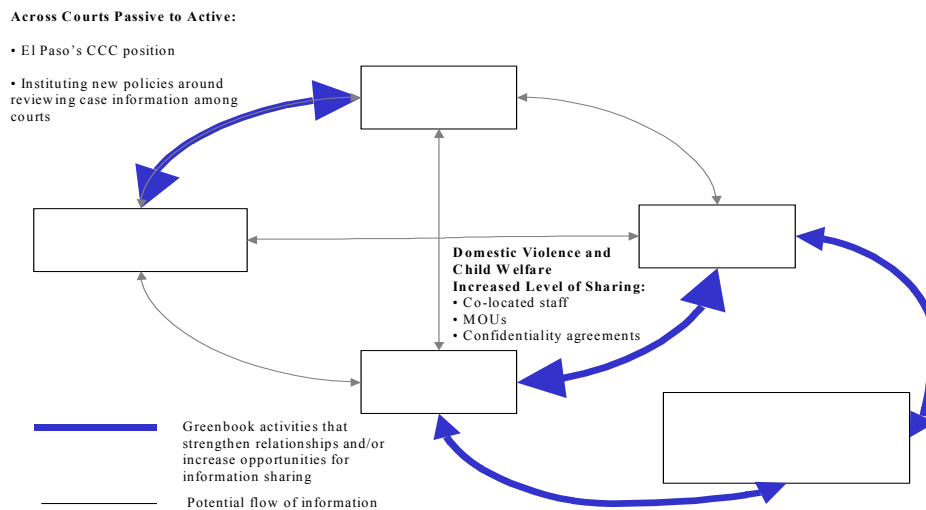
While a couple of sites report having tweaked their information-sharing practices related to pre-existing multidisciplinary teams, only one site added any such practice-level teams to address the co-occurrence of domestic violence and child maltreatment. Only two sites reported comprehensive efforts to define and implement formal and concrete information-sharing policies and protocols across systems. Federal monitors and members of the Greenbook National Technical Assistance Team identified this as a continued gap in information-sharing practices across sites. With additional time, effort, and assistance, sites may implement activities to fill this gap. Currently, however, sites reported no concrete plans to do so.

In sum, sites have generated the potential for increased case-level information flow among systems. In particular, the addition of co-located staff and multidisciplinary teams has forged relationships between domestic violence service providers and child welfare agencies and has resulted in formal interagency agreements and MOUs. Furthermore, important work has been ongoing in the court system to generate formal and consistent means by which to share case information among dependency, criminal, and other courts. Exhibits V-3 and V-4 depict the ways in which Greenbook-related information-sharing efforts have strengthened and/or formalized existing pathways of information flow and forged new relationships among systems.

### EXHIBIT V-3 INFORMATION SHARING AMONG SYSTEMS (as reported in baseline data)



### EXHIBIT V-4 INFORMATION SHARING AMONG SYSTEMS (with Greenbook-related system change activities)



## **VI. SERVICES AND ADVOCACY THAT PROMOTE THE SAFETY AND WELL-BEING OF FAMILIES EXPERIENCING CO-OCCURRING ISSUES**

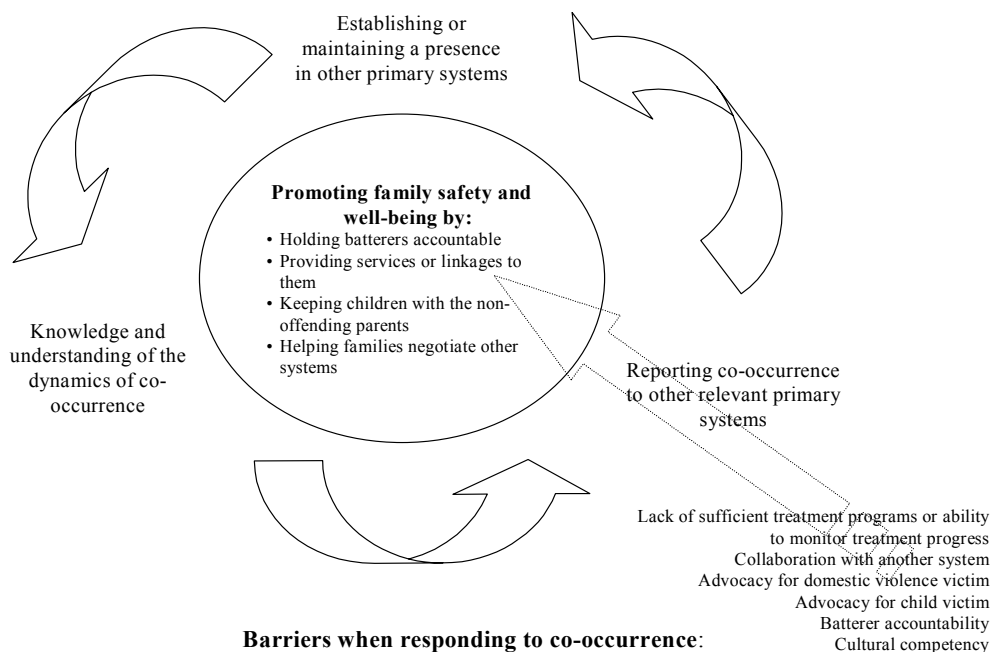
## VI. SERVICES AND ADVOCACY THAT PROMOTE THE SAFETY AND WELL-BEING OF FAMILIES EXPERIENCING CO-OCCURRING ISSUES

### 1. INTRODUCTION

In addition to improving efforts to identify families who experience both child maltreatment and domestic violence and to address within- and between-system information sharing policies and practices, the six Greenbook demonstration sites are expected to offer an increasingly appropriate and integrated set of service responses to these families. While child protection systems traditionally have worked independently from—and sometimes at odds with—domestic violence advocates, the premise of *The Greenbook* is for communities to work at creating a system of services that promotes safety, is geared to assisting and empowering victims of domestic violence while protecting children at risk of maltreatment, keeps these children in the care of the nonoffending parent, and promotes offender accountability.

The six Greenbook demonstration sites are breaking new ground in this area. This chapter describes their efforts and offers insights into the challenges and successes of collaborative responses to the co-occurrence of domestic violence and child maltreatment. The chapter begins with a look at data collected at the beginning of the Greenbook Initiative and describes pre-existing responses to the co-occurrence of domestic violence and child maltreatment at both the system and family levels. Exhibit VI-1 below illustrates system- and family-level mechanisms to promote the safety and well-being of families.

#### EXHIBIT VI-1 GREENBOOK RESPONSE TO CO-OCCURRENCE LOGIC MODEL



This model provides the framework for discussing the findings from direct service workers and supervisors presented in the section, Baseline (Time 1) Outcome Evaluation Findings. This discussion is followed by a description of Greenbook-related activities that sites had planned for and implemented prior to June 30, 2003. Challenges, gaps, and expected change at follow up are discussed. Exhibits VI-2 through VI-5, found at the end of this chapter, provide a summary and overview of Greenbook development. Organized by area of Greenbook activity, these tables first show the status of work the sites had done prior to the first data collection, then show the changes the sites had implemented by mid-2003, and finally indicate the kinds of change that may be seen at subsequent follow up later in the process of Greenbook implementation. In addition, the tables show whether the activities are expected to lead to changes in how the systems respond to families experiencing the co-occurrence of domestic violence and child maltreatment. Exhibit IV-6 provides a complete list of the mechanisms that the demonstration sites reported using to improve their services to families. In addition, the Appendices section of this report provides more detail about site-specific service responses and advocacy activities being planned for and implemented at the six Greenbook demonstration sites. The guidance that the six demonstration sites received concerning how to improve their response to and services for families experiencing co-occurrence is described in *The Greenbook's* recommendations and Federal expectations. Separate *Greenbook* recommendations were written specifically for each primary system.

## 2. BASELINE (TIME 1) OUTCOME EVALUATION FINDINGS

The ultimate goal when responding to families once co-occurrence has been identified is to promote the safety and well-being of these families. According to data collected at the start of the Greenbook Initiative, stakeholders across sites and systems reported several mechanisms, both at the system and family levels, to achieve this goal. *System-level* responses included building knowledge of the dynamics of co-occurrence among direct service workers, reporting co-occurrence to other primary systems when necessary and appropriate, and supporting a multidisciplinary approach when responding to families where co-occurrence is an issue. *Family-level* responses focus on the interactions between agency staff and families, such as linking families to services and holding batterers accountable. Direct service workers and supervisors from each of the three primary systems were asked to describe the practices of their own system in responding to families with co-occurrence, to assess how well they felt their system's practices met the needs of families, and to rate the extent to which they felt they understood the dynamics of co-occurring child maltreatment and domestic violence.

### 2.1 System-level Responses

As reported by direct service workers and supervisors across systems and sites, system-level responses to families experiencing the co-occurrence of child maltreatment and domestic violence fell into three categories:



- Increasing staff knowledge of the dynamics of co-occurrence
- Creating and following guidelines for reporting child maltreatment to child protection agencies once it has been identified (e.g., mandated reporting)
- Developing and maintaining a presence in other primary systems (e.g., co-locating staff and multidisciplinary response teams).

### **Increasing Staff Knowledge of the Dynamics of Co-occurrence**

Prior to any Greenbook Initiative activity at the demonstration sites, direct service workers and supervisors reported that having staff with adequate knowledge and understanding of the dynamics of co-occurring issues was a way for systems to ensure an appropriate response to families. For instance, when dealing with such cases, system staff must understand such things as dangers to victims and their children and how victims often seek to provide protection for their children, the impact of witnessing domestic violence on children, the need for separate service and safety plans for various family members (including the batterer), and appropriate ways to avoid blaming an adult victim for the violence of the adult perpetrator (e.g., avoid the inappropriate labeling of battered women as neglectful or unfit mothers).

Direct service workers across systems and sites typically agreed that staff in their agencies or organizations had sufficient knowledge about the dynamics of co-occurring issues to respond to families in ways that maximized their safety and well-being. On a cross-site level, child welfare caseworkers rated their knowledge of co-occurrence lower than did direct service workers from the two other primary systems, while workers in the dependency court system rated their knowledge higher than other direct service workers. We have no independent evidence of these views and do not know how valid they are. Ratings varied somewhat across sites, demonstrating room for improvement as a result of Greenbook Initiative efforts.

### **Creating and Following Guidelines for Reporting Child Maltreatment**

A key issue for the Greenbook Initiative is for domestic violence programs to report child maltreatment when they believe a child to be at serious risk. This issue is particularly problematic for domestic violence service providers.

In four of the six Greenbook demonstration sites, domestic violence service providers are mandated reporters of child maltreatment by State statute. (See Exhibit VI-3 for more information on this topic.) Even if they were not mandated reporters, most would agree that domestic violence providers have a moral imperative to report endangered children to child protection agencies when it is necessary for the children's safety. Data collected at baseline (Time 1), prior to implementation, indicated that there was not a high level of reporting at the six demonstration sites. According to

survey responses, direct service workers in domestic violence organizations typically did not agree that reporting child maltreatment was a method they frequently used to help families experiencing co-occurring issues. This suggests a distrust of the child protection system (that historically has been seen as blaming adult victims) rather than a lack of concern for child safety and well-being—or maybe a different conception of well-being. If reporting in some cases is appropriate, domestic violence service providers have to face the difficult decision of determining when reporting is appropriate and how to ensure uniformity of practice by their staff. In addition, if child exposure to domestic violence can be construed as maltreatment in some cases, what is the threshold for deciding when it is?

### **Developing and Maintaining a Presence in Other Primary Systems**

Supervisors and direct service workers across the sites reported that placing domestic violence advocates in other systems and participating in multidisciplinary teams were appropriate ways to assist these families. Despite this view, direct service workers tended to disagree that their agency supported a multidisciplinary approach. In particular, interview respondents from the domestic violence service provider and dependency court systems felt that multidisciplinary approaches were not common prior to the Greenbook Initiative. However, when a multidisciplinary case approach was used in addressing families with co-occurrence, and it did occur occasionally prior to the Greenbook Initiative, supervisors from the child welfare system and domestic violence service provider organizations reported that their agencies did participate.

As indicated in Exhibit VI-4, three sites had co-located staff and three sites had multidisciplinary response teams prior to the Greenbook Initiative. Additional systems or agencies reported to be involved in multidisciplinary case planning across sites included police departments or response teams such Domestic Violence Enhanced Response Teams (DVERT), batterer intervention programs, culture-specific programs, and other mandated reporters of child maltreatment (e.g., schools and health care providers). Of the three primary systems, the court system was the least likely to be involved in multidisciplinary teams or approaches to responding to the co-occurrence of domestic violence and child maltreatment.

## **2.2 Family-level Responses**

As mentioned, family-level responses to address the overlapping issues of domestic violence and child maltreatment are meant to support those families by offering differential responses, by linking all family members—including victims and perpetrators of child maltreatment and domestic violence—to appropriate services, and by helping them to access those services. Efforts to hold batterers accountable, keep children with the nonoffending parent, provide safety planning help, and offer age-appropriate services for children are examples of such family-level responses.

Before local Greenbook efforts were initiated, direct service workers and supervisors across sites and systems reported that they were doing a good job of serving and supporting families once co-occurrence had been identified. Supervisors in domestic violence service provider organizations reported that their responses included providing a child-friendly environment and addressing the parenting needs of battered women. Direct service workers in the domestic violence service provider system rated their response in this area the highest as compared to the ratings of direct service workers in other primary systems. These direct service workers also agreed that domestic violence service provider organizations provided an adequate response to ensure the safety and well-being of both children and mothers, but that they did less for batterers (reflective of their primary mission to serve victims).

As might be expected, direct service workers in the child welfare system rated their response to the safety and well-being of children highest, followed by the safety and well-being of the domestic violence victim. This view, however, did not always correspond to the delivery of services for maltreated children. Case file reviews revealed that perpetrators of child abuse and domestic violence and adult victims of domestic violence were more likely to receive referrals or services related to domestic violence than were child maltreatment victims for their trauma. Nearly one-half of all domestic violence victims in the child welfare caseload received a referral for services, although these numbers may reflect the level of documentation in case files rather than the true number of referrals. Actual assistance to victims may be higher. Reported ways in which the child welfare workers responded to children and mothers included referrals to shelters, economic support, domestic violence court, and other community programs. Services received by family members appeared to vary greatly by site.

Child welfare supervisors across sites reported offering several services within their agencies for batterers, including batterer intervention programs, domestic violence or other psychological counseling, parenting classes, and family therapy or family preservation. Forty percent of child welfare supervisors reported that batterers received such a referral. It should be noted, however, that family counseling, therapy, and preservation are responses that are not recommended by, and in fact conflict with, *The Greenbook's* recommendations (e.g., recommendation 23). We do not know how many batterers received such services.

### **2.3 Summary and Conclusions of the Baseline (Time 1) Outcome Evaluation**

Stakeholders described system- and family-level responses across systems and sites that were available to families prior to the Greenbook Initiative. A summary and an overview of these responses are presented in Exhibit VI-1.

Direct service workers from each of the three primary systems generally agreed that they were knowledgeable about the dynamics of co-occurrence and were doing a good job of providing services and accountability to ensure the safety and well-being of families prior to the Greenbook Initiative. However, data collected prior to Greenbook implementation suggested that there are several ways that Greenbook efforts can improve services and safety for all victims. For example, child welfare staff felt less confident about their knowledge and understanding of the dynamics of co-occurrence than workers from the two other primary systems, indicating a need for increased training and education in this area. More work also is needed to increase reporting to other systems once co-occurrence has been identified. In addition, data collected prior to the Greenbook Initiative suggested that systems across all of the sites could do a better job supporting collaborative approaches to serving families, such as having co-located staff and utilizing multidisciplinary response teams.

In some instances, it appeared that child welfare agencies were offering services, such as couples counseling and family preservation, that are not condoned by Greenbook as appropriate ways to ensure the safety and well-being of victims. Additionally, baseline data revealed a potential gap between community services available to families and services actually received. Services received by family members, as documented in case files, appeared to vary greatly by site.

Finally, workers across systems reported favorably on their efforts to provide services that promoted the safety and well-being of families suffering from the co-occurrence of domestic violence and child maltreatment. In general, child welfare workers believed that they were doing a good job of ensuring the safety of children. Stakeholders from the domestic violence service provider system reported that they were adequately responding to both women and children. This is perhaps unexpected, given that the mandate of domestic violence service providers is to focus on the needs of the adult domestic violence victim. Also a surprise, direct service workers from the dependency court system reported that their response to batterers was more adequate than their response for ensuring the safety of children. These unexpected findings may have more to do with the staff's perceptions of their practices than the actual practices of the systems themselves. For example, dependency court staff may have an accurate view of the services provided to children and report accordingly. They may not have as clear a picture of the court's ability to monitor batterer compliance, however, and may be reporting how they *expect* the system to be responding rather than on actual response practices.

### **3. GREENBOOK GUIDANCE**

The six Greenbook demonstration sites considered guidance from *The Greenbook's* recommendations and Federal expectations when planning activities to formalize and enhance services and advocacy for families. *The Greenbook's* recommendations and Federal expectations are presented in Appendices A and B.

#### 4. DESCRIPTION AND STATUS OF SITE ACTIVITIES TO PROMOTE THE SAFETY AND WELL-BEING OF FAMILIES

The remainder of this chapter presents how the demonstration sites have interpreted and responded to *Greenbook* recommendations, Federal guidance, and local priorities, and describes the activities that were planned for or implemented in the six communities by June 30, 2003.

This chapter once again describes activities in both the *foundation* and *direct practice and policy* spheres, but also includes activities that fit into a third sphere, the *awareness, education, and training* sphere. The *awareness, education, and training* sphere relates to increasing staff knowledge and understanding of the dynamics of co-occurrence issues. Activities in this sphere include community education and outreach. Service response activities are once again discussed in terms of whether they are *planned for* or *implemented*.

Direct practice and policy activities related to the provision of services that promote the safety and well-being of families experiencing co-occurrence issues are presented in system-specific categories in this chapter.<sup>1</sup> The data are presented to show how each system is changing and enhancing its policies and practices based on *Greenbook* ideals. The following sections examine the specific mechanisms that systems and agencies are planning for and implementing to improve their response to families who are suffering from co-occurrence issues.

##### 4.1 Cross-site Overview

As previously discussed, direct service workers and supervisors across the six sites generally felt knowledgeable about the dynamics of co-occurrence issues prior to the Greenbook Initiative, but gaps in both knowledge and service responses existed that may be addressed due to Greenbook-related activities. Data collected during the early implementation stage of the Greenbook Initiative revealed that demonstration sites have focused much of their attention on improving their ability to provide safe and adequate services to families experiencing the co-occurrence of domestic violence and child maltreatment. The bulk of activities reported from July 2002 through June 30, 2003, fall into this category. Importantly, more than one-half of these activities were implemented during this time period, meaning that in many instances, sites had moved beyond *talking* about systems change to actually *implementing* systems change.

Sites reported foundation activities, training activities, and direct practice and policy activities in the area of improving services to families. Most of the reported activities included multidisciplinary responses to co-occurrence or activities that solely affected the child welfare system. Fewer activities

---

<sup>1</sup> Activities in the *foundation* sphere and the *awareness, education, and training* spheres are not presented according to specific system.

to change the practice of domestic violence service providers or the dependency court system were evident during this time period.

## **4.2 Foundation Activities**

Foundation activities prepare sites to make direct practice changes. The two main types of foundation activities are assessment of current needs and capacity, and researching best practices. While there are few specific *Greenbook* recommendations or Federal expectations that relate to assessment or researching best practices,<sup>2</sup> many such foundation activities reported by sites were focused on topics that seek to better inform local *Greenbook* collaborations as they start to address specific recommendations. Assessing current system capacities and needs, and carefully researching model practices, may prove to be an essential component of system change.

All sites conducted or were planning to conduct foundation-level activities (range: 1–4 activities per site) related to service provision for families experiencing co-occurrence issues. Perhaps because *Greenbook* sites are breaking new ground in this area, there is little for them to look at concerning “best practices.” Consequently, most foundation-level activities (12 of 14) reported by the sites were assessment activities that occurred in several agencies and systems, including child welfare agencies, domestic violence service provider organizations, across court systems, and among batterer intervention programs. Particular topics of assessment across sites included: prevention for at-risk families; batterer accountability, compliance, and aftercare; cultural competency of service providers; overrepresentation issues; training needs; and children’s exposure to violence.

Just over one-half of all of the reported foundation-level activities were implemented by June 30, 2003, indicating that even as they moved deeper into implementation, *Greenbook* sites were continually studying their community needs and strengths in order to develop ways to improve the quality and quantity of services for families. In many of the local *Greenbook* sites, the Local Research Partners (LRPs) were invaluable to assessment efforts.

