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**Document Title:           The Greenbook Initiative Final Evaluation Report**

**Author:                       The Greenbook National Evaluation Team**

**Document No.:           233290**

**Date Received:           January 2011**

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

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Final

# The Greenbook Initiative Final Evaluation Report

2000-MU-MU-0014

February 2008



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This project was supported by grant #2000-MU-MU-0014 awarded by the National Institute of Justice with funds from the U.S. Department of Justice, Office of Justice Programs, National Institute of Justice and the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, Centers for Disease Control and Prevention, National Center for Injury Prevention and Control and the Administration for Children Youth and Families, Family and Youth Services Bureau, Family Violence Prevention and Services Act Program.

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## Abstract

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* (known as The Greenbook due to its green cover). The Greenbook's principles and recommendations served as a guide for how communities and three primary systems—child welfare agencies, domestic violence service providers, and the dependency courts—should respond to families experiencing domestic violence and child maltreatment. In 2000, six communities received funding and other support from the U.S. Department of Justice and U.S. Department of Health and Human Services to implement the Greenbook recommendations over the course of a 5-year demonstration initiative.

A national evaluation examined the process and effects of implementing the Greenbook recommendations on collaboration, systems change, and practice within and across the three primary systems. This effort was led by the national evaluation team, with extensive input and assistance from the local research partners, project directors, and others at the sites and the Federal partners. The national evaluation team collected data through site visit interviews with project directors, local research partners, and key collaborative stakeholders; stakeholder surveys; direct service worker surveys for each of the three primary systems; and child welfare case file reviews. The national evaluation ended data collection activities in June 2006, but several sites continued Greenbook work using rollover funds from the original grants.

The Greenbook national evaluation results are presented in three reports. *The Greenbook Demonstration Initiative: Process Evaluation Report: Phase 1* focused on the planning and goal setting phase of the Greenbook initiative in the sites. *The Greenbook Demonstration Initiative: Interim Evaluation Report* discussed work at the midpoint of the initiative, when the communities had moved from planning to implementation. This final evaluation report assesses the extent to which the Greenbook implementation activities facilitated cross-system and within system change and practice in the child welfare agencies, dependency courts, and domestic violence service providers. In addition to these evaluation reports, a special issue of the *Journal of Interpersonal Violence* will present Greenbook initiative national evaluation findings for a wide research- and policy-oriented audience (Edleson & Malik, in press).

Findings of the evaluation show the efforts the partners made, the challenges and conflicts they faced in carrying out their work, and—to different degrees and in different sites and systems—the changes they were able to bring about in how the systems work to identify and respond to the needs of families and children experiencing the co-occurrence of domestic violence and child maltreatment.



## Executive Summary

### Background

#### *The Greenbook Initiative and the Evaluation*

The intersection of child maltreatment and domestic violence is increasingly recognized as an area where child- and family-serving organizations and the courts must work together to ensure safety for women, children, and families. Studies suggest that approximately 30 to 60 percent of families that experience one type of violence are likely to experience the other (Appel & Holden, 1998; Edleson, 1999; Hughes, Parkinson, & Vargo, 1989). Additionally, child protective services case reviews in two States indicate that domestic violence was present in more than 40 percent of cases in which a child was killed or critically injured (Schechter & Edleson, 1994; Spears, 2000). Despite the strong relationship between child maltreatment and domestic violence, the various systems that work with adult and child victims of violence often have separated or misunderstood the relatedness of these issues.

In 1999, the National Council of Juvenile and Family Court Judges (NCJFCJ) published *Effective Intervention in Domestic Violence and Child Maltreatment Cases: Guidelines for Policy and Practice* (known as *The Greenbook* due to its green cover), which provided communities a framework for a collaborative approach to working with families experiencing the co-occurrence of child maltreatment and domestic violence. The *Greenbook* focused on the three primary systems that serve these families: the child welfare system, the dependency courts, and domestic violence service providers. It stated:

*Child Protective Services, domestic violence agencies, juvenile courts and neighborhood residents should provide leadership to bring communities together to collaborate for the safety, well-being and stability of children and families.*

Building on this collaborative foundation, *The Greenbook* further recommended specific policy and practice changes within and across the community agencies and organizations that serve families experiencing child maltreatment and domestic violence, particularly child welfare agencies, domestic violence service providers, and dependency courts. For example, specific *Greenbook* principles for guiding reforms in child welfare systems include establishing collaborative relationships with domestic violence service providers and dependency courts; taking leadership to provide services and resources to ensure family safety for those experiencing child maltreatment and adult domestic violence; developing service plans and referrals that focus on safety, stability, and well-being of all victims of family violence; and holding domestic violence perpetrators accountable (NCJFCJ, 1999).

Soon after publication of *The Greenbook*, the U.S. Department of Justice and the U.S. Department of Health and Human Services partnered to develop a demonstration initiative to support implementation of the *Greenbook* recommendations and, in 2000, awarded grants to six sites: El Paso County, Colorado; Grafton County, New Hampshire; Lane County, Oregon; San Francisco County, California; Santa Clara County, California; and St. Louis County, Missouri. These demonstration sites received Federal grants, technical assistance, and other support to implement the *Greenbook* principles and recommendations over a 5-year demonstration period. During that time, the sites were expected to form collaborations that would plan and implement



infrastructure changes within and across several family-serving systems to better meet the needs of victims of child maltreatment and domestic violence.

A national evaluation examined the effects of implementing the Greenbook recommendations on collaboration, systems change, and practice within and across the three primary systems. This effort was led by the national evaluation team, with extensive input and assistance from the local research partners, project directors, and others at the sites and the Federal partners. The national evaluation team collected data through site visit interviews with project directors, local research partners, and key collaborative stakeholders; stakeholder surveys; direct service worker surveys for each of the three primary systems; and child welfare case file reviews.

## Findings

This report presents evaluation findings and lessons learned by the participating sites, the funding agencies, and the larger field. The findings are presented in more detail in the body of the final report and in a special issue of the *Journal of Interpersonal Violence* (Edleson & Malik, in press).

The findings show themes that are evident across the different partner organizations, sites, and areas of implementation activities. These themes and evidence relating to them are presented here; more detailed data are presented in the findings chapters.

- *The sites undertook major collaborative efforts aimed at improving practices, services, and outcomes for children and families.*

The Greenbook embodies a fundamental commitment to undertake collaborative efforts to change systems in order to improve practices, services, and outcomes for children and families.

In the sites, major efforts were devoted to collaboration, and the collaborations developed and changed over time. Although conflicts were experienced, sites reported that the success of their collaborations was one of the lasting accomplishments of the Greenbook initiative. Moreover, the models and protocols the Greenbook sites developed for collaboration in serving families provide valuable resources that other communities and organizations can draw from to implement change.<sup>1</sup>

The structure and work of the Greenbook collaborations changed over the demonstration period. Early in the initiative, the sites formed large collaborative bodies that undertook a variety of planning and collaborative development activities. Planning activities focused on analyses of needs and gaps, using logic models and other means; incorporating the perspective of domestic violence survivors and consumers of the primary systems; conducting safety audits; and carrying out system mapping to identify service gaps or duplication and needs for policies or information sharing to ensure families do not “fall through the cracks.”

During this initial period, sites also sought to ensure adequate representation of the different systems and developed the collaborative structure and responsibilities. Although the collaboratives employed a variety of early structures, all evolved to include an executive committee, a larger advisory board, and workgroups on specific issues. This provided

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<sup>1</sup> For more information on the Greenbook initiative, including sample protocols and tools, visit the Greenbook initiative website: <http://www.thegreenbook.info/>.





mechanisms for developing and implementing plans to address particular areas of concern (workgroups or subcommittees), obtaining input from diverse partners (advisory board), and making decisions for the collaborative (executive committee).

As the Greenbook work progressed, the collaboratives identified other needed partners, in addition to the three primary systems, and added them to the collaborative. Examples of these partners include other courts (e.g., criminal courts), batterer intervention programs, law enforcement, probation and parole, and substance abuse service providers. However, community and survivor input declined over time. This might have happened for several reasons, including a lack of a clear definition of community and problems of burnout for those who took on major roles in the collaboration. Sites involved survivors in some ways. For instance, they participated in focus groups to identify issues. Survivors also were included in collaborative structures as community representatives, and one site included previously battered mothers and former batterers as family experts. Some sites noted that they should have devoted more efforts to communicating the Greenbook message beyond the collaborative partners and doing more to engage the community.

- *Although challenges to collaboration continued to be experienced, collaboration was identified as one of the successes of the Greenbook initiative.*

The collaboratives faced a number of ongoing challenges, reflecting the difficulty of the work they engaged in together, philosophical differences among the partners, and differences in organizational structures, power, and authority.

Among the Greenbook partners, child welfare and the dependency courts represented major formal systems with well-defined roles and considerable power. The domestic violence community, by contrast, is more typically made up of grassroots organizations that do not represent a single system.

Some issues were unresolved or had to be addressed repeatedly over time. Issues of power and trust, especially between domestic violence service providers and the other systems, were ongoing challenges. Sites employed a variety of strategies to address these issues, including use of facilitated retreats and other cross-system dialogue to raise and address issues, and structural changes to balance power (e.g., adding partners to the governing body and, in one site, the creation of a domestic violence consortium).

Another recurring issue involved domestic violence service provider concerns about confidentiality. For example, practice changes to improve case-level collaboration (e.g., multidisciplinary case reviews and hiring domestic violence advocates in the child welfare system) often included the child welfare agency's expectation that domestic violence service providers would share information about individual cases. This conflicted with the domestic violence service philosophy of facilitating a safe environment for victims by ensuring confidentiality. To address this issue, sites implemented cross-trainings on confidentiality and related concerns.

By working collaboratively to implement the Greenbook guidelines and solve problems, the partner organizations addressed issues of power, trust, and responsibilities. The partners developed a better understanding of the context and environment that shape how the other systems operate. They learned more about each other's agencies, the challenges they face, and developed relationships at multiple levels within the organizations to implement new ways



to work together to serve families. The sites spent a great deal of time on collaboration, and see the relationships they developed, particularly the relationship between child welfare and domestic violence service providers, as one of the successes of the Greenbook. Changes in the relationships were described by partners as “night and day” and “light years ahead of what they used to be.”

