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Bringing the *Greenbook* to Life: A Resource Guide for Communities

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Bringing the *Greenbook* to Life:

A Resource Guide for Communities



NATIONAL COUNCIL OF
JUVENILE AND FAMILY COURT JUDGES

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Bringing the *Greenbook* to Life: A Resource Guide for Communities

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The points of view expressed are those of the authors, and do not necessarily represent the official position or policies of the National Council of Juvenile and Family Court Judges.



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Introduction

Bringing the Greenbook to Life: A Resource Guide for Communities (Guide) is designed for communities seeking to develop interventions that will improve their responses to families suffering both domestic violence and child maltreatment. The *Greenbook*, a publication released in 1999 by the National Council of Juvenile and Family Court Judges and formally entitled *Effective Interventions in Domestic Violence & Child Maltreatment Cases: Guidelines for Policy and Practice*, explored the links between domestic violence and child abuse and neglect, and promoted collaboration among child welfare systems, domestic violence advocates, and dependency courts in order to serve battered mothers and their children more effectively. The concepts underpinning the *Greenbook* include the following:¹

- Interventions should focus on removing batterers from their households and holding them accountable for their violence.
- Child welfare agencies can best protect children by offering their battered mothers appropriate services and protection.
- Being a victim of domestic violence does not equate to being a neglectful parent.
- Separating battered mothers from their children should be the alternative of last resort.²

In order to create a laboratory for the implementation of the *Greenbook's* philosophy and guidelines, in 2001 the federal government funded six communities to evolve blueprints for putting the *Greenbook* into practice: El



Paso County, Colorado; Grafton County, New Hampshire; St. Louis County, Missouri; the city of San Francisco and Santa Clara County, California; and Lane County, Oregon. Representatives from child welfare agencies, dependency courts, and domestic violence agencies came together, with the help of federal technical assistance providers, to grapple with the myriad issues surrounding implementation of the *Greenbook's* vision. Other community and governmental agencies and members of the affected communities were invited as well, in order to inform the work of the pilot communities.

The six communities working on *Greenbook* implementation drew from the lessons of other innovative programs seeking to improve child welfare practice. As we recently noted in the Family Violence Prevention Fund's report, *Steps Toward Safety: Improving Systemic and Community Responses for Families Experiencing Domestic Violence*, these

1 These principles were recently used as a basis for the New York Supreme Court to require New York City Child Welfare Services to change their policy and practice of removing children from battered mothers based on the sole fact that their mother was a victim of domestic violence. This landmark case, *Nicholson v. Williams*, 203 F.Supp.2d 153 (E.D.N.Y.), was a class action lawsuit brought on behalf of battered mothers and their children.

2 *Greenbook* National Evaluation Team, *The Greenbook Demonstration Initiative: Interim Evaluation Report 8* (2004). Available at www.thegreenbook.info/documents/Greenbook_Interim_Evaluation_Report_2_05.pdf.



communities across the country working to apply the *Greenbook's* principles “built a fundamental framework for the future based on the interdependent safety needs of mothers and children. They promoted and tested an underlying premise: keeping children safe relies on keeping their non-offending parent, usually the mother, safe... each of these efforts has provided valuable lessons for improving responses for battered mothers, men who abuse their partners, and their children.”³

Through the implementation process, these communities learned about trust-building, collaboration, and systems change. They developed strategies, policies, and protocols to drive the changes they envisioned. They struggled with issues of community, cultural difference, and power. These communities amassed a wealth of information and experience about how to operationalize the *Greenbook*, wealth which it is the intention of this *Guide* to share with other communities that understand the principles of the *Greenbook* and now want to know *how* to make those principles a reality. The *Guide* explores

a number of the major policy and practice issues confronted by the communities that have implemented the *Greenbook*; details the various ways in which the communities have attempted to address these issues; and, where protocols, tools, and exercises exist, includes them, along with commentary on using them successfully. The idea is to enable communities to begin the process of change without having to “reinvent the wheel.”

The *Guide* is organized into eight sections: I. Understanding Each Other; II. Laying the Foundations; III. Collaboration; IV. Assessing System Readiness; V. Confronting the –isms; VI. Changing Practice; VII. Widening the Circle; and VIII. The Unresolved Questions. It is not intended as a how-to guide or a step-by-step progression for systems to follow. Because each community starts from a different place and has unique strengths and needs, no one set of actions, no one path exists that will bring all communities to successful implementation of the *Greenbook's* goals. However, using the *Guide* will help each community find its own successful process for achieving success.

The primary systems include child protective services, domestic violence agencies, and the dependency courts. The relationships between individuals in the primary systems involved in these efforts, the legal framework, and the resources available to the efforts vary from community to community. Accordingly, no particular set of tools, or their use in a specific order, can ensure success. The documents provided are intended to be illustrative—to provide ideas that might be applicable in, or adaptable to meet the needs of, other jurisdictions. Rather than reinventing the wheel, these resources are intended to help each community develop its own wheel—the policies, practices, strategies, and relationships necessary to make change in the community. Making lasting change and creating new relationships among child welfare agencies, domestic violence advocates, and courts is a daunting task. This resource guide can help *Greenbook* partners negotiate this territory.

3 Ann Rosewater & Leigh Goodmark, Family Violence Prevention Fund, *Steps Toward Safety: Improving Systemic and Community Responses for Families Experiencing Domestic Violence*, available at www.thegreenbook.info/documents/Steps_Toward_Safety.pdf.

I. Understanding Each Other

One of the first challenges facing the funded *Greenbook* sites was overcoming a history of misinformation and myths about each of the systems involved in these efforts. Subscribing to these created a cacophony of prejudgments that were hard to surmount. Typical views in most communities about each of the three primary systems involved in *Greenbook* efforts included such ideas as:

“Domestic violence advocates are zealots who never believe that the mother could have done anything wrong.”

“Child welfare agencies remove children without good reason and blame mothers for the violence against them.”

“Courts are ignorant of both the dynamics of abuse of battered mothers and the challenges child protection workers face in trying to do their jobs.”

So how did systems shed these misperceptions and create a space for coming together to meet their common goal of improving outcomes for families experiencing domestic violence? They learned more about each other through techniques such as the ones described below.

Shadowing

As the funded *Greenbook* sites began the process of learning more about each other, domestic violence advocates rode along with child protective services caseworkers investigating allegations of child abuse and neglect. Child welfare professionals watched court staff work through



their daily dockets. Court staff sat in on consultations with victims of violence and watched the interactions between victims and their advocates. Spending time watching other people go about their daily business can bring to light the complexities of their jobs, the mandates within which they operate, the systemic barriers to change they face, and the obstacles they confront in working with families experiencing domestic violence. Shadowing also provides opportunities for both the observer and the observed to develop relationships as individuals, rather than as representatives of their respective systems. Shadowing was one of the most common and effective methods the sites reported using for learning about the different systems with which they would be working.

The Family Court shadowing program in St. Louis County, Missouri was designed for its community partners with the goal of enhancing understanding of the work of the court’s deputy juvenile officers (DJOs) and judges.⁴

In Lane County, Oregon, shadowing led directly to changes in practice. After child welfare staff shadowed domestic violence advocates working within the child

⁴ For the St. Louis County Shadowing Program, see Appendix A.

welfare system, they decided that co-locating a staff person within the domestic violence agency made sense as well. That liaison now goes to staff meetings at the domestic violence agency and is available for case consultations. The insight that co-location needed to go in both directions came only after shadowing (see page 18 for discussion of specialized positions often co-located in partner agencies).

Cross-Training

Another tool often used for helping the various sectors increase their knowledge of their partners' work was cross-training. Each of the partners required its staff, as a matter of course, to participate in *internal* training on subjects relating to the work they do each day. Cross-training is also an opportunity to teach those outside of the organization how the organization works. Formal training with diverse audiences afforded the partners opportunities to provide basic information on the operation of their systems and the laws and mandates within which they operate; enabled the partners to dispel myths and misconceptions about their work and to articulate their roles and what they had to offer to the partnership as a whole; and provided opportunities for the trainers to think through all of these issues in the context of creating new partnerships and to consider whether and how the mandates and roles would have to change to integrate their services into the whole of the project.

In one community, for example, cross-training unearthed a crucial issue: unlike in some jurisdictions, domestic violence advocates there were not legally mandated to report child abuse or neglect, although some felt ethi-

cally mandated to do so.⁵ That training led the domestic violence agency to develop a policy concerning reporting and provided the other partners a better understanding of why the domestic violence agency operated as it did.⁶

Cross-training, both formal and informal, was provided through regular meetings of the project partners and in special trainings developed solely to address issues of concern to the partners. Many of the sites relied on Anne L. Ganley and Susan Schechter's work⁷ to develop their curriculum. Issues addressed in cross-training included understanding the behavior of domestic violence offenders; children exposed to domestic violence; and introductions to the work of domestic violence advocates, child protective services, and dependency courts.

In Lane County, the Family Violence Response Initiative Cross Training Committee designed a pilot with the specific objective of building cross-discipline relationships, while partners explored how best to

Issues addressed in cross-training included understanding the behavior of domestic violence offenders; children exposed to domestic violence; and introductions to the work of domestic violence advocates, child protective services, and dependency courts.