## **4.3 Awareness, Education, and Training Activities**

To respond effectively to families in need of assistance due to the co-occurrence of domestic violence and child maltreatment in their lives, service providers must understand the dynamics of co-occurring issues and the best ways to promote safety and well-being for these families. Staff education

---

<sup>2</sup> The following *Greenbook* recommendations refer to *foundation*-level activities: Recommendation 9 suggests that agency leaders assess cultural competency; Recommendation 16 recommends assessing available resources; and Recommendation 46 encourages judges and court staff to “adopt and recognize best practices in administering the juvenile court.”

and training activities<sup>3</sup> have been planned and implemented at the Greenbook sites in order to increase staff knowledge about the dynamics of co-occurrence, the needs of families experiencing co-occurrence, and ways that systems and agencies can improve their response to families in order to help keep them safe. In addition, some public education and outreach activities have been conducted by the collaboration and/or individual agencies to provide community members and families with information about the dynamics of co-occurring issues as well as the ways in which local Greenbook communities are addressing the problem.

Across sites, 26 activities related to training and/or raising staff awareness were reported (range: 2–7 staff trainings per site). Most training provided to agency staff and/or collaborative members was local, but some sites sent people to attend external trainings that were often brokered by the Greenbook National Technical Assistance Team. External trainings were used to cover the topics of cultural competence and batterer accountability. Local staff trainings varied widely across sites and systems and ranged from offering general knowledge about the co-occurrence of domestic violence and child maltreatment to covering more specific topics, such as mandated reporting requirements, safety planning, and batterers as parents. While some training sessions targeted one agency or system, others were held for multiple agencies and systems. Typically, trainings for multiple agencies concentrated on batterer accountability and child exposure to domestic violence. At some sites, staff from the child welfare system received training on safety planning and using non-blaming petition language. Domestic violence service providers received targeted training on mandated reporting requirements, while judicial training tended to cover basic information about domestic violence.

A couple of sites have moved toward putting together comprehensive training plans and curricula. For example, in an effort to increase safety planning with mothers, the child welfare system in El Paso County is working with an external expert to develop a 2-day training curriculum that will focus on safety planning, contextualizing domestic violence, and batterer accountability. Training will be mandatory for child welfare caseworkers. The cross-training workgroup in Santa Clara County also is working on ways to make their trainings more systematic.

The demonstration sites reported several mechanisms for increasing public interest and knowledge about the co-occurrence of domestic violence and child maltreatment as well as local Greenbook efforts to address it. For example, several sites disseminated newsletters that typically included information on Greenbook issues, local Greenbook activities, and/or policy and practice changes implemented by the Greenbook collaboration. Such publications also can target direct service

---

<sup>3</sup> Cross-training to enhance institutional empathy and training to increase staff knowledge about the dynamics of co-occurring issues, batterer accountability, etc., were both identified as being important. This chapter describes awareness, education, and training activities that inform service providers and community members about such issues as the needs of domestic violence victims, the dynamics of co-occurring issues, and coordinated responses to promote batterer accountability. Cross-training activities to enhance institutional empathy and to build trust among systems are described in Chapter 3, *Collaboration: Its Development, Structure, and Dynamics*.

workers. In some sites, research conducted by the LRPs was disseminated to the public. Grafton County, for example, initiated several strategies to share research, and Greenbook representatives from Grafton County presented at the Family Research Conference and at the 28<sup>th</sup> National Institute on Social Work and Human Services in Rural Areas at the University of New Hampshire. Moreover, the LRP team's report entitled *What Victims Need from the Community* was shared with the chair of the Public Education Committee of the Governor's Commission on Domestic and Sexual Violence (GCDSV). The project also plans to work with the GCDSV to identify steps to publicize the information contained in that report.

#### **4.4 Direct Practice and Policy Activities**

During early implementation, demonstration sites made progress toward improving their day-to-day practice responses to families in need of services. More than one-half of the activities that are discussed in this chapter fall into the direct practice and policy sphere. Across sites, 50 direct practice and policy activities were reported; just over one-half (27) were implemented prior to June 30, 2003. The bulk of the direct practice activities planned for and implemented as a result of the Greenbook Initiative either affected the child welfare system alone or were activities supported by multiple (two or more) systems. In this section, site activities are presented according to system in order to best describe within-system and cross-site system change.

##### **The Child Welfare System**

Five Greenbook demonstration sites reported engaging in activities that were designed to influence local practice changes in the child welfare system prior to June 30, 2003. Also prior to that time, four sites influenced State-level child welfare policy around co-occurring issues. The level of activity in the child welfare system varied substantially by site—one site's activities accounted for more than one-third (6) of the 15 reported activities, while two sites reported just one activity each. Approximately two-thirds of the direct practice activities reported in the child welfare sphere had been implemented as of June 2003. This proportion is higher than found in and across other systems.

Site activities in the child welfare system included several system- and family-level approaches, including: improving case planning; revising petition language to be less blaming; dedicating specialized staff to domestic violence issues; making referrals; and influencing policy. Four sites reported that their child welfare systems planned and implemented activities to improve case and safety planning for families experiencing co-occurring issues. For instance, one site made formal recommendations concerning how to improve safety planning in the child welfare system, while another developed a protocol to increase safety planning with the adult victim of domestic violence and to assess the lethality of the batterer. Two sites reported conducting ongoing case reviews to monitor cases with co-occurring issues in order to ensure the families' safety and well-being.



Two sites reported formal Greenbook activity in the child welfare system related to ensuring that the child stay with the nonoffending parent. Child welfare agencies in these two sites reviewed and revised rules for writing petition language so that it does not blame nonoffending parents. In one of these sites, frontline workers received training on the new rules and ways to use nonblaming language. Child welfare agencies in two sites dedicated specialized staff to address domestic violence issues (not including co-located staff, which are discussed in the multi-system activities below).

As reported earlier in the section, Baseline (Time 1) Data Summary and Conclusions, direct service workers in the child welfare system across sites believed that they responded well to ensure the safety and well-being of children, and they also believed they were doing a good job promoting the safety of the adult victim. Case file data indicated that referrals to services for these families were not always being made, and services received by family members appeared to vary greatly by site. Although *Greenbook* recommendations do not specifically address the need to increase and improve service referrals to families in the child welfare system, one site used this as a strategy for addressing problems of families experiencing co-occurrence issues.

Lastly, four sites reported efforts to influence State-level child welfare policy pertaining to co-occurring issues such as the development of case planning protocols, the need for safety planning, the use of co-located advocates, and the use of nonblaming petition language.

### **Domestic Violence Service Providers**

Across sites, stakeholders reported fewer activities that were designed to change direct practice within domestic violence service agencies. In fact, sites reported less than one-half the number of activities in domestic violence service provider agencies (7 activities) than in the child welfare system (15 activities). Likewise, proportionally fewer of the activities involving domestic violence service providers (2 of 7) were implemented prior to June 30, 2003. The level of direct practice activity among domestic violence service provider organizations again varied by site. Only three sites reported any direct practice response activity during this time period (not including cross-system activities, described below, in which they may be involved). Further, one site was responsible for planning and implementing four of the seven activities reported in this area. Direct practice changes reported across the six demonstration sites ranged from establishing clear child abuse thresholds and developing protocols for reporting abuse to developing interventions around the parenting issues of battered mothers. (See Exhibit VI-6 at the end of this chapter for a summary of activities in the domestic violence service provider system.)

Although direct service workers in four of the six demonstration sites are mandated reporters, at the time of the baseline data collection, direct service workers in domestic violence service provider agencies across sites typically did not agree that they reported child maltreatment to other agencies. It

does not appear as if Greenbook-related implementation activities up to this point would likely have much of an affect on how direct service workers rate their reporting practices at follow up. Only two of the Greenbook demonstration sites reported any activity to clarify their thresholds for defining abuse or their mandatory reporting guidelines (one additional site is training domestic violence advocates about mandated reporting requirements).

In contrast to the four sites that reported influencing State-level child welfare policy, just one site reported having influenced State-level domestic violence policy around co-occurring issues during the reporting period. New Hampshire has a strong, statewide domestic violence coalition. The Greenbook staff in Grafton County was able to contribute specific suggestions for statewide program standards based on what they learned from their experiences with the Greenbook Initiative. These suggestions were submitted to and accepted by the statewide Program Standards Committee. Whether or not Greenbook communities can influence State-level policy in this area may depend on the strength and cohesiveness of the coalition of domestic violence service provider agencies in that State.

### **The Dependency Court System**

The greatest number of *Greenbook* recommendations for system change was directed at the dependency courts. Despite this, the fewest direct practice and policy changes were reported to have occurred in the dependency courts prior to June 30, 2003. (The courts have focused more on the information-sharing activities discussed in earlier chapters). Just two of the six sites reported any substantial work in this area, which included only three activities—all of which were still in the planning phase.

The three activities that were planned at the two sites closely followed Greenbook Initiative guidance. Both Grafton County and St. Louis County are actively planning to develop lists of approved batterer intervention programs for court use. In addition, St. Louis County is working to develop a protocol that promotes the use of child orders of protection in the dependency court system. The use of child orders of protection to enhance the safety and well-being of children and adult victims has been identified by Federal monitors and other Greenbook stakeholders as innovative, and more detail is provided in the site highlight box below.

### **SITE HIGHLIGHT: ST. LOUIS COUNTY**

St. Louis County is developing a child order of protection (COP) protocol that will provide guidelines for when it is appropriate to file a child order of protection and the procedures to do so. A COP is a “stay away” provision that can be used as an alternative to an adult order of protection and may increase the safety of both the child and the adult victim (adult orders of protection can sometimes increase the risk to adult victims). The COP is used to remove a batterer from the home when s/he has been deemed to be a danger to the child (child witnessing of domestic violence is not in and of itself sufficient grounds for a COP).

While these protective orders have existed in the St. Louis County courts for some time, they have seldom been used as a tool for holding batterers accountable in co-occurrence cases. The guidelines developed by the Greenbook project empower Deputy Juvenile Officers and Guardians ad Litem to file an order on behalf of the child in order to (1) protect the child, (2) remove the onus from the adult victim of domestic violence from having to file either a child or adult order of protection against the perpetrator, and (3) gain some authority over the perpetrator who may or may not be the child’s parent. Training and clear guidelines for using COPs are being developed to encourage Deputy Juvenile Officers to use these orders in certain types of cases where they may be effective tools with batterers.

There are two features of St. Louis’s COP protocol that are especially innovative. First, COPs can be used to hold batterers accountable. A COP removes the batterer from the home without placing this responsibility on the nonoffending parent, which could jeopardize his or her safety. Second, COPs can be used with batterers who are not the parent.

#### **4.5 Multi-system Activities**

Activities described above have been undertaken by one of the three primary systems. However, many Greenbook activities being planned for and implemented across sites cut across systems. They are designed to change the ways programs work together. The activities described in this section show the emphasis that demonstration sites placed on working collaboratively, particularly the child welfare and domestic violence providers, and also with other service organizations in the community.

Sites reported planning and implementing 20 activities that involved two or more systems working collaboratively to provide safe and appropriate services for adult and child victims, as well as batterers. More than one-half of these cross-system response activities were implemented or ongoing as of June 30, 2003. Activities of this type ranged from making services culturally competent (e.g., reducing language barriers) and placing co-located domestic violence advocates in the child welfare system, to creating multidisciplinary teams to monitor batterers and to review and respond to identified cases of co-occurrence. There was a fairly even distribution of multi-system response activities across five of the sites; one site reported only one such activity.

When direct service workers and supervisors were surveyed prior to the implementation of the Greenbook Initiative at the six demonstration sites, they gave low ratings to their efforts to support multidisciplinary approaches to responding to families with co-occurrences. These stakeholders reported that when multidisciplinary approaches were used, they usually involved domestic violence service providers co-located in the child welfare system and typically did not include the dependency

courts. Activities that were planned and implemented during this reporting period showed a continuation of those patterns. For example, in some sites, pre-existing, co-located staff positions were reinforced and enhanced, while in other sites co-located domestic violence advocates were placed in child welfare agencies for the first time. As indicated in Exhibit VI-4, while only three sites had co-located domestic violence advocates in their child welfare agencies prior to the Greenbook Initiative, all six sites now have such advocates. Two sites reported working on plans to hire domestic violence advocates who would work with the three primary systems; these were the only multidisciplinary activities that involved dependency courts.

Three sites reported having multidisciplinary teams at baseline. As of June 30, 2003, this picture had not changed tremendously. Only two sites implemented new, multidisciplinary teams (both of these sites had pre-existing teams as well, which were strengthened as a result of Greenbook efforts). Lane County created a multidisciplinary team to monitor batterers from arraignment through sentencing. (See the Lane County site highlight in the next section.) Santa Clara County piloted an enhanced version of their multidisciplinary Domestic Violence Response Team (DVRT) and, as that was getting up to speed, created a Family Violence Review Team (FVRT). When sites did go beyond the child welfare/domestic violence service provider dyad to form multidisciplinary teams, the police, parole and probation, and batterer intervention programs were important partners in these endeavors. The activities of Santa Clara County exemplify the importance of including these other players in the pursuit of providing comprehensive support to families. These activities are highlighted below.

#### **SITE HIGHLIGHT: SANTA CLARA COUNTY**

Santa Clara County is piloting an enhanced version of their Domestic Violence Response Team (DVRT) that was implemented in South County prior to the Greenbook Initiative. DVRT is an immediate multidisciplinary response to families experiencing co-occurring issues and involves the cooperation of law enforcement, domestic violence service providers, and the South County Department of Family and Child Services (DFCS). DVRT operates during normal business hours (9–5 p.m. Monday through Friday), and DVRT members receive training on safety planning. The Greenbook Initiative is developing an enhanced DVRT pilot project that will allow first responders to call child welfare and domestic violence personnel to the scene, or to confer with them by phone, within 30 minutes of arriving at the scene (currently that response time is longer). DVRT members from child welfare conduct safety planning with children as well as share information with one another following a confidentiality protocol.

In addition, Santa Clara County has been working to develop a job description for, agree on the credentials of, and hire a victim advocate to assist adult victims of domestic violence who also are involved in the dependency system. This core advocate will transverse the three primary systems, all of which have agreed to work with her. The advocate will work with the victim from dependency intake and provide support as the victim navigates the system. The advocate will be hired through a local domestic violence service provider but will work directly within DFCS, will accompany adult victims through court proceedings, and will generally advocate on behalf of adult victims. This advocate will receive 40 hours of domestic violence training plus extra Greenbook Initiative training. The National Technical Assistance Team helped the workgroup overcome philosophical differences and problems with decision making as the group worked to define the purpose and role of this advocate.

## **4.6 Batterer Accountability**

Historically, neither the dependency court system nor the child welfare system has had much leverage in holding batterers accountable for their violent behavior. Rather, they tend to focus on the behavior of the mother, over whom they have been able to yield greater control. Consequently, adult victims of domestic violence too often have been blamed and revictimized. Rather than holding the perpetrator accountable, the agency typically charges the victim with neglect or with “failure to protect.” Victims live with the threat or actuality of having their children taken away and placed in substitute care. The Greenbook Initiative represents a challenge to do things differently—to avoid blaming and revictimizing the nonoffending parent. Ensuring that batterers are held responsible and accountable for their violent behavior is a key element that the Greenbook Initiative promotes as a response to the co-occurrence of domestic violence and child maltreatment.

Offender accountability has been a priority across Greenbook demonstration sites, and every site reported some activity in this area prior to June 30, 2003. Inclusive of activities from the *foundation, training, and direct practice* spheres, the number of activities reported to promote batterer accountability ranged from 2–7 across sites. Examples of activities in the direct practice and policy sphere included encouraging and supporting batterer intervention programs (BIPs) to incorporate child development/fatherhood issues into their curricula, as well as reviewing and providing comments in the development of statewide standards for BIPs.

Tracking and monitoring batterers who are ordered to receive batterer intervention training has been a focus of a number of sites. El Paso County has plans to fund a position to monitor batterers, while Lane County has planned a multidisciplinary team to do so. St. Louis County is developing a pilot compliance docket for persons convicted of misdemeanor domestic violence assaults. Grafton County placed an emphasis on batterer accountability that, to this point, has primarily included assessment (foundation) and training activities. Lane County reported the greatest number of activities to address batterer accountability, most of which fell into the direct practice sphere. Lane County’s activities to promote batterer accountability have been a central focus of their local Greenbook efforts and include strategies to build on and enhance pre-existing efforts, provide training on batterer accountability to service providers, monitor batterer compliance, and influence statewide standards for BIPs. These activities are further detailed in the site highlight below.

### **SITE HIGHLIGHT: LANE COUNTY**

In order to avoid duplicating ongoing community efforts in the area of batterer accountability, members of the Lane County Greenbook Initiative joined with the Batterer Intervention Committee of Lane County's Domestic Violence Council instead of creating a separate Greenbook committee. This committee regularly conducts "Let's Talk Forums" about issues around batterer accountability. Prior to Greenbook involvement, the forums focused on drug and alcohol issues related to batterers, with the goal of increasing the understanding between batter intervention programs (BIPs) and substance abuse treatment providers. With Greenbook support, these forums have expanded to include other issues about co-occurring issues and batterers. The Lane County Greenbook Initiative now supports these forums by paying for speakers, helping with agendas and advertising, and other logistical support.

Prior to Greenbook, parole and probation (P&P) in Lane County had a parole officer co-located within the Department of Human Services and Child Welfare (DHS-CW). In addition to direct practice responsibilities, this staff person also facilitated collaboration between DHS and P&P. The collaborative aspect of this position was at risk of being eliminated due to funding cutbacks. Greenbook funds were used to maintain the collaborative piece of this position, and the staff person was able to continue to participate in Greenbook and other community activities related to collaboration. Because of increased communication between agencies provided by this position, batterers were reported to be less able to "play one agency against the other." In order to improve communication, information sharing, and interagency case management between P&P and DHS, Greenbook funds also were used to purchase a laptop computer for the co-located parole officer that was compatible with the DHS-CW system.

In addition to enhancing pre-existing efforts in the community to address batterer accountability, Lane County's Greenbook Initiative sponsored training for agency staff. In September 2002, Lane County held a 2-day batterer intervention cross-training workshop to provide information and skill development for specific systems (child protective services, P&P, batterer intervention providers) on issues related to coordinated responses that address batterer accountability. Through facilitated role-playing exercises, participants learned about the opportunities and limitations of other parts of the "accountability community." The final session was structured as a cross-training, which included identification of necessary changes to interagency agreements.

Lane County has four BIPs, all of which are working together with the Greenbook collaborative to improve their practices. Each of the BIPs in Lane County incorporated child witnessing and the impact of domestic violence on children into their curricula. The programs do not necessarily use the same materials or formats, but they all have agreed to include these topics in their trainings. While the four BIPs agreed to this prior to the advent of the Greenbook, the local Greenbook Initiative provided information about promising practices that supported and shaped the effort. For example, the National Technical Assistance Team provided research and held an audio conference about batterer compliance. In addition, two Greenbook partners (a BIP representative and a domestic violence advocate) participated in the Attorney General Task Force that develops statewide standards for BIP curricula.

The Batterer Intervention Committee, with which Lane County's local Greenbook Initiative has joined, is creating a risk behavior inventory for batterers who enter BIPs. A local university professor is helping develop the instrument, and all four BIPs agreed to use it at intake. This will provide invaluable data to the community.

Lastly, Lane County also initiated several steps to monitor and enforce batterer accountability. First, all of the BIPs in Lane County will monitor batterer attendance with an electronic database. The database has been created and debugged, though implementation progress was delayed due to budget and staffing issues. In addition, Lane County developed a Pre-trial Parole and Probation Monitoring project, which included a multidisciplinary team comprising members from P&P, the Custody Referee's Office, and Womenspace, the local domestic violence service provider. The project team will monitor batterers from arraignment through sentencing in order to hold domestic violence perpetrators accountable for their violence and abuse. The project also will include support for the domestic violence advocate to provide outreach to victims and help link adult victims and children with appropriate services. Originally, a pilot of this project was funded through a CDC/CCR grant, but it has been put on hold due to lack of funding. Lane County's Greenbook Initiative plans to reinstate the project and has submitted a proposal for funding.

## **4.7 Technical Assistance to the Greenbook Demonstration Sites**

As was true for implementation activities described in previous chapters, the demonstration sites utilized Greenbook technical assistance (TA) in their efforts to improve their service response to families suffering from the co-occurrence of child maltreatment and domestic violence. All six sites reported multiple uses of TA in this area; many credited the TA with having an important impact on the realization of their implementation activities. The comments of one stakeholder reflect a majority opinion regarding Greenbook technical assistance, “TA provides a roadmap. It has been one of the most important factors in making progress.” Project stakeholders felt that the following types of TA were the most meaningful and helpful to their projects:

- Brokering training and identifying speakers
- Coordinating toolbox, all-sites meetings, and other trainings
- Providing onsite facilitation
- Identifying funding and grant opportunities.

The national toolbox meetings were specifically noted for heightening interest among frontline workers, inspiring the domestic violence community to take on more of a leadership role in the Greenbook Initiative, linking sites to Praxis auditors, and spurring plans for more domestic violence specialist positions and co-locating staff. Onsite, collaborative-focused facilitation was credited with helping workgroups achieve critical consensus. As well, onsite facilitation helped sites engage and motivate partners during times when interest and energy was waning.