- *Through the Greenbook initiative, there were changes in practice at the level of work with families and children. The different partner organizations contributed to this change in different ways*

The Greenbook initiative involved communities and child- and family-serving organizations taking the Greenbook guidelines and putting them into practice in their real day-to-day world for agencies, organizations, families and communities. To bring about change, organizations needed to undertake major changes in activities, operations, and ways of thinking. The literature on the implementation of evidence-based practices provides a framework for undertaking and evaluating change. Successful implementation requires a number of factors, including assessment of need and readiness for change, support of key stakeholders, training and other support for changed practice, and ongoing feedback and adaptation (Fixsen, Naoom, Blasé, Friedman, & Wallace, 2005; Metz, 2007; Metz, Blasé, & Bowie, 2007). The Greenbook demonstration initiative is one of a number of system change initiatives undertaken by the U.S. Department of Justice and other Federal agencies. (For results of the evaluation of the Safe Start initiative for children exposed to violence, see the winter 2008 issue of *Best Practices in Mental Health*.)

Partners contributed in different ways to the collaborations. Judges took a lead role, serving as chairs or members of steering committees, and lending their authority and influence within each community to help the collaborative do its work. Domestic violence service providers were actively involved in the collaborative leadership and working groups. They served particularly as agents for change, ensuring the concerns of domestic violence victims were articulated and their needs addressed. Child welfare undertook substantial change in agency practice. Stakeholders noted that the participation of child welfare agency leaders and their willingness to forge relationships with organizations with which they historically have had troublesome relationships was a facilitator to the Greenbook process.

### ***Child Welfare Agencies***

Child welfare agencies were the focus of the majority of systems change activities. Early practice-related activities focused on improving identification of co-occurrence through means such as revised intake and screening protocols and staff training. The focus on this area reflected both the perceived gaps in identification of domestic violence in child welfare cases and the fact that this was a relatively well-defined, concrete area for action.

Child welfare undertook additional training for caseworkers on domestic violence, co-occurrence, and the impact of domestic violence on children. Child welfare agencies also expanded their use of co-located advocates, multidisciplinary case review, and other arrangements for sharing resources and expertise to address cases involving domestic violence. For example, one site developed a child protection team protocol. All child maltreatment cases presenting with domestic violence were reviewed by a multidisciplinary case planning team that included a domestic violence advocate, and caseworkers were trained on the use of the child protection protocol. Also in this site, guidelines were developed to protect



the confidentiality of adult domestic violence victims, and policy was changed so dependency and neglect petitions minimized the use of blaming language related to the non-offending parent.

The effects of changed child welfare practice were seen in several areas. Over the course of the initiative, there was an increase in the proportion of child welfare case files that showed evidence of active screening for domestic violence (i.e., domestic violence was indicated by the victim during an interview or on a form as a part of the child welfare case file). The other main area in which change in practice was evident was in referrals to services, which showed increased referrals to treatment services for victims of domestic violence.

Overall, the increase in child welfare case screening for domestic violence was greater in the earlier period (from 2001 to 2003) than in the later period (from 2003 to 2005) and one site that had an initial increase showed a decrease in the later period. Several factors appear to have contributed to this decrease in screening for domestic violence. Although all the sites implemented new or revised tools to assess for domestic violence at case intake, the tools were not always used routinely. Agencies need to provide frequent training and reinforcement to ensure a practice is implemented until it is routine for all workers, but this was not always done; the problem of sustaining practice was made more difficult by the high turnover among child welfare caseworkers.

There has been concern in the domestic violence community that increasing identification of co-occurrence, if not linked to change in child welfare practice, may have the negative effect of re-victimization of women who are victims of domestic violence. Evidence from this study does not suggest this happened, however. For example, in interviews with stakeholders from the domestic violence community in the sites, this was not identified as a problem experienced in the Greenbook initiative. If anything it appears that more positive practice (e.g., increased referrals for service) occurred as a result of the efforts to better identify domestic violence among child welfare cases.

In child welfare, direct service workers, as well as leaders and other stakeholders perceived some change in practice over time. For example, there was an increase over time in the proportion of both stakeholders and child welfare direct service workers who agreed with the statement that child welfare works closely with domestic violence service providers to address co-occurrence. In some other areas, there was little perception of changed practice, either because respondents already perceived practice favorably or, in some cases, possibly because the focus on assessing practice raised awareness of ways practice could be improved.

The practice change in child welfare was facilitated by several characteristics of the participating agencies, including collaborative involvement of key decision-makers who had the authority to implement change, having a hierarchical organizational structure, prior experience with system change efforts, and practices such as pre-service and in-service training that could support change.

### ***Domestic Violence Service Providers***

Domestic violence service providers also participated in change. Although these organizations were the focus of fewer system change activities than child welfare, they participated in many cross-system activities, such as training and multidisciplinary case review, and provided co-located domestic violence victim advocates to the other systems. Their engagement in the



collaborative leadership and working groups also helped ensure that the concerns and needs of domestic violence victims were heard by the collaborative.

In one site, the main domestic violence service provider in the county made a major change in practice by adding child maltreatment screening items to its intake protocol, including an entire section of child behavioral indicators. Changes also included moving questions about the child to the front of the intake protocol, and replacing language on the protocol that was deemed to be judgmental with language that reflected behavioral descriptors. The Greenbook project director was housed at the domestic violence service agency, which probably contributed to the implementation of change in this site.

In general, it appears that the experience of training and working together fostered increased understanding and capacity for collaboration between child welfare agencies and domestic violence service providers at the direct service level. For example, the creation of specialized positions, particularly domestic violence advocates co-located in child welfare agency offices, helped bridge the gap between systems so they could address volatile issues such as information sharing across systems and the use of failure to protect in situations of domestic violence.

Over the course of the Greenbook initiative, more stakeholders reported that domestic violence service providers offered training for staff to understand, recognize, and respond to child maltreatment, shared information with child welfare agencies, and worked with child welfare agencies in investigations, risk assessments, service planning, and safety planning, although direct service workers in domestic violence did not perceive change during this period.

Overall, the findings for domestic violence service providers point to emerging changes in how they address child maltreatment and collaboration with child welfare agencies that serve families experiencing co-occurrence. Meanwhile, they continue to maintain their established practices and their commitment to empowerment and protection for victims of domestic violence.

### *Dependency Courts*

The courts also were participants in change. Judges played leadership roles in the collaborative and served as spokespersons for the Greenbook initiative in State, municipal, and community settings. Although this was valuable, in several sites it also was associated with increased perception of power differentials between the courts and other Greenbook collaborators.

All the Greenbook sites implemented some form of training for judges and other court personnel. Most of the training was intended to improve understanding of domestic violence and its impact on child protection cases. Judges in several sites reported that cross-training activities with other systems helped them understand how domestic violence service providers and child welfare agencies operate, and that these trainings were helpful and needed.

A number of judges reported that they adopted new practices and took steps to ensure the safety of adult and child victims of domestic violence both within and outside their courtrooms. In one site that had a history of collaboration related to co-occurrence, both stakeholders and direct service workers in the different systems reported that the courts actively collaborated and shared information on cases with child welfare personnel and domestic violence service providers.



Overall, however, there was relatively little change in practice among the courts in the Greenbook sites. Additionally, collaboration among courts to address problems of families with co-occurrence did not become a major focus of efforts in the Greenbook demonstration sites, and the data do not show change in collaboration among different courts in the sites.

The organizational structure of the dependency court and the role of judges appear to have been barriers to change. Judges were bound by law and legal precedent, and there was no hierarchical structure or mandatory training to incorporate systemic changes into the courts. As a result, although court staff were responsive to training opportunities, and some courts implemented practice changes, there was limited overall change.

- *The extent and patterns of change varied among sites and systems and was affected by the larger context of practice.*

Change was challenging to achieve and sustain. The Greenbook sites varied in the extent to which they implemented change because of differences in community context, history of collaboration, leadership, and resources. For several sites, a history of collaboration to address child and family issues was an important facilitator, as was the existence of practices (e.g., use of a domestic violence advocate) that could be built upon for this initiative. For example, one site already had a number of collaborative efforts in place at the beginning of the demonstration period, including a domestic violence council, child abuse council, violence prevention council, and multidisciplinary child abuse team. This site was able to capitalize on existing resources to sustain practices already in place, and to focus on policies that were not being transformed into practice effectively. In some other sites, positions were created but not sustained over time because of lack of funding, change in conditions that reduced the need for the position, or problems in implementing and using the position, among other factors. Experimentation with new processes, not all of which worked or were continued, was part of the Greenbook initiative.

In one area, the Greenbook sites addressed an issue that had taken on increasing prominence since the original development of the Greenbook. This was holding batterers accountable for the perpetration of violence and protecting women and children against exposure to further violence. Batterer accountability was addressed both in child welfare agencies and in the courts. Examples of child welfare activities included training workers on patterns of coercive control, accountability, and working with men who batter; the use of a fathering-after-violence consultant to help staff work with batterers; and collaboration with probation and parole to learn about batterers' parole conditions. In several sites, child welfare case file data showed an increase in referrals to services for batterers.

The courts also were engaged in activities related to batterer accountability. One site hired a domestic violence case monitor to track compliance with batterer treatment requirements, and another implemented a criminal court violence compliance docket. In another site, domestic violence victim advocates met with judges to discuss ways to improve safety within courtrooms, and judges made changes to improve safety and prevent batterer intimidation of victims. Also in this site, the criminal court used a database to track batters. The increased emphasis on batterer accountability in the Greenbook sites provides an example of how the Greenbook initiative, with its focus on collaboration and system change, helped sites take on emerging issues in co-occurrence.

Among the three primary partner systems, change in practice was most evident in child welfare. However, not all changes were sustained fully over time. For example, data for several sites



indicate an initial increase in active screening for domestic violence that was not sustained over the longer period. The child welfare system is characterized by high turnover, especially among case workers, and is subject to demands to improve services and outcomes for children and families, underlining the need for strong, sustained effort to maintain practice change over time.

For child welfare, moreover, addressing the needs of families with co-occurrence is only one of many demands on the system. Major drivers of child welfare agencies' policies and actions are the need to meet Federal standards and the requirements imposed by consent decrees or settlement agreements in response to class action lawsuits brought against State or local child welfare agencies.

With the Children's Bureau's implementation of the Child and Family Services Review (CFSR) process, which started in 2000, States participate in the assessment of services and outcomes for children and families, based on case record reviews, interviews with children and families, and interviews with community stakeholders. Based on the review outcomes, States develop and implement program improvement plans. The CFSR process focuses on child safety, permanency, and well-being for the broad population of children served, rather than on the needs of specific groups, such as children in families with co-occurrence. Additionally, in a number of States, consent decrees resulting from class action suits specify operations or services that State or local child welfare agencies must offer in such areas as foster care placement, child protective services, provision of mental health or other services, and staffing or other caseworker issues. Together, CFSRs and consent decrees are major determinants of the focus of services and practice change in child welfare.