5 State statutes determine the obligation of domestic violence advocates to report child abuse or neglect. Six states have laws making domestic violence advocates mandated reporters. Child Welfare Information Gateway, U.S. Department of Health and Human Services, *Mandatory Reporters of Child Abuse and Neglect: Summary of State Laws 2*, available at www.childwelfare.gov/systemwide/laws_policies/statutes/mandall.pdf.

6 For Lane County's Guidelines for Reporting Abuse, see Appendix B.

7 Anne L. Ganley & Susan Schechter, Family Violence Prevention Fund, *Domestic Violence: A National Curriculum for Child Protective Services* (1996).

conduct safety assessments for families dealing with both domestic violence and child maltreatment. The training, entitled “Assessing and Supporting Safety,” was divided into a morning and an afternoon session. The morning session provided all participants information on the dynamics of domestic violence and the impact of the cycle of violence on service providers and their relationships with the families with whom they work. In the afternoon, the facilitator led participants in a series of small group exercises designed to enhance relationships across disciplines, as well as increase safety assessment and collaborative casework skills.

In El Paso County, participants considered the issues raised by the following hypothetical cases in order to enhance their understanding of each others’ perspectives, roles, and mandates:

A woman in her late forties calls the crisis line because of domestic violence the night before. The crisis line encourages the victim to come to TESSA [the domestic violence services agency] to receive assistance in filing a restraining order. The victim meets with an advocate and discloses that she has been separated from her abuser for the past month. The couple has two children: 17- and 14-year-old boys, who currently live with dad. The victim further states that the children sympathize with and relate to the father. They have never witnessed any of the violent acts, and they believe that mom is making this all up. While meeting with the advocate, the victim discloses that the previous night, she was strangled into unconsciousness, and has bite marks on her chest area and bruising on her neck. The victim states that the offender has threatened to ruin her financially; has recently disabled her car; and when they were together, never allowed her to work outside the home. The victim discloses that, five years ago, she reported that her husband was abusing the children; but there was no follow up by DHS [Department of Human Services]. The victim feels there is no one to help her, is unable to support herself, and is worried about the safety of her children, although the children refuse to leave their father. The police are called and the offender is arrested and is currently incarcerated while attempting to make bond.

Police respond to the residence of a 9-1-1 call placed by a 10-year-old child reporting current domestic violence taking place in the home. Upon arrival, police find a 30-year-old woman, her 55-year-old boyfriend, and six children, ages 10 years to three months. The 3-month-old is the only child in common between offender and victim. The victim states that there is an 18-month relationship and that the offender is unemployed and currently providing care for her children while she works double-shifts as a waitress, because she cannot afford daycare. The victim is upset that the police were called, stating they just had an argument and it was no big deal. When police interview the 10-year-old, the child discloses that the boyfriend has lots of friends over while mom is at work; and they sit around doing drugs and drinking beer. The child states that he also gets very angry with the kids for interrupting when his friends are over. The child reports that, yesterday, he took off his belt and hit the 10-year-old when the child went to inform him that the baby was crying. The 10-year-old states that he tries to take care of his siblings, as he is afraid because the boyfriend has pointed his gun at them in the past and threatened to shoot them if they don’t be quiet. Because of the child’s allegations, child welfare and domestic violence advocates are called to the home.

At the end of each scenario, the participants were asked, “As an advocate, Temporary Assistance for Needy Families (TANF) worker, or child welfare worker, what are your areas of concern and what are your plans to assist this family?” Working through hypothetical cases enabled participants not only to see more clearly the differing perspectives they and their colleagues brought to the work, but also to discover the common ground on which they could develop joint plans to assist the families.

Grafton County conducted cross-training using a multi-disciplinary panel to discuss court, Court Appointed Special Advocate (CASA), domestic violence advocate, and child protective service (CPS) practice. The information gleaned from the panel was used to structure further small- and large-group discussions regarding the positive changes made within systems and the work that needed to be done in order for the project to sustain itself.

II. Laying the Foundation

Another first step for many of the *Greenbook* sites was to lay the foundation for the development of relationships. Although many of the project partners knew of each other, and some had worked together in a limited capacity prior to beginning these efforts, few had engaged in the kind of sustained collaboration that was required by the *Greenbook* projects. Because the misconceptions and myths about individuals and systems once again threatened to impede progress, project participants found it necessary to confront a range of issues before they could begin to push their collective agenda forward. Establishing trust, dealing with power differentials, assessing commitment, and managing conflict were among the issues they addressed.

Establishing Trust

By the time these projects began, individuals in each of the three main systems in most of the sites had accumulated years of misinformation, misunderstandings, myths, and some genuinely negative experiences, which tended to overshadow any positive interactions that they had. As a result, the *Greenbook* partners had scant reservoirs of trust to draw on as they began their collaborations, although trust was essential for making the kinds of changes that the *Greenbook* process requires. Partners had to trust that each sector would come to the table ready to work out their differences. They had to trust that participants were being honest about their statutory mandates and the institutional and policy barriers that would have to be addressed. They had to believe that their partners were being honest and forthright about their own limitations and how those limitations might affect the work they were engaging in together. And they had to know that, although the partners all brought misconceptions and biases to the table, they would do their best to move



beyond these barriers to change and be open to developing the kinds of relationships, individual and systemic, that could lead to positive outcomes for battered women, their abusive partners, and their children.

How did the *Greenbook* projects establish this trust? Through the strategies discussed above—shadowing and cross-training—and through relationship-building exercises, all of which gave them a better understanding of each other. Sites effectively used a “myths and reality” exercise that juxtaposed misinformation about the various systems with how the systems actually work, in order to debunk the false information brought to the collaboration. Sites stressed the importance of professional facilitation for such activities, so that staff could participate in the development of relationships without worrying about their responsibility for keeping exercises on track. And trust had to be reestablished each time personnel changed, because a new actor who does not trust others or engender trust can derail an entire proj-

ect. Moreover, sites recognized the need to create not just individual trust, but systemic trust, so that change becomes institutionalized and is not reliant on the personal relationships of the individuals working on the project at any given time.

The importance of establishing trust cannot be overstated. At one meeting, a child welfare professional asked this question: “If domestic violence advocates could trust that women got best-practice responses from child protection, could you, as advocates, ever agree that children’s exposure to domestic violence requires intervention?” This hotly debated central policy question, discussed on pages 24-25, is a huge stumbling block for some collaborations. What the question suggests, however, is that if systems trusted each other to respond appropriately, some of those policy issues would dissipate.

Power Differentials

As in all institutional and individual relationships, partners in the *Greenbook* projects came to the table with differing amounts of power, both perceived and real. However, in the beginning, some participants failed to consider the power dynamics, instead assuming that everyone came to the table with equal power. Representatives of the court system, particularly judges, were widely perceived both as having more power than other partners and as expecting others to defer to their power. Domestic violence advocates regularly viewed themselves as the least powerful voices at the table because of their lack of governmental authority and resources, the relative newness of their “system” in the constellation of social services, and their perception that the other disciplines view survivors of domestic violence and their advocates with skepticism. Some individuals who came to the table had the power to make real policy and practice change within their institutions; others could not commit to anything on behalf of their institutions. Frontline workers felt that



they lacked the power to make real change, or that their suggestions were not accepted by supervisors. In many places, these power differentials threatened to hamper the ability of the partners to work collaboratively.

Sites responded to the power differentials in a variety of ways. Some simply ignored them and the danger that festering resentments would impede later progress. Others acknowledged the problem and created operating principles⁸ designed to minimize power-related problems. Some communities worked behind the scenes to ensure that those perceived as most powerful, judges, for example, were not able to monopolize the process, either as a result of their own inclinations or

8 For the El Paso County *Greenbook* Collaboration Commitment, see Appendix C.

because others deferred to them. Others defused power imbalances by interspersing those perceived as more powerful with those who felt less so. In some instances, technical assistance consultants were helpful in diffusing power differentials. Finally, sites recognized that when an individual's power is no longer assumed, a different conversation can take place. Participants could, to some degree, make choices about how much power to give each other; but they realized that, while power differentials could be managed, they could not always be completely eliminated.

Assessing Commitment

Before the sites could begin to engage in discussion about the difficult issues, they wanted to ensure the commitment of each partner to the kind of introspection the process would require. Partners found they would have to ask themselves difficult questions and give honest answers:

- Are we operating in a way that best serves battered women and their children?
- What biases are lurking behind the work that we are currently doing?
- Are we willing to change our policy or practice to serve these populations more effectively?
- Is our workforce capable of this kind of change?
- Do our mandates and roles—both real and perceived—allow us to make the necessary changes?