Communication and cross-site sharing among the Greenbook demonstration sites also was noted as important. Although in only a few instances were project stakeholders able to pinpoint the influence that cross-site sharing had on particular implementation activities, most stakeholders did note the overall importance of being part of a larger Greenbook community. As one stakeholder remarked, “The six sites feel like a community because of the different types of forums and meetings they all regularly attend together. They belong to something big, and they’re powerful as a group. Sites are committed to talking about what they are doing and sharing it with other communities.”

## **4.8 Challenges to Improving Service Responses for Families Experiencing Co-occurring Issues**

Overall, limited resources and philosophical differences were noted across sites as the most common challenges to improving system response to families. Philosophical differences among workgroup and collaborative members hindered progress at some sites. For example, in the process of negotiating co-located staff positions and defining cross-system advocate positions, some sites had to work through issues of power, structure, and communication. Poorly defined and/or informal decision

making contributed to the already difficult task. National Greenbook TA continues to help sites find solutions to these problems.

Resource issues at the State, community, and collaborative partner levels had an effect on the demonstration sites' abilities to improve services and advocacy for families in at least two distinct and important ways. Cutbacks in State budgets made it difficult to implement (fund) positions and services and resulted in "less than an optimal amount of work to change policies and conduct trainings." There was a lack of follow through on activities in this area. Regarding batterer accountability, for example, budget cuts have left Greenbook partners short-staffed with little money or time to prioritize proactive supervision of batterers. At the same time, as noted in prior chapters, resource shortages have hindered collaborative participation, as staff are stretched beyond capacity and have little time to allot to collaborative meetings and workgroups.

Greenbook stakeholders, including Federal monitors and members of the National Technical Assistance Team, have noted a continued need for more interdisciplinary response efforts, safety planning, and case consultation at most sites. In addition, these stakeholders have noted continuing gaps in the area of batterer accountability. Lastly, at the midpoint of the Initiative, some stakeholders at certain sites remain concerned about the level of involvement of the dependency court system and domestic violence service providers.

## **5. SUMMARY**

Sites have made meaningful and measurable progress to improve responses and services to families experiencing co-occurring issues. Sites reported the greatest number of activities in this area, implementing more than one-half of these activities prior to the midpoint of the initiative. At the same time the systems were improving their direct practice responses, they continued to assess and explore ways in which they could improve prevention, cultural competency, and batterer accountability in their local contexts, and to provide training on issues related to the co-occurrence of domestic violence and child maltreatment. In sum, sites have done a good deal of concrete work to this point and have managed to implement a number of activities in a collaborative environment. Of course, sites have concentrated their efforts differently, and some sites have progressed farther than others. A discussion of the ways in which site progress aligns with Greenbook guidance, remaining gaps and challenges, and changes expected at follow-up conclude this chapter.

### **5.1 Training**

Although responses varied, direct service workers who were surveyed at baseline reported that they generally felt knowledgeable about the dynamics of co-occurrence issues prior to the advent of the Greenbook Initiative. Systems and sites reported varying levels of training prior to the advent of the Greenbook Initiative, indicating gaps that could be filled by Greenbook activities. (See Exhibit



VI-2.) In order to improve system response to families experiencing co-occurring issues, it is expected that as a result of Greenbook Initiative efforts, agency staff in all three primary systems will receive additional and advanced training. In fact, *The Greenbook* offers five recommendations specifically related to training.

The demonstration sites reported implementing training activities in several agencies and on several topics as a result of the Greenbook Initiative. In fact, project directors and other site stakeholders identified training (including cross training for institutional empathy) as one of the most important components of the Greenbook Initiative. However, the concentration of training in the three primary systems seemed to vary across sites and to be implemented in a relatively ad hoc manner. Not every site reported additional Greenbook-related training in every system as of June 30, 2003. Furthermore, just three training activities remained planned across sites, and only two sites indicated plans to develop comprehensive training curricula. It remains to be seen whether training efforts at the sites are adequately concentrated to make a difference at follow-up or whether a more systematic approach to training would be more effective. Some project directors related that time and resource issues made it difficult to address training in a systematic manner.

## **5.2 Activity in the Child Welfare Systems**

Across the sites, the child welfare systems reported the greatest level of activity compared to domestic violence service providers and the dependency courts, but activity varied significantly across the sites. One site reported more than one third of all activities, while two sites made only one practice change solely in the child welfare system.

*The Greenbook* recommendations suggest that child welfare systems improve their safety and service planning efforts with all members of the family, monitor cases as they move through the child welfare system, and use nonblaming practices when working with nonoffending parents. In addition, *Greenbook* recommendations and Federal expectations stress the importance of efforts to ensure that nonoffending victims maintain custody of their children. The activities that were reported by sites followed that guidance, although there remains room for continued attention to these issues across sites.

While *Greenbook* recommendations do not specifically call for increased and improved service referrals for families, this appears important based on case file data that revealed inconsistent referral practices among child welfare agencies at the sites. Just one-half of domestic violence victims and 40 percent of batterers received referrals from child welfare at baseline; this was more than children received. However, only one site reported efforts to improve referral practices in the child welfare system.

A majority of sites reported that they had taken advantage of opportunities to influence State-level child welfare policy. In fact, in some cases, it can be said that sites had gone beyond merely having an “influence” on policy. Greenbook communities are breaking new ground in the area of addressing co-occurring issues, and some of their activities and experiences are being recognized as models for other communities (in all systems, not just the child welfare system). Thus, sites have had a major impact on State-level policy in some instances.

### **5.3 Activity in the Domestic Violence Service Provider Systems**

Sites reported less than one-half the number of direct practice activities in the domestic violence service provider system than in the child welfare system, and most of the activities in the domestic violence system were still in the planning stages as of June 30, 2003. That is to say that up until this point, sites typically had not done a great deal to improve the service responses within domestic violence service provider organizations.

Although *Greenbook* recommendations call for interventions for battered women who maltreat their children, use of child-friendly environments, and hiring more specialized staff for children, few activities of this sort were reported. Data collected prior to the implementation of the Greenbook Initiative indicated that direct service workers and supervisors in domestic violence service provider organizations believed they were doing a good job addressing both the needs of the adult domestic violence victim and the children. In addition, all but one site reported that they had specialized staff for children and/or child-friendly environments prior to the Greenbook Initiative. (See Exhibit VI-5.) This may be a reason for the lack of activity in this system. At follow up, direct service worker responses about the level and quality of service provision to families experiencing co-occurrence issues is not expected to change based on the lack of activity solely aimed at the domestic violence service providing agencies across sites.

It is unclear the extent to which practical and philosophical issues (discussed earlier in Chapter 3, Collaboration: Its Development, Structure, and Dynamics) have affected movement in this area. In some cases, resource issues have prevented the full participation of domestic violence advocates in Greenbook activities. In other instances, philosophical differences and trust issues have hampered their inclusion. The National Greenbook Technical Assistance Team has responded to such instances and, through toolbox meetings and other TA, has encouraged domestic violence service providers to be more self-reflective about what they can do to improve their own system and their work with families experiencing co-occurring issues. As sites follow that advice, increased movement in domestic violence service provider organizations may become more visible as the initiative progresses.

#### **5.4 Activity in the Dependency Court System**

Only three direct practice activities—all of which were still in the planning stages—were reportedly occurring in the dependency court systems across sites. These activities related to improving the courts’ abilities to hold batterers accountable. More *Greenbook* recommendations related to improved service responses for families were focused on the dependency court system than the other two systems. However, many pertained to the individual behavior of judges, which the national evaluation is not measuring. Individual change might largely be based on increased knowledge and understanding of co-occurring issues. This is in large part a training issue, but only three sites reported increased court system training as a result of the Greenbook Initiative.

#### **5.5 Multisystem Activities**

It is a priority of the Greenbook Initiative that systems work collaboratively to address the needs of families experiencing co-occurring forms of domestic violence and child maltreatment. The bulk of service provision and advocacy activities reported by the sites involved multiple systems. One-half of such activities had been implemented prior to June 30, 2003. These activities were evenly distributed across sites, with the exception of one site that reported only one multisystem activity.

As a result of the formation of multidisciplinary teams and co-located advocates across sites, as well as efforts to strengthen existing ones, it is expected that direct service worker and supervisor ratings of their efforts to work collaboratively with one another and to establish a presence in other systems should increase at follow up. However, only one-half of the sites have multidisciplinary response and review teams, and some of those teams have been put on hold due to resource and philosophical issues, so there remains potential for improvement in this area during the remainder of the Initiative.

#### **5.6 Activities to Address Batterer Accountability**

Many activities reported by sites to improve batterer accountability in their communities also involved multidisciplinary efforts. Law enforcement, parole and probation, and BIPs are considered “primary partners” in many of the Greenbook sites, and the involvement of criminal courts also is seen by many stakeholders as critical to successfully addressing batterer accountability. This has been a challenge for some sites, since these entities were not officially brought in as or considered primary partners as defined by *The Greenbook* and Federal funders, and many sites are still in the initial stages of determining how best to frame batterer accountability efforts in their communities.

Greenbook efforts across all sites have included some activities to address batterer accountability, ranging from improving BIP curricula, offering training on batterer accountability, and increasing the level at which batterers are monitored. As a result of these activities, direct service

worker ratings of how their systems respond to batterers may increase at follow-up, but this will likely be dependent upon the system and site. For example, some sites have a larger focus on batterer accountability than others and have come a long way in determining their path to address the issue. As well, some systems are more involved in batterer accountability than others (e.g., domestic violence service providers were rarely mentioned as participants in batterer accountability activities across sites).

Overall, the data show that Greenbook communities have undertaken efforts both to strengthen existing approaches to address co-occurring issues and to implement innovative new strategies. At the mid-point of implementation of the Greenbook Initiative, communities had started a number of important new efforts and had additional ones planned. Additional data will be collected as the initiative progresses, and will help document the accomplishments and challenges of Greenbook implementation.

<b>EXHIBIT VI-2</b>			
<b>STAFF KNOWLEDGE AND UNDERSTANDING OF THE DYNAMICS OF CO-OCCURRENCE</b>			
<b>System</b>	<b>Baseline Findings</b>	<b>Greenbook Activities (Planned &amp; Implemented)</b>	<b>Expected Change at Follow Up</b>
<b>Summary</b>	<p>In general, direct service worker (DSW) respondents from each system reported that they were knowledgeable of the dynamics of co-occurrence. Court and domestic violence direct service workers were more likely to agree that they were knowledgeable in this area compared to child welfare caseworkers.</p> <p>DSWs averaged 34 hours of training* over a 12-month period at Time 1. Direct service workers from domestic violence service providers received, on average, more training than workers in the child welfare or court system.</p> <p>*Direct service workers were asked to estimate how many hours of training they received over a 12-month period in the following areas: Domestic violence, child maltreatment, cultural competency, reasonable efforts, co-occurrence, and the effects of domestic violence on children.</p>	<p>Every site has already begun to train staff to increase their knowledge and understanding of the dynamics of co-occurrence. Most sites have sent staff to external trainings as well.</p> <ul style="list-style-type: none"> <li>■ Some training is system specific (see below), while other training is directed at multiple systems, agencies other than the three primary systems, and Greenbook Initiative participants</li> <li>■ Most sites conduct training for a variety of specific topics</li> <li>■ Only one site is developing a comprehensive curriculum to address staff training needs.</li> </ul>	<p>The average number of hours of training in a site's specific system may increase at Time 2, but it is difficult to anticipate a cross-system or cross-site increase because Greenbook training activities are usually topic-driven and often delivered ad hoc, rather than part of a comprehensive curricula designed to increase staff knowledge across systems.</p>
<b>Child Welfare</b>	<p>Prior to July 1, 2002, Child welfare agencies in:</p> <ul style="list-style-type: none"> <li>■ Four sites required domestic violence training, with voluntary supplemental training provided</li> <li>■ One site offered voluntary domestic violence training only</li> <li>■ One site had no consistent domestic violence training.</li> </ul> <p>Direct service worker respondents in child welfare agencies reported receiving an average of 31 hours of training at Time 1. Compared to other systems, workers in child welfare agencies gave lower ratings when asked about their knowledge of co-occurrence.</p>	<p>Three sites:</p> <ul style="list-style-type: none"> <li>■ Safety planning</li> <li>■ Non-blaming language in case files, court petitions, and other documents</li> <li>■ Comprehensive curriculum</li> </ul>	<p>Slight increase in average number of hours of training.</p> <p>Slight increase in the direct service workers' perception of their own knowledge of co-occurrence.</p>

<b>EXHIBIT VI-2 (CONT.)</b>			
<b>STAFF KNOWLEDGE AND UNDERSTANDING OF THE DYNAMICS OF CO-OCCURRENCE</b>			
<b>System</b>	<b>Baseline Findings</b>	<b>Greenbook Activities (Planned &amp; Implemented)</b>	<b>Expected Change at Follow Up</b>
<b>Domestic Violence</b>	<p>Prior to July 1, 2002, domestic violence service providers in:</p> <ul style="list-style-type: none"> <li>■ Three sites provide child maltreatment training on a formal, consistent basis</li> <li>■ Two sites offer some training on child maltreatment</li> <li>■ One site does not offer any training on child maltreatment.</li> </ul> <p>Direct service worker respondents in domestic violence service providing agencies reported receiving an average of 49 hours of training at Time 1, which is higher than the average for the other two systems.</p> <p>These direct service workers also generally agreed that they were knowledgeable about co-occurrence.</p>	<p>One site:</p> <ul style="list-style-type: none"> <li>■ Mandated reporting</li> <li>■ Cultural Competency</li> </ul>	No cross-site change expected.
<b>Dependency Court</b>	<p>Prior to July 1, 2002, dependency courts in:</p> <ul style="list-style-type: none"> <li>■ Four sites provide annual formal training in domestic violence</li> <li>■ Two sites provide some training in domestic violence</li> <li>■ No sites provide consistent or formal training around issues specific to co-occurrence.</li> </ul> <p>Direct service worker respondents in dependency courts reported receiving an average of 15 hours of training at Time 1, which is lower than the average for the other two systems.</p> <p>These direct service workers were likely to agree that they were knowledgeable about co-occurrence.</p>	<p>Three sites:</p> <ul style="list-style-type: none"> <li>■ Dynamics of domestic violence</li> <li>■ Effects of children’s exposure to violence on child development.</li> </ul>	Because workers in dependency courts reported a lower number of average hours of training at Time 1, the Greenbook training implemented before July 1, 2003 may contribute to an increase in the average number of hours of training received for Time 2.

<b>EXHIBIT VI-3</b>			
<b>STAFF REPORTING CO-OCCURRENCE TO OTHER RELEVANT PRIMARY SYSTEMS*</b>			
<b>System</b>	<b>Baseline Findings</b>	<b>Greenbook Activities (Planned &amp; Implemented)</b>	<b>Expected Change at Follow Up</b>
<b>Summary</b>	Child welfare caseworkers had low levels of reporting co-occurrence to other systems, while domestic violence advocates reported moderate levels of such reports. Court workers were not asked about reports of co-occurrence to other systems.	The majority of activities in this area center around domestic violence service providers establishing and training workers on the thresholds of child maltreatment abuse when domestic violence is present in the home, as well as mandated reporting guidelines.	No change expected
<b>Domestic Violence Providers</b>	<ul style="list-style-type: none"> <li>■ Prior to July 1, 2002, domestic violence advocates are mandated reporters in four out of the six sites.</li> <li>■ Direct service workers from domestic violence service providing agencies generally agreed that they reported co-occurrence to other systems.</li> </ul>	Five sites: <ul style="list-style-type: none"> <li>■ Trained staff on mandated reporting requirements</li> <li>■ Defined threshold for when children exposed to violence constitutes abuse</li> <li>■ Helped revise language in county’s mandated reporting guidelines</li> </ul>	No change expected

\* A family usually becomes involved in the child welfare system involuntarily (or more specifically, the child protection division), as the result of a report of potential child maltreatment. Different States and communities have different thresholds about what should be reported to CPS, and who is mandated to make such reports. Conversely, a victim usually comes to a domestic violence service provider voluntarily, either on her own, or through referrals. Because of the different ways families enter each of these systems, a domestic violence advocate or other service provider may be required to report suspected child maltreatment to a child welfare agency, while a child welfare worker may refer families to voluntarily seek out the services of a domestic violence service provider. For this reason, the table above presents system specific information for domestic violence agencies only.

<b>EXHIBIT VI-4</b>			
<b>ESTABLISHING OR MAINTAINING A PRESENCE IN OTHER PRIMARY SYSTEMS</b>			
<b>System</b>	<b>Baseline Findings</b>	<b>Greenbook Activities (Planned &amp; Implemented)</b>	<b>Expected Change at Follow-Up</b>
<b>Summary</b>	Prior to July 1, 2002, three sites had co-located staff and two sites had multidisciplinary teams.	<ul style="list-style-type: none"> <li>■ Co-located staff: Five sites have either established new or enhanced pre-existing positions. Most co-located staff are domestic violence advocates housed in child welfare agencies (five sites), but some sites have other co-located positions.</li> <li>■ Multidisciplinary teams: Two sites enhanced pre-existing multidisciplinary teams, one site has created a new multidisciplinary team, and another site plans to create one in the future. Two of these teams are designed to respond quickly to families experiencing a variety of crises, another team is focused on children witnessing domestic violence, and another is planned to monitor batterers.</li> </ul>	There has been a definite increase in the number of co-located staff, which may translate into higher ratings for multisystemic approaches by direct service workers.
<b>Child Welfare</b>	<p>Prior to July 1, 2002, child welfare agencies in:</p> <ul style="list-style-type: none"> <li>■ One site had a co-located domestic violence advocate</li> <li>■ One site had child welfare staff on a multidisciplinary team.</li> </ul> <p>Compared to other systems, child welfare agency workers gave lower ratings when asked about supporting a multi-system approach.</p>	<ul style="list-style-type: none"> <li>■ Houses the majority of co-located staff</li> <li>■ Part of most multidisciplinary teams</li> </ul>	Increase in direct service ratings.
<b>Domestic Violence</b>	<p>Prior to July 1, 2002, three sites had domestic violence advocates in child welfare agencies in at least one system. One site had a co-located domestic violence advocate in child welfare agencies, courts, and other agencies.</p> <p>Direct service workers from domestic violence service providers were less likely to agree that they supported a multisystem approach to responding to co-occurrence compared to workers in the two other systems.</p>	<ul style="list-style-type: none"> <li>■ All six sites have co-located domestic violence advocates in child welfare agencies.</li> <li>■ Part of every multidisciplinary team.</li> </ul>	Increase in direct service ratings.
<b>Dependency Courts</b>	<p>Prior to July 1, 2002, one site had a domestic violence advocate co-located in the court system.</p> <p>Direct service workers from dependency courts were more likely to disagree that they supported a multisystem approach when responding to co-occurrence.</p>	<ul style="list-style-type: none"> <li>■ Dependency courts, as of July 1, 2003, did not have a presence in the other systems but law enforcement and parole and probation are key players several multidisciplinary teams.</li> <li>■ Two sites are planning to introduce domestic violence advocates into the dependency court system.</li> </ul>	No change expected.