## Lessons Learned

Greenbook grantees' experience and reflections have identified a number of lessons for the implementation of this kind of system and practice change effort. Major lessons include:

- *Accomplishing change requires significant resources and persistent effort.*

Bringing about change requires time, effort, and other resources. Furthermore, the process of change often is uneven and requires revisiting issues and needs repeatedly over time. Limited staff, funding, and other resources are a challenge to collaborative efforts, especially if there are large differences among partners' resources.

Technical assistance from external consultants was a valuable resource for supporting change through the Greenbook initiative. One of the key roles of technical assistance was to help break down barriers and facilitate communication among partners. In addition, the Greenbook sites provided valuable peer-to-peer support to each other.

- *Shared focus and working together on problems that could not be solved without the efforts of multiple organizations was important for motivating and achieving change.*

Because child protection and domestic violence are addressed by different organizations, child welfare, domestic violence service providers, and the courts had to work together to achieve Greenbook goals. Staff at all levels of the organizations worked together to carry out the Greenbook work—in the governance board and working groups, in cross-trainings, and in work on individual cases (through the work of domestic violence victim advocates and multidisciplinary case reviews).



This multi-level collaboration forced partner organizations and staff at all levels to address issues of trust, organizational philosophy, differential resources, and problem solving for families. Not all issues were resolved in all cases; challenges related to power, trust, information sharing, and associated issues continued to be faced. By working together, however, the partner organizations in the sites made progress on these issues.

- *Different partners, structures, and activities needed to be involved at different times, both in the larger cross-system collaborative and within systems.*

Achieving system change required work at multiple levels of the organizations and sustained work over time. Early in the initiative, the sites took time to conduct needs assessments, relationship building, and other preliminary activities, and saw this effort as important to successful implementation of the initiative. Practice changes focused initially on improved identification of co-occurrence within the child welfare system and on training for workers.

Over time, the structure and membership of the collaboratives changed. The structures evolved to include a decision-making body, a larger advisory group, and workgroups that focused on developing and implementing plans in specific areas. The sites added other partners, such as law enforcement or batterer intervention programs, as the initiatives' needs and focus developed.

In other instances, changes were less positive. Over time, community and survivor input declined, and several sites noted that they should have devoted more efforts to communicating with and engaging the community. Similarly, lack of collaboration between dependency courts and other courts was identified as a gap in the Greenbook work.

Sites varied in the degree and timing of worker involvement. They noted that implementing new policies at the frontline practice level was a challenge because of the gap between leadership and direct service workers, staff workload, high staff turnover and other factors. Once policy or practice was changed administratively, agencies needed to provide training and support for implementation. Several noted that engaging frontline workers earlier could have helped this process.

## Conclusion

With the support of the U.S. Department of Justice and U.S. Department of Health and Human Services, communities around the country that participated in the Greenbook initiative took on the challenge of working across and within major child- and family-serving systems to better meet the needs of child and adult victims of domestic violence and child maltreatment. The sites' experience shows the efforts the partners made, the challenges and conflicts they faced in carrying out their work, and—to different degrees and in different sites and systems—the changes they were able to bring about in how the systems work to identify and respond to the needs of families and children. Although collaboration was often difficult and important issues recurred or were not fully resolved, the partners persisted in working together, developed a deeper understanding of each other's work, and saw the collaboration as one of the accomplishments of their work. Through their work together, the partners undertook changes in practices for serving families. Once practice changes were made, continuing effort was needed to ensure implementation and maintain practice over time; in the case of identification, for example, early gains were not fully sustained. The challenges and accomplishments of the sites and partners demonstrate the importance of investing and persisting in collaborative efforts to



identify problems and craft solutions for serving children and families in need. Changed perspectives and relationships, as well as changed practices, are important accomplishments of these efforts, and provide lessons for other communities.





## I. Background

### 1. Introduction

The intersection of child maltreatment and domestic violence is undeniable and is increasingly recognized as an area where child- and family-serving organizations and the courts must work together to ensure safety for those affected. Studies suggest that approximately 30 percent to 60 percent of families that experience one type of violence are likely to experience the other (Appel & Holden, 1998; Edleson, 1999; Hughes, Parkinson, & Vargo, 1989; Stark & Filcraft, 1988). Additionally, child protective services case reviews in two States indicate that domestic violence was present in more than 40 percent of cases in which a child was killed or critically injured (Felix & McCarthy, 1994; Schechter & Edleson, 1994; Spears, 2000). The approach to working with families experiencing the co-occurrence of domestic violence and child maltreatment traditionally has focused on a single victim or issue and has involved service systems working in isolation from one another. Despite the strong relationship between child maltreatment and domestic violence, the various systems that work with adult and child victims of violence have often separated or misunderstood the interrelatedness of these issues. No single system, however, is equipped for meeting all the needs of victims of co-occurrence, nor should it be held responsible for doing so (Whitney & Davis, 1999).

Significant social problems cannot be resolved by any one agency, but they require the collaboration of multiple agencies. When problems arise, single agencies can only address the symptom itself, but when efforts are coordinated, then the underlying problem can be addressed (Gomez & de los Santos, 1993). In the past decade, multi-agency collaborations have increasingly been viewed as the most effective way to deliver the best services and be responsive to the needs of those using the services (Miller & Ahmad, 2000). Collaborations are essential to delivering coordinated services from multiple agencies to those in need. Multi-system collaborative efforts offer a number of potential benefits to improve the experiences of families involved with child welfare agencies, domestic violence service providers, dependency courts, and other family-serving systems.

There has been a movement toward increased collaboration among the primary systems (child welfare agencies, domestic violence service providers, and the dependency courts) that serve and advocate for these victims of violence. A collaborative approach that responds to the entire family—rather than an isolated victim—can enhance family safety and well-being. Collaboration across differing systems can confront a number of obstacles, including building trust among these traditionally competing systems, ensuring victim safety and respect, and understanding the inherent complexities of enacting systems change. Recognizing both the benefits of and obstacles to forming collaborations, the National Council of Juvenile and Family Court Judges (NCJFCJ) published *Effective Intervention in Domestic Violence and Child Maltreatment Cases: Guidelines for Policy and Practice* (1998), which provides a collaborative roadmap for child welfare systems, dependency courts, and domestic violence service providers. This publication, commonly known as *The Greenbook* due to its green cover, examines the principles of promoting 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 nationwide have implemented the systems change efforts outlined in *The Greenbook*.<sup>2</sup> The national technical assistance team and the Federal partners from the U.S. Department of Justice (DOJ) and the U.S. Department of Health and Human Services (HHS) supported the six sites, and the national evaluation team documented site activities. All sites advanced from the planning phase to full implementation and are concluding their 5-year demonstration grants.

## 2. The Co-occurrence of Child Maltreatment and Domestic Violence

Domestic violence and child maltreatment are compelling issues that greatly affect our society. Each year, approximately one million children are maltreated and two million women are abused (Edleson, 1999). Research has suggested that the presence of one type of family violence increases the likelihood of the other (Browne & Hamilton, 1999). Many studies have found that there is significant overlap between child maltreatment and domestic violence in the same households, but estimating the level of co-occurrence is difficult (Edleson, 1999). Additionally, the definition of co-occurrence varies from study to study. For example, one review of the research defined co-occurrence as the proportion of families experiencing either child maltreatment or adult domestic violence, where there is evidence that the other form of violence is also being perpetrated within that same household (Edleson, 1999). Other research has defined co-occurrence as the proportion of families that are involved in the child protection system and that also experience domestic violence (Findlater & Kelly, 1999). Definitions of co-occurrence also may differ by whether the two forms of violence occur during the same time period or if they occurred at any time in the family's history. While estimating the actual level of co-occurrence is difficult, the phenomenon nevertheless is present and a growing concern in communities across the country.

Organizations serving maltreated children and those serving battered women are recognizing increasingly the overlap of child maltreatment and domestic violence. However, delivery of services for maltreated children and domestic violence victims continues to be fragmented for various reasons, including the fact that the organizations are at different points in their development, operate under different philosophies and mandates, and use different professional terminology (Bragg, 2003).

Despite these differences, collaborative efforts among child protective service agencies, domestic violence service providers, and dependency courts are emerging based on a common goal of achieving safety from violence for all family members (Findlater & Kelly, 1999). To effectively respond through collaboration, relevant organizations must have a shared framework and a balanced approach to identify and address the impact that violence has on the family as a whole (Spears, 2000). Successful collaboration will not evolve instantaneously, but a shared vision for all systems involved will foster progress. Supportive leadership, trust across systems, recognition and understanding of common goals, and a willingness to change policy and practice can make significant contributions to successful collaboration.

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<sup>2</sup> San Francisco County is not represented in the follow-up findings of this report. It participated in all baseline data collection and is included in *The Greenbook Demonstration Initiative: Process Evaluation Report: Phase 1* and *The Greenbook Demonstration Initiative: Interim Evaluation Report*. During data collection for the final reporting period, San Francisco County underwent a leadership and funding reorganization. It participated in site visits but was unable to participate in other evaluation activities. San Francisco County has now resumed many of the data collection activities.



### 3. History of Addressing Co-occurrence

The Greenbook initiative recognizes and builds on earlier collaborative work to address the co-occurrence of child maltreatment and domestic violence. Cross-system collaborations from Massachusetts, Michigan, and San Diego are described below.

#### 3.1 Massachusetts

The Massachusetts Department of Social Services (DSS) Domestic Violence Unit was the nation's first system-wide effort within a child protection agency to bring domestic violence expertise to child protection decision-making (NCJFCJ, 1998). In 1987, DSS began joint planning with advocates for battered women. After an infant was murdered by the mother's abuser in 1989, DSS initiated Project Protect, which revised intake and case practice guidelines to enhance response to domestic violence. The program emphasized the need to serve multiple victims within the same family. In 1990, the first domestic violence advocate was hired at DSS, and in 1993, a separate domestic violence unit was created. A domestic violence protocol for DSS workers was developed 2 years later (Whitney & Davis, 1999). When the domestic violence unit was established, it was structured on the belief that the best interest of children in families experiencing domestic violence cannot be separated from the best interest of their mothers. This program has increased the ability of DSS staff to recognize domestic violence in the cases they handle, reduce unnecessary out-of-home placement of children, and increase cooperation between advocates for battered women and child protection workers (NCJFCJ, 1998).