In addition, the sites needed to be sure that the partners were committed to the process itself. The *Greenbook* projects required sustained, time-consuming work from the partners, and not everyone was prepared to make that commitment of time, energy, and resources. Simply showing up for meetings was not enough; substantial

groundwork had to be done outside of those meetings for progress to occur. In El Paso County, members of the *Greenbook* project acknowledged their commitment by signing a *Greenbook* Pledge.⁹

Managing Conflict

Before they began collaborating, the *Greenbook* sites' partners knew from their past experiences with other systems' policy and practice that they fundamentally disagreed with each other on certain issues. In the past, they had not needed to attempt to resolve these issues—which led, in part, to the mistrust and misunderstanding described above. Working in collaboration, however, the systems needed to find ways to resolve their issues so as to prevent the destruction of their new, sometimes fragile, relationships. Sites worked to create an atmosphere for discussion that was safe, comfortable, and respectful. Most importantly, the systems needed to understand that conflict did not mean that people disliked each other, only that they did not agree and that they would continue to work together nonetheless. And participants needed to understand that in some cases, conflict could not be resolved, because agreement simply could not be reached. Even when systems reached those impasses, they needed to keep talking.

Recognizing the importance of managing conflict, the sites looked for ways to move through differences effectively. For example, one site developed a conflict resolution protocol¹⁰ that outlined how the systems could work well together and established what to do if a participant began to act in ways that undermined the group's efforts. Others stressed the importance of engaging facilitators who structured conversations so that all opinions could be heard and documented.

9 The El Paso County *Greenbook* Pledge was developed in March 2002 and can be found in its entirety in Appendix D.

10 El Paso County *Greenbook* Collaboration Commitment and process for conflict resolution, *supra* note 8.

III. Collaboration

Because system partners had worked together

to apply for federal funding, many of the sites assumed that they would have no trouble collaborating on the work of the project itself. What they found, however, was that collaboration is not a natural process or one that just happens organically. Collaboration takes a great deal of work. As a result, many of the sites found themselves stymied at the outset, unable to bring the partners together to work productively and unsure how to kickstart the process.

All of the sites benefited tremendously from the work of Karen Ray, a consultant specializing in teaching collaboration and the author of *The Nimble Collaboration: Fine Tuning Your Collaboration for Lasting Success*.¹¹ Ray defines collaboration as a process in which two or more individuals or organizations deal collectively with issues they cannot solve individually. She stresses the basics of collaboration:

- Collaboration is one of many ways to work together.
- Coordination and cooperation are different from collaboration.¹²
- Collaboration is a mutually-agreed-upon process for systems change; it is not just another funded project that lasts three years.
- Collaboration focuses on specific results everyone wants to achieve and on orchestrated conflict.
- Resolving conflicts among organizations is the core of collaboration.



- Victims and their children experience an entire system. Leaders recognize that their agency is just a tiny part of that system. Therefore, systems change when individual agencies change.
- Collaborations progress through a predictable, describable set of developmental stages, just as children do as they grow up.
- Leaders of collaborations require a specific skill set.

Ray also articulated the principles behind a successful collaboration, focusing on the three central tenets of passion, power, and politics, and the role of leaders within each:

- **Passion** often drives the players. Turf and hidden agendas are code words for self-interest. Paying

11 Karen Ray, *The Nimble Collaboration: Fine-Tuning Your Collaboration for Lasting Success* (Amherst H. Wilder Foundation 2002).

12 Ray defines cooperation as “short term informal relations that exist without any clearly defined mission, structure, or planning effort. Information is shared only about the subject at hand and resources are kept separate. Authority is retained by each organization and there is virtually no risk to anyone.” Coordination “is more complex and is characterized by the sharing of some resources. Interaction is usually longer term, often focused around a specific task or program. Some planning and division of roles is required and enough information is shared about the participants to enable cooperation. Authority still rests primarily with individual organizations, but there is increased risk to all participants.”

attention to the self-interest of separate agencies ensures commitment. **Leaders** identify core values that all the agencies share, and they continually use those values to resolve conflicts.

- **Power** exists. It is a reality of everyday work. The idea is to seek equity, not equality of power. A successful collaboration requires participation by multiple people from each partner agency: direct service, program coordinators, and executives. Different levels of power from different levels of the organizations need to problem-solve across agency lines in order to create systems that work for consumers. **Leaders** give up a “my way or the highway” stance, and look for ways to solve problems, not just compromise. Leaders ask for help: from each other; from people who are politically connected; and from outsiders, consultants, and others.
- **Politics** is the practice of sustainability: the more politically acceptable, the more likely the changes will hold and people will buy in. Timing is everything. Determining what shall be done now and what later is important, as is progressing at one’s own pace. There is no such thing as complete consensus. The results you get today lead to the results you want tomorrow. **Leaders** must practice political skills, including being passionate, not emotional; being professional, not powerful; being honest about self-interest, not secretive; and being accountable for the work their agencies must produce.

In the context of the *Greenbook*, Ray explained that the primary role of each partner representing an agency is to champion the work of the collaboration within his/her organization. Ray also noted that essential partner

organizations must be involved at every level of the collaboration, and that opportunities for people with similar levels of authority to meet concerning *Greenbook* issues are crucial.

Greenbook site participants uniformly touted the importance of the information provided by Karen Ray and wished they had received it sooner. After Ray provided assistance, some sites realized they had failed to acknowledge the passion, power, and politics involved in their collaborations. The sites recognized that having participants be open about their self-interest was both appropriate and necessary; conversations about who their clients are and what their mission is helped collaborators figure out what the group’s destination can and should be. Ray’s lessons about personal

accountability, which is the need to do the work, not just show up for meetings, also resonated with the sites. Some sites learned, too, that if the people at the table were so resistant to change or unwilling to challenge themselves that the work itself suffered, they had to be removed for the sake of the collaboration.

“Leaders must practice political skills, including being passionate, not emotional; being professional, not powerful; being honest about self-interest, not secretive; and being accountable for the work their agencies must produce.”

– Karen Ray

IV. Assessing System Readiness

Without the buy-in of the three main *Greenbook* partners—domestic violence advocates, child welfare agencies, and dependency courts—the kind of change imagined in the *Greenbook* is impossible. But how did communities know when each partner was ready to begin to change? In some communities, particularly those who were not funded by the federal *Greenbook* demonstration project, the *Greenbook* systems began this work with retreats for state and community leadership teams. At those retreats, partners developed personal relationships with each other, examined their roles and mandates with respect to families experiencing domestic violence, and began to find the places where they could work together to make change—and identify the places where making change would be difficult. Such work was facilitated by organizations like the American Public Human Services Association, which sponsored a number of regional meetings with its partner organizations, the National Council of Juvenile and Family Court Judges and the Family Violence Prevention Fund. Teams comprised of the three state-level partners came together and began this foundational work with the help of seasoned facilitators.¹³

In Santa Clara County, the *Greenbook* team began by creating an executive committee chaired by representatives from each of the three primary systems, as well as an implementation team made up of almost 30 organizations. The project partners met for a year to discuss how to implement the *Greenbook's* recommendations so as to reach their desired outcomes: coordinated system and service delivery leading



to increased family safety, stability, and well-being. They ascertained community readiness through feedback from implementation team meetings and a stakeholder readiness assessment, designed to provide baseline information related to steps the implementation team saw as necessary in the early phases of the project.¹⁴

Assessing readiness within the systems was also necessary in some communities. Others were able to build on previous efforts. In St. Louis County, a coalition of domestic violence agencies (including independent agencies, advocacy organizations, and batterer intervention programs) developed a memorandum of understanding that outlined their relationships and their expectations of their representative to the *Greenbook* project.¹⁵ This was an at-

¹³ A typical agenda from these regional meetings can be found in Appendix E.

¹⁴ The Applied Survey Research, *Santa Clara County Greenbook Project: Stakeholder Readiness Assessment Report* (2001), is available at www.thegreenbook.info/documents/Stakeholder_Readiness.pdf.

¹⁵ For a copy of the MOU, see Appendix F.



tempt to clearly define roles, responsibilities, and communication channels. The memorandum enabled those domestic violence organizations that were committed to the *Greenbook* project to state their commitment since as independent agencies they were accountable to their respective boards, and provided a clear framework for identifying goals, representation, and responsibilities.

One valuable tool that the sites used to determine the readiness of the *Greenbook* partners was the safety and accountability audit. Developed by Ellen Pence of Praxis International, Inc., the safety and accountability audit explores the protocols and documents used and produced by and among various institutions as they process domestic violence cases. By reviewing selected case files, the auditor examines “the context of agency intervention, such as information-sharing mecha-

nisms between agencies, the education and training available to agency staff, and the resources those staff command,” and highlights the work process behind observed problems or trends. The audit focuses on whether, and how, work processes and organizational structures, including public and private agency relationships, contracts and vendored services, underscore

the central messages of victim safety and batterer accountability.¹⁶

Sites found that the audits helped them to pinpoint those places where certain practices or policies were undermining the goals of the collaboration. Many sites, however, noted that performing a joint audit closer to the outset of the collaboration might have helped cement the collaborative relationships and provide earlier identification of those policies and practices

that impeded safe and effective outcomes for victims, perpetrators, and their children. It also might have provided an intense substantive experience, carried out by a cross-system team that could deepen understanding, trust, skills, and common knowledge, enabling the communities more readily to set an agenda for reform and change.

...performing a joint audit closer to the outset of the collaboration might...cement the collaborative relationships and provide earlier identification of those policies and practices that impeded safe and effective outcomes for victims, perpetrators, and their children.

16 For a detailed description of the safety audit, see Ellen Pence & Martha McMahon, *Working from Inside and Outside Institutions: How Safety Audits Can Help Courts' Decision Making Around Domestic Violence and Child Maltreatment*, 54 JUV. & FAM. CT. J. 133 (2003).