<b>EXHIBIT VI-5</b>			
<b>PROMOTING FAMILY SAFETY AND WELL-BEING</b>			
<b>Site</b>	<b>Baseline Findings</b>	<b>Greenbook Activities (Planned &amp; Implemented)</b>	<b>Expected Change at Follow Up</b>
<b>Summary</b>	Workers rated promoting the safety and well-being of families moderate to high across sites, particularly by domestic violence advocates. The safety and well-being of the child was already being addressed, while workers rated their response to batterers lower.	How sites addressed family safety and well-being varied by system and by family member. <ul style="list-style-type: none"> <li>■ Both child welfare and domestic violence systems are working to improve quality and access to services for both children and adult victims.</li> <li>■ Additionally, child welfare has been focusing on improving court petition language to reduce blaming the nonoffending parent.</li> <li>■ Dependency courts in most sites are not doing much in this area, but some are improving their use of batterer intervention programs.</li> <li>■ Batterer accountability is one area that is mostly addressed outside of the three primary systems. Four sites are working on improving batterer accountability through the criminal courts and batterer intervention programs.</li> </ul>	While specific changes have occurred in most sites in this area, it is difficult to assess whether the improvements implemented are significant enough to translate into higher ratings regarding the promotion of safety and well-being of families by direct service workers in any of the three systems.
<b>Child Welfare</b>	Compared to other systems, workers in child welfare agencies gave lower ratings when asked about promoting the safety and well-being of children.	<ul style="list-style-type: none"> <li>■ Case and safety planning improvements (4 sites)</li> <li>■ Encourage the use of petition language that does not blame non-offending parents (2 sites)</li> <li>■ Increase and improve referrals to services (1 site).</li> </ul>	No change expected
<b>Domestic Violence</b>	Prior to July 1, 2002, domestic violence agencies in four sites reported using specialized staff and/or programming for children. Direct service workers in domestic violence service providing agencies generally agreed that they promoted the safety and well-being of families.	<ul style="list-style-type: none"> <li>■ Plan to increase and improve services and interventions for adult victims and children (one site)</li> <li>■ Plan to support adult victims interact with child welfare</li> <li>■ Plan to advocate for children.</li> <li>■</li> </ul>	No change is expected from currently implemented activities. Planned activities may change this expectation.
<b>Dependency Courts</b>	Court staff agreed that they were doing a good job of promoting the safety and well-being of families at Time 1.	<ul style="list-style-type: none"> <li>■ Increase referral to batterer intervention programs (two sites)</li> <li>■ Promote the use of child orders of protection (one site)</li> </ul>	No change expected

**EXHIBIT VI-6**  
**MECHANISM FOR SERVICES AND ADVOCACY TO PROMOTE THE**  
**SAFETY AND WELL-BEING OF FAMILIES EXPERIENCING CO-OCCURRENCE**

**Sphere I: Foundation Mechanisms**

**ASSESSMENT**

**Assessments led by the collaboration or agencies:**

- Prevention opportunities for at-risk families within child welfare
- Services for children exposed to domestic violence
- The effectiveness of domestic violence advocates currently co-located in child welfare
- Court response to co-occurrence through case-flow analysis
- Cultural competency across agencies
- Batterer compliance and aftercare
- Batterer accountability audit

**RESEARCH**

**Research best practices:**

- Research service plans emphasizing batterers' parenting responsibilities
- Review best practices to improve (nonblaming) case planning

**Sphere II: Training, Awareness, and Education Mechanisms**

**TRAINING**

**Train multiple agencies on:**

- Children exposed to violence (TA brokered)
- Batterer accountability

**Train child welfare workers on:**

- Safety planning
- Nonblaming petition language
- Batterers as parents

**Train domestic violence service providers on:**

- Cultural competency
- Mandated reporting requirements

**Train judges, court staff, and law enforcement on:**

- Domestic violence ("Domestic Violence 101")
- Effects of exposure to violence on child development

**Train collaborative members on:**

- Cultural competency
- Child witnessing

**Other training activities:**

- Train BIPs on statewide BIP standards
- Train CASA workers on nonblaming language
- Collaborative members attend external training (or audio conference) on batterer accountability (TA brokered)
- Primary partner representatives attend external training on cultural competency (TA brokered)
- Develop comprehensive training curriculum for child protective services caseworkers about co-occurrence (e.g., increased safety planning with mothers, contextualizing domestic violence, and batterer accountability)

**COMMUNITY OUTREACH AND PUBLIC EDUCATION**

- Disseminate LRP research on "What Victims of Domestic Violence Need..."
- Hold summit on Greenbook issues for community members
- Conduct public outreach (e.g., posters, PSAs, etc.) to increase awareness of domestic violence and co-occurring issues in minority communities
- Hold community awareness symposium on child witnessing
- BIP-conducted community outreach for families and general public
- Court dissemination of brochure educating victims about court processes

**Sphere III: Direct Practice and Policy Mechanisms**

**CHILD WELFARE SYSTEMS**

- Improve case and safety planning:
  - Conduct ongoing case reviews/case staffings for cases with co-occurrence
  - Make formal recommendations concerning how to improve safety planning
  - Develop protocol to increase safety planning with mother and assess lethality of batterer
- Review/revise petition language so that it is less blaming:
  - Dedicate/hire specialized staff
  - Dedicate DHS Caseworkers to DV issues

**EXHIBIT VI-6 (CONT.)**  
**MECHANISM FOR SERVICES AND ADVOCACY TO PROMOTE THE**  
**SAFETY AND WELL-BEING OF FAMILIES EXPERIENCING CO-OCCURRENCE**

- Hire/fund domestic violence service advocate who functions as systems analyst
- Promote increased use of services (e.g., mental health, child witness, victim witness, TANF) for all family members
- Government policy
  - Influence State-level policy around co-occurrence issues (e.g., case planning protocols, including safety planning, use of co-located domestic violence service advocates, nonblaming language, and child witnessing)
  - Help translate State-level policy to local practice

**DOMESTIC VIOLENCE SERVICE PROVIDERS**

- Provide mental health services for adult victims and their children
- Develop interventions around parenting issues and children's needs
- Develop protocol/guidance to support victims in their interactions with child welfare
- Develop, revise, and/or disseminate mandatory reporting guidelines for domestic violence staff
- Develop threshold/policy defining when CEV is abuse
- Develop protocol/guidance to advocate for children who have been abused
- Influence State policy/standards (concretely changed State agency protocol)

**DEPENDENCY COURTS**

- Child order of protection protocol
- Develop list of (approved) BIPs for court use

**OTHER SYSTEMS INVOLVED IN BATTERER ACCOUNTABILITY**

- Develop compliance docket
- Support BIPs to incorporate child development/fatherhood issues into curricula
- Create tool to assess batterers at intake
- Review statewide standards for BIPs

**CHANGES TO OTHER AREAS OF DIRECT PRACTICE**

- Devote legal aide attorney solely to domestic violence victims with children in the home when violence occurred
- Provide practice guidance on co-occurrence issues to CASA volunteers and Guardians ad Litem

**CROSS -SYSTEM MECHANISMS**

- Hire/fund position for batterer compliance/monitoring (e.g., BCC)
- Work to make services culturally competent (e.g., reduce language barriers through providing translation services)
- Domestic violence service provides afforded opportunity to review and have input into county mandatory reporting guidelines
- Create a multidisciplinary review team for newly identified cases of co-occurrence (e.g., DVRT).
- Enhance multidisciplinary response team (e.g., apply for funding to develop immediate response, such as DVRT)
- Create service directory for domestic violence /child welfare agencies to link families to community services
- Enhance staff positions by funding a portion of their time to participate in cross-system collaboration around co-occurrence issues (e.g., P&P staff co-located in child welfare)
- Hire/fund co-located domestic violence advocates in CPS
- Hire/fund domestic violence advocate to transverse the three primary systems
- Enhance role of co-located domestic violence advocate (formalizing MOU)
- Create multidisciplinary team to monitor batterers from arraignment through sentencing
- Develop electronic database to track batterer attendance at BIPs
- Influence State-level policy around co-occurring issues
- Influence policy around cultural competency issues

## **VII. CONCLUSIONS AND LESSONS LEARNED**

## VII. CONCLUSIONS AND LESSONS LEARNED

### 1. INTRODUCTION

The Greenbook Initiative provides a framework for a collaborative approach to working with families experiencing the co-occurrence of child maltreatment and domestic violence. *The Greenbook's* principles and recommendations serve as a guide for how communities and the three primary systems that serve such families—child welfare agencies, domestic violence service providers, and the dependency courts—identify and respond to those experiencing co-occurring issues. Six communities received Federal funding and other support to implement *The Greenbook's* recommendations over the course of a five-year demonstration initiative. Through partnership with Federal agencies in the U.S. Departments of Justice and Health and Human Services, the communities have prioritized their activities relating to collaboration, identification of co-occurring issues, information sharing, batterer accountability, improved access to services, and improved advocacy. Collectively, these activities promote system integration and treat the entire family rather than focusing on isolated family issues or family members.

### 2. SUMMARY OF FINDINGS

The Greenbook national evaluation documents the progress of the six demonstration communities. A combination of process and outcome measures describe not only what system-level changes are taking place in the communities, but also how those changes occurred. This report focuses on progress at the midpoint of the initiative, when the communities have moved from planning to early implementation. The challenges and successes encountered by the sites to date offer a number of insights and lessons learned that may be valuable to other communities interested in following *The Greenbook's* recommendations. This chapter summarizes the findings detailed in earlier chapters and is followed by a discussion of conclusions and lessons learned.

#### 2.1 Collaboration

Data collected at the start of the initiative indicated that the six sites had a good foundation to establish a collaboration based on *The Greenbook's* principles. The sites' stakeholders had experience in prior collaborations and many—particularly those from the domestic violence service provider system—filled leadership roles in those collaborations. The stakeholders also felt that collaborative members worked well together and were invested in the initiative, and that the collaboration was organized effectively and had the right resources and people at the table.

Although sites spent a considerable amount of time and energy engaging stakeholders in the planning phase of the initiative, they continued to revisit collaborative-building issues throughout the early implementation phase. Institutional empathy—the degree to which stakeholders understand and appreciate the mandates, environments, and policies of other systems—continued to challenge the collaborations. As sites moved into implementation, there was a need to understand new partner

agencies and to more fully appreciate the challenges and nuances of existing partner agencies. Sites also continued to build trust and facilitate communication between stakeholders.

Institutional empathy, trust, and communication were the focus of a number of activities, such as retreats, cross-system trainings, and system-specific presentations. The sites found that neutral, third-party facilitators and support from the training and technical assistance team and Federal monitors helped to promote communication among the stakeholders and move the initiative forward. The collaborations also fine-tuned the sites' organizational and decision-making structures during the early implementation phase, which relied on a small group of key stakeholders to make decisions. Additionally, the sites added (where necessary) issue-specific workgroups made up of collaborative leadership, stakeholders, direct service workers, and/or other invested community members to help build stakeholder buy-in and increase participation in initiative activities.

The combination of a strong collaborative foundation evidenced at the start of the initiative and the progress that the sites have made during the early implementation phase is expected to lead to a greater shared vision among collaborative members at follow-up. Technical assistance and Federal guidance also is expected to help sites negotiate power and trust issues that may still arise among collaborative partners.

## **2.2 Identification of Co-occurring Issues**

A review of child welfare case files at each demonstration site found that about 25 percent of cases with substantiated child maltreatment also showed evidence of domestic violence perpetrated against the child's primary caregiver within the past year. Forty-two percent of the cases showed evidence of a history of domestic violence in the child's family. At the start of the initiative, the co-occurrence of domestic violence and child maltreatment was identified in the child welfare system through a combination of active screening practices and discovery through criminal history checks; communication with other partners such as the police, hospitals, and domestic violence service providers; and victim disclosure.

Active screening for co-occurring issues—particularly in the child welfare system—was the focus of most implementation activities during this reporting period. To document and improve existing identification practices in the child welfare system, one demonstration site conducted a safety audit that followed past cases from beginning to end, assessing key decision points and their outcomes along the way. Many sites made changes to existing screening forms in child welfare and domestic violence service provider agencies, and others implemented new screening forms and procedures. Two sites reported State mandates to screen for co-occurring issues at the start of the initiative, while others used the Greenbook momentum to influence State-level policy in this area. Trainings were conducted to ensure that the new or modified screening protocols and policies were put into place and used consistently by direct service workers.

Pre-implementation data suggested that active screening had a great impact on the level of identified co-occurrence—some history of domestic violence was uncovered in nearly one-half of the instances when caseworkers specifically asked about it. Changes to policies and practices related to active screening for co-occurring issues are expected to increase the level of co-occurrence identified through child welfare case files at follow up.

### **2.3 Information Sharing Among Systems**

Stakeholders and agency staff reported a number of information-sharing policies in place at the start of the Greenbook Initiative, particularly between the child welfare agencies and dependency courts. These information-sharing mechanisms included Memoranda of Understanding, written consent forms, and criminal record checks. Pre-implementation data suggested that these formal policies were not always evident in practice, however, and there were also a number of informal practices for sharing information between the primary systems. Following *The Greenbook's* recommendations and Federal guidance, the sites implemented a number of activities to formalize information-sharing policies and to ensure that those policies were followed in day-to-day practice. New protocols were developed to guide information sharing, with particular attention to when information should be shared, with whom, and under what circumstances. For example, at the Santa Clara County site these information-sharing policies were directed at multiple levels—from collaborative stakeholders to direct service workers. Many sites also created new positions to facilitate information sharing between primary systems and across various courts. For example, new specialized court positions are expected to promote batterer accountability and lessen blaming and revictimization of nonoffending parents in the judicial system. Enhanced information sharing between child welfare agencies and domestic violence service providers through the use of written consent forms, formalized Memoranda of Understanding, and co-located staff also will help link victims of family violence to important community service providers.

### **2.4 Services and Advocacy for Families**

The level of response shown by the three primary systems toward family violence were demonstrated in how the systems interacted with each other and with families. System-level responses to co-occurring issues included establishing or maintaining a presence in the other primary systems, increasing knowledge and understanding of the dynamics of co-occurring issues, and reporting the co-occurrence of child maltreatment and domestic violence to other relevant systems. As such, the sites implemented a number of activities to improve the way they work together. Training on the dynamics of co-occurrence and the services available in other community agencies was implemented with supervisors and direct service staff. Additionally, the language of many official agency documents was changed so that it did not unnecessarily blame or revictimize nonoffending parents.

Implementation activities aimed at the way agencies work with each other also influenced the way that agency staff work with families. These family-level responses promoted family safety and well-being by holding batterers accountable, keeping children with nonoffending parents, and helping families to negotiate other systems. Co-located staff and multidisciplinary case-planning teams promoted the vision of serving an entire family—rather than treating isolated victims of family violence without considering all of the family’s strengths and needs. Other implementation activities improved case planning and referrals to services, while also ensuring accountability among batterers to follow mandated treatment plans. The sum of these activities is expected to lead to improved safety and well-being for all family members.

### **3. LESSONS LEARNED**

The demonstration sites have experienced a number of successes and challenges throughout the early implementation phase that will both inform their future activities and aid other communities interested in systems change. The following section draws from the findings described above to highlight some key lessons learned at the midpoint of the initiative.

#### **3.1 Resources**

The sites constantly faced resource obstacles, ranging from statewide budget deficits to the amount of time key staff at primary partner agencies could spend working on the initiative. The resources available varied significantly by site and led sites to differing implementation strategies. Some had the resources to create and implement new strategies from scratch. Other sites chose to build on existing resources by enhancing or expanding the utility of an existing position or committee to infuse Greenbook work.

Tight resources can constrain collaborative efforts and participation, particularly in agencies that already have small budgets such as domestic violence service providers. If agencies with tight resources are unable to participate in collaborative activities at the same level as the other primary partners, then trust, communication, power, and a number of other obstacles may impede Greenbook work. Therefore, communities with fewer resources may choose an implementation strategy that builds on existing collaborations in the community. For example, key stakeholders in Lane County joined existing groups to infuse Greenbook ideas throughout the community, influence State policy, and make changes to direct practice in the primary partner systems.

#### **3.2 Primary Partner Dynamics**

Primary partner dynamics have been key to implementing Greenbook activities successfully in the demonstration sites. Collaborative members have participated in trainings, system-specific presentations, and workgroups focused on building effective collaborative structures to infuse trust and promote communication among all partners. The three primary systems institutionally and culturally



came to the table with different levels of authority and social capital. The communities recognized these differences and took steps to balance the power dynamic to allow for members to become equal partners. Primary partner dynamics also must be continually addressed and revisited. Although not specifically addressed by the Greenbook Initiative, focusing on the dynamics between primary partners is a critical first step to a successful collaboration.

### **3.3 Support from a National Demonstration Initiative**

Technical assistance played a critical role in linking the six sites to best practices and other innovative activities taking place across the country. Technical assistance also helped link direct service workers to Greenbook activities at the collaborative level in their community, helped strengthen leadership, and provided ongoing support to implementation activities. For example, the TA team was able to provide an impartial third party in some cases to help negotiate obstacles related to leadership, power, and trust, and technical assistance filled this role in the demonstration sites. The Federal partners also helped mediate conflicts among primary partners. Most communities will not have the same access to technical assistance resources that the demonstration sites have had. However, other communities can identify a similar neutral third party to ameliorate conflict. Furthermore, many of the technical assistance resources provided to the sites, such as knowledge of best practices, model programs, and other supports, are available to other communities through the Greenbook Web site (<http://www.thegreenbook.info>) and from the descriptions of site-specific activities included in this report.

### **3.4 System-specific Greenbook Work**

Each of the three primary Greenbook systems has different mandates and relationships with the other primary systems. Needs assessments and *Greenbook* recommendations suggested that specific activities be conducted in specific systems. As such, the child welfare system was home to most activities described in this report, including changes to screening and assessment practices, information-sharing policies, co-located advocates, and training for direct service staff. The dependency court system focused primarily on communication with other courts and eliminating unnecessary blaming of nonoffending parents. Domestic violence service providers made changes to screening protocols, clarified their mandated reporting procedures and requirements, and participated in training activities.

System-specific mandates and the needs of the three primary systems should be incorporated into all Greenbook implementation activities. Each system primarily focuses on one victim of family violence (the child maltreatment victim *or* the domestic violence victim), and will need to implement activities that expand their focus to all family members. Differing resources, bureaucracies, and traditions of formal or informal procedures also will impact the type of various Greenbook activities implemented in each system and their successes.

### **3.5 Multidisciplinary Greenbook Work**

In general, the multidisciplinary approaches implemented at the Greenbook sites served to enhance or build upon existing approaches rather than to create new partnerships or linkages. For example, communication channels between primary partners at the sites were formalized or streamlined through Greenbook activities. Similarly, many sites chose to enhance the effectiveness of existing co-located staff. At least one site created a new multidisciplinary case planning team, which was an approach that could be found in other sites later in the initiative.

Although many *Greenbook* recommendations apply to specific systems, the spirit of the Greenbook Initiative rests in collaboration across systems. Multidisciplinary activities are most successful if they are planned for and implemented *after* activities related to trust building are begun. It also is important that training about the other systems' mandates and services and change in single systems is covered before multidisciplinary activities are started. Collaborations across systems to improve services provided to families experiencing domestic violence and child maltreatment are critical to sustaining Greenbook work.

### **3.6 When *Greenbook* Recommendations Were Not Enough**

Although *The Greenbook's* recommendations were confined to the three primary systems, the demonstration sites found that other partners were critical to the success of some activities, such as participation by batterer intervention programs and local police departments. Therefore, *The Greenbook's* recommendations should be used to frame the goals of a community. How a community achieves those goals may go beyond *The Greenbook's* recommendations and will vary by community. For example, communities may conduct foundation activities to identify local priorities, gaps in service delivery to families, and strengths to build upon. These foundation activities can provide a roadmap for realizing *The Greenbook's* recommendations, and community needs and priorities also may direct collaborations that involve other systems than the primary ones identified in *The Greenbook*.

Furthermore, the demonstration sites conducted a number of activities that were not specifically recommended in *The Greenbook*, but proved critical to the success of those activities directly related to *The Greenbook's* recommendations. Foundation activities, in particular, allowed collaborative members to understand the strengths and needs of the community and also allowed partners to learn about each other. Other collaborative-building activities that strengthened trust and communication among the partner agencies also were key components of the initiative.

## **4. NEXT STEPS**

The data collection period for this report ended at approximately the midpoint of the five-year demonstration grant. Since that time, the sites have put into action a number of the planned activities

described in this report, and other implemented activities have continued to evolve over time. Collaborative dynamics continues to be a focal point within the sites as well, and it will become even more critical as the sites move from full implementation into sustainability.

The sites reported community- and systems-level changes in a number of areas. Most commonly, staff at all levels are noting that they are thinking about things differently. The collaborations have raised community awareness regarding the problem of child maltreatment and domestic violence through training, community awareness campaigns, and changes to policies and practices. As a result, direct service staff are reporting that they think about “cases” differently—no longer in the context of one family violence incident or victim, but in the context of all family members and all family strengths and needs.

The next phase of the national evaluation will provide quantitative evidence to determine whether systems change has in fact occurred within a number of areas in the primary systems. Follow-up data will be collected and compared to the pre-implementation data gathered from stakeholders, supervisors, direct service workers, and child welfare case files reported in the preceding chapters. The national evaluation also will continue to collect process data to document activities in the sites as they continue to implement new Greenbook work and sustain the activities already underway. The final evaluation report will assess the extent to which these activities, based on *The Greenbook* recommendations and Federal guidance, have translated into system-level changes in the demonstration communities. Although beyond the scope of the evaluation, such system-level changes are expected to translate into improved safety and well-being for families experiencing domestic violence and child maltreatment.