#### 3.2 Michigan

In 1985, the Michigan DSS began a home-based initiative to help families resolve problems before they became severe enough to have their children removed from the home. The project is now known as Michigan Families First: Domestic Violence Collaboration Project (Families First) and is a core service in the child welfare continuum in 83 Michigan counties. This project has an intensive 4- to 6-week, in-home crisis intervention program. Families First is the result of the State leadership's 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 safely by identifying and building on each family's strengths and offering services that are tailored to the family's needs and goals.

In 1993, Families First began a dialogue with the Governor's Domestic Violence Prevention and Treatment Board (DVPTB) and soon requested a domestic violence in-service training seminar for family preservation workers. Families First and DVPTB worked together to develop extensive cross training, and in 1995, Michigan became the first State to institutionalize mandatory training for all family preservation workers and supervisors (NCCAN, 2003). This cooperation led to family preservation teams being placed in battered women's shelters.

#### 3.3 San Diego

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. The Family Violence Project unit, composed 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.

Additionally, the Chadwick Center for Children and Families at San Diego Children's Hospital 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 are often the ones to communicate to one court about the proceedings of another (Edleson, 1999).

## 4. History of the Greenbook Initiative

In the late 1990s, growing attention to the co-occurrence of child maltreatment and domestic violence led to many initiatives to change policy and practice (Edleson, 2001). While relevant organizations may have recognized the co-occurrence of domestic violence and child maltreatment in the families they served, there had not been a coordinated effort in identifying and addressing the needs of these families. As a result, NCJFCJ organized experts in the fields of domestic violence and child maltreatment to discuss more effective responses to families experiencing co-occurrence.

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* (also known as *The Greenbook* due to its green cover), which provided a framework for a collaborative approach to working with families who are experiencing the co-occurrence of child maltreatment and domestic violence. *The Greenbook's* principles and recommendations served 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-occurrence issues.

During the development of this publication NCJFCJ formed an advisory committee that included a diverse group of professionals from the court, social services, law enforcement, domestic violence organizations, and the academic community to review 200 programs across the country. The committee selected 35 programs to be visited by committee members to collect data so they could describe the programs accurately. NCJFCJ published *Family Violence: Emerging Programs for Battered Mothers and their Children*, which was the first attempt to summarize information about programs that addressed this issue, so other communities could replicate the programs.

Following release of this publication, NCJFCJ convened another advisory committee of professionals from the courts, child welfare agencies, domestic violence service providers, Federal agencies, and the academic community to write *The Greenbook*, which provided a framework for communities to improve their response to families experiencing both domestic violence and child maltreatment. The publication examined the principles of safety and well-being for all victims of family violence, including holding batterers accountable and structuring responses to families dealing with co-occurrence. *The Greenbook* focused on the three primary systems that traditionally have served victims of child maltreatment and domestic violence: the child protective system, domestic violence service providers, and the dependency courts, which have jurisdiction over child maltreatment cases. The guidance in *The Greenbook* supported a collaborative response to families experiencing the co-occurrence of domestic violence and child maltreatment. *The Greenbook* recognized the mandates of each primary system and



recommended ways to improve responses both within the three primary systems and, through collaborative efforts, across systems.

#### 4.1 The Greenbook Initiative

In 2000, Federal agencies initiated a demonstration project to implement the Greenbook guidelines. The Departments of Justice (DOJ) and Health and Human Services (HHS) reviewed proposals from more than 90 communities and conducted site visits to examine community strengths, limitations, and flexibility, and to assess the proposed project's vision, the community's determination, and the availability of resources to carry out the efforts. Based on findings from those site visits and the desire for a diverse group of communities, DOJ and HHS selected the following six demonstration sites: El Paso County, Colorado; Grafton County, New Hampshire; Lane County, Oregon; St. Louis County, Missouri; San Francisco County, California; and Santa Clara County, California. These six communities received Federal funding and other support to implement *The Greenbook's* recommendations over the course of a 5-year demonstration initiative.

El Paso and Lane counties are characterized by open spaces and national parks punctuated by urban centers where the large majority of the population lives. Both counties have a majority White population, with a growing Hispanic community. St. Louis and Santa Clara counties each have large populations that are spread throughout the counties. Although they are still a small proportion of the population in St. Louis County, the Asian and Pacific Islander populations are growing faster than any other ethnic group. As the population of Santa Clara County has grown, it also has become more diverse. As of 2000, less than one-half of the population was White, while roughly one-fourth self-identified as Hispanic, and one-fourth were of Asian or Pacific Islander descent. Grafton County is a large, rural county comprising roughly 20 percent of New Hampshire's land, but has a relatively small population of 82,000. Its residents are overwhelmingly White; just three percent identify as persons of color. San Francisco County, on the other hand, is the smallest county in California in terms of square miles, but it has a large population that is among the most diverse in the world. In 2000, the population of San Francisco County was composed of Whites (44 percent), Asians (31 percent), Hispanics (14 percent), African-Americans (8 percent), and other races (3 percent).

All six Greenbook initiative sites involved a collaboration of agencies from the three primary systems, and the key members in each site included the heads of the agencies from the three primary systems, a project director, and local research partners. The collaborations also included other key organizations, which varied from site to site, such as survivors, law enforcement, mental health service providers, and other existing collaborations. The sites were a diverse group of communities in terms of population, culture, and geography. While populations in some of the sites were racially homogeneous, others were ethnically and culturally diverse. The sites also had various experience addressing the co-occurrence of domestic violence and child maltreatment. Despite these differences, each site demonstrated the need and dedication to improve how co-occurrence was addressed in its community.<sup>3</sup>

The Greenbook initiative also included the national technical assistance team and a national evaluation team, as well as Federal partners from DOJ and HHS. DOJ partners were the Office

<sup>3</sup> Additional information about the six demonstration sites is available in *The Greenbook Demonstration Initiative Process Evaluation Report: Phase I* (Caliber Associates, Education Development Center, Inc., & The National Center for State Courts, 2004b).



for Violence Against Women, the Office for Victims of Crime, the National Institute of Justice, and the Office of Juvenile Justice and Delinquency Prevention. HHS partners were the Children's Bureau and the Office of Community Services in the Administration for Children and Families, the Division of Violence Prevention in the Centers for Disease Control and Prevention, and the Office of the Assistant Secretary for Planning and Evaluation. Each site was assigned a Federal monitor to assist with planning, implementation, and administrative issues.

All sites had access to the technical assistance team, which was led by the NCJFCJ Family Violence Department and included the Family Violence Prevention Fund and the American Public Human Services Association. The technical assistance team provided peer support, individual consultation, and help with needs assessments and strategic planning for each of the sites.

The national evaluation team, which was led by Caliber Associates (now ICF International) and included the Education Development Center and the National Center for State Courts, documented the progress of the six demonstration sites. The evaluation examined the effects of implementing the Greenbook recommendations on collaboration and systems change. The national evaluation team developed a research design to study cross-site and within-system change in the six sites. Each site had a national evaluation team site liaison who worked with the site's project director and locally hired researcher (local research partner) to collect and analyze data.

## 5. Overview of the Final Report

Through a series of three reports, the Greenbook national evaluation has documented the progress of the six demonstration communities. *The Greenbook Demonstration Initiative: Process Evaluation Report: Phase 1* focused on the first phase of the Greenbook initiative in each of the sites: planning and goal setting. Specifically, the report examined start-up activities during the first year of the initiative, such as developing collaborative governance structures and guidance policies, building capacity and trust, conducting system and community needs assessments, planning for the enhancement and/or expansion of services, changing programs and policies, and building data system infrastructures. *The Greenbook Demonstration Initiative: Interim Evaluation Report* focused on progress at the midpoint of the initiative, when the communities had moved from planning to implementation. This final evaluation report assesses the extent to which the implementation activities facilitated systems change related to policy and practice in the demonstration sites. This report describes the results of the national evaluation of the demonstration grants, including Greenbook recommendations, activities planned and implemented, outcome evaluation findings, and lessons learned.

The evaluation activities are critical to understanding the outcome of the systems change efforts in the demonstration communities and the strategies and processes communities used to achieve those outcomes. The evaluation not only has documented systems change in the demonstration communities by assessing the impact of following the Greenbook recommendations on systems policy and practice, but also provides a blueprint for other communities interested in following the Greenbook recommendations.

This report describes site activities and progress over the course of the Greenbook initiative. The national evaluation ended data collection activities in June 2006, but several sites continued Greenbook work using rollover funds from the original grants. Previous reports (Caliber Associates, Education Development Center, & The National Center for State Courts,



2004a; Caliber Associates, Educational Development Center, & The National Center for State Courts, 2004b) analyzed process and outcome data during the planning phase and the mid-point of the implementation phase. This report assesses the extent to which Greenbook implementation activities facilitated system changes related to policy and practices in child welfare agencies, dependency courts, and domestic violence service providers at each demonstration site.<sup>4</sup>

This report documents the progress of the demonstration sites over the course of the Greenbook initiative. The next chapter provides an overview of the national evaluation, while subsequent chapters describe evaluation results and implementation activities organized by the following key areas:

- **Collaboration.** This chapter focuses on the operation of collaborative networks at each demonstration site and uses data from the stakeholder survey. For further context, qualitative information about site experiences and activities, which was gathered through interviews with key stakeholders, is presented with these data.
- **Screening and assessment.** This chapter presents data collected from child welfare case files and direct service worker surveys to depict each demonstration site's screening and assessment policies and procedures over the course of the Greenbook initiative.
- **Safety and advocacy for child and adult victims.** This chapter presents data collected from direct service worker surveys, case file reviews, and stakeholder surveys to describe the extent to which primary systems involved with the project improved their response to child and adult victims of violence. For further context, qualitative information about site experiences and activities, gathered through interviews with site collaborative members, is presented with these data.
- **Batterer accountability.** This chapter presents data collected from direct service worker surveys and case file reviews. These data are used to describe the extent to which primary systems involved with the Greenbook initiative at each demonstration site implemented activities to ensure that batterers are held accountable for violence.

Many activities may have affected more than one of these areas and, therefore, are discussed in multiple chapters. Each chapter provides information on Greenbook recommendations related to each of these areas, evaluation data collected during the initiative, and the qualitative experiences of those involved in the initiative.

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<sup>4</sup> The *Journal of Interpersonal Violence* plans to publish a special issue to present the Greenbook initiative national evaluation findings to a wide research- and policy-oriented audience. Three articles in the special issue will examine policy and practice changes within the three primary systems. One article will document Greenbook collaborative processes; and another will offer reflections from individuals who developed the framework for *The Greenbook* and the demonstration initiative. Many national evaluation findings covered in this report will be included in the special issue.