V. Confronting the –isms

Questions of race, class, and gender frequently

arise in relation to each of the three major *Greenbook* systems. Research demonstrates that families of color are disproportionately represented at every decision-making point in the child welfare system.¹⁷ One study of battered African-American women involved with the child welfare system found that the women felt “penalized... for being poor, African- American and abused.”¹⁸ Low-income people of color also make up the majority of those prosecuted for domestic violence offenses.¹⁹ It would be logical, then, for racism, classism, and gender bias to be central to conversations about implementing the *Greenbook’s* recommendations. For the most part, however, communities have largely sidestepped these issues. Class was the least frequently confronted, and gender arose mainly in the context of batterer accountability and why the child welfare system focused on the parenting of non-offending mothers rather than the violence perpetrated by their male partners.

Raising the –isms poses tremendous challenges for communities. First, all of the agencies involved have to be committed to working through the issues of racism, classism, sexism, and heterosexism. Additionally, the systems must understand the concept of cultural competency and work to develop it within their agencies.²⁰ Such work must rise above tokenism; hiring a person of color does not make an agency culturally competent.

Acknowledging issues of white privilege may alienate white participants. In one community, when the conversation turned to white privilege, white people stopped coming to meetings. Addressing these issues takes more than an hour-long brown bag lunch. These conversations must be ongoing. Acknowledging who is at the table and why is crucial. One community found that its child welfare professionals, who were predominately African-American, were not concerned about the overrepresentation of African-American families in the child welfare system because of the way they viewed the system itself. They saw the intervention of the system as a key to preserving African-American families. Given that perspective, they saw the overrepresentation of these families not as reflecting racism, but rather as a function of doing what was best for African-American children and families. When each partner believes that it is doing what is best for families of color (and that others are not), conflicts concerning issues such as overrepresentation are inevitable.

San Francisco sought to engage the city’s diverse populations through a set of cross-system dialogues. The dialogues were organized around a variety of topics – child witnessing, human services, and courts, among others – and used a variety of techniques to gather information, seeking to ensure that the myriad ethnic and racial groups and individuals, as well as system professionals, in the city could participate in ways that they found most comfortable. Papers were developed from each of the cross-system dialogues, and the results have significantly informed the work of the *Greenbook* partnership as well as widened the circle of community involvement.²¹

17 Richard Wright & Judge Wadie Thomas Jr., *Disproportionate Representation: Communities of Color in the Domestic Violence, Juvenile Justice and Child Welfare Systems*, 54 JUV. & FAM. CT. J. 87 (2003).

18 Tricia B. Bent-Goodley, *Perceptions of Domestic Violence: A Dialogue with African-American Women*, 29 HEALTH & SOC. WORK 307, 313 (2004).

19 Wright & Thomas, *supra* note 17, at 90.

20 The El Paso County Colorado *Greenbook* Initiative *Cultural Competency Organizational Self Assessment Toolkit* is available at www.thegreenbook.info/documents/El_Paso_toolkit.pdf.

21 The basic protocol used by the San Francisco *Greenbook* Project for these dialogues can be found in Appendix G.

VI. Changing Practice

After spending considerable time and resources building relationships and determining readiness, the communities seeking to implement the *Greenbook's* principles began to make changes in practice consistent with those principles. Some of the major practice changes these communities piloted in the context of *Greenbook* work are described below.

Group Conferencing²²

The term “group conferencing” refers to a constellation of strategies used to increase the involvement of families and community supports in determining the needs of and plans for families involved in the child welfare system. Family team conferences (FTCs), for example, bring family members and their allies (neighbors, advocates, clergy, and other service providers) into child welfare decision-making. Because families experiencing domestic violence face compound safety issues, communities developed guidelines to help workers determine when FTCs are appropriate, and when the risks make this strategy counterproductive or potentially dangerous. In addition to the safety issues, mothers often feel considerable shame and guilt associated with the violence; they may also face other challenges, such as substance abuse or other methods of self-medication, which need to be taken into consideration in planning for their safety and support.

FTCs empower parents by enabling them to participate in the decisions that affect them and their children and give them the opportunity to build support networks critical to maintaining safety. Among the essential el-



ements that make FTCs work are trained facilitators, adequate time to ensure that the family brings allies, and careful homework by the facilitator to determine whether, and if so how, the abuser should be a participant. In some instances, it is more appropriate to hold a separate FTC with the perpetrator, using the same preparation, facilitation, and follow-up. FTCs for abusive fathers, when carefully conducted, offer a rare opportunity to increase a circle of accountability and support for his behavioral change.²³

Team decision making (TDM) is another form of group conferencing. These meetings take place whenever a placement issue arises for a child, so that all of the key participants, including the family, can be involved in the decisions. There is often little time available for preparation for these meetings; however, identifying domestic violence prior to TDM meetings, whenever possible, is essential to increase the likelihood of safe and positive outcomes.

22 This section was adapted with permission from Ann Rosewater & Leigh Goodmark, *Steps Toward Safety: Improving Systemic and Community Responses for Families Experiencing Domestic Violence* available at www.thegreenbook.info/documents/Steps_Toward_Safety.pdf.

23 For more information on using family team conferencing in cases involving domestic violence, see Lucy Salcido Carter, Family Violence Prevention Fund, *Family Team Conferences in Domestic Violence Cases Guidelines for Practice* (2003).

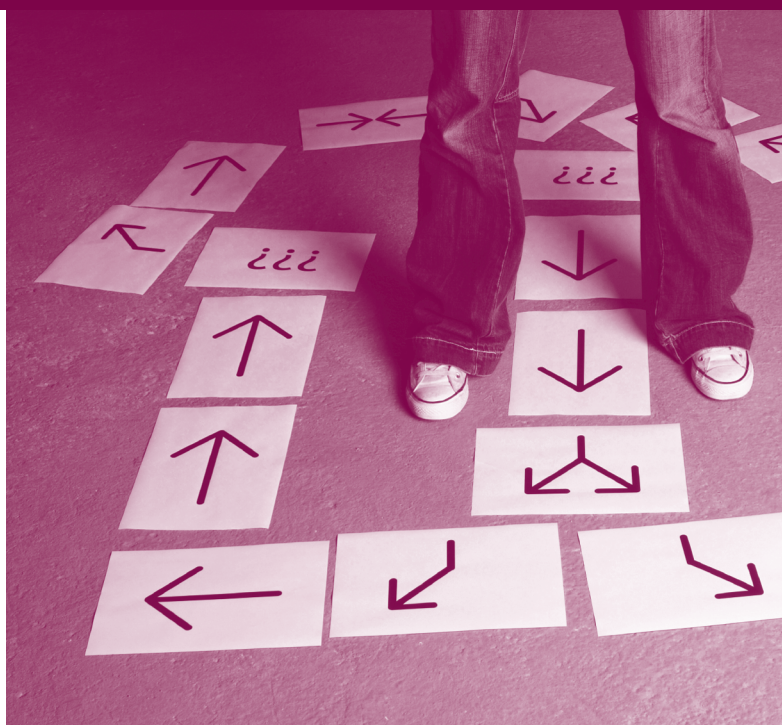
Collaborative Case Assessment and Multi-Disciplinary Teams

In addition to drawing families into decision-making, child welfare agencies in some of the *Greenbook* sites have engaged a broader range of professionals in discussions about how to handle child welfare cases. In case consultations, child protection workers call on experts in other disciplines to help analyze the information and options in a particular case. In the *Greenbook* context, child welfare agencies frequently ask domestic violence advocates to serve as consultants to a child protection team reviewing particular cases in which they are trying to ensure accountability for abusers and to link both victims and perpetrators with services.

Multidisciplinary teams (MDTs) function somewhat more formally and usually involve more participants, including substance abuse and mental health counselors and other family support professionals who may engage with the parents or their children in other settings. MDT meetings enable a range of professionals to pool their knowledge to create the best strategies for a family, as well as to learn from each other's perspectives, build relationships with other agencies, and construct plans for families that are consistent rather than at cross-purpose. MDTs also enable the development of comprehensive plans for families who have multiple needs.²⁴

Specialized Positions²⁵

Another way in which child protective services and the dependency courts in *Greenbook* sites have sought to institutionalize practice change is to have someone with appropriate expertise available on a regular basis to pro-



vide guidance to caseworkers and judicial personnel. In dependency cases involving a victimized mother, caseworkers need someone to turn to who is familiar with the dynamics of domestic violence and who knows the resources available in the community. Some system partners have recruited domestic violence advocates to work as domestic violence specialists, experts available to support systems that lack expertise in working with battered women.

Given their prior experience as advocates, these domestic violence specialists have changed the traditional relationship between social worker and client. Because the child welfare system has traditionally focused on the mother as the person against whom to file a dependency petition, the social worker may assume that she is either abusive or neglectful. Domestic violence specialists turn that relationship around by relating to the parent first as a victim of abuse herself, and also as someone who has strengths on which she can draw. The specialist then is seen as part

24 For an example of best practices guidelines for MDTs responding to domestic violence, please refer to Santa Clara County, California's guidelines in Appendix H.