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

## **REFERENCES**

## REFERENCES

- Appel, A.E., & Holden, G.W. (1998). The co-occurrence of spouse and physical child abuse: A review and appraisal. *Journal of Family Psychology, 12* (4), 578-599.
- Browne, K. D., & Hamilton, C. E. (1999). Police recognition of the links between spouse abuse and child abuse. *Child Maltreatment, 4* (2), 136-147.
- Caliber Associates, Education Development Center, Inc. & The National Center for State Courts. (2004). *Greenbook Demonstration Initiative, Process evaluation report: Phase I (January 2001 - June 2002)*. Fairfax, VA: Caliber Associates.
- Edleson, J. L. (1999). The overlap between child maltreatment and woman battering. *Violence Against Women, 5* (2), 134-154.
- Edleson, J.L. (2001). Studying the co-occurrence of child maltreatment and domestic violence in families. In S. A. Graham-Bermann & J. L. Edleson (Eds.) *Domestic violence in the lives of children: The future of research, interventions and social policy* (pp. 91-110). Washington, DC: American Psychological Association.
- Findlater, J. E., & Kelly, S. (1999), Child protective services and domestic violence. *The future of children: Domestic violence and children, 9* (3), 84-96
- National Clearinghouse on Child Abuse and Neglect Information. (2000). *In harm's way: domestic violence and child maltreatment*. Washington, DC: Author.
- National Council of Juvenile and Family Court Judges. (1998). *Family violence: Emerging programs for battered mothers and their children*. Reno, Nevada: Author.
- National Council of Juvenile and Family Court Judges. (1999). *Effective intervention in domestic violence & child maltreatment cases: Guidelines for policy and practice*. Reno, Nevada: Author.
- Schechter, S., & Edleson, J. L. (1994). In the best interest of women and children: A call for collaboration between child welfare and domestic violence constituencies. Briefing paper presented at the *Domestic Violence and Child Welfare: Integrating Policy and Practice for Families Conference*, Racine, Wisconsin, June 8-10, 1994.
- Schechter, S., & Ganley, A.L. (1995), *Domestic violence: A national curriculum for family preservation practitioners*. San Francisco, CA: Family Violence Prevention Fund.
- Spears, L. (2000). Building bridges between domestic violence organizations and child protective services. *Building Comprehensive Solutions to Domestic Violence*. Harrisburg, PA: National Resource Center on Domestic Violence.
- Whitney, P. & Davis, L. (1999). Child abuse and domestic violence in Massachusetts: can practice be integrated in a public child welfare setting? *Child Maltreatment, 4* (2), 158-166.

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

**APPENDIX A:**  
**RELEVANT *GREENBOOK* RECOMMENDATIONS BY CHAPTER**

## **APPENDIX A:**

### **RELEVANT *GREENBOOK* RECOMMENDATIONS BY CHAPTER**

*The Greenbook* contains 67 recommendations to guide the policies and practices of communities to better respond to abuse of adult victims and children. In *The Greenbook*, the recommendations are divided into four sections: Overreaching, Child Protective Services, Domestic Violence Programs, and Juvenile Courts. This appendix contains a list of the most relevant *Greenbook* recommendations for Chapters 3–6 of the *National Evaluation of the Greenbook Demonstration Initiative: Interim Evaluation Report*.

#### **CHAPTER 3: COLLABORATION: ITS DEVELOPMENT, STRUCTURE, AND DYNAMICS**

Several of the overarching recommendations and three recommendations specific to the three primary systems emphasize that it is critical for communities to engage all relevant systems and agencies that serve children, adult victims, and batterers.

**Recommendation 5.** Every community should have a mechanism to bring together administrators and staff from a variety of agencies, as well as representative community members and service consumers; to close the gaps in services; to coordinate multiple interventions; and to develop interagency agreements and protocols for providing basic services to families experiencing both child maltreatment and domestic violence.

**Recommendation 7.** Communities around the country should study and adapt efforts that integrate child welfare, domestic violence, and juvenile court responses.

**Recommendation 10.** Child welfare agencies, domestic violence programs, and juvenile courts should develop meaningful collaborative relationships with diverse communities in an effort to develop effective interventions in those communities.

**Recommendation 29.** Domestic violence programs, child protective services, child welfare agencies, and juvenile courts should collaborate to develop joint protocols to remove interagency policy and practice barriers for battered women and their families and to enhance family safety and well-being.

**Recommendation 42.** Batterer intervention programs, working collaboratively with law enforcement, courts, child protection agencies, and domestic violence agencies, should take a leadership role to improve the coordination and monitoring of legal and social service interventions for perpetrators in order to enhance safety, stability, and well-being for adult and child victims.

**Recommendation 54.** Judges should collaborate with State and local child protective service administrators and domestic violence service program directors to determine what resources must be made available in the community to meet the needs of victims and perpetrators of domestic violence.

#### CHAPTER 4: IDENTIFICATION OF CO-OCCURRING ISSUES

*The Greenbook* puts forth three recommendations related to the identification of families living with co-occurring forms of child maltreatment and domestic violence. However, *The Greenbook's* recommendations do not offer suggestions that specifically refer to screening for domestic violence in the dependency court system.

**Recommendation 18.** Child protective services should develop screening and assessment procedures, information systems, case monitoring protocols, and staff training to identify and respond to co-occurring issues and to promote family safety.

**Recommendation 25.** Community agencies providing services to families within the child protective services caseload should have procedures in place to screen every family member privately and confidentially for domestic violence and to provide help to them, including safety planning and meeting basic human needs.

**Recommendation 34.** Domestic violence organizations should train staff regularly to understand, recognize, and respond to child maltreatment.

#### CHAPTER 5: INFORMATION SHARING AMONG SYSTEMS

There are several *Greenbook* recommendations that focus on information sharing. Like the activities underway in the demonstration sites, these recommendations focus on balancing the desire to streamline processes for information sharing within and among systems with the need to protect the confidentiality of victims of abuse.

**Recommendation 13.** Child protective services, domestic violence agencies, and juvenile courts should develop memos delineating the mandates of each system, their confidentiality requirements, and agreements for sharing information.

**Recommendation 14.** Child protective services and juvenile courts should support the principle and policy goal of privileged communication protections for battered women.

**Recommendation 51.** Juvenile courts must collaborate with other courts that are dealing with family members and others involved in the case.



**Recommendation 52.** When courts and agencies exchange information concerning family members, the safety and privacy concerns of all parties must be balanced carefully with the need for access to such potentially harmful information.

**Recommendation 58.** The petitioner in child protection proceedings should allege in petitions or pleadings any domestic violence that has caused harm to a child.

## **CHAPTER 6: SERVICES AND ADVOCACY TO PROMOTE THE SAFETY AND WELL-BEING OF FAMILIES EXPERIENCING CO-OCCURRING ISSUES**

*The Greenbook* offers a large amount of guidance for sites to improve their response to and services for families experiencing co-occurring issues. The recommendations listed below are separated by primary system.

### **The Child Welfare System**

Eight *Greenbook* recommendations offer specific guidance to the child welfare system for making improvements to the service response they provide to families with co-occurring forms of child maltreatment and domestic violence.

**Recommendation 18.** Child protective services should develop...case monitoring protocols and staff training to identify and respond to domestic violence and to promote family safety.

**Recommendation 19.** Agency policy must state clearly the criteria under which children can remain safely with nonabusing parents experiencing domestic violence; the assessment required to determine safety; and the safety planning, services, support, and monitoring that will be required in these cases.

**Recommendation 20.** Child protective services should make every effort to develop separate service plans for adult victims and perpetrators—regardless of their legal status vis-à-vis the child.

**Recommendation 21.** Child protective services caseworkers should assess thoroughly the possible harm to a child resulting from being maltreated or from witnessing adult domestic violence, and should develop service plans to address this harm.

**Recommendation 22.** Child protective services should avoid strategies that blame a nonabusive parent for the violence committed by others.

**Recommendation 23.** Child protective services should avoid using, or use with great care, potentially dangerous or inappropriate interventions such as couples counseling, mediation, or family group conferencing in cases of domestic violence.

**Recommendation 24.** Child protective services should avoid placing a child in foster care with persons who have a documented history of perpetrating child maltreatment or domestic violence.

**Recommendation 27.** Parenting programs should re-examine their procedures, policies, and curricula to ensure that safety for adult victims and information about domestic violence are integrated into programmatic activities.

### Domestic Violence Service Providers

Eight *Greenbook* recommendations offer specific guidance to domestic violence service providers to enhance their services for families experiencing co-occurring issues.<sup>1</sup>

**Recommendation 31.** Domestic violence service organizations should support and organize regular cross-training activities with agencies and groups that deal with child welfare.

**Recommendation 32.** Domestic violence programs, in collaboration with other community agencies and leaders, should take responsibility for developing a community dialogue about the prevention of family violence.

**Recommendation 34.** Domestic violence service organizations should train staff regularly to understand, recognize, and respond to child maltreatment.

**Recommendation 35.** Domestic violence organizations should create supportive interventions for battered women who maltreat their children, while at the same time they ensure safety and protection for abused or neglected children.

**Recommendation 36.** Domestic violence service organizations should provide child-friendly environments for the families they serve.

**Recommendation 37.** All domestic violence organizations, especially shelters and safe homes, should have well-trained, full-time advocates on staff to provide services or develop referral linkages for children and their mothers.

---

<sup>1</sup> This number does not include the four *Greenbook* recommendations (No. 40–43) concerning batterer accountability, which were included under the domestic violence service provider system, but which mainly address batterer intervention programs.

**Recommendation 38.** Domestic violence shelters should consider the needs of battered women with boys over the age of 12 and families with substance abuse and other mental health problems.

**Recommendation 39.** Domestic violence service organizations should consider ways to provide community-based services to women who are referred to them voluntarily and involuntarily by child protective services and juvenile courts.

## The Juvenile Courts

More system-specific recommendations were written for the juvenile court system than for the other two systems. The following are 16 recommendations that address specific ways the court system can improve their services to and support for families experiencing co-occurring issues.

**Recommendation 45.** Juvenile courts must treat each case [of co-occurrence] with the highest priority, ensuring that safe placements and services are identified immediately and that safety-enhancing orders are made for children and other family members.

**Recommendation 47.** The juvenile court should ensure that all participants in the court system are trained in the dynamics of domestic violence, the impact of domestic violence on adults and children, and the most effective and culturally responsive interventions in these cases, including safety planning.

**Recommendation 48.** In jurisdictions where mediation is mandated or permitted, the juvenile court should refer parties to mediation in child maltreatment cases involving allegations of domestic violence only under certain circumstances (refer to *The Greenbook* for more detail).

**Recommendation 49.** Any proposed caretaker for the child, including the noncustodial parent, any relative or kin, or foster parent, should be assessed for child maltreatment, criminal history, domestic violence, substance abuse, and their willingness to work with the court, social service agencies, and the battered woman concerning the needs of the children.

**Recommendation 50.** Courts should consider the victimization of the parent as a factor in determining whether exceptional circumstances exist to allow extension of the reunification time limits. However, no such extension of time should be permitted if it is contrary to the best interests of the child.

**Recommendation 55.** Juvenile courts should have specific powers to enable them to ensure the safety of all family members.

**Recommendation 56.** Judges should use their judicial powers, including utilizing the “reasonable efforts” requirement of State and Federal law, to see that social services provide adequate efforts to ensure the safety for child and adult victims of domestic violence.

**Recommendation 57.** Where there is domestic violence in child protection cases, judges should make orders which: (a) keep the child and parent victim safe; (b) keep the nonabusive parent and child together whenever possible; (c) hold the perpetrator accountable; (d) identify the service needs of all family members, including all forms of assistance and help for the child; safety, support, and economic stability for the victim; and rehabilitation and accountability for the perpetrator; and (e) create clear, detailed visitation guidelines that focus upon safe exchanges and safe environments for visits.

**Recommendation 59.** Juvenile court jurisdiction should be established on the sole basis that the children have witnessed domestic violence only if the evidence demonstrates that they suffered significant emotional harm from that witnessing and that the caretaking or nonabusing parent is unable to protect them from that emotional abuse even with the assistance of social and child protective services.

**Recommendation 60.** The juvenile court should prioritize removing any abuser before removing a child from a battered mother.

**Recommendation 61.** The juvenile court should work with child welfare and social service agencies to ensure that separate service plans for the perpetrator and the victim of domestic violence are developed.

**Recommendation 62.** The juvenile court should know what batterer intervention services are available in the community as well as the quality of those services, and should be able to track the progress of any parent who is ordered to participate in those services.

**Recommendation 64.** Generally, judges should not order couples counseling when domestic violence has occurred.

**Recommendation 65.** The juvenile court should require that safe visitation and visitation exchange locations be utilized so that supervised visits and exchanges will be safe for the child and for the battered woman.

**Recommendation 66.** Judges should appoint separate attorneys for each parent in dependency cases involving domestic violence. In compliance with the requirements of the Child Abuse

Prevention and Treatment Act, a guardian ad litem or attorney should be appointed for the child as well.

**Recommendation 67.** The juvenile court should encourage the utilization of a domestic violence advocate for the battered mother in all dependency cases involving allegations of domestic violence, and encourage the input of advocates in the development of service plans.

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

## **APPENDIX B: FEDERAL EXPECTATIONS**

## **APPENDIX B: FEDERAL EXPECTATIONS**

As a result of an iterative process between the demonstration sites, the Federal partners, and the National Evaluation Team to clarify *The Greenbook's* intent, the Federal partners have outlined several key goals for the Greenbook Initiative. They are:

- (1) Each community will develop a collaboration to plan and implement *Greenbook* recommendations. The collaboration:
  - Will establish and maintain a governance structure composed of, at a minimum, the three primary systems that will provide leadership to the project, and
  - Will establish and maintain a collaborative process that sets local goals, recommends policies and ways to implement the goals, and leads to agency buy-in.
- (2) Each of the primary systems (child welfare, domestic violence service providers, and the dependency courts) will make changes to policies and procedures to improve the safety and well-being of battered parents and their children. This would include at a minimum:
  - Improving screening and assessment policies and procedures as appropriate for the three systems and for other community providers
  - In the context of information sharing, instituting policies and procedures to ensure appropriate confidentiality and enhance the safety of family members
  - Improving information sharing between different courts in the jurisdiction that deal with battered individuals and perpetrators
  - Instituting policies and procedures that result in improved safety planning for battered mothers who are involved with any of the three systems
  - Instituting policies and procedures that lead to improved advocacy for battered mothers involved with any of the three systems
  - Increasing knowledge of judges and program staff through joint training about domestic violence, child maltreatment, and ways to more effectively address cases where co-occurrence is an issue
  - Instituting or improving policies and procedures by domestic violence service providers that clarify when and how staff report child maltreatment to the child protection agency.
- (3) The members of the partnership will take actions to improve the ways their organizations work together to address particular cases involving battered women and their maltreated children to improve their safety and well-being. Regarding individual cases, there will be evidence of: (a) case screening and assessment, (b) multidisciplinary case planning, (c) improved access to a wider range of services necessary to address domestic violence and

child maltreatment, (d) safety planning, and (e) greater empowerment of battered women in decision making.

- (4) The child welfare agency in the local collaboration will institute policies and procedures that minimize blaming the nonoffending parent by not using designations that inappropriately imply the mother's failure to protect her children, maintain children with their nonoffending parent, and create plans for the perpetrator designed to curtail further abuse if he/she chooses to remain involved with the children.
- (5) The partnership will improve ways of holding batterers accountable.
- (6) Policy and practice reform should be informed by community service providers, community members, and former clients of child welfare and domestic violence programs.
- (7) The Federal initiative will create a sustainable set of cooperative relationships among the participants to continue working on Greenbook issues when Federal funds cease.



This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

## **APPENDIX C: DATA SOURCES**

## **APPENDIX C: DATA SOURCES**

### **1. PROCESS EVALUATION DATA SOURCES**

#### **Site Visit Interviews**

Interviews were conducted with project directors, local research partners, and key collaborative stakeholders to identify the activities that the sites have implemented or plan to implement through their local Greenbook projects; understand the structure, membership, experiences, dynamics, and activities of the Greenbook collaborative bodies; and understand how stakeholders perceive the challenges and successes related to their implementation and collaborative activities. Key stakeholder interviews were conducted at each site with at least one collaborative member from each of the three primary systems, plus any other stakeholders deemed appropriate on a site by site basis (e.g., in sites that have identified a fourth collaborative partner, a stakeholder from that agency was interviewed). In sum, 26 key stakeholder interviews were completed.

#### **Follow-up Phone Interviews with Project Directors**

Interviews were conducted with project directors to obtain information about implementation activities that occurred during the period between the site visit and the end of the reporting phase (i.e., between February/March 2003 and June 30, 2003).

#### **Interviews with Federal Monitors and Members of the National Technical Assistance Team**

Interviews were conducted to understand the National Technical Assistance Team perspective on the progress of collaboration and implementation activities at the sites. The National Evaluation Team conducted interviews with Federal monitors involved with the six demonstration sites and with representatives from the National Technical Assistance Team. Interview respondents were asked to report their understandings of the successes and challenges at each site and of the Greenbook Initiative as a whole.

#### **Data Collection Guide Forms**

The National Evaluation Team developed a data collection guide comprised of several different types of forms submitted at prescribed time intervals to assist the sites in collecting process data for the national evaluation. The Technical Assistance form allows the National Evaluation Team to keep track of the amount and type of technical assistance sites receive. This form also yields data pertaining to the sites' perceptions of the impact of technical assistance on their activities. The Collaborative Members form is a record of information about the members of each community's Greenbook collaborative, such as the organization and community sector they represent and whether they are active or inactive members of the collaborative. In addition, the sites report on project meetings,

actions, and activities. Finally, the sites are asked to provide community context information throughout the course of the project.

## 2. OUTCOME EVALUATION DATA SOURCES

### Network Analysis

The national evaluation uses network analysis methods to document multi-organizational systems and to study changes in those systems over time. The National Evaluation Team conducted interviews with key members of the Greenbook planning and implementation team, including members of the collaborative board, steering committee, and workgroups. By definition, each of the Greenbook demonstration sites comprises an array of organizations addressing the complex needs and challenges of families experiencing both child maltreatment and domestic violence. Network analysis methods provide an understanding of each organization's role in relation to the entire network, and the relationship among organizations in the network. Network analysis focuses on changes in the structure of collaborations over the course of Greenbook Initiative. The analytical focus at the systems level compares collaborative networks pre- and post-Greenbook local project implementation within each of the sites. Measures of *complete networks* (which emphasize the whole collaborative network within a site) and measures of *individual actors* (these measure the relationship between the individual organization and the rest of the network) compare the impacts of Greenbook across the sites. The analytical focus examines whether the service delivery networks were *more* integrated (e.g., there are more observed connections between agencies) after the introduction of the Greenbook Initiative.

### Stakeholder Survey

The stakeholder survey was developed to capture the dynamic factors contributing to project planning, activity implementation, and the status of the collaboration at each site. It also is designed to capture the community's capacity for planning and implementing the Greenbook Initiative, as well as factors for achieving critical success and the obstacles encountered by the six sites. The National Evaluation Team distributed the stakeholder survey to key members of the Greenbook planning and implementation team, including members of the collaborative board, steering committee, and workgroups. As the sites neared the end of their planning phase, 10 to 15 key participants in the planning process at each site completed the stakeholder survey. Here, the survey captured baseline data indicating the community's capacity to plan for and implement the Greenbook project. Community capacity is reflected through measures of the state of the community at the beginning of the funding period, such as overall support for the Greenbook project and key leaders of the project, recognition of the co-occurrence of domestic violence and maltreatment as a problem in the community, and the availability of financial resources. In addition, the stakeholder survey identified obstacles (e.g., poor understanding of the Greenbook project) and facilitators (e.g., strong leadership) in the planning process. This report uses data from the Time 1 stakeholder survey to understand what

respondents felt were the major obstacles and facilitating factors to collaboration and the implementation of the Greenbook guidance at the start of the demonstration initiative.

### **Supervisor Interview**

Supervisors in the three primary systems were interviewed to assess the impact of the Greenbook Initiative on how organizations and systems respond to families with domestic violence and child maltreatment. Supervisors were asked about policies and practices that may affect families experiencing the co-occurrence of domestic violence and maltreatment, including those related to information sharing and the identification of and responses to those experiencing co-occurring issues. This report presents data from the Time 1 supervisor interviews. The National Evaluation Team expects that the supervisors will report Greenbook-initiated changes in policies and practices in each of the primary systems when these interviews are administered again at Time 2.

### **Direct Service Worker Survey**

In order to assess the extent to which new policies, changes in organizational practice, and inter-organizational collaboration have affected system policy and practice, the direct service worker survey was conducted with “frontline” or direct service workers from each of the three systems. The purpose of this survey is to assess the extent to which practices in each organization have changed on dimensions addressed by *The Greenbook*. Slightly different surveys were administered to direct service workers in each of the three systems, but all versions included questions related to training and experience received related to co-occurrence, agency policies and practices related to identification of co-occurring cases, and responses to those cases. Similar to the supervisor interviews, the National Evaluation Team expects the direct service worker survey results to indicate change over time as more Greenbook activities affect direct practice.

### **Child Welfare Case Record Abstraction**

Child welfare case files were reviewed to gather data on the extent to which domestic violence co-occurs with child maltreatment, mechanisms in the child welfare system for identifying domestic violence, steps taken to protect confidentiality while sharing information with other systems, and referrals to services for families with identified co-occurring issues. This report presents baseline findings from the data gathered and summarized or abstracted from the official records of public child welfare cases. As sites begin to change the way their systems identify and respond to co-occurring issues, the National Evaluation Team anticipates that these changes also will be reflected in the child welfare case files.