## II. Evaluation Approach

### 1. Overview of the National Evaluation

The goal of the national evaluation was to develop and implement a strategy for gaining a formative understanding of sites' planning and implementation processes and a summative assessment of the impact of such work on communities, systems, and families. The national evaluation included an outcome component and a process component to describe not only *what* systems changes took place in the demonstration sites, but *how* those changes occurred. The outcome evaluation component assessed systems changes related to how systems collaborate, identify co-occurrence, share information, and respond to co-occurrence. The process evaluation documented how those identified system changes occurred by describing how sites prioritized implementation activities, how collaborative networks were formed and operated, and what challenges and facilitators sites encountered while following the Greenbook recommendations. The process evaluation also assessed 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.

*The Greenbook* provided a framework for implementing systems change to improve the safety and well-being of families experiencing co-occurrence of domestic violence and child maltreatment. It included 67 recommendations that offered guidance for creating a collaborative framework and for implementing change both across and within systems. *The Greenbook* recommended specific changes within child welfare agencies, domestic violence service providers, and dependency courts for identifying and responding to families experiencing co-occurrence.

The Greenbook initiative evaluation used a multilevel, multisite comparative research design to study cross-system and within-system changes. The evaluation explored the impact of implementing Greenbook activities on systems change across multiple levels, from agency heads to direct service workers. This approach allowed the national evaluation team to analyze the extent to which policy changes and inter-organizational collaboration changed direct service worker practices, and to make inferences about the likelihood of those changes altering the way direct service workers work with clients. Although collaboration and changes in the three primary systems could have a profound effect on women and children, directly linking systems changes to family changes, such as safety and well-being, was beyond the scope of this evaluation.

The process evaluation explored *how* systems collaborated to address problems of domestic violence and child maltreatment, *what* strategies or activities they undertook as they addressed the multifaceted needs of domestic violence victims and children, and *why* initiatives were successful or unsuccessful in achieving desired goals. Variation in the sites also led to questions regarding what local factors predict collaboration, especially given the diversity of the sites' history of collaboration. The outcome evaluation examined the effect these strategies had on how systems identify and address co-occurrence of domestic violence and child maltreatment.

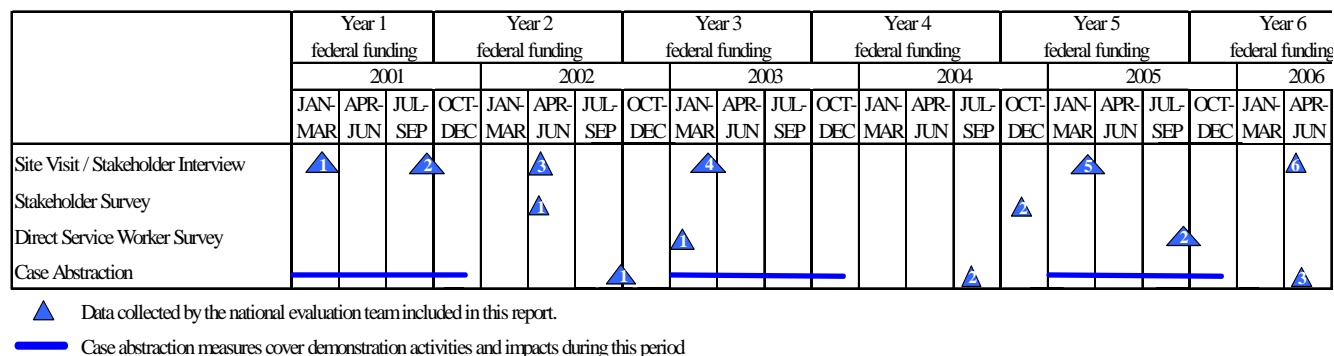




## 2. Data Sources

Data for the final evaluation report were collected through site visit interviews, stakeholder surveys, direct service worker surveys, and child welfare case file reviews (case abstractions). Figure II-1 provides a timeline for these national evaluation data collection activities.

**Figure II-1: Data Collection Timeline**



### 2.1 Site Visit Interviews

Interviews were conducted with project directors, local research partners, and key collaborative stakeholders to identify the activities that the sites implemented or planned to implement through their local Greenbook projects; understand the structure, membership, experiences, dynamics, and activities of the Greenbook collaborative bodies; and understand how stakeholders perceived the challenges and successes related to the implementation and collaborative activities. Key stakeholder interviews were conducted with at least one collaborative member from each of the three primary systems at each site, as well as any other stakeholders deemed appropriate on a site-by-site basis. For example, in sites that identified a fourth collaborative partner, a stakeholder from that agency was interviewed.

### 2.2 Stakeholder Surveys

The stakeholder survey (see Appendix A) was developed to capture information about project planning, activity implementation, the status of the collaboration at each site, the community's capacity for planning and implementing the project, and the facilitators and obstacles encountered by the sites. The national evaluation team distributed the stakeholder surveys to key members of the Greenbook planning and implementation teams, including members of the collaborative boards, steering committees, and workgroups. The stakeholder survey was administered near the end of the demonstration planning period (2002, baseline) there were a total of 90 respondents across the sites, and follow-up stakeholder survey data were collected 2 years later (2004, follow-up), there were a total of 71 respondents across sites<sup>5</sup>

<sup>5</sup> The lower number of respondents is likely due to the fact that one of the demonstration sites did not participate in the follow-up data collection period.



## 2.3 Direct Service Worker Surveys

The direct service worker survey (see Appendix A) was administered to frontline workers from each of the three primary systems to assess the extent to which new policies, changes in organizational practice, and inter-organizational collaboration affected system policy and practice. Slightly different surveys were administered to direct service workers in each of the three systems, but all versions included questions related to co-occurrence training, agency policies and practices related to the identification of co-occurrence, and agency responses to those cases. The baseline direct service worker survey was conducted after the end of the demonstration planning period (2003) with a total of 275 respondents across sites, and follow-up data were collected 2 years later (2005) with a total of 224<sup>6</sup>.

## 2.4 Child Welfare Case File Reviews (Case Abstractions)

Child welfare case files were reviewed to gather data (see Appendix A) on the extent to which domestic violence co-occurs with child maltreatment, screening and assessment practices used by the child welfare system to identify domestic violence, steps taken to protect confidentiality when sharing information with other systems, and referrals to services for families with identified co-occurring issues. A random sample of substantiated cases of child maltreatment was reviewed in each site at the beginning of the demonstration initiative (2001) with a total of 616 case files reviewed across sites, after the end of the planning period (2003) with a total of 642 case files reviewed across sites, and toward the end of the implementation period (2005) with a total of 562 case files reviewed across sites.

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<sup>6</sup> The lower number of respondents is likely due to the fact that one of the demonstration sites did not participate in the follow-up data collection period.

## III. Collaborative Dynamics

### 1. Introduction

Significant social problems cannot be resolved by any one agency, but they require the collaboration of multiple agencies. When problems arise, single agencies can only address the symptom itself, but when efforts are coordinated, then the underlying problem can be addressed (Gomez & de los Santos, 1993). In the past decade, multi-agency collaborations have increasingly been viewed as the most effective way to deliver the best services and be responsive to the needs of those using the services (Miller & Ahmad, 2000).

While collaborative approaches are promising, they can be difficult to achieve for a number of reasons. Collaborative work requires change across multiple agencies and across multiple levels within agencies. This change must be coordinated and planned with commitment from key agency leaders and collaborative partners. A collaboration must negotiate philosophical differences among stakeholders from different systems who bring different goals, principles, and values to the table (O'Connor, 2007).

Despite these challenges, collaborations are essential to delivering coordinated services from multiple agencies to those in need. Multi-system collaborative efforts offer a number of potential benefits to improve the experiences of families involved with child welfare agencies, domestic violence service providers, dependency courts, and other family-serving systems. Recognizing the benefits as well as the obstacles to a collaborative approach, the Greenbook demonstration initiative provided Federal funding to six communities to implement Greenbook recommendations and organize collaborations to plan and implement systems change in partner agencies during the demonstration period. Detailed descriptions of the collaborative structure established by each demonstration site during the planning phase can be found in *The Greenbook Demonstration Initiative: Process Evaluation Report: Phase I* and *The Greenbook Demonstration Initiative: Interim Evaluation Report*.

The demonstration sites established and organized collaborative groups in accordance with the *Greenbook* foundational principles and recommendations, including representation from multiple levels within the primary partner systems (child welfare, domestic violence service providers and dependency courts) and other organizations, as well as the community. The sites struggled with how to engage consumers of the primary systems, however, and devoted a great deal of time to understanding and addressing organizational differences between the partners. Other salient collaborative influences included leadership, resources, trust, and commitment. The stakeholders noted that the collaborative relationships required a great deal of work, but were ultimately one of the main successes of the initiative. Other successes included the policy and practice changes planned within the partner agencies themselves.

This chapter describes the partners that participated in Greenbook collaboratives; the governance structure of Greenbook collaboratives; how Greenbook collaboratives developed, planned, and implemented activities; and the impact of implementation activities on the systems and communities involved.



Greenbook Recommendations
The following recommendations from <i>The Greenbook</i> are particularly relevant to collaborative dynamics.
<b>Recommendation 5.</b> 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.
<b>Recommendation 7.</b> Communities around the country should study and adapt efforts that integrate child welfare, domestic violence, and juvenile court responses.
<b>Recommendation 10.</b> 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.
<b>Recommendation 29.</b> 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.
<b>Recommendation 42.</b> 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.
<b>Recommendation 54.</b> 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.

## 2. Data Sources and Analytic Approach

A combination of qualitative and quantitative analyses were conducted to describe collaborative activities and perceived impact. Collaborative planning and implementation activities are described through qualitative analyses from interviews with and documents provided by collaborative partners in the six demonstration sites. Qualitative data were collected during on-site interviews with stakeholders and key project staff responsible for guiding and implementing the work. Project staff also provided documents of collaborative processes and activities. Qualitative analyses provided a profile of the collaborations and what activities they planned and implemented. Qualitative analyses were augmented by quantitative data to describe stakeholders' perceptions of the planning process in their communities. Quantitative data were collected from partners (stakeholders) surveyed at different points in the initiative to examine the impact of collaborative activities on the collaboration itself, the partner systems, and the community.