25 For a more comprehensive look at specialized positions, see Ann Rosewater, *Building Capacity in Child Welfare Systems: Domestic Violence Specialized Positions* (publication forthcoming, National Council of Juvenile and Family Court Judges 2008).



of the mother's team, someone who has the experience and the resources to help her. Domestic violence specialists have helped child protective services agencies deal more compassionately with abused mothers, a change which reflects the family-centered focus of the child welfare system.

Specialized positions can serve many varied functions within the system. In some instances, the position was designed to influence systemic change and affect service delivery broadly, rather than on a case-by-case basis. In many communities, domestic violence specialists train child protection investiga-

tors, other front line workers, and their supervisors about the dynamics of domestic violence and about resources in the community that are available to help women and their children remain safe. In St. Louis County, for example, a position was created in an effort to provide crisis intervention to women, and training and consultation to court staff.²⁶ In other communities, individuals holding specialized domestic violence positions remain focused primarily on individual case consultation.

Some states have developed these positions in their state child protective services agencies, while others have emerged at the county level. A few state agencies have expanded the specialized positions to serve throughout the state, in regional or local child protective services offices. New Hampshire, for example, has placed domestic violence specialists statewide. In this model, the specialists are employed by the domestic

violence agency and are located in local child protection agencies, thereby embedding an advocate in the state system.²⁷

In addition to supporting specialized positions within the child welfare system, El Paso County also contracted for a specialized position at legal services. This person was a lawyer who represented victims seeking protective orders and provided assistance with a variety of other civil legal and family safety issues, including housing, child support, divorce, custody, and public benefits. Specialized positions were also created to assist domestic violence advocates with their work with the child welfare system. Lane County designated a child welfare worker to act as a liaison with the local domestic violence program. Still other specialized positions were located in the courts, either to assist mothers in dependency cases or to enhance the court's capacity to ensure batterer accountability.

Protocol Development²⁸

Screening

Child welfare agencies in a number of the *Greenbook* sites have developed protocols addressing a variety of issues involved in working with battered women, their children, and perpetrators. For example, protocols laid out how to identify battered mothers and how to interview them in a way that would ensure their safety. Other protocols focused on issues of safe contact between the adult victim or the child and the abuser, and offered new investigation and assessment tools. Still others addressed the actual practice issues of how the specialized positions would work with child protective services.²⁹

26 For the St. Louis County, Missouri job description of this specialized position co-located within the court, refer to Appendix I.

27 For an example of a job description for a domestic violence advocate co-located within child protective services, refer to El Paso County, Colorado's job description in Appendix J.

28 Rosewater and Goodmark, *supra* note 3.

29 For a detailed overview of some of these practice issues that include final policy references, review *Child Welfare Practices for Cases with Domestic Violence* available at <http://dhsforms.hr.state.or.us/forms/served/CE9200.pdf> and *Greenbook Court Guide for Co-Occurance Cases* available at www.thegreenbook.info/documents/Greenbook_Court_Guide.pdf.

Reasonable Efforts

Federal law requires child welfare agencies to make “reasonable efforts” to keep children with their families or to reunify them if they have been placed in substitute care. Cases involving domestic violence are likely to require a unique set of such efforts.³⁰ St. Louis County developed guidelines delineating elements of “reasonable efforts” in the context of families with suspected or founded allegations of domestic violence.³¹

Court Procedures

Another set of protocols in the sites established new procedures for the courts. In some instances, these sought to improve interaction between child protective services and dependency courts, especially when the families included an adult victim of abuse. In others, communities tested ways to improve coordination between criminal and civil intervention in domestic violence cases that involve children exposed to domestic violence.

Information Sharing and Confidentiality

Several *Greenbook* states and communities have designed protocols to improve communication between child protection agencies and shelters for abused women.³² These protocols balance the need for confidentiality to protect a battered mother against the child welfare agency’s mandate to take necessary steps to protect children. Some of this communication ensures that the child welfare agency knows that children taken into a shelter are in a safe place, relieving the agency of the responsibility to investigate further or seek court involvement. The protocols also help domestic violence service providers understand their responsibility to report child abuse and neglect when

they are working with a mother whose behavior towards her children is suspect.

Batterer Accountability

Batterer accountability, or the idea that men who are abusive should be held responsible for their violence, has long been a mantra of the domestic violence movement. How to achieve such accountability, however, has been unclear, particularly in the context of the child welfare system. Most *Greenbook* communities struggled with how to hold men who batter accountable for their actions, especially when those men are not related by blood or marriage to the children exposed to their violence. Some felt that because batterers would not change, focusing on them was not a productive use of time. Because many child welfare systems were simply unable to develop strategies for working productively with batterers, communities that implemented batterer accountability strategies turned primarily to the criminal justice system.

In St. Louis County, *Greenbook* efforts led the courts to institute a Batterer Compliance Program (BCP).³³ The BCP conducted regular reviews to assess compliance with referrals to batterer intervention programs. The reviews were designed to ensure that men who battered successfully completed their batterer intervention programs, as well as to increase court action in response to non-compliance. Under this system, when the court believes that additional compliance reviews are necessary, it has the option to set those hearings based on the information it receives. The BCP also performed reviews to ensure compliance with probation. See *Engaging Men*, on page 22, for a description of other approaches that might produce helpful protocols for dealing effectively with men who batter.

30 For more information on making reasonable efforts in dependency cases involving domestic violence, see Leigh Goodmark, National Council of Juvenile and Family Court Judges, *Reasonable Efforts Checklist for Dependency Cases Involving Domestic Violence* (forthcoming 2008).

31 For a copy of the *Reasonable Efforts Guidelines in Co-Occurring Cases of Domestic Violence & Child Maltreatment* see Appendix K.

32 The issues and considerations involving information sharing and collaboration are too complex to list. For a thorough review of the concepts and an effective framework, consult Jill Davies, *Confidentiality & Information Sharing Issues: For Domestic Violence Advocates Working with Child Protection and Juvenile Court Systems* available at www.thegreenbook.info/documents/Confidentiality_Info.pdf.

33 For a copy of the Batterer Compliance Program Description for Family Court of St. Louis see Appendix L.

VII. Widening the Circle

One aspiration expressed repeatedly by communities embarking on *Greenbook* work is that the voices of those involved in the system be part of conversations about changing practice and policy in this area. The *Greenbook* projects have had varying levels of success in bringing these voices to the practice and policymaking tables in meaningful ways. This section outlines those efforts, as well as parallel efforts in other communities to ensure that those most affected by the system have some impact on system change.

Mothers' Voices

It is almost impossible to comprehend the anguish, trauma, anger, and fear experienced by mothers who are abused and who face losing their children to the child welfare system. Hearing firsthand the experiences and opinions of women who have lived at the intersection of domestic violence and child maltreatment should be essential to developing policy and practice. But too often the voices of battered mothers have been absent from conversations about how the systems currently operate, and where these systems need to go. *Greenbook* communities recognized the need to hear these voices, but implementing plans to do that in some cases presented perplexing challenges.

Some communities recruited survivors to provide input to the *Greenbook* projects. These efforts generated mixed results. Survivors brought a unique perspective to the table and were willing to ask the difficult questions and raise the vexing issues not asked or raised by other partners. But some survivors felt powerless and tokenized in *Greenbook* partner meetings; and it was inappropriate for some system partners, particularly child welfare and the courts, to hear the experiences of and interact with



women whose cases had not yet been resolved. Survivors who had had a child removed by the child welfare system approached discussions of policy and practice with an emotional rawness that some others found disconcerting. Another important fact to acknowledge: some of the professionals involved in the collaborations were also survivors but were unwilling to share their personal stories with their *Greenbook* partners. Sites need to create a diversity of opportunities for survivors to share their stories, understanding that survivors' readiness to do so will vary.

Communities could learn from the experiences of Moms Off Meth, a self-help group of mothers who, having entered recovery for methamphetamine use, work together to help other women stay clean and regain care and custody of children placed with the child welfare system. Judy Murphy, co-founder of Moms Off Meth, observes that policymakers frequently ask survivors for their input and then proceed to marginalize that input. Murphy suggests that policymakers honor survivors and what they may offer by seeking their input and meeting them at their own tables. Finally, Murphy advises that, when policymakers seek input from mothers, they should do so through open dialogue, rather than fitting the mothers into their own pre-set agenda.

Engaging Men

As indicated above, batterer accountability, which is often defined as holding men who batter responsible for their violent behavior, was one of the central messages of the *Greenbook*. But the experiences of the *Greenbook* communities working on these issues have shown that holding men who batter accountable only in the context of the criminal legal system is insufficient to effect the desired change in their behavior of learning to lead non-violent lives that no longer endanger their partners and children. Communities engaged in *Greenbook* work must learn to engage perpetrators broadly in the issues of non-violence and child well-being. Some communities turned to experts like David Mandel, longtime batterer intervention counselor, to explore how to work with these men on a deeper level. Mandel believes it is only when men who batter understand how their actions affect their children that real behavioral change is possible.

Some communities brought ex-offenders to the table in order to learn from their experiences with the system as well. Former offenders involved with the *Greenbook* projects had similar reactions to those of survivors: while their perspectives were acknowledged as valuable, they too sometimes felt tokenized and unheard.