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

## **APPENDIX D: EL PASO COUNTY ACTIVITIES**

EL PASO COUNTY					
Activity Description	Chapter 3: Collaboration	Chapter 4: Identification of Co-occurring Issues	Chapter 5: Case-level Information Sharing Among Systems	Chapter 6: Services and Advocacy	Technical Assistance
The Greenbook Service, Access, and Resource Development (SARD) committee assessed and reported on the domestic violence, child maltreatment, and co-occurrence training that existed in each of El Paso's primary partners (law enforcement is the fourth primary partner in El Paso) and made recommendations to the Oversight Committee.	√				
At nearly every Oversight Committee meeting, there is a presentation from a partner agency highlighting its mandate(s), policies, and contributions to addressing co-occurrence through community collaboration.	√				
In response to toolbox meetings sponsored by the National Technical Assistance Team, a Frontline Worker Committee (comprised of direct service workers from child protection, a family independence program, and T.E.S.S.A, a domestic violence service provider) was created early in 2003 and now meets quarterly to discuss Greenbook issues and activities at the frontline worker level.	√				√
Family Experts (domestic violence survivors and a former offender who have experienced the primary systems) bring the perspective of family members to the collaboration. They are involved as leaders at all Executive, Oversight, and subcommittee meetings, and infuse the client experience perspective into the initiative through personal input in focus group and interview protocols.	√				
The safety audit underway at the Department of Human Services (DHS) is being conducted to identify gaps in current child welfare protocols (including the whole intake and assessment process) and to make recommendations, particularly around the issues of revictimization and batterer accountability. In order to minimize blaming the nonoffending parent, the audit will examine the current criteria for opening an ongoing case. The audit will also assess batterer accountability during the child protective services (CPS) investigation phase. Recommendations for change in the DHS system will be made according to audit outcomes.		√			

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>EL PASO COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
<p>Based on recommendations from El Paso County’s Greenbook Service, Access, and Resource Development (SARD) committee, the child welfare agency added questions to the intake form to screen for domestic violence risk factors, including whether there are weapons in the home. This activity was implemented in February 2002. However, there is still a lot of individual discretion as to whether the questions are asked. One reason for the lack of consistency might be that hotline screeners were not formally trained regarding changes to the form.</p> <p>The new intake questions appear below.</p> <p><b>What are the risk factors in the home? (Domestic violence, safety hazards, physically/mentally disabled victim, etc.)</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Substance abuse or overuse of alcohol</li> <li><input type="checkbox"/> Physically/mentally impaired adult or child</li> <li><input type="checkbox"/> Firearms in the home</li> </ul> <p><b>Is there or has there been:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Stalking/harassment</li> <li><input type="checkbox"/> Intimidation</li> <li><input type="checkbox"/> Pushing/restraining/hitting</li> <li><input type="checkbox"/> Control issues</li> <li><input type="checkbox"/> Previous law enforcement contact</li> </ul> <p><b>If yes, frequency _____</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Weapon involved</li> <li><input type="checkbox"/> Children present</li> <li><input type="checkbox"/> Children injured</li> <li><input type="checkbox"/> Children involved or intervening</li> </ul>		√			

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>EL PASO COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
El Paso County’s SARD subcommittee has made recommendations to the Temporary Aid to Needy Families (TANF) office regarding new tools to screen for domestic violence. New screening tools have not yet been implemented.		√			
T.E.S.S.A, the primary domestic violence service provider in El Paso County and member of the Greenbook collaborative, added child welfare screening items to its intake protocol, including an entire section (approximately 1 page) of child behavioral indicators. Changes also included moving questions about the child to the front of the intake protocol. T.E.S.S.A also replaced language regarded as judgmental statements about domestic violence with language that can be viewed as behavioral descriptors.		√			
As the result of Greenbook, a Court Case Coordinator (CCC) position was implemented in El Paso County’s Dependency and Neglect Court. The CCC position focuses on the behavior and criminal history of the parties, which means that the courts may now ask fewer questions of the nonoffending parent. The CCC provides judges and magistrates with case history information to help make court decisions. This information includes criminal and traffic history, as well as current and past orders in the family. Among other duties, the CCC researches interfering current orders for cases in front of a judge. The CCC also developed history forms to share information between courts (criminal justice system history forms have been implemented in each court—Dependency and Neglect, Fast Track, Restraining Order, and Domestic Relations). Additionally, families use the CCC as a source for more information about their current court orders and community resources.			√		

Note: Shaded rows indicate activities that were highlighted in a chapter.



<b>EL PASO COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
<p>As a result of the Greenbook Initiative, a domestic violence advocate has been hired to work in El Paso County’s child welfare agency. As originally conceived, this position would have been filled by a case-carrying advocate. After safety and accountability training, however, the position was changed to “domestic violence systems analyst,” reflecting the desire of the local Greenbook Initiative in El Paso County to enact systems change. The domestic violence systems analyst now focuses on systemic issues like: “How do the systems impact decisions made about women and children?” and “Are there points of change within the systems that the domestic violence systems analyst can affect?”</p> <p>The domestic violence systems analyst is an employee of T.E.S.S.A and is co-located in child protection. The domestic violence systems analyst was previously a T.E.S.S.A advocate co-located at DVERT. In addition to the skills required to be a case-carrying advocate, the domestic violence systems analyst needed to possess:</p> <ol style="list-style-type: none"> <li>1) Excellent writing and analytical skills</li> <li>2) Prior work experience relating to domestic violence</li> <li>3) Strong presentation skills</li> <li>4) Ability to work effectively and diplomatically with people from other systems.</li> </ol> <p>The domestic violence systems analyst participates in the DHS safety audit, makes recommendations for changing screening and assessment forms, sits in on DHS team meetings (representing a change in case review practice), and goes on home visits.</p>			√	√	
<p>A committee with representation from all of El Paso County’s law enforcement entities, including Domestic Violence Emergency Reaction Team, changed the incident reporting forms based on recommendations from the Greenbook SARD subcommittee and other community partners. Questions containing victim identifying and locator information (e.g., address of victims) were taken off of reporting forms to ensure confidentiality and victim safety when case-specific information is exchanged between agencies. The incident report form is standardized for all law enforcement entities (including Colorado Springs Police Department, El Paso County Sheriff’s Office, Fountain Police Department, and Manitou Police Department).</p>			√		

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>EL PASO COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
In April 2003, frontline workers received training from an attorney, child welfare staff, and the executive director of T.E.S.S.A on existing statutes related to privileged communication and mandatory reporting requirements. Participants also did role-playing to get experience with specific kinds of cases. As a result of the training, T.E.S.S.A created a guiding philosophy for information sharing with other systems.			√	√	
Prior to Greenbook involvement, it was standard practice for CPS caseworkers to share information with the domestic violence liaison located in the TANF office. Because of greater awareness of confidentiality issues for adult victims through Greenbook, specifically as a result of the efforts of the Domestic Violence Systems Analyst, CPS no longer shares information related to child maltreatment investigations with the domestic violence advocate co-located in TANF. There are now clearer procedures at intake that do not allow the sharing of such information between the TANF and CPS offices.			√		

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>EL PASO COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
<p>El Paso’s Greenbook collaborative defined cultural competency during the early stages of their initiative:</p> <p style="padding-left: 40px;">A set of congruent behaviors, attitudes, and policies that come together in a system, agency, or among people and enables them to work effectively in cross-cultural situations. Cultural competence is the integration and transformation of knowledge, awareness, and sensitivity about individuals and groups of people into specific standards, policies, laws, practices, and attitudes to increase the quality of life in our community.</p> <p>El Paso’s collaborative also defined five essential elements that contribute to an organization’s ability to become culturally competent:</p> <ol style="list-style-type: none"> <li>1. Value Diversity: Organizations and individuals must value diversity in order to establish the policies and procedures needed to become culturally competent.</li> <li>2. Have the Capacity for Cultural Self-assessment: Organizations and individuals must establish and understand their own identity in order to develop and implement goals.</li> <li>3. Be Conscious of the Dynamics Inherent When Cultures Interact: How and where the services are provided are critical to service delivery.</li> <li>4. Institutionalize Cultural Knowledge: All levels of the organization must be culturally aware.</li> <li>5. Adapt Service Delivery Based on Understanding of Cultural Diversity: Programs and services must be delivered in a way that reflects the culture and traditions of the people served.</li> </ol>	√				
<p>Domestic violence service providers and the child welfare system in El Paso County are assessing cultural competency within their organizations. An adapted self-assessment tool was developed by the cultural competency subcommittee based on a review and modification of a wide variety of existing instruments identified by the Local Research Partner. Using this assessment tool, T.E.S.S.A identified the need to increase translation services, outreach to staff, and outreach to underserved communities. The child welfare agency is still in the process of analyzing the data from their organizational self-assessment and plans to have their existing diversity coalition act on the results. The Asian Pacific Development Center, a consultant to primary partners for interpretation services and training on cultural competency (see below), implemented the staff survey component of the self-assessment. Court-appointed special advocates (CASA), the health department, and Pikes Peak Mental Health Center all are planning to start the self-assessment process. The court had considered implementing a modified version of the self-assessment, but this plan was dropped because other issues have taken priority.</p>				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>EL PASO COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
The El Paso County Greenbook Initiative contracted with the Asian Pacific Development Center to work with the primary systems to increase translation services and reduce language barriers in each system. In addition to translating agency documents for families, the Center has given the primary partners guidance and training for practitioners and service providers to be sensitive about other cultural issues existing within the community.				√	
The collaborative contracted with an expert to develop materials and provide training for district attorneys and county attorneys around both domestic violence and the local Greenbook Initiative. The training included a component about child witnessing and the effects on children of exposure to violence.	√			√	
Judicial training also has taken place to increase the knowledge of court workers and judges around the characteristics of victims and batterers.				√	
CASAs are responsible for the Supervised Exchange and Parenting Time Program (supervised visitation), and recognized that many of its former practices blamed the victim. CASA staff/volunteers are now working on practice and culture changes that minimize blaming. For example, they have been retrained concerning the way they take notes and fill out reports so that they use language construed as less blaming.				√	
Members of El Paso County's Greenbook collaborative joined an audio-conference on batterer accountability sponsored by the National Technical Assistance Team. Additionally, two members of the El Paso County Greenbook Initiative attended batterer accountability training in Eugene, OR.				√	√
A number of primary partner representatives attended an external training on cultural competency.				√	
In an effort to increase safety planning with mothers, the child welfare system is working with an external expert to develop a 2-day training curriculum that will focus on safety planning, contextualizing domestic violence, batterer accountability, etc. Training will be mandatory for child welfare caseworkers.				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

EL PASO COUNTY (CONT.)					
Activity Description	Chapter 3: Collaboration	Chapter 4: Identification of Co-occurring Issues	Chapter 5: Case-level Information Sharing Among Systems	Chapter 6: Services and Advocacy	Technical Assistance
In May 2003, the Greenbook collaborative in El Paso County held a community conference called the “DV Summit.” During this summit, the topics of co-occurrence and batterer accountability were highlighted, along with the role of the three primary partners in addressing co-occurrence. One hundred and fifty community members attended this DV Summit.	√			√	
After attending a toolbox sponsored by the National Technical Assistance Team, members of the child welfare system reviewed local CPS petition language and made changes to minimize the use of blaming language in petitions written by CPS workers.				√	√
El Paso County is planning to implement a Batterer Compliance Coordinator (BCC) position. Collaborative members are currently meeting with relevant agencies (e.g., judicial, district attorneys office, parole and probation, etc.) on a monthly basis to finalize the position responsibilities and to determine where the BCC will be housed. The BCC will monitor batterers’ compliance with their sentences in the following ways: 1) the batterer must present evidence of enrollment in a BIP within 2 weeks; 2) if evidence is not provided, a warning letter will be sent giving the batterer an additional 2 weeks to comply; 3) if the batterer has not provided evidence of attendance after this time, a judge will issue an appearance; 4) the batterer intervention program (BIP) will monitor the batterer throughout BIP treatment and serve as the primary point of contact for the BIP. Technical assistance provided information and support during the development of this position.				√	√
As a result of the Greenbook Initiative, an attorney from Colorado Legal Services in El Paso County now works solely with victims of domestic violence who have children in the home when violence occurred, and Legal Aide has case review procedures to identify the possibility of co-occurrence.				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

## **APPENDIX E: GRAFTON COUNTY ACTIVITIES**

<b>GRAFTON COUNTY</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
In order to determine what each system needed to know about the other systems, Grafton County’s Greenbook Initiative conducted an interagency survey to assess the cross-training needs of the primary partners.	√				
After completing the training assessment, the collaborative hosted several events to discuss “myths and realities” of each system.	√				
Building upon the needs and training assessment, each system introduced itself and outlined its primary mandate, legal constraints, and roles at a cross-training event. Grafton also used conference calls to train members of the domestic violence community on court issues. This training covered what it means to be a party to a court case and “ <i>ex parte</i> communication” with judges—particularly how this is relevant when domestic violence service providers attend court hearings as advocates. Lastly, Grafton County held a toolbox for DCYF attorneys across the State (attended by practicing attorneys and supervising attorneys at the state office) for child protection cases involving domestic violence. The National Technical Assistance Team connected Grafton with the primary presenter, the director of the American Bar Association’s Children and Law section. She challenged the attorneys to think about how to make national best practice models a statewide reality.	√				√

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>GRAFTON COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
<p>The statewide Domestic Violence Program Specialist Project annually reviews and revises the Domestic Violence Protocols for the Division of Children, Youth and Families. One of these annual reviews focused on the need to revise the child welfare domestic violence protocols around safety and case planning, information sharing and confidentiality, and the way domestic violence specialists<sup>1</sup> (DVPS) work within and across agencies. The Greenbook project assisted in these revisions by providing facilitation and organization of the protocol workgroup meetings, research, writing and editing. These local efforts between the Greenbook and the DVPS Projects in Grafton County have shaped State-level policy:</p> <p>Greenbook staff are facilitating the New Hampshire Coalition Against Domestic and Sexual Violence and the Division of Child, Youth, and Families (DCYF) team effort to re-draft the statewide DCYF protocols to use in case planning and management when domestic violence is involved. The new protocol incorporates the DVPS position into DCYF practice to increase the effectiveness and consistent use of the DVPS. The new protocol also requires all social workers to safety plan with battered women rather than rely on someone else to do it. The protocols will soon move to the statewide Governor’s Commission on Domestic and Sexual Violence (GCDSV) for multidisciplinary review and adoption.</p> <p>A new, standardized referral process for the DVPS has created a major philosophical change in the DVPS response to victims when there is a child in the family. Prior to the new protocol, DVPS would not necessarily initiate contact with a victim because of the advocate’s adherence to the empowerment model. Greenbook has facilitated discussions and trust building between child welfare and domestic violence service providers. Under the new protocol, if a domestic violence is a factor in a child protection case, DVPS will initiate a call to the victim.</p>	✓	✓	✓	✓	✓
<p>CPS caseworkers identified safety planning as a top training issue in focus groups held by the local research partners. The concept of safety planning has now been addressed in the new child welfare protocol, which requires caseworkers to do safety planning with families. The upcoming training on the new protocol will include specific material on safety planning.</p>				✓	

<sup>1</sup> DVPS is a statewide position that pre-dates Greenbook.

Note: Shaded rows indicate activities that were highlighted in a chapter.



<b>GRAFTON COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
<p>The District Court Regional Administrator, the Family Court Administrator, and Grafton County’s Greenbook Project Director conducted calls to District Court and Family Division staff in all four regions of the county in order to formalize procedures that ensure all relevant court information will be contained in the case files that judges receive. These calls preceded a memo written by the Grafton County Supervisory Judge to Family Division clerks emphasizing the need to conduct electronic and paper file searches once a petition or affidavit has been filed. Clerks have been instructed to pull and bundle all relevant Family and District Court case files housed in courts. The information is specifically used to inform judges when deciding the <i>terms</i> of a restraining order, mandating a visitation schedule, etc. Another memo was sent to judges explaining why they would begin receiving multiple files and additional information. This activity was considered a coordinated effort across courts, with significant commitment from judges and court administrators.</p>			√		
<p>Representatives from domestic violence crisis centers and the New Hampshire Coalition Against Domestic and Sexual Violence held a meeting in June 2003 to discuss current practices of information sharing as they exist within each crisis center. This group is developing procedures that will guide particular aspects of information sharing, such as when a domestic violence program specialist (see above description for more detail) must report violations of court orders to child welfare as suspected abuse/neglect.</p>			√		
<p>In Grafton County, a Greenbook workgroup developed Eight Operating Principles of Information Sharing. The workgroup first brainstormed and produced a list of “pertinent issues” regarding information sharing (including confidentiality issues among systems). Next, the Executive Committee prioritized issues for the workgroup based on this list (when and how information is shared was identified as a top priority). In June 2003, the workgroup preliminarily adopted (subject to Executive Committee agreement) the Eight Operating Principles to guide implementation activities. Although Grafton County had not formally implemented any of these principles as of June 30, 2003, the county had come far with this issue and is working toward concretely applying these principles within the three primary systems.</p> <p>The site heavily relied on National technical assistance. National Technical Assistance Team members visited Grafton County twice to help guide and challenge the systems to creatively reformulate their normal information-sharing procedures across the systems. The Operating Principles are not limited to procedural details, but rather emphasize the “big picture” and promote safety as the first priority to information sharing.</p> <p>This following is a list of the Eight Operating Principles for Cross Systems Information Sharing (draft form):</p>			√		√

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>GRAFTON COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
<ol style="list-style-type: none"> <li>1. The primary partners recognize and support the State statute concerning confidentiality for domestic and sexual violence victims, RSA 173–C.</li> <li>2. The primary partners recognize and support the State statute concerning confidentiality for child abuse and neglect victims, RSA 169–C.</li> <li>3. While recognizing the parameters of confidentiality statutes, confidentiality does not have to be a barrier to effective information sharing among the primary partners.</li> <li>4. The primary partners shall view effective information sharing in light of what is in the best interest of the family, recognizing the need to consider whether information that has been shared is providing an opportunity to assist the family versus creating or increasing safety risks.</li> <li>5. Crisis center advocates/domestic violence program specialists shall inform victims of their rights under the victim privilege statute (RSA 173–C), including the right to have information kept confidential and the right to partially or fully waive their privilege.</li> <li>6. When primary partners share information, they shall assist victims with safety plans for themselves and their children, exploring the possible outcomes of the information being shared.</li> <li>7. The primary partners shall take further steps to adopt policies that make safety a primary consideration in the maintenance of case files involving domestic violence and/or child abuse and neglect. This effort shall include how and where information is documented in each system, how the family is written about, and what policies and practices are needed to safeguard against information flowing to unintended or potentially harmful individuals.</li> <li>8. The primary partners shall take further steps to adopt policies that make safety a primary consideration in the courtroom hearing processes. This effort shall include physical safety and information-flow safety for participants in the proceedings and how the systems do and do not follow up with victims after court proceedings when information has been shared.</li> </ol>					

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>GRAFTON COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
The DCYF team in Grafton County is exploring ways to use existing contracted agencies to work on prevention issues, particularly with regard to families who are at risk of experiencing co-occurrence but who are not warranted to enter the CPS or court systems. A DCYF supervisor noted a need to focus on prevention work based on a discussion during a May 2003 All Sites meeting. The team is looking into this issue with mental health agencies and other service providers contracted through Health and Human Services. This activity is unique in that it focuses on families who are at risk of experiencing co-occurrence and may prevent some families from undergoing crisis. Exploring differential responses to families acknowledges the complex and widely varying situations facing family-serving agencies.				√	√
The Grafton County Greenbook collaborative is discussing the need for DCYF to contract for quality assessment and appropriate services for children who have been exposed to domestic violence.		√		√	
Grafton County plans to review court case flow and response by examining cases of child maltreatment and domestic violence protective orders with a “Greenbook lens” to improve the assessment of risk and response to co-occurrence cases. The site will review actual cases that recently came to the court’s attention through both types of proceedings; examine all court practices in the “District Court Protocols” and “Protocols Relative to Abuse and Neglect Cases and Permanency Planning”; and will consider other practices that may be more responsive to families experiencing co-occurring issues.				√	
Grafton County will investigate (via client experience focus groups) the DVPS position and its perceived effectiveness.				√	
Grafton County’s program staff are conducting an informal survey of batterer intervention programs (BIPs) across the State of New Hampshire. This survey will help to gauge the number of batterers in BIPs who have children and are involved in DCYF.				√	
Because Grafton County has a large rural population, the initiative is currently gathering information related to the culture of rural poverty, such as isolation and challenges to accessing formal agency-based services. The information about community context will be disseminated to local providers. The report will include local survey and key informant data gathered by the LRPs. The community anticipates completing the report by winter 2003/2004 and distributing the report to appropriate entities in spring 2004.				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