Project directors at each of the sites also worked with the national evaluation team to develop implementation activity grids. These grids catalogued all collaborative activities that were wholly or partially supported by the Federal demonstration funds, including local activities or projects influenced by Greenbook work. These cumulative grids were updated with project directors during each of the site visits, and reflected the efforts of the collaboration over the course of the demonstration initiative. The implementation activities were coded by the target of the activity (a specific system, the community as a whole, or the partners) and whether the activity was directed primarily at planning or system change. Planning activities were those designed to develop and maintain the collaboration, and systems change activities were those supported by the collaboration to effect policy and/or practice change in one or more of the Greenbook partner systems. Additionally, implementation activities were coded by activity type, with the types allowed to emerge through qualitative analysis of the implementation activity grids across sites. Results were reported by number and type of activities implemented.



Collaborative processes also were examined through quantitative analyses of stakeholder survey data. Nonparametric tests were performed on stakeholder survey data to determine the extent to which changes identified from baseline to follow-up were significant. Where response scales were the same across survey administrations, significance tests were performed using the *t* statistic. For some measures, however, baseline stakeholder survey data were collected on a different scale than the follow-up survey data.<sup>7</sup> In these cases, the Kruskal-Wallis Test, a one-way analysis of variance by ranks, was used to examine whether there were significant changes over time associated with mean scores for the stakeholder survey data. To accommodate the differences between these scales, baseline and follow-up stakeholder survey data were transformed to create a more equivalent scale across both time points. First, the value of one was subtracted from each point on both stakeholder survey scales so that the minimum value for both scales was zero. Next, for baseline data, the scale of 0 (strongly disagree) to 3 (strongly agree) was transformed by multiplying each point on the scale by four. For follow-up data, the scale of 0 (strongly disagree) to 4 (strongly agree) was transformed by multiplying each point by three. This created a common scale of 0 (strongly disagree) to 12 (strongly agree) with a median of 6. All analyses using these variables were conducted using a 0 to 12 scale.

### 3. Findings

Quantitative and qualitative data collected from collaborative stakeholders were examined to determine whether the collaborations followed *The Greenbook's* foundational principles and recommendations. This section will describe the makeup of the collaborations, to include the partners and governance structure and then discuss the implementation activities and outcomes encountered during the course of the collaborative work.

#### 3.1 The Makeup of the Collaboration Partners

The number of collaborative members varied widely across the sites and across the time periods of the initiative. Over the course of the initiative, the average number of collaborative members per site was approximately 60.

As expected, most of the collaborative members came from one of the three primary systems (child welfare, dependency courts and domestic violence service providers) and other community leaders and representatives. Across time, approximately one fifth of the membership represented domestic violence service providers; one fifth represented the child welfare system and between one fifth and one third represented the court system. Court membership on the collaboration increased over time, likely due to the addition of the criminal court stakeholders along with the already participating dependency court stakeholders.

There was a wide array of child welfare agency partners involved, ranging from directors to managers and frontline workers. Many stakeholders cited the participation of child welfare agency leaders, including their willingness to be self-reflective and forge relationships with agencies they historically have been at odds with, as a collaborative facilitator. Domestic violence service providers most often were represented on the collaborations by their directors and advocates. The biggest struggle for domestic violence service provider partners had been

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<sup>7</sup> The baseline stakeholder survey used a four-point scale (1 = strongly disagree, 2 = disagree, 3 = agree, 4 = strongly agree) while the follow-up stakeholder survey data used a five-point scale (1 = strongly disagree, 2 = disagree, 3 = neither agree nor disagree, 4 = agree, 5 = strongly agree).



that they did not represent an identifiable “system” like the other two primary partners. Some sites had one domestic violence service provider agency in the community, while others had 26. Providing equal and continuous representation from this system had been an ongoing obstacle. The dependency courts most often were represented on the collaboration by judges and, in most sites, the judicial partner was the most consistent member of the collaboration. Judges were often seen as leaders of the initiative due to their traditionally powerful role in the courtroom and the community.

Other key systems and groups included mental health, survivors, and former clients, law enforcement, cultural and ethnic groups, and batterer intervention programs. Some sites included other systems as primary partners, such as a collaborative emergency response team (the Domestic Violence Emergency Response Team in El Paso County), law enforcement (Santa Clara County), Court Appointed Special Advocates (in El Paso and Grafton counties), probation and parole (Lane County), batterer intervention providers (San Francisco County), and a community-based child advocacy agency (Lane County). In San Francisco County, stakeholders considered the community as their initiative’s fourth partner. Nearly all the sites included these and other systems (e.g., culturally specific agencies, child advocacy centers, district attorneys’ offices, substance abuse treatment providers) in their work, even if they were not primary partner agencies.

While involvement from batterer intervention providers increased somewhat over time, involvement from survivors and former clients decreased. Involving victims was a struggle on different levels for each community. This was also associated with having limited resources to support these community members, as well as working with the comfort level of working with stakeholders from the primary systems. Some sites attempted to include the survivor perspective through formal collaborative process, with survivors serving as co-chairs of governing or advisory committees or workgroups. Over time, however, the role of these survivors led to burnout for not only the community members but other stakeholders and the decision to involve survivors in a more informal and specialized roles. There were also sites that viewed the community as its fourth partner in this initiative. It is important to note that the term *community*, however was never defined and there was no formal process for ensuring the community perspective was acknowledged. Stakeholders noted that “*there was way too little survivor voice on the project,*” but also noted that they did not “*think that there was a clear understanding of what the voice of a survivor should be.*”

### **Collaborative Governance Structure**

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; by the end of the implementation phase, all six sites were using this organizational structure. The three-tier structure featured:

- **Executive committee.** Functioned as the decision-making body and governing structure of the local Greenbook initiative. Members met on a regular basis and included project leaders, such as the project director and heads of the three primary systems, and other primary partner agencies.
- **Advisory board.** Provided a forum for discussing Greenbook-related activities and issues and advised the executive committee on the direction of the initiative. Members met



regularly and included representatives from the three primary partner agencies, as well as other agencies that served child and adult victims of family violence.

- **Workgroups or subcommittees.** Provided system- or task-specific expertise to inform collaborative or implementation activities. Members met as needed to complete assigned tasks as directed by the executive committee and advisory board.

The executive committee was composed of representatives from each of the primary systems, as well as any other formal partners at each site. The executive committees typically were charged with making fiscal and administrative decisions, leading the development of policies, and hiring and supervising paid Greenbook staff (e.g., project directors, local research partners, 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 the process. The second tier 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 tended to staff the workgroups or subcommittees. The workgroups generally were supervised by and reported to their executive committee. Sites typically created workgroups that were 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). Often, workgroups became more efficient because they were able to focus on very specific issues.

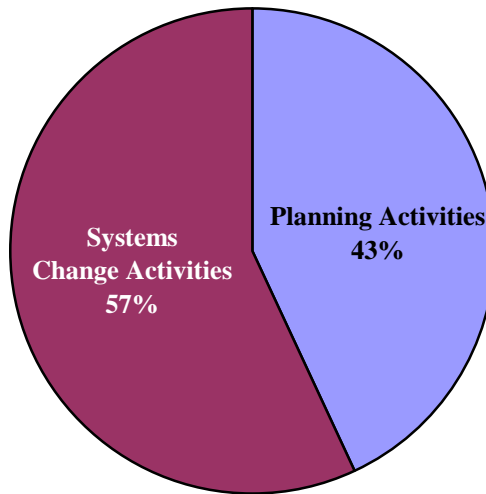
Sites also sought to include the perspectives of community members, whose lives were most directly affected by these systems, in the development of policy and its translation to direct practice. Each site approached the role of the community somewhat differently. All sites included individual and/or focus group interviews with battered mothers and battering father figures in their local evaluations. The El Paso County site included in its collaboration “family experts” or community members (e.g., previously battered mothers, former batterers) who had been involved with one of the three primary systems. While survivor perspectives were represented to varying degrees within the collaborations, the demonstration sites had a difficult time integrating these survivors into the larger collaborative structure. Judicial ethics, which specified maintaining impartiality in ongoing cases, for example, had been one problematic issue. The majority of demonstration sites did not include survivors as *survivors per se* in their collaborative structures (i.e., the individual’s role was as a general community member and not specifically as a survivor of violence) and, as a result, avoided ethical challenges to judicial impartiality when there might have been the appearance of *ex parte* communication (i.e., communication about a court case without all parties being present) through Greenbook initiative activities.

### 3.2 Implementation Activities

Greenbook sites began by identifying an organization to house the grant, recruiting key members, hiring staff, and developing an organizational structure. Once these startup activities were underway, the demonstration sites starting planning and executing the Greenbook work. This section describes the planning and systems change activities developed and supported by the Greenbook collaborations during the grant period, and the impact of those activities on the collaboration and the primary partner systems. The data in this section come from the implementation activity grids which catalogue the activities of each site. The percentages presented are based on the 203 separate implementation activities described in the grid.

Collaborative implementation activities included planning activities and systems change activities. Across demonstration sites, a little less than half of all implementation activities were planning activities (43%), and the remaining activities were directed at systems change in one or more of the partner systems (57%) (see Figure III-1).

**Figure III-1: Implementation Activities**

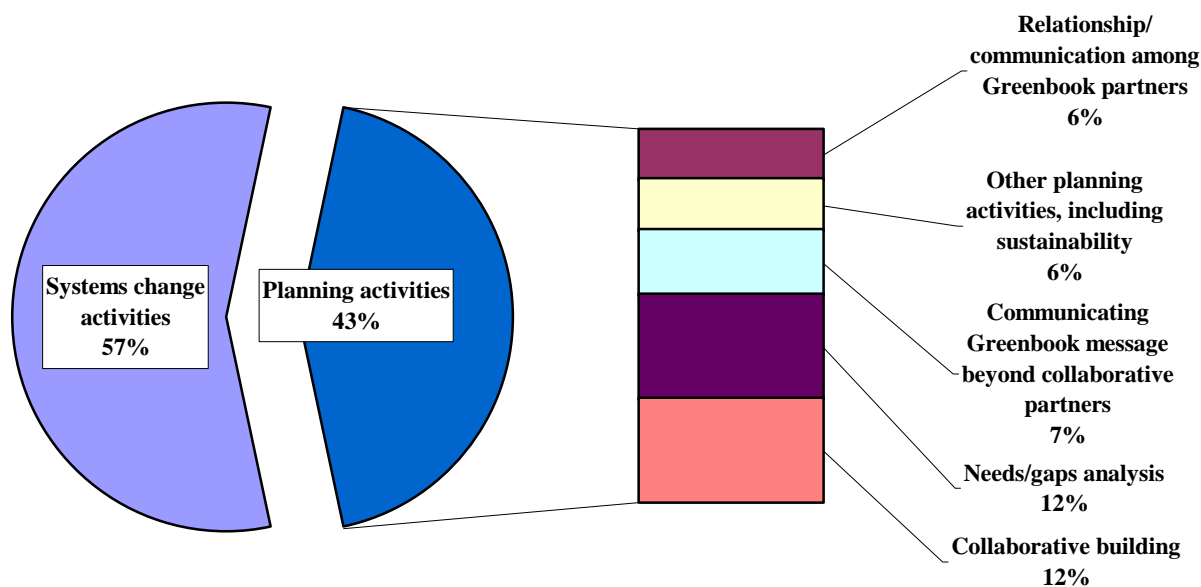


### ***Planning Activities***

Planning activities were implemented by the demonstration sites to build and maintain the collaboration itself and to plan and prioritize systems change work. Planning activities were categorized further into collaborative building activities (12% of all implementation activities); community needs or gaps analyses (12%); communicating the message beyond Greenbook partners (7%); other planning activities, including sustainability (6%); and building and maintaining relationships and communication among Greenbook partners (6%) (see Figure III-2).