Engaging men who batter is particularly important, given the reality that some battered women are not interested in ending their relationships with their batterers; while they want the violence to stop, they want to maintain their families as well. If families are ultimately going to stay together, systems need to provide the support that will enable women and children to be safe within these families. If men who batter do not learn new ways of approaching their families, safety is not possible.

Engaging men who batter is one strategy; bringing all men into the movement to end violence against women

and children is another. El Paso County tackled this issue through its Men Against Violence and Abuse (MAVA) campaign. The campaign sought men committed to making change in their own communities who were willing to take a pledge of non-violence.³⁴

Children

Perhaps most conspicuously absent from these conversations have been the voices of children exposed to domestic violence. Children currently or formerly involved in the child welfare or domestic violence systems may have perspectives far different from those of either parent; and hearing them is important. Andy Wong, a Susan Schechter Fellow with the Family Violence Prevention Fund, who was exposed to his father's violence against his mother as a child, focuses his work on finding ways to ensure that systems hear and incorporate the voices of children into their decision-making process. Wong stresses the importance of understanding that the three systems involved in the *Greenbook* are not necessarily best equipped to provide these children what they really need—positive outlets for their energy; nurturance; and opportunities to succeed, be safe, and heal. In his own case, Wong found that it was through his school work that he developed strong self-esteem and felt valued and significant. Nevertheless, communities implementing the *Greenbook's* principles should be mindful of the need to hear from children, both in their individual cases and as partners in the process of making change to create the kinds of opportunities that Wong describes.

Involving community

Greenbook sites defined and involved their communities in several ways. Many sites discovered the need to integrate other professionals into their working groups. As one site director noted, the issues facing families involved

³⁴ Refer to Appendix M for the MAVA campaign's Pledge of Non-Violence.

in the child welfare system are so complex that providing only domestic violence services does not begin to meet their needs. Involving substance abuse and mental health professionals and others looking at alleviating poverty is essential for making real change. Other sites recognized that first responders, including law enforcement and probation officers monitoring men who batter, needed to be actively involved in *Greenbook* work.

Sites engaged both community leaders and residents in *Greenbook* work. Santa Clara County, for example, developed the Respect Culture and Community Initiative (RCCI), which was first designed to improve the cultural competency of systems dealing with domestic violence and child maltreatment. Later it expanded to solicit community input into systems change and to empower community members by educating them on the resources available to serve families experiencing domestic violence and child maltreatment. In a later incarnation, the RCCI's mission was "to focus on bringing the talents, resources, and skills of people in the community together to increase their collective power and work for social change."³⁵ The RCCI conducted community outreach and provided education opportunities intended to connect community members to the project; and it recruited community leaders from human service and community-based organizations, child welfare, domestic violence agencies, legal services providers, law enforcement, faith communities, and local government. The RCCI held six community leader strategy meetings where participants engaged in dialogue about domestic violence and child maltreatment, with a particular focus on systems implications and outcomes. Topics for these meetings came from community leaders who had attended previous meetings. The RCCI also presented community leaders a domestic violence and child maltreatment

toolkit including "facts; statistics; information on local domestic violence, child welfare, and human service resources and family violence related penal codes; and media contacts."³⁶ RCCI hoped to use the feedback from community leaders to make change within the *Greenbook* project systems.³⁷

Involving community can also mean engaging consumers of the relevant systems early in the project. While structurally it can be difficult to engage consumers, having them participate means that *Greenbook* projects see the need to confront issues that the partners might otherwise miss. El Paso County, for example, established the Family Representative Advisory Panel. The panel brought together individuals who had experience with one of the four primary systems working on their *Greenbook* project: child welfare, domestic violence, the courts, or law enforcement. The group's charge was to identify gaps in service for adult and child victims and find ways that project partners could use to fill those gaps, as well as ways to include the voices of battered women, children, and offenders in systems design and batterer accountability work. Criteria for panel membership included a willingness to engage in discussions about how to increase victim and child safety and batterer accountability and an openness to considering multiple points of view. Panel members could not have open civil or criminal cases while serving on the panel, and former batterers must have completed a treatment program and have taken responsibility for their violence before they could participate.

Greenbook collaborations need to be clear about why they are engaging the community. What is the project looking for when reaching out to community partners, whoever they might be? Without clarity about that issue, attempts to involve the community frequently fail.

35 Eve Castellanos *et al.*, *Respect Culture & Community Initiative: Community Leaders Speak to the Co-Occurrence of Child Abuse and Domestic Violence—A History of Community Involvement & Action* (2005).

36 *Id.* at 20.

37 For Santa Clara County's summary of the Respect Culture and Community Initiative, refer to Appendix N.

VIII. The Unresolved Questions

Despite the thought, dedication, and groundbreaking work done by those seeking to operationalize the *Greenbook's* recommendations, communities are still struggling to resolve a number of questions. The most frequently raised issues are discussed below.

Role conflict

Even after all of the shadowing and cross-training work, one of the fundamental unresolved issues in many of the *Greenbook* sites is the issue of role conflict. After five years or more of collaboration, participants still found that, at times, their institutional or personal mandates precluded them from being able to change in ways that their partners saw as essential to making progress. Child welfare workers, for example, have an institutional and legal mandate to keep children safe; a mandate that must be prioritized over other issues, such as working with the non-offending parent, when doing so cannot guarantee child safety. Many providers of services for battered women continued to resist mandates from courts and child welfare agencies because of their philosophical commitments to empowering battered women and working only with women who choose to engage their services. Many of those involved in *Greenbook* projects came to believe that some families present with issues about which partners may simply be unable to agree. The key, they stress, is to manage that conflict productively and in ways that do not undo the hard collaborative work that preceded the impasse. Participants must put their own interests—their job requirements, their legal mandates, their goals—on the table and be clear and honest about them in order to work through the difficult process of role definition.



Policy Questions

Two fundamental policy questions continue to generate debate among *Greenbook* partners: Should exposure to domestic violence be defined as child abuse or neglect? And should battered mothers be held accountable for failing to protect their children from exposure to that violence?

1. Exposure to Violence

The question of whether exposure to domestic violence should be defined as child abuse or neglect, thus triggering the need for a report to child protective services, probably has been the knottiest problem facing *Greenbook* projects. A growing body of data suggests that, although some children are negatively affected in a variety of ways by exposure to domestic violence, some children are more resilient than others. But while the research discusses resilience factors that might minimize the impact of the violence on the child, few child protective services agencies, prior to taking action (including removal from the bat-



tered parent's custody), assess whether or how individual children exposed to violence have been harmed. Most rely on language in their statutes that allows them to remove children when there is a “threat” or “risk” of harm—language broad enough to justify removing from his or her parents almost any child experiencing domestic violence.

Most *Greenbook* partners agree in theory that there are some situations in which exposure to violence justifies the intervention of the child welfare system. In practice, however, those judgments are much harder to make. This could be evidenced when during various workshops and training events, representatives of the three *Greenbook* systems would commonly come to far different conclusions (using the same hypothetical situations) about when the intervention of the child welfare system is appropriate. As states consider adding language to their statutes defining exposure to domestic violence as child abuse or neglect for all children, thus depriving child welfare agencies of the discretion to make determina-

tions based on the individual circumstances of individual children and families, finding common ground can become even more difficult.

2. Failure to protect

The failure to protect question grows out of the exposure to violence question posed above. If exposure to domestic violence constitutes child abuse or neglect, who should be held responsible for that exposure? The person who commits the violent act? Or the parent who fails to shield her children from witnessing the violence? This is the crux of the failure to protect debate. Some argue that the battered mother does not have the ability to prevent the violence against her and should therefore not be held responsible for the impact it has on her children. Others counter that the battered mother has a responsibility to her children to remove herself from the situation that exposes her children to that violence; her failure to do so constitutes a breach of her duty to her children and justifies state intervention to do what she will not to protect her children. Some system partners believe that bringing a case based on failure to protect is never appropriate; others argue that failure to protect cases provide battered mothers with both a wake-up call about the impact of the violence on their children and access to the services and supports that they will need to escape the violence.

Resolving the Policy Issues

The inability of the *Greenbook* communities to resolve these difficult issues is not surprising; they are the same issues that have stymied professionals, policymakers, and academics for years. This does not mean, however, that discussions around them are futile. In fact, such discussions are an essential part of developing consensus around the types of cases that can be resolved and figuring out where the differences persist. Before embarking on such discussions, communities should lay the groundwork by articulating their laws, policies, and practices that currently govern responses to children exposed to domestic violence and determining whether guidelines for appro-

appropriate intervention can be agreed upon. For example, if there is actual, rather than potential, harm to the child, or if the non-abusive parent has been offered the services and supports she needs to prevent the child from being further exposed to violence but is unable or unwilling to avail herself of such resources, then intervention may be appropriate. Communities should attempt to articulate both the conditions under which intervention may not be necessary (e.g., the abuser has been removed from the home) and when intervention is essential.