GRAFTON COUNTY (CONT.)					
Activity Description	Chapter 3: Collaboration	Chapter 4: Identification of Co-occurring Issues	Chapter 5: Case-level Information Sharing Among Systems	Chapter 6: Services and Advocacy	Technical Assistance
The DCYF team in Grafton County is planning to implement separate service plans for victims and batterers emphasizing batterer accountability for responsible parenting. The DCYF team plans to review current practices regarding developing separate service plans and researching best practices in this area in fall 2003.				√	
A conference, "Children's Exposure to Domestic Violence," was held in December 2002. Ninety-one individuals representing 28 agencies attended, including domestic violence coalition members, crisis center advocates, and staff from courts, DCYF, court-appointed special advocates (CASA), mental health, and probation systems. After a broad discussion in the morning, the afternoon was organized around discipline-specific discussions to assess current practices and needs. The National Technical Assistance Team identified the keynote speaker, an expert on co-occurrence and co-author of <i>The Greenbook</i> , and the training was videotaped for future use. The three DCYF district offices in Grafton County have reported using the video as part of another training in May 2003, which provided DCYF workers advice about co-occurrence practice issues in the New Hampshire context.				√	√
Members of the Greenbook Initiative, along with the Batterer Intervention Subcommittee of the Governor's Committee on Domestic and Sexual Violence (GCDSV), offered an advanced batterer accountability training in January 2003 with 60 participants, including 40 BIP providers. This training unveiled New Hampshire's new BIP provider standards; provided information on best practices; and discussed why coordinated responsiveness is crucial for batterer accountability.				√	
Grafton County is planning a follow-up training for batterer intervention providers in Spring 2004. This training will emphasize the need for batterer intervention program (BIP) staff to work with each batterer around how his violence affects his children and his relationship with his children. BIP staff must attend the training in order to comply with statewide BIP standards. Planning also is underway for an advanced training focused on batterers as parents at the three DCYF district offices serving Grafton.				√	
Grafton County plans to organize regional meetings to begin linking BIPs with specific community agencies such as courts, crisis centers, parole and probation, and child welfare.				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>GRAFTON COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
Grafton County has implemented several activities to educate the public about Greenbook policy changes and to disseminate research. For example, Greenbook representatives presented at the Family Research Conference and to local social work students. The initiative regularly disseminates <i>The Green Pages</i> , a newsletter that includes information about local Greenbook activities and policy/practice changes. Moreover, the LRPs' report entitled <i>What Victims Need from the Community</i> has been shared with the chair of the Public Education Committee of the Governor's Commission on Domestic and Sexual Violence (GCDSV). The project plans to work with the GCDSV to identify steps to publicize the information contained in that report.				√	
Grafton County's Greenbook Court team has prioritized improving communication with women who are battered regarding the court processes (in both criminal and civil cases). This group plans to develop and distribute a brochure outlining the similarities and differences for court orders issued in domestic violence protection order cases versus divorce and custody actions. The purpose of this activity is to build a foundation for victims to better understand the various court processes.				√	
Grafton County's child welfare agency is developing a process for reviewing domestic violence cases through case staffings. These staffings will use real cases to apply concepts presented in prior training, such as assessing nonoffending parent's protective efforts; holding perpetrators accountable; partnering with the nonoffending parent; and minimizing the blaming of battered women. Grafton County anticipates that using case staffings in conjunction with trainings will transform staff practice more readily than relying on training alone, because the case staffings will give workers the opportunity to apply knowledge about co-occurrence to real cases that involve complex issues. This activity evolved out of an earlier plan to contract with a batterer expert for case-specific consultation. The case staffings involve a batterer intervention expert, along with a domestic violence program specialist and/or crisis center directors. The batterer intervention expert is involved in national and State-level efforts to end domestic violence. He runs batterer intervention groups and has strong, positive relationships with the New Hampshire Coalition Against Domestic and Sexual Violence and local crisis centers.				√	
The Greenbook Initiative in Grafton County has submitted an application through the U.S. Department of Justice's Rural Domestic Violence and Child Victimization grants to contract with a child's mental health therapist and a parenting therapist/specialist. As of June 30, 2003, the application was still pending.				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>GRAFTON COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
The domestic violence team in Grafton County has begun to develop supportive interventions for mothers that focus on parenting issues and their children's needs. A continuum of responses will determine when a child's exposure to violence passes the threshold for abuse and neglect. As of June 30, 2003, the activity is still in the discipline-specific conversation stage.				√	
The New Hampshire Coalition Against Domestic and Sexual Violence has protocols and standards that each participating member agency must follow. The coalition invited the Greenbook to provide input into the revision of these standards. Greenbook staff contributed several specific suggestions based on what they learned from their experience and knowledge of best practices around co-occurrence (e.g., interfacing with BIPs, training advocates on court issues, etc.), and the 14 agencies, represented by the coalition, discussed adopting the recommendations.				√	
The Greenbook staff in Grafton County is developing a list of local BIPs for the family division at each court location.				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

## **APPENDIX F: LANE COUNTY ACTIVITIES**

LANE COUNTY					
Activity Description	Chapter 3: Collaboration	Chapter 4: Identification of Co-occurring Issues	Chapter 5: Case-level Information Sharing Among Systems	Chapter 6: Services and Advocacy	Technical Assistance
Lane County's Greenbook Initiative contracted with a consultant to conduct a cross-training assessment. The contractor interviewed key informants from the four community partners (parole and probation is the fourth partner in Lane County) to identify the partners' training and cross-training needs and practices. <sup>2</sup>	√				
Lane County has developed and implemented a number of activities that build cross-disciplinary relationships, including cross training, <i>The GB Gazette</i> , and executive committee meetings and retreats. Examples of cross-training activities include two train-the-trainers sessions, "Origins of CPS and the History of the Battered Women's Movement" and "Using the Provider's Cycle."	√				
The Greenbook partners in Lane County, with the support of the National Technical Assistance Team, disseminated articles and research throughout the partner agencies.	√				√
Members of Lane County's Greenbook Initiative were involved in the development and rollout of a Department of Human Services (DHS) statewide training for child welfare, "DV Cases in an Integrated Environment."	√				
Lane County assessed the needs and challenges related to information sharing among the courts. The assessment was carried out as a preliminary step to seek funding for improving the coordination of court cases. Ultimately, the funding was never sought because no staff would be able to administer the grant if awarded due to staffing and budget limitations. Lane County used information from the National Technical Assistance Team about similar models and communicated with El Paso County about their CCC model. (See Appendix D: El Paso County for more information about this position).			√		√

<sup>2</sup> [http://www.co.lane.or.us/CCF\\_FVRI/CrossTraining.htm](http://www.co.lane.or.us/CCF_FVRI/CrossTraining.htm)

Note: Shaded rows indicate activities that were highlighted in a chapter.



LANE COUNTY (CONT.)					
Activity Description	Chapter 3: Collaboration	Chapter 4: Identification of Co-occurring Issues	Chapter 5: Case- level Information Sharing Among Systems	Chapter 6: Services and Advocacy	Technical Assistance
Lane County's Department of Children and Families contracted with Womenspace to expand the role of the co-located advocate and revised. The Department of Human Service, Child Welfare (DHS-CW) and Womenspace worked together to move current practices in line with the existing MOU when it became clear that daily caseworker practice was not in line with policy (e.g., workers were not using the co-located advocate for case review). These changes were initiated after a site visit to the Department of Social Services in Massachusetts. Participants used the site visit experience to think of ways to stabilize and formalize the position in Lane County. In addition, the domestic violence specialist has a permanent desk space, agency phone number, and email at DHS-CW. The changes have improved her accessibility to agency staff, who are beginning to become aware of and use her as a resource.			√	√	√
The Greenbook Initiative has enhanced and formalized the Domestic Violence Child Witness Project (DVCWP). Improvements came about after discussing the role of each agency and identifying gaps and snags in cases. Before Greenbook involvement, an interviewer from child welfare, an advocate from the Child Advocacy Center (CAC), and a criminal investigator from the district attorney's office were functioning as a loose team. They conducted videotaped interviews with children who witnessed violence; provided victim advocacy/support services; and provided assessment and follow-up from child welfare and law enforcement. Changes were made to the protocol to include a CAC coordinator in the discussion with victims before and after child witness interviews to facilitate interface with CAC and law enforcement staff. Greenbook has also helped identify areas of duplication between the DVCWP and child welfare intake and assessment procedures, and has developed suggestions to streamline these procedures. Greenbook Initiative involvement in DVCWP grew indirectly out of the Greenbook collaborative's initial exploration into establishing a Domestic Violence Emergency Reaction Team (DVERT) model. Some DVCWP team members were part of the DVERT readiness exploration and suggested that the community focus on enhancing and expanding the DVCWP team rather than launching a new DVERT project.			√		

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>LANE COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
Prior to the Greenbook Initiative, parole and probation in Lane County had a parole officer co-located within DHS-CW. In addition to direct practice responsibilities, this staff person also facilitated collaboration between DHS and parole and probation. The collaborative aspect of the position was at risk of being eliminated due to funding limitations. Greenbook funding was used to maintain the collaborative piece of this position and the staff person was able to continue to participate in Greenbook and other collaborative activities. Because of increased communication between agencies provided by this position, batterers are reported to be less able to “play one agency against the other.” In order to improve communication, information sharing, and interagency case management, Greenbook purchased a laptop computer for the co-located Parole Officer that is compatible with the DHS-CW system.			✓	✓	
In order to avoid duplicating ongoing community efforts in the area of batterer accountability, members of the Greenbook Initiative joined the Batterer Intervention Committee of Lane County’s Domestic Violence Council instead of creating a separate Greenbook committee. This committee regularly conducts “Let’s Talk Forums” about issues around batterer accountability. Prior to Greenbook involvement, the forums focused on drug and alcohol issues related to batterers, with the goal of increasing the understanding between BIPs and substance abuse treatment providers. With Greenbook support, these forums have expanded the focus to include other issues about co-occurrence and batterers. Although Let’s Talk Forums predate the Greenbook Initiative, Greenbook now supports these forums by paying for speakers, helping with agendas and advertising, and other logistical support.				✓	
In September 2002, Lane County’s Greenbook Initiative held a 2-day batterer intervention cross training to provide information and skill development for specific systems (child protective services, parole and probation, providers, etc.) on issues related to coordinated responses to batterer accountability. Through facilitated role-playing exercises, participants learned about the opportunities and limitations of other parts of the “accountability community.” The final session was a cross training, which included identification of necessary changes to interagency agreements. The training incorporated elements of cultural competency.	✓			✓	

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>LANE COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
All four of Lane County's batterer intervention programs (BIPs) have incorporated child witnessing and the impact of domestic violence on children into their batterer accountability curricula. The programs do not use the same materials or formats, but they have all agreed to include this topic as appropriate. The four BIPs agreed to this before the advent of the Greenbook Initiative, but the initiative has provided information about promising practices that has supported and shaped this effort. For example, the National Technical Assistance Team provided research and held an audio conference about batterer compliance.				✓	
The Batterer Intervention Committee of County's Domestic Violence Council, with the help of a local university, is creating a risk behavior inventory for batterers who enter BIPs. All four BIPs have agreed to use the instrument at intake.				✓	
Two Greenbook partners (a BIP representative and a domestic violence services advocate) participated in the Attorney General Task Force that is developing statewide standards for BIP curricula.				✓	
The four BIPs in Lane County plan to monitor batterer attendance in BIPs with an electronic database. As of June 30, 2003, the database has been created and debugged. The implementation decisions are still being made, but progress has slowed due to budget and staffing issues.				✓	
Lane County Greenbook held a 1-day judicial training in February 2003 that was organized around children's development and the effect of domestic violence at each stage of development. The training was open to judges in all courts, but only two judges attended, one of which is the current dependency court judge. The morning session was opened to all personnel from Greenbook and affiliated agencies. The afternoon session was open only to court personnel. The impetus for the training came after a dependency court judge, who is also the chair of the executive committee, attended one of the National Council's Judicial Institutes.				✓	✓
The Greenbook Initiative in Lane County actively pursued shaping and supporting local policies in ways that align with Greenbook principles. This effort was inspired by the Massachusetts site visit, influenced by other sites, and supported by technical assistance.				✓	✓
New, State-level Department of Human Services, Child Welfare (DHS-CW) child welfare guidelines revised the criteria for the use of threat of harm risk designation to minimize blaming the nonoffending parent, and included					

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>LANE COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
service planning strategies to keep the mother safe and to enhance her ability to keep her children safe. Two Greenbook advisory representatives (a co-located domestic violence specialist and a CASA staff person) participated in the planning group for these State guidelines. The policy was finalized in January 2003 and distributed throughout the State that spring. In addition to helping develop the guidelines at the State-level, Greenbook partners facilitated the local implementation of the DHS-CW guidelines. Facilitating of local implementation of the guidelines goes beyond training: The partners guide the interpretation and application of State policies to local practice within the contexts of the Greenbook and the local community.					
Womenspace, the largest domestic violence service provider in Lane County has radically revised its official employee handbook to include formal guidelines for reporting child maltreatment.				√	
Parole and probation has developed a Pre-trial Parole and Probation Monitoring project, which includes a multidisciplinary team comprised of members from parole and probation, the Custody Referee's Office, and Womenspace. The project team will monitor batterers from arraignment through sentencing to hold domestic violence perpetrators accountable for their violence and abuse. The project also will include support for the domestic violence advocate to outreach to victims and help link adult victims and children with appropriate services. Originally, a pilot of this project was funded through a CDC/CCR grant but has been put on hold due to lack of funding. Lane County's Greenbook Initiative plans to reinstate the project and has submitted a proposal for funding.	√			√	
During the development of the State's SB 555 plan, a cultural competency group was created to look at gaps in service and data relating to cultural competency in communities. Greenbook benefited from recommendations of this group. SB 555 is a state mandate to develop a comprehensive plan to address the needs of children and families (beyond just child welfare).				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

## **APPENDIX G: SANTA CLARA COUNTY ACTIVITIES**

<b>SANTA CLARA COUNTY</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
<p>Through the Respect Culture and Community Initiative (RCCI), Santa Clara Greenbook members actively sought to learn about community members' experiences and needs regarding the systems that address family violence. In order to establish the trust necessary for a true dialogue among the Greenbook collaborators and community members, RCCI was created to facilitate this process. RCCI works from the assumption that community members will better articulate their perspectives, experiences, needs, and recommendations once they become knowledgeable and informed about the purpose and intent of the Greenbook Initiative in Santa Clara County.</p> <ul style="list-style-type: none"> <li>▪ RCCI's first task was to create a working definition of cultural competency.</li> <li>▪ RCCI recruited grassroots leaders from minority communities identified as being over- or under-represented in the three primary systems (primarily Latinos and persons of African descent). Functioning as gatekeepers to community members who use informal systems of care, these leaders provided the Santa Clara collaborative with information necessary to better understand and address the needs of these constituencies.</li> <li>▪ Once gatekeepers were engaged, RCCI held two public forums in order to gain insight from a larger cross-section of community members. Based on what was learned at these forums, the scope of RCCI was expanded from focusing on over (or under) representation within systems to providing educational outreach for ethnic minorities. RCCI learned that these communities in Santa Clara County needed more education and public awareness about the co-occurrence of child maltreatment and domestic violence.</li> <li>▪ RCCI is continuously working to raise community awareness about co-occurring issues and the Greenbook Initiative. RCCI now provides posters and PSAs relating to domestic violence to community leaders so that they can reach out to their own communities. With the assistance of the Greenbook National Technical Assistance Team, RCCI is using materials from the Family Violence Prevention Fund to provide culturally specific and appropriate domestic violence education and outreach materials.</li> </ul>	√				√
<p>Santa Clara County's Greenbook Initiative sent a member to attend a presentation by a national expert on ethnicity issues and domestic violence. The representative brought back information to share with the Greenbook participants.</p>				√	√

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>SANTA CLARA COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
<p>The project director and other Greenbook representatives regularly present at conferences, including:</p> <ul style="list-style-type: none"> <li>▪ A presentation at a statewide family strengths conference</li> <li>▪ Annual presentations at the Domestic Violence Council Conference</li> <li>▪ A presentation at “Beyond the Bench,” a national judicial conference.</li> </ul>	√				
<p>Santa Clara has an electronic newsletter, <i>The Greenbook Quarterly</i>, which shares information about local Greenbook efforts as well as general co-occurrence issues. The newsletter is disseminated to everyone on the initiative’s mailing list, including anyone who has attended a Greenbook-sponsored meeting, county politicians, other local collaboratives, and other interested parties.</p>	√			√	
<p>Santa Clara County’s cross-training project has held trainings on a range of topics for different stakeholders.</p> <ul style="list-style-type: none"> <li>▪ Court workers, including district attorneys (DA), attorneys for parents, and others, were trained on the dynamics of domestic violence, the overlap with child maltreatment, and its impact on children. The training focused on how a case moves through Department of Family and Children Services (DFCS) and discussed how community-based organizations work with the system.</li> <li>▪ Approximately 70 officers from law enforcement were trained on how the DA office handles domestic violence cases, what Greenbook is, and what Greenbook needs from law enforcement, as well as basic information like the definition of and statistics on domestic violence.</li> <li>▪ Forty-five parent educators who have contracts with DFCS on co-occurrence issues were trained by Santa Clara’s Greenbook Initiative.</li> </ul>	√				
<p>Santa Clara’s cross-training project anticipates developing a comprehensive Greenbook training plan, rather than responding to ad-hoc training requests from systems/members.</p>	√				

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>SANTA CLARA COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
Through its court project, the Santa Clara County Greenbook Initiative is working with a pre-existing subcommittee of the Domestic Violence Council to address the issue of intra-court coordination. The pre-existing subcommittee did extensive planning and wrote a grant proposal for funding to coordinate the county's court system, but was not awarded the grant. Greenbook's court project will work alongside this subcommittee to manifest the goals of that proposal by identifying activities and/or policy changes that can improve cross-court coordination and information sharing without extra funds.			√		
Santa Clara County developed a domestic violence services checklist (a summary list of domestic violence-related services referred to the child, adult victim, or batterer) to be included in all DFCS case files to facilitate the seamless transition of cases between child welfare workers.			√		
As a result of the Greenbook Initiative, Santa Clara County's DFCS reviewed existing procedures, guidelines, and literature on best practices as early steps toward improving their screening and assessment of domestic violence. For example, DFCS is working to streamline the in-depth assessment tool that is used to further assess families once domestic violence is identified. The National Technical Assistance Team has helped the county shorten the assessment protocol, but so far a revised tool has not been implemented. This improvement to the screening and assessment process is still in the planning phase due to internal resource and time constraints.		√			√
DFCS developed and recommended improved safety plan guidelines to promote safety and protection for adult victims and to reduce victim blaming. Recommendations for how workers should develop safety plans now exist in formal written documents and in electronic format.				√	
Social workers received formal training on the changes to safety plan guidelines. The training was videotaped, so it can be used in the future for supervisors who request it.				√	
As part of Greenbook, DFCS also reviewed petition language and made recommendations for changes based on Greenbook principles. These changes have been approved and implemented within DFCS so that judges will not read petitions with "blaming" language or tone.				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.