Figure III-2: Planning Activities



Although sites engaged in a number of activities necessary to build their collaboration and lay the foundation for the work, stakeholder responses to questions posed during site visits indicated that needs assessments, relationship building, and engaging the community were critical to effectively planning the work. Needs assessments and gaps analyses, including the voice of survivors of family violence and consumers of the primary systems, were key to identifying existing gaps and setting goals for the initiative. Collaborations perhaps underestimated the resources required to build productive relationships, as stakeholders reported that many challenges, such as those related to power, trust, and leadership issues, had to be reassessed continually throughout the initiative. Stakeholders reported that they should have spent more time and attention from the beginning on communicating the message beyond collaborative partners and effectively engaging the community in the work.

**Needs/gaps analyses.** Needs/gaps analyses were among the top four types of activities implemented by the sites, encompassing 12 percent of all implementation activities. These analyses helped sites determine their priorities and included reviewing Greenbook recommendations, developing a logic model, incorporating the voice from survivors of family violence and consumers of the primary systems, and conducting safety audits. Stakeholders reported that local research partners were invaluable to the planning, process, and utility of the needs assessment activities. Results of assessment activities across sites were used to define project goals and expected outcomes and to provide a roadmap for the collaborative work.

All sites developed a logic model during the first 18 months of the initiative, using the logic models to link identified needs with objectives and expected outcomes at the end of the grant period. Generally, these needs, objectives, and outcomes were linked through identified resources and specific planning activities. Local research partners played an important role in each site, helping to communicate the usefulness of logic models and develop them in concert with local initiative stakeholders. During on-site interviews, Greenbook stakeholders talked about the value of logic model development activities. In general, these activities helped



facilitate a common understanding of the problem of co-occurrence among local collaborative members. Logic models were used less as sites shifted from planning to system change activities; some stakeholders felt they still were connected to these logic models, but others felt that the work was more “organic” over time, flowing from the particular interests of active collaborative members at the time.

Another important needs analysis activity was system mapping to determine where there might be duplication or lack of services, as well as the need for information sharing between systems or an additional policy or practice to ensure families did not “fall through the cracks.” These activities included an assessment of information sharing needs among the courts and an annual review of existing agency protocols. Many sites also conducted a safety audit with the help of the technical assistance providers and consultants. The safety audit was a formal process to examine the policy and practice of a specific system and how it worked with families experiencing domestic violence and child maltreatment. The sites that conducted the safety audit benefited from the process but, in retrospect, would have implemented this activity much sooner in the demonstration initiative.

**Establishing and maintaining collaborative relationships.** The demonstration sites allocated about 6 percent of their efforts to establishing, maintaining, and strengthening relationships and communication among partners. This type of activity was less of a focus compared to other types in the demonstration sites, although most stakeholders reported that maintaining collaborative relationships was the most important part of the work and required the most attention.

Power issues were ongoing obstacles in all the demonstration sites, most often between domestic violence service providers and other primary partners, as the child welfare and court systems had more organizational resources and community authority associated with bureaucracy, financial resources, and other sources of power. Stakeholders noted that power often was concentrated in the court system, which was frustrating to many since this system seemed to be the focus of the fewest system change activities compared to other partner systems. Domestic violence service providers were generally at the other end of the power spectrum due to their limited resources. The demonstration sites took steps to balance power among partners however, such as adding more partners to the governing body to balance adult and victim perspectives. Other strategies included retreats facilitated by technical assistance staff to address power, better integration between governing and advisory bodies to ensure all voices were heard, and the creation of a domestic violence consortium to unify domestic violence service providers. An imbalance of power often led to trust issues at the sites, which were addressed through cross-system dialogue, in addition to neutral facilitation and leadership, to create a safe environment for discussing important issues.

Philosophical or fundamental differences in systems’ approaches prompted hot button issues to emerge, such as information sharing across systems, mandated services for domestic violence victims, child witness to domestic violence, batterer engagement, cultural competency, and the use of failure to protect in situations of domestic violence. The creation of specialized positions, particularly domestic violence advocates co-located in child welfare agency offices, helped to bridge the gap between various systems and address information sharing and other volatile issues. Other implementation activities designed to address such issues included cross-discipline discussions.



The challenges described by stakeholders during site visit interviews also were highlighted in stakeholder survey results. Surveyed stakeholders were asked the extent to which they agreed that certain obstacles were encountered in their community. Stakeholders were significantly more likely to agree at follow-up compared to baseline that a lack of resources, conflicting organizational cultures, lack of accountability, and too great an emphasis on collaboration as opposed to individuals served were obstacles (see Appendix B). These changes likely were driven by the nature of collaborative work and the focus on cross-training, developing institutional empathy, discussion of emerging issues, and the move from planning to implementation, all of which were key activities at the survey follow-up point. Despite these significant changes, stakeholders on average did not agree that any of the survey measures were obstacles, as nearly all measures received an average rating of 2.5 or less on a scale of 1 to 5.

Stakeholders interviewed during site visits reported that effective leadership and neutral facilitation were helpful in addressing these obstacles, however. Characteristics of effective leaders included the ability to see issues from different points of view and a broad vision to understand how system change could evolve community-wide. Respect and credibility in the community were also important, as well as the ability to mobilize others. Sites also found that having outside, neutral facilitators during collaborative meetings and retreats helped to balance power, establish trust, and support open communication.

Many stakeholders reported that the development of relationships among the primary partner systems was a key success of the initiative, particularly the relationship between child welfare and domestic violence service providers. The collaboration resulted in “better relationships and better understanding at all levels.” Changes in the relationships were described as “night and day,” “improved by leaps and bounds,” and “light years ahead of what they used to be.”

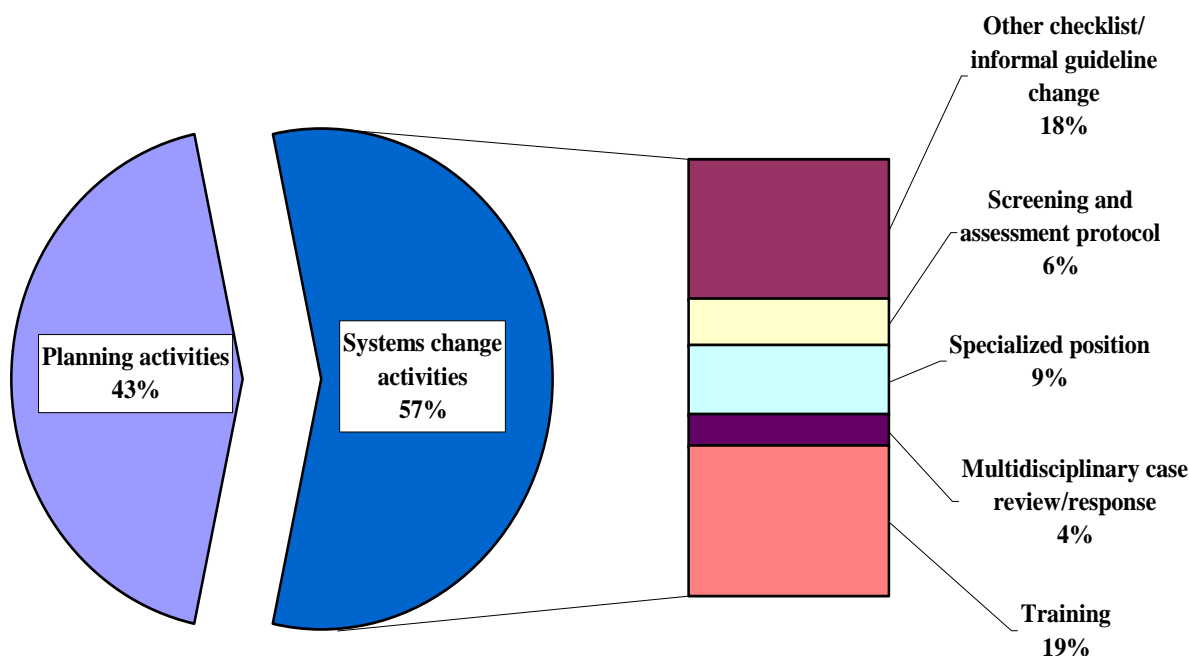
**Communicating the Greenbook message beyond the partners.** Communicating the Greenbook message beyond the partners accounted for 7 percent of all implementation activities. These activities were important to ensure community buy-in and support for the Greenbook work, and helped support sustainability efforts later. The work of partners in the community outside the collaboration helped spark discussion about challenging issues and shape priorities for the initiative. Many sites joined other collaborations already underway to maximize existing resources without duplicating efforts. The demonstration sites also sponsored conferences, speakers, or training opportunities on Greenbook issues for the community and agencies and organizations outside the official Greenbook partnership.

Survey results showed that stakeholders did not significantly change their perceptions of the planning process on most measures (see Appendix C). At follow-up, stakeholders were significantly more likely to agree that the abilities of collaborative members were used effectively. They were significantly less likely to agree that the roles and responsibilities of collaborative members were clear, however. At both time points, stakeholders generally agreed that the planning process had a feeling of cohesiveness, was flexible enough to accept diversity in members’ views and backgrounds, and had strong commitment from the policy-makers of each organization represented. Stakeholders at both survey administrations also agreed that those working on the initiative had many competing responsibilities.