An additional question for these communities is whether these cases belong in the child welfare system at all. Questions about exposure and failure to protect assume that the intervention of the child welfare system requires the imposition of these labels. But there are promising practice innovations that would allow families and children to obtain assistance without having to be labeled neglectful or neglected. One such practice change is known as “differential response.” Differential response allows the child welfare agency to assess whether the family can be helped by the provision of services and supports outside of the context of the child welfare system and dependency courts.³⁸ Families are referred to community-based agencies that can provide them what they need to be able to address the violence, with the hope of preventing governmental intervention. Not every case is appropriate for differential response, but thinking about solutions outside the child welfare system could help communities better define which cases are appropriate to address within that system.

Sustainable Change

Discussions of sustainability center around two issues: money and institutionalization. As the *Greenbook* pilot

projects prepare for the end of their five years of federal funding, they have sought alternate resources to continue their work (none of the sites would suggest that they had reached a point of completion), with varying degrees of success. But sustaining the change made over the last five to seven years is not only a matter of money to support and anchor the collaboration; it is also a matter of ensuring the institutionalization of the policy and practice changes that have been developed over the life of the project. Some change has occurred over time simply because individual relationships developed to the point that actors within the various systems were willing to take chances with new policies and practices they would not have been willing to try absent that trust. But as some of the projects have learned, issues outside of their control such as staff turnover can mean retrenchment, the loss of hard-fought gains. Sites struggled to ensure that the changes they made not only existed as a function of respectful relationships, but were integrated into the institutional culture, practices, and policies.

For example, foreseeing the end of federal funding for El Paso County’s *Greenbook* Project, the partner agencies convened a series of facilitated meetings in late 2006 to determine a framework for continuing community-based efforts to address the issues related to domestic violence and its co-occurrence with child maltreatment. From a recommitment to the values of the *Greenbook* Project to the development of legal and organizational structures, a new entity—the Council to End Family Violence (CEFV)—has begun its journey toward successfully maintaining an action-oriented presence supporting families and individuals impacted by domestic violence, child maltreatment, and its ultimate community consequences.³⁹

38 An overview of a differential response in Olmstead County, refer to *Differential Response in Child Protection: Selecting a Pathway* by Robert Sawyer and Suzanne Lohrbach is available at www.co.olmsted.mn.us/upload_dir/cs/differentialresponse.pdf.

39 For an overview of the purpose and structure of the CEFV, see Appendix O.

IX. Conclusion

Many communities around the country have recognized the importance of improving the ways in which they intervene to protect children in families experiencing domestic violence. With the benefit of the *Greenbook* Project, the six pilot sites have mounted intentional, intensive, and long-term efforts to bring attention to and develop new ways for child welfare agencies, domestic violence advocates, and dependency courts to help this vulnerable group of families achieve safety. In the process, these projects have engaged in a series of experiences, modeled a variety of strategies, and experimented with a range of tools that offer valuable departure points for the next wave of communities and states willing to forge the collaborative partnerships required to reform policy and practice. The sites offer these resources as steps along the way to a more stable future, free of violence, for millions of children and families.





APPENDIX A

FAMILY COURT OF ST. LOUIS COUNTY SHADOWING PROGRAM⁴⁰

<p>3 hour permanency training video</p> <ul style="list-style-type: none"> • Overview Case Mgt. Permanency • Court Expectations • Meet Special/ Specific Training needs <p>(This will be training that will be provided by the Children’s Division On the Job Trainer (CD OJT) and Child Protective Services (CPS) staff. Both may be invited to sit on a panel for Q/A)</p>	<p>Roles/court overview presentation/video plus ½ day visiting in a Division for initial hearing and/or ½ day visiting in a Division for review or permanency hearing</p> <ul style="list-style-type: none"> • Develop relationship • Orient to system • Introduce different styles of judicial officers • Understand different roles • Present packet of information that includes organizational structure/phone list etc. 	<p>½ – day shadow Deputy Juvenile Officer (DJO) that includes an intake interview protective custody hearing/ detention hearing</p> <ul style="list-style-type: none"> • Understand roles/ styles of DJOs • Add a different perspective • Task lists to be discussed 	<p>½ – full day termination of parental rights trial</p> <ul style="list-style-type: none"> • Incorporate what they learned in training • Have demonstrated to them how their work can be revealed in testimony • Help understand how important documentation is <p>(The CD OJT person will work with the CPS Manager to set up dates to attend trials)</p>
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⁴⁰ The Family Court of St. Louis County Shadowing Program located in Clayton, Missouri was developed by the *Greenbook* Advisory Council’s Cross Training and Education Subcommittee in 2002. This program is designed to be flexible; a person can opt to choose one, all, or any combination of the four program components.



APPENDIX B

GUIDELINES FOR REPORTING ABUSE⁴¹

Legally, Womenspace staff members, paid or unpaid, are not mandatory reporters by virtue of their employment at Womenspace. Individuals working at Womenspace may be mandatory reporters because of their professional status in another context; for example, a licensed social worker, teacher, attorney or other person mandated by statute to report is not relieved of that duty by their employment at Womenspace. Also, any person making a presentation at a public school on our behalf is considered a mandatory reporter of any abuse they perceive while on school grounds.

However, while not legally mandated to report, Womenspace staff members have an ethical duty to report child abuse and the abuse of vulnerable adults.

The basic rule, for parent/caregivers or for vulnerable adults, is that we must make a report if the person is a danger to themselves or others.

Our core competency is working with adult victims of domestic violence to empower them to make changes that will result in greater safety for themselves and their children. We believe that most victims of domestic violence want to keep their children safe and will make great personal sacrifices to do so. There are exceptions.

If a survivor is abusive to the children in their care (as outlined below), we will offer parenting information and support. We will also inform them that we must ethically report to Child Welfare. We will encourage them to participate in the call.

If the survivor discloses child abuse by the abuser after leaving that partner, staff will encourage the survivor to make a call to Child Welfare with staff present and offering support. If a survivor is considering returning to a situation that places the children in their care at substantial risk of harm, we will inform them that ethically we are going to have to notify Child Welfare, unless they are in the process of taking steps toward safety.

This decision is never made in isolation. If a situation arises which leads any staff member to consider reporting, it must be discussed with a supervisor before making that report.

No staff person is authorized to make these decisions in isolation. The Executive Director must be notified before the report is made.

⁴¹ The Guidelines for Reporting Abuse was a policy developed by Womenspace Domestic Violence Services. Womenspace was one of the primary partners with the *Greenbook* initiative in Lane County, Oregon, called the Family Violence Response Initiative.

Situations that may result in a report to the appropriate authorities include:

- any assault;
- mental injury resulting in observable and substantial impairment;
- rape;
- sexual abuse or exploitation;
- negligence that is likely to endanger health or welfare;
- substantial risk of harm;
- exposure to a controlled substance;
- intent to commit a person crime; and
- intent to commit suicide.

APPENDIX C

EL PASO COUNTY *GREENBOOK* COLLABORATION COMMITMENT: ENJOYING & SUSTAINING THE JOURNEY⁴²

How We Will Work Well Together...

As a LEADER in the *Greenbook* Project, I Commit to the Following:

- Direct, timely, and honest communication with one another;
 - Respectful disagreement;
 - Solutions—focused discussions, NOT blameful; and
 - I am responsible for keeping up with meeting progress, including reading the minutes if I have missed a meeting.
-
- I will not waste group time re-hashing old issues;
 - I will share what I learn with my delegate and respective agency leaders, including frontline workers;
 - If I am committee leader, I will reach out to new people and my committee members often. I will take full responsibility for my committee and the work product(s);
 - Commitment to being open to change; and
 - Understand and respect that we all come from different “places.”
-
- “Get over ourselves”—Try not to be overly sensitive;
 - Listen and ask questions to clarify if I do not understand something;
 - Don’t assume everyone has the same knowledge or expertise, or has the right answer;
 - Every person has a role and brings value;
 - It is okay to say, “I don’t know”;
 - Use basic language (no acronyms);
 - “You versus We” statements make people defensive;
 - Simple and clear work products;
 - Agree to disagree and still remain “we”; and
 - “Off-line” discussions are not helpful.
-
- Create a safe environment—it is okay to make mistakes;
 - Nature of the work is potentially “conflictive,” but the conflict has to be dealt with constructively, not a personal attack;

⁴² The El Paso County *Greenbook* Collaboration Commitment was a commitment used by the El Paso County *Greenbook* Initiative located in Colorado Springs, Colorado in 2002.

- Thinking out loud should feel safe; and
 - Learn the language of the issues.
- Bring your sense of humor;
 - No “third party” conversations about someone else;
 - Allow equal opportunity for contribution to the discussion;
 - Willingness to voice opinion; willingness to listen to other opinions; showing respect for differing opinions; and
 - Ability to make and take constructive criticisms.
- Willingness to take accountability for your own actions (or inaction); willingness to hold others accountable for their actions (or inaction);
 - Before jumping to conclusions, give others the benefit of the doubt;
 - Active participation;
 - Share an equal burden of the work; and
 - Respect and work within established lines of communication (committee structure, chair people, project staff).
- Common responsibility for outcomes;
 - Operate under “good faith” principle (we’re working together in good faith without ulterior, malicious reasons);
 - Follow-through on your commitments;
 - Step up to the plate; take responsibility for the success of the projects; and
 - Don’t rely disproportionately on staff or other participants to do the work.