<b>SANTA CLARA COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
DFCS workers were trained on the above recommendations regarding how to use nonblaming language in written petitions to the court.				√	
DFCS is planning to increase the utilization of services for adult victims and children, including identifying more therapists to work with children, developing more wrap-around services, linking domestic violence and substance abuse, addressing the shortage of some services, and developing services for male victims. DFCS also is planning to increase the utilization of family maintenance services, which will improve the accessibility to and availability of supervised visitation.				√	
As part of an effort to ensure that families have access to needed services, DFCS is increasing its efforts to connect families with Victim Witness. DFCS has created a screening form to ensure sure that every DFCS client is screened for eligibility for Victim Witness.				√	
Additionally, Santa Clara DFCS is developing a protocol to coordinate between Calworks plans and DFCS case plans. This is still in the planning phase.				√	
The project director in Santa Clara County sits on a State-level DFCS committee, called the Greenbook Leadership Task Force, with the Greenbook project director from San Francisco County. That committee has recommended language to the State Department of Social Services to introduce into the State Social Services Redesign Plan that does not suggest that children should be removed from their home because they have witnessed domestic violence. The committee is also examining how to address the issue of child witnessing while focusing on the mother's strengths.				√	
In January 2003, the Implementation Committee heard a presentation on the effects of child witnessing. This presentation spurred Greenbook to begin work on this issue, including the plan for a child witness symposium and revising the mandated reporter document (both of which are described directly below).				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>SANTA CLARA COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
In June 2003, Greenbook representatives and members from both the local Domestic Violence and Child Welfare Councils met to plan for a child witness symposium. The audience for the symposium will be the four primary partners of Greenbook (law enforcement is considered a fourth partner in Santa Clara County), as well as therapists and professionals who work with children.				√	
The domestic violence community helped refine language in the county council's mandated reporting guidance to specify the threshold of domestic violence present that would necessitate reporting the family to child welfare. After the revised guidance was finalized, the attorney used the document, entitled, <i>When to Contact Child Protective Services in Domestic Violence Cases: A Guide for Mandated Reporters</i> , as a foundation to train mandated reporters in various agencies and organizations.				√	
Santa Clara County's local research partners (LRPs) helped to assess how the Greenbook Initiative could contribute to and work with a local, pre-existing Batterer Intervention Committee (BIC). The LRPs interviewed key informants to assess the status of the batterer intervention efforts in the community and what Greenbook could add.				√	
To combat batterer noncompliance, Santa Clara County Greenbook members plan to research best practices regarding how to support batterers so that they may complete intervention programs. Santa Clara County Greenbook also plans to research options for providing better aftercare for those batterers who complete BIPs.				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

**SANTA CLARA COUNTY (CONT.)**

Activity Description	Chapter 3: Collaboration	Chapter 4: Identification of Co-occurring Issues	Chapter 5: Case- level Information Sharing Among Systems	Chapter 6: Services and Advocacy	Technical Assistance
<p>The Santa Clara Greenbook Initiative has implemented a Family Violence Review Team (FVRT), which is a multi-disciplinary team comprised of police detectives, police investigators, staff from the victim witness office, CPS, domestic violence advocates, and probation officers. A FVRT member screens cases that enter the San Jose Police Department for co-occurrence, and then the team reviews two of those cases per week and develops responses to be implemented within 48–72 hours. When required, a FVRT subgroup conducts home visits. FVRT team members are trained on safety planning. Team members from child welfare conduct safety planning with children, and a domestic violence advocate conducts safety planning with adult victims. As a member of FVRT, parole and probation (P&amp;P) staff are responsible for perpetrator compliance. P&amp;P brings the probation history of the suspect; the suspect’s probation/parole status; and the name of suspect’s probation officer to case planning meetings. P&amp;P also initiates violation of probation proceedings and attempts to arrest the suspect if victim safety is compromised. FVRT members follow a confidentiality protocol. This project was implemented in April 2001, but has been put on hold as of June 2003 due to the need for additional refinement to the protocol.</p>			✓	✓	
<p>Santa Clara County plans to pilot an enhanced version of the Domestic Violence Response Team (DVRT) that is currently implemented in South County. DVRT is an immediate multidisciplinary response to families experiencing co-occurring issues that involves the cooperation of law enforcement, domestic violence service providers, and DFCS in South County. DVRT preceded Greenbook and operates during normal business hours (9-5 pm, Monday through Friday). Greenbook is developing an enhanced DVRT pilot that will allow first responders to call child welfare and domestic violence personnel to the scene, or to confer with them, within 30 minutes of arriving at the scene (currently that response time is longer). Like FVRT staff, DVRT team members are trained on safety planning. Team members from child welfare conduct safety planning with children. Members of this team will share information and follow a confidentiality protocol.</p>			✓	✓	
<p>Two domestic violence advocates from a local domestic violence service provider have been integrated at the emergency response (ER) level of DFCS to help the ER unit. The advocates act as consultants to DFCS for domestic violence issues. These advocates help ensure that service/safety plans are appropriate and reasonable. They also distribute domestic violence resource packets to clients.</p> <p>Additionally, DFCS developed a domestic violence addendum to case plans to ensure safety planning was discussed and that support services were integrated in conjunction with co-located DV advocates.</p>			✓	✓	

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>SANTA CLARA COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
<p>Santa Clara County has been working to develop a job description for, agree on the credentials of, and hire a victim advocate to assist adult victims of domestic violence who also are involved in the dependency system. This core advocate will transverse the three primary systems, all of which have agreed to work with her. The advocate will work with the victim from dependency intake and provide support as the victim navigates the system. The advocate will be hired through a local domestic violence service provider but work directly within DFCS, accompany adult victims through court proceedings, and generally advocate on behalf of adult victims. This advocate will receive 40 hours of domestic violence training plus extra Greenbook training.</p> <p>The National Technical Assistance Team helped the workgroup overcome philosophical differences and problems with decision-making as the group worked to define the purpose and role of this advocate.</p>				✓	✓

Note: Shaded rows indicate activities that were highlighted in a chapter.

## **APPENDIX H: SAN FRANCISCO COUNTY ACTIVITIES**

<b>SAN FRANCISCO COUNTY</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
Currently, the Division for Children, Youth & Families (DCYF) in San Francisco County is working to link Greenbook efforts with those of other community collaboratives that address similar populations. For example, DCYF's Family Resource Centers, which operate through the <i>Safe Start</i> initiative, serve families who are exposed to violence. In part due to DCYF's work with Greenbook, the agency is planning to enhance services for families experiencing domestic violence through these centers.	√				
As a first step to developing cross-training materials, the Project Director met with the leadership of each primary system <sup>3</sup> to determine what training they want and what training they think other people should have about their system/agency. She learned that both child welfare agencies and domestic violence service providers wanted more information about parole and probation's role, and that domestic violence service providers requested the opportunity to train staff from parole and probation on domestic violence issues. The criminal court wanted greater contact and training with other systems, and the family court representative requested other (non-Greenbook) training.	√				
The San Francisco Greenbook collaborative has taken initial steps in developing cross-training materials and is working to operationalize its comprehensive cross-training approach.	√				
The Greenbook Project Director gave two presentations at the Department of Human Services (DHS), each to approximately 75 supervisors and direct service workers entitled <i>What is Greenbook?</i> The presentations were intended to increase buy-in to the initiative.	√				
During Domestic Violence Awareness Month, representatives from various domestic violence service providing agencies in San Francisco County held a Q & A forum for child welfare workers.	√				
Since January 2003, representatives from several systems have presented information about their agency/system at Steering Committee meetings, including presentations from two BIPs, a report on current BIP research by a superior court analyst, and a presentation about the DHS Family-to-Family program.	√				

<sup>3</sup> The project director met with three representatives from domestic violence service providers, two DHS staff members, one family court representative, one criminal court representative, and one representative from the BIP community.

Note: Shaded rows indicate activities that were highlighted in a chapter.

SAN FRANCISCO COUNTY (CONT.)					
Activity Description	Chapter 3: Collaboration	Chapter 4: Identification of Co-occurring Issues	Chapter 5: Case-level Information Sharing Among Systems	Chapter 6: Services and Advocacy	Technical Assistance
Domestic violence service providers in San Francisco County plan to work with adult probation to: (1) train shelter workers on the function of probation relative to domestic violence; and (2) create a forum for workers (social workers, shelter workers, etc.) to talk about their experiences with probation. This dialogue will help develop recommendations about best practice for communication and collaboration among these systems. This activity is pending until logistical issues are resolved	√				
As a result of Greenbook efforts, DHS in San Francisco County, which houses child welfare, has added a domestic violence risk factor item to screen for domestic violence as part of the initial DHS intake process. This is a highly significant system change for the site, because it is the first time child welfare in San Francisco has ever systematically screened for domestic violence.		√			
San Francisco County has almost completed a formal DHS domestic violence protocol that will guide workers as they process cases of co-occurrence. This protocol will also include a screening form for child welfare workers to use in determining the lethality of the batterer and will mandate safety-planning procedures with battered mothers. San Francisco is planning to include cultural issues within the DHS domestic violence protocol, particularly information about how workers should approach families from different cultures, and some resources to help workers serve families from different cultures. This plan to include cultural issues in the DHS Domestic Violence Protocol currently is on hold until some foundation work around collaboration is finished. As of June 2003, the protocol was almost complete.		√		√	
As an in-kind contribution to the Greenbook Initiative, DHS funds a caseworker called a Domestic Violence Emergency Response worker (DVER worker) who specializes in domestic violence issues. When workers identify a domestic violence case, they go to the DVER worker or her supervisor. The DVER worker makes referrals and provides case consultation, in addition to carrying some cases herself. This position works closely with the domestic violence specialist (described below), and the two positions share a supervisor.		√		√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>SAN FRANCISCO COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
<p>San Francisco County’s Greenbook Initiative has contracted with a community-based organization to hire a co-located domestic violence specialist to work within DHS. This co-located specialist works closely with the DVER worker (described above) to advocate for families in the child welfare system who also are experiencing domestic violence. The domestic violence specialist and the DVER worker share a supervisor within DHS.</p> <p>This position created the need for a confidentiality agreement for the co-located domestic violence specialist, who is housed at the child welfare agency but often communicates with domestic violence shelters. Consequently, DHS is developing a generic confidentiality plan on how to share information about clients with other systems. They currently are looking at what other communities (e.g., Contra Costa) are doing in this regard, comparing that information to their draft plan, and making appropriate adjustments before implementing the plan.</p> <p>The domestic violence co-located specialist held an “open house” within DHS to talk about the purpose of the Greenbook Initiative and her position within DHS in an effort to increase frontline worker awareness and buy-in.</p>			√	√	
<p>The Greenbook Court Workgroup in San Francisco County includes dependency, family, and domestic violence criminal court representatives. This group was engaged in a lengthy court self-assessment during fall 2002 to identify Greenbook-related inter- and intra-court duplications, gaps, and challenges. This assessment was focused on the mechanisms for communicating and sharing information between courts. This activity was inspired by the Greenbook National Technical Assistance Team-sponsored judge’s toolbox training.</p>			√		√
<p>The San Francisco Greenbook Court Workgroup is examining how courts interface with <i>other</i> systems and plans to develop policies and procedures around information sharing with those systems once the domestic violence protocol (addressing intra-court information sharing—see above) is complete.</p>			√		
<p>As a result of a mandate by the California Administrative Offices for the Court, which sets policy for the State court system, a court protocol for domestic violence is being developed to better coordinate efforts between unified family court and criminal courts. This is not a Greenbook-driven activity but was influenced by Greenbook work when members of the Greenbook steering committee participated in the workgroup.<sup>4</sup></p>			√		

<sup>4</sup> This workgroup has changed its membership rules and is no longer open to Greenbook participants.

Note: Shaded rows indicate activities that were highlighted in a chapter.



SAN FRANCISCO COUNTY (CONT.)					
Activity Description	Chapter 3: Collaboration	Chapter 4: Identification of Co-occurring Issues	Chapter 5: Case-level Information Sharing Among Systems	Chapter 6: Services and Advocacy	Technical Assistance
In San Francisco County, collaborative members are having conversations with leaders from domestic violence services providing agencies to discuss ways to share information. They plan to develop information-sharing procedures concerning how shelters will communicate with DHS in cases with co-occurring issues.			√		
The local research partners (LRPs) in San Francisco County are currently conducting a joint analysis with Safe-Start of supplemental data collected by police during DV-related calls. These data may provide additional information on the overrepresentation of African Americans in the criminal justice system.				√	
The San Francisco County Greenbook collaborative plans to use focus groups and interviews with domestic violence clients (conducted by the LRPs) to provide additional information about ways organizations can work together around co-occurrence cases.				√	
The San Francisco County Greenbook Initiative has formed a batterer intervention program (BIP) workgroup. This workgroup requested that the LRPs compile a report including data and research about certified BIPs in San Francisco County to assess needs and gaps. The LRPs developed and implemented a survey to collect this information. With LRP help, this BIP workgroup will conduct focus groups with BIP facilitators for additional information.				√	
The San Francisco County Greenbook is planning to train collaborative members on cultural competency, particularly in the area of domestic violence. This activity currently is on hold.	√			√	
The Project Director in San Francisco County participated in telephone conferences on batterer accountability hosted by Praxis, and disseminated information from this conference to Greenbook members and child welfare staff.				√	√
In the summer of 2002, San Francisco County sent Greenbook representatives, including steering committee members, DHS frontline workers and supervisors, and batterer intervention staff, to trainings given by an expert on ethnicity issues and domestic violence.				√	√

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>SAN FRANCISCO COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
With the encouragement and support of the Greenbook Initiative, BIPs in San Francisco County held a community outreach presentation.				√	
For the past 3 years, the California Department of Social Services has been redesigning the child welfare system. The San Francisco County Greenbook Project Director sits on this committee and infuses Greenbook philosophy and ideas into the redesign effort. The committee has discussed using non-blaming language for the nonoffending parent and presently is seeking a way to institutionalize this language. The redesign also includes revising a risk assessment tool so that it helps workers examine substance abuse and family violence (the current assessment tool does not include family violence).				√	
On June 27, 2003, Greenbook Steering Committee members attended an all-day retreat facilitated by a nationally recognized expert on collaboration. The retreat helped committee members rethink issues around leadership, and helped system representatives move the collaborative forward by taking ownership of their own system's progress. During the retreat, committee members decided to write "position papers" to increase institutional empathy across systems. The initiative asked representatives from each system to write several position papers on "hot button" issues in order to build communication and trust among systems. As the initiative members worked on this effort, other site activities were put on hold.	√				√

Note: Shaded rows indicate activities that were highlighted in a chapter.

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

## **APPENDIX I: ST. LOUIS COUNTY ACTIVITIES**

<b>ST. LOUIS COUNTY</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
<p>The CT Action Team produced a four-pronged plan that included:</p> <ol style="list-style-type: none"> <li>(1) Core-educational domestic violence and child maltreatment modules to include multilevel training for all partner systems and outlines for the content of this training;</li> <li>(2) Cross-system training using <i>The Greenbook</i> definition of “cross training” and which focuses on policies, practices, and procedures used by partner agencies relevant to co-occurrence training;</li> <li>(3) Case-centered training including the multidisciplinary case consultations (addressed in later activities);</li> <li>(4) Specialized advanced training—continued education as needed, including regional and national trainings.</li> </ol>	√				
<p>A domestic violence/child maltreatment training list was developed early in the initiative so that collaborative members could take advantage of local trainings focused on the three core partners in the county. The Cross-Training Multidisciplinary Action Team makes recommendations to this continually expanding list to include national and regional events for more specialized and advanced trainings.</p>	√				
<p>Early in the initiative, the Implementation Committee (IC) featured a particular agency each month and held the IC meetings at different agencies to gain a better understanding of the different environments of each agency. Now, because of logistical reasons, the IC convenes in a central location. The committee also promoted institutional empathy through an exercise called “myth vs. reality” and through informal meetings and “shadowing,” which built relationships among staff members of different agencies.</p>	√				
<p>Batterer intervention program (BIP) panels comprised of two to three local BIP providers were convened to provide information to Greenbook system partners, including family court judiciary, Department of Family Services and Children’s Services staff, and child protective services staff at the family court. These panels provided information about BIP program content (including how they are different from anger management programs), referral processes, and treatment standards.</p>	√				

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>ST. LOUIS COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
<p>Greenbook’s Domestic Violence Workgroup in St. Louis County hired a consultant in June 2003 to address a number of needs in the domestic violence community. The consultant was hired using Greenbook funds and was supervised by the executive director of a domestic violence agency. The initiative anticipates the consultants tasks to be completed by the end of 2003. The following needs were identified by the domestic violence community in St. Louis County and are expected to be addressed by the consultant:</p> <ol style="list-style-type: none"> <li>1. The development of assessment questions or tools to identify child maltreatment with adult women (and men) seeking services through various points of entry into the domestic violence services community.</li> <li>2. The development of assessment questions (or protocol) to identify child maltreatment with children who are utilizing various domestic violence services within the community.</li> <li>3. The development of a protocol to promote advocacy work with mothers once child maltreatment has been identified (including mother as perpetrator and noncustodial/nonparent as perpetrator).</li> <li>4. The development of guidelines for information sharing between advocates and child welfare caseworkers and courts staff, including recommendations around “informed consent.”</li> <li>5. The development of a protocol to increase effective advocacy work on behalf of a child who has been abused or neglected.</li> </ol>		√	√	√	
<p>The Client Services Multidisciplinary Action Team is planning to develop an “assessment tool” to identify domestic violence for use in the Department of Family Services (DFS) and the court system. The tool will be based on a model seen during a visit to the Massachusetts DSS office, which was coordinated by the National Technical Assistance Team, and is comprised of tiers of questions. The first tier is a short universal screening tool to identify domestic violence in the Children’s Division of the Division of Family Services and the Child Protective Services unit of the Family Court. If domestic violence is identified, then more questions will be asked of victim, child(ren), and the perpetrator as appropriate. Because the Client Service Multidisciplinary Action Team recognized that asking questions of the batterer may sometimes put the mother and child at greater risk, the directions for use of the tool stipulate that the questions should be asked only if appropriate. This tool has been reviewed by representatives from the National Technical Assistance Team, who will help the sites make revisions according to the needs of St. Louis County.</p>		√			√

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>ST. LOUIS COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
St. Louis County's Greenbook Initiative hired a domestic violence specialist to be housed within DFS and to act as a liaison between DFS and domestic violence service providers in the community. The Greenbook Initiative has contracted this position through a domestic violence agency. The position is under general oversight from DFS staff, but primary oversight rests in the Greenbook steering committee. The domestic violence specialist provides consultation and training for DFS staff in St. Louis County. Another role of the domestic violence specialist is to be a liaison between DFS and domestic violence service providers in the community.			√	√	
The Client Services Multidisciplinary Action Team is working to develop protocols for the three partner agencies that include confidentiality and defining the parameters of confidentiality.			√		
St. Louis used TA to broker the services of Praxis to conduct a batterer accountability audit in St. Louis County in September 2002. This audit included nine focus groups totaling 130 participants and resulted in a comprehensive report that contained many recommendations. The audit formed the basis for subsequent site efforts in the area of batterer accountability, including the formation of the Batterer Accountability Multidisciplinary Action Team (MAT). In order to understand how batterers enter the system and how each system intends to respond to them, the local research partners produced flow charts that were distributed to the MAT for review.				√	√
In order to increase batterer accountability, the St. Louis County Greenbook Initiative is developing a pilot Criminal Court Domestic Violence Compliance Program (a.k.a., "compliance docket") for persons convicted of misdemeanor domestic violence assaults. The Batterer Accountability MAT is developing a formal referral and compliance reporting process with court-approved BIPs.				√	
St. Louis County plans to create a list of approved batterer intervention programs for court referrals.				√	
The Greenbook Implementation Committee and other Greenbook stakeholders from St. Louis County attended a 3-hour interactive discussion facilitated by an expert on diversity and cultural competency. The discussion was intended to generate dialogue and help identify St. Louis's needs with regard to cultural competence and diversity.				√	
St. Louis County sent Greenbook representatives to a training given by an expert on ethnicity issues and domestic violence.				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>ST. LOUIS COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
The Cross-training Multidisciplinary Action Team has identified a multidisciplinary case consultation model as a way to help staff from all three primary systems better respond to cases in which domestic violence and child maltreatment have both already been identified. The site plans to visit Louisville, Kentucky, for a demonstration of collaborative case conferencing in August 2003.				√	√
<p>St. Louis County has begun to develop a child order of protection (COP) protocol, which will provide guidelines as to when it is appropriate to file a COP and the procedures to do so. The COP is used to remove a batterer from the home when s/he has been deemed to be a danger to the child (i.e., child witnessing of domestic violence is not in and of itself sufficient grounds for a COP). These protective orders have existed in the St. Louis County courts prior to Greenbook, but they have been seldom been used as a tool for holding batterers accountable in co-occurrence cases. The new guidelines empower Deputy Juvenile Officers and Guardians ad Litem to file an order on behalf of the child in order to:</p> <ul style="list-style-type: none"> <li>▪ Protect the child,</li> <li>▪ Remove the onus from the adult victim of domestic violence from having to file either a child or adult order of protection against the perpetrator, and</li> <li>▪ Gain some authority over the perpetrator who may or may not be the child's parent.</li> </ul> <p>Training and clear guidelines are being developed to encourage deputy juvenile officers to use these orders in certain types of cases in which they may be effective tools with batterers. These guidelines will not only hold batterers accountable, but will also remove the burden of responsibility from the non-offending parent.</p>				√	
The Client Services Multidisciplinary Action Team plans to develop a best practice model for guardians ad litem (GAL) and court-appointed special advocate (CASA) volunteers. In preparation for this goal, the site plans to ask a CASA representative to join this Multidisciplinary Action Team (a GAL is already participating).				√	
St. Louis County is developing a domestic violence/child maltreatment service directory for direct service workers in all three systems. The directory came out of a recommendation by the Client Services Action Team. One of the partner agencies agreed to develop and update it.				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.

<b>ST. LOUIS COUNTY (CONT.)</b>					
<b>Activity Description</b>	<b>Chapter 3: Collaboration</b>	<b>Chapter 4: Identification of Co-occurring Issues</b>	<b>Chapter 5: Case- level Information Sharing Among Systems</b>	<b>Chapter 6: Services and Advocacy</b>	<b>Technical Assistance</b>
Through a contract with a domestic violence agency, the Greenbook Initiative in St. Louis County plans to hire a Court Case Coordinator (CCC) at the family court. The CCC will provide consultation for cases and policies, and provide training for court staff on domestic violence. The CCC position is meant to enhance the links between agencies and to increase appropriate service referrals.				√	
The Client Services Multidisciplinary Action Team in St. Louis County developed a protocol for reasonable efforts for the child welfare agency. The protocol is a set of guidelines to ensure that reasonable efforts are made in cases involving co-occurring issues, with recommendations for types of specific and customized services for the nonoffending parent, child(ren), and the perpetrator. The first draft of this protocol was presented at an Action Team meeting in May 2003 and the protocol was finalized in June 2003.				√	
A Greenbook spin-off project called "Police, Advocates, and Courts Together" was funded in 2003 by the Office of Violence Against Women in the Department of Justice. This project is a collaboration between child protective services of the family court, county police, and a domestic violence agency specializing in legal issues. One of the components of the project is a domestic violence specialist who works in the family court. The domestic violence specialist hired through this Violence Against Women Administration grant carries a specialized caseload of domestic violence cases.				√	

Note: Shaded rows indicate activities that were highlighted in a chapter.