## Systems Change Activities

The outputs of the collaborative building efforts and planning activities are the systems change activities implemented in one or more Greenbook partner systems. Sites spent more than half of their efforts (57%) on implementation activities that were directed toward systems change (see Figure III-3). These were largely training and other checklists or informal guideline change activities, but also included multidisciplinary case review and response, specialized positions, and screening and assessment protocols.

Figure III-3: Systems Change Activities



Note: Percentages are rounded, so subtotals may not equal totals.

Many sites initiated the systems change work with screening and assessment protocols, most often policy or practice changes to child welfare agency efforts to screen for domestic violence. Training was the most prevalent type of system change activity in the demonstration sites, encompassing 19 percent of all implementation activities. Training generally focused on understanding the dynamics of co-occurrence for diverse staff in the partner agencies, including judges and frontline workers, and occurred at both the collaborative and practice levels. According to stakeholder interviews, however, the most influential systems change activities focused on specialized positions and multidisciplinary case review and response, as these activities directly engaged workers at multiple levels and across systems in collaborative efforts.

**Multidisciplinary case review and response.** Although sites were less engaged in multidisciplinary review and response activities compared to other types of systems change efforts, these activities were instrumental in engaging multiple systems with a family at critical points. Multidisciplinary case response activities involved multiple systems responding to and



servicing cases of identified co-occurrence. For example, Santa Clara County developed a resource for multidisciplinary response to domestic violence cases, which included guidance on providing assistance to victims and best practices for cases involving children (immediate response, urgent review, or routine review). The protocol was used by first responders (law enforcement) and involved child welfare staff and domestic violence victim advocates as appropriate. Santa Clara County also supported the Family Violence Review Team, which included police detectives, police investigators, victim witness office staff, child protective services, domestic violence victim advocates, and probation officers. The team reviewed one or two police reports of the most severe domestic violence filed each week and made home visits or calls to the victims to provide additional supports. Where indicated, the team conducted safety planning with adult and child victims and worked to ensure perpetrator compliance. Multidisciplinary response teams also were formed in Lane County for situations that involved a child witness to domestic violence, and included domestic violence service providers, child protective services, the district attorney's office, and community service providers. The approach featured a safe environment for child forensic interviewing with all the relevant parties present to minimize the possibility of children having to recount their experiences multiple times. Other members of the team provided support and resources simultaneously for adult victims.

**Specialized positions.** Most sites created or redefined specialized positions early in the demonstration period and continued to support, expand, or modify these positions over the course of the initiative. Specialized positions included domestic violence victim advocates co-located in child welfare offices, court staff responsible for holding batterers accountable, and systems analysts who regularly reviewed potential gaps and improvements in the way the systems responded to families. Half of all specialized positions were located in the child welfare system, and one-third were found in the justice system. Specialized positions were created or enhanced by the Greenbook initiative to facilitate cross-system information sharing, institutional empathy, or more appropriate handling of cases involving child maltreatment and domestic violence. Stakeholders interviewed at the sites reported that specialized positions were particularly effective at engaging frontline workers in the collaboration, forming a bridge and supporting institutional empathy across systems, and providing the resources to respond to family violence in a more collaborative and comprehensive manner.

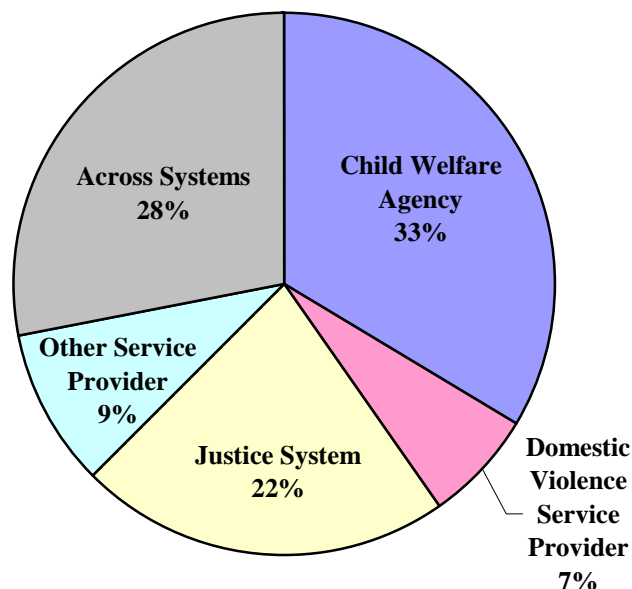
### 3.3 Implementation Activity Outcomes

The findings described above detail the activities of the Greenbook demonstration sites over the course of the grant period. These implementation activities included those to develop and maintain the collaborative process, plan the Greenbook work, and implement system change activities in one or more of the Greenbook partner systems. The purpose of all these activities, however, was to change the way child welfare agencies, domestic violence service providers, dependency courts, and other family-serving systems worked with families experiencing child maltreatment and domestic violence. As such, the collaborations measure their success not only in the collaborative processes they developed, but also in the system change that occurred in the partner agencies.

More system change activities focused on child welfare agencies compared to the other two primary systems. A little more than a quarter of system change activities were implemented across systems, and 22 percent were implemented in the justice system. The domestic violence service provider system was the focus of the fewest system change activities, although this system participated in many of the cross-system activities, such as training and multidisciplinary

case review and response, and largely shaped or supported activities targeting other systems, such as co-located advocates in the child welfare system (see Figure III-4).

**Figure III-4: Systems Change Activities by System**



Note: Percentages are rounded so subtotals may not equal totals.

The sites generally started systems change activities with the child welfare system, which contained a number of facilitators for system change. These facilitators included the hierarchical structure, collaborative involvement of key decision-makers who had the power to implement system-wide changes, experience with system change efforts, and existing practices that were amenable to system change, such as mandatory training for new workers and ongoing training for existing staff. Stakeholders also noted that the child welfare system's willingness to be reflective by opening up case files for review and being the first system to implement Greenbook system change efforts was a model for other systems.

Based on their experience with the child welfare system, many stakeholders reported that they had unrealistic expectations for systems change in the other two primary partners. For example, the organizational structure of the dependency court was not as amenable to system change as the child welfare system's structure. Judges were bound by law and legal precedent, and there was no hierarchical structure or mandatory training to infuse systemic changes across courtrooms. As a result, in most sites court staff were responsive to training opportunities, and some isolated changes in policy and practice occurred. Some court stakeholders implemented change in their own courts or influenced change in others, but many questioned how much the Greenbook issues were reinforced by judicial collaborative members, who may have been restricted by the organization of the system itself.

Although *The Greenbook* recommended a number of policy and practice changes for dependency courts, the demonstration sites focused their system change activities on a number of partners in the judicial system. This expanded focus occurred because sites recognized the obstacles inherent in implementing system change in the dependency court, and also because



families experiencing co-occurrence were involved with a number of courts and other justice system agencies (e.g., the district attorney's office, law enforcement, probation, and parole) in addition to the dependency court. The justice system was the focus of 22 percent of system change activities, most likely to be training, specialized positions, or other checklist/guideline changes.

Domestic violence service providers did not constitute a defined system, but instead were a group of organizations that conducted similar work. Sometimes these agencies came together in a coalition, but they still were a group that was difficult to represent adequately by the involvement of one or two collaborative members. Also, these agencies were not bound by the same bureaucracy that guided the child welfare system. Furthermore, domestic violence service providers generally lacked the financial or staff resources to be active in a number of collaborative activities or to implement systemic change.

Domestic violence service providers were the focus of 7 percent of system change activities, most likely to be screening and assessment protocol changes, training, or other checklist/guideline changes. However, domestic violence service providers had input on activities that were specifically focused on systems change in other systems, such as co-located advocates at child welfare agencies or information sharing practices within the justice system.

Although sites engaged in a number of activities necessary to build their collaboration and lay the foundation for the work, stakeholders indicated that needs assessments, relationship-building, and engaging the community were most critical to effectively planning the work. Needs assessments and gap analyses were key to identifying existing gaps and setting goals for the initiative. Collaborations perhaps underestimated the importance of building and maintaining collaborative relationships, as stakeholders reported that many related challenges—including issues of power, trust, and leadership—had to be reassessed continually throughout the initiative. Stakeholders reported that they should have devoted more time and attention from the beginning to communicating the message beyond collaborative partners and effectively engaging the community in the work. Most stakeholders reported the maintenance of collaborative relationships was the most important part of the work and required the most attention.



## IV. Screening and Assessment

### 1. Introduction

The co-occurrence of domestic violence and child maltreatment is well documented (American Medical Association, 1995; American Psychological Association, 1996; Coohy & Braun, 1997; Fantuzzo, DePaola, Lambert, Anderson, & Sutton, 1991; Wolfe & Korsch, 1994) with the empirical literature suggesting that child maltreatment occurs in 30 to 60 percent of families who experience domestic violence (Appel & Holden, 1998; Edleson, 1999). One explanation for the lack of clarity in these estimates is the variable, and sometimes nonexistent, screening and assessment practices of both child protective and domestic violence service agencies.

Relatively little is currently known about child welfare practice in assessing domestic violence, but research suggests that the problem is not always identified. One nationally representative study found that only 43% of families referred to the child welfare system are assessed for intimate partner violence, and 53% have a written policy for screening and assessing for domestic violence (Hazen et al., 2007). The National Association of Public Child Welfare Administrators (n.d.) recommends that domestic violence screenings occur during intake and that domestic violence assessments should occur during all phases of a case from service plan development, placement decision, services review, to case closure. Greenbook recommendations specify that caseworker training should focus on increasing awareness of domestic violence issues, improving identification, and providing appropriate intervention. Research suggests that training programs using detailed curricula developed specifically for addressing domestic violence within the child welfare system may have a positive impact on workers' knowledge and attitudes regarding domestic violence screening and assessment. In one study, Mills and Yoshihama (2002) found that following training, child welfare workers were more likely to recognize the importance of assessing for domestic violence and felt more confident in their ability to work effectively with families affected by domestic violence. Other research has indicated that child welfare personnel who participated in domestic violence training felt that they had greater empathy for victims of domestic violence, would be more likely to assess for domestic violence, and would be more likely to recommend that domestic violence perpetrators receive specialized services (Saunders & Anderson, 2000).

In this chapter, data collected from child protective services case files and direct service workers are presented to depict each Greenbook initiative site's screening and assessment policies and procedures. The chapter also includes a discussion of lessons learned related to screening and assessment practices across demonstration sites over time.

#### Greenbook Recommendations

The following recommendations from *The Greenbook* are particularly relevant to screening and assessment.

**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.



























































































































































