EL PASO *GREENBOOK* PROCESS FOR CONFLICT RESOLUTION IF THE COMMITMENT IS NOT HONORED

CONFLICT WITH A PERSON

Versus

CONFLICT BETWEEN ORGANIZATIONS

(1) RAISE THE ISSUE WITH:

Person Responsible for Your Concerns

OR

(1) RAISE THE ISSUE WITH:

Organization's *Greenbook* Delegate

-----IF NO CHANGE IN BEHAVIOR OR EXPECTATIONS HAVE NOT BEEN MET-----

(2) RAISE THE ISSUE WITH:

Person's Supervisor

OR

(2) RAISE THE ISSUE WITH:

Greenbook Agency's Director

-----IF NO CHANGE IN BEHAVIOR OR EXPECTATIONS HAVE NOT BEEN MET-----

**(3) EXECUTIVE COMMITTEE MEMBERS ARE OFFICIALLY
NOTIFIED VIA PROJECT CO-CHAIRS**

Assess to make final decision over corrective action plan and
resolution using the principles of the following process:

Occasionally a participant's/organization's performance may fall short of the *Greenbook* Project's standards and/or expectations. When this occurs, *Greenbook* Grant leadership will take prompt, appropriate action. Corrective actions may range from an informal discussion with the participant/agency delegate about the matter to removal from the committee/project. Action taken by grant leadership in an individual case should not be assumed to establish a precedent in other circumstances. A progressive corrective action procedure will usually be followed, although in certain circumstances, depending on the severity of the situation, immediate removal from the project could result.

If the concern is directed towards a Project Co-Chair and/or their respective agency, the other Co-Chair will respond by addressing the issue with another member of the Executive Committee. If the conflict is between organizations and the organization's delegate is also the agency director, step two will be skipped.

Corrective action may include any of the following:

- (1) Leadership will speak with the participant/agency delegate about the problem and will communicate what the expectations are and what corrective action needs to be taken
- (2) Verbal warning: Leadership will again speak with the participant in a more formal, documented manner
- (3) Written warning: Final communication of corrective action required
- (4) Suspension or removal



APPENDIX D

MY GREENBOOK PLEDGE⁴³

March 2002

I, _____, agree to do the following to help communicate the philosophy, principles and practices of the *Greenbook* to my community:

- | | |
|---|---|
| <input type="checkbox"/> Put DV/CM as a standing agenda item on my staff meetings | <input type="checkbox"/> Spend a morning or an afternoon in one of the <i>Greenbook</i> partner organizations |
| <input type="checkbox"/> Join a sub-committee (if you haven't already) | <input type="checkbox"/> Double the number of my staff working on the <i>Greenbook</i> effort |
| <input type="checkbox"/> Present the brief community organizing materials to my staff | <input type="checkbox"/> Read the <i>Greenbook</i> —all of it (if you haven't already) |
| <input type="checkbox"/> Present the brief community organizing materials to my Board (or my supervisors) | <input type="checkbox"/> Distribute DV/CM marketing materials in my office/organization |
| <input type="checkbox"/> Present the brief community organizing materials to one other community group/organization | <input type="checkbox"/> Other _____ |

Other Actions:

I will commit to share my learnings with the Greenbook Committees so that we may all learn from my experience.

Name

Date

⁴³ The El Paso County *Greenbook* Pledge was developed and used by the El Paso County *Greenbook* Initiative located in Colorado Springs, Colorado.



APPENDIX E

ALBUQUERQUE REGIONAL LEADERSHIP FORUM⁴⁴

Improving Outcomes for Children and Families Affected by Domestic Violence and Child Maltreatment: Developing State Level Collaboration among Public Child Welfare, Domestic Violence Agencies, Juvenile and Family Courts, and State Health Offices

January 30-31, 2002

Hilton Albuquerque Hotel – Albuquerque, New Mexico

Purpose: To provide a forum for state-level leaders in the area of public child welfare, domestic violence and juvenile and family courts to begin a planning process for state-level collaboration in addressing the overlap between domestic violence and child maltreatment.

Objectives: Participants will:

- Learn about current research and best practices
- Receive a toolkit of resources
- Interact with nationally known experts
- Hear from their peers about their experiences with developing collaborative models and practices
- Build relationships with their peers located throughout the region
- Work with peers from their jurisdiction to create a vision for effective cross-system collaboration, and
- Begin the process of developing a strategic plan for moving their vision forward.

Sponsored by:

David and Lucile Packard Foundation

American Public Human Services Association, and its affiliate,
National Association of Public Child Welfare Administrators
National Council of Juvenile and Family Court Judges
Family Violence Prevention Fund

In partnership with:

U.S. Department of Health and Human Services:
Administration for Children and Families - Regions VIII (Denver) & VI (Dallas)

⁴⁴ Regional Leadership Forums were held across the country as a means to introduce the changes recommended by the *Greenbook*. The Albuquerque Regional Leadership Forum consisted of state and local leadership teams from various states representing the Southwest. The teams represented domestic violence advocates, child welfare agencies, and dependency courts.

ALBUQUERQUE REGIONAL LEADERSHIP FORUM

Improving Outcomes for Children and Families Affected by Domestic Violence and Child Maltreatment: Developing State Level Collaboration among Public Child Welfare, Domestic Violence Agencies and Juvenile and Family Courts

Forum Facilitator: *Ann Rosewater*

DAY ONE: January 30, 2002

- 1:00 PM Welcome and Opening of Forum
Carol Sedanko – U.S. Department of Health and Human Services Administration for Children and Families Region VI (Dallas)
Gloria Montgomery – U.S. Department of Health and Human Services Administration for Children and Families Region VIII (Denver)
- 1:15 PM Why Are We Here?
An interactive session designed to provide an overview of the forum’s goals and objectives and an opportunity for state teams to introduce themselves.
Ann Rosewater – Forum Facilitator
Gretchen Test – Director, National Association of Public Child Welfare Administrator (Introduction)
- 2:15 PM Keynote Address: In the Best Interest of Women and Children: A Call for Collaboration between Child Welfare, Domestic Violence and Juvenile Courts
The Keynote address will provide a brief overview regarding the overlap between domestic violence and child maltreatment, past and current challenges regarding collaboration among public child welfare, domestic violence and the courts and promising initiatives that are addressing these challenges.
Susan Schechter – University of Iowa
Lonna Davis – Children’s Program Manager, Family Violence Prevention Fund (Introduction)
- 2:45 PM Break
- 3:00 PM Who Are We? – Breakout session
In this session participants will meet with their respective discipline groups to discuss how they *believe* they are perceived by the other disciplines and how they *would like to be* perceived by the other disciplines.

- 3:30 PM Who Are We? – Report Back
Each discipline group will report back to the larger group what they discussed within their group.
- 3:45 PM What We've Learned About Working Together: Panel Discussion
*Honorable Ernestine S. Gray, Chief Judge
New Orleans District Court*
*Bree Buchanan, Public Policy Director
Texas Council on Family Violence*
*Barbara Drake, Deputy Director
El Paso County, Colorado Department of Human Services*
*Amber Ptak, Project Coordinator
El Paso County Colorado Greenbook Project*
- 5:00 PM Collaborating with Tribes
*Bunny Jaakola, Coordinator of Social Services
Fond du Lac Band of Minnesota Chippewa*
- 5:30 PM Adjourn
- 6:00 PM Fire and Ice Reception

DAY TWO: January 31, 2002

- 8:00 AM Continental Breakfast
- 8:30 AM Team Strategic Planning Meeting – Phase 1
State teams will begin Phase I of their planning process. Teams will identify their vision, strengths, challenges and needs with developing state level collaboration. Consultants from the various fields will be available to teams to assist with brainstorming and problem solving.
- 9:30 AM Sustaining the Collaboration and Capacity Building
This session will introduce participants to initiatives, programs and practices that are utilizing collaborative approaches and sustaining collaborations in addressing the overlap between domestic violence and child maltreatment
Susan Kelly – Center for the Study of Social Policy
- 11:00 AM Break

11:15 AM Team Strategic Planning Meeting – Phase 2

State teams will reconvene for Phase 2 of their planning process. Teams will discuss and identify strategies to address the challenges and needs identified in Phase I planning. Consultants from the various fields will be available to teams to assist with brainstorming and problem solving.

12:15 PM Working Lunch

Your Participant Toolkit: Resources to Achieve Your Goals

Lauren Litton – National Council of Juvenile and Family Court Judges, Family Violence Department

Participants will learn about an array of resources for developing collaboration and building ongoing community and legislative support that includes: public, private and foundation funding resources, research and informational materials, model protocols and cross training curricula, national resource organizations, foundation initiatives, model programs, media campaigns, national experts, and technical assistance.

Funding the Work

Gretchen Test, Director National Association of Public Child Welfare Administrators

2:00 PM From Vision to Action – Phase 3

State teams will convene for Phase 3 of their planning process. Teams will develop an action plan from the strategies identified in Phase 2 planning. Consultants from the various fields will be available to teams to assist with brainstorming and problem solving.

3:00 PM From Vision to Action – Report Back

After team meetings, participants will reconvene to share their action plans and next steps.

3:30 PM Break

3:45 PM Closing Remarks

Agnes Moldonado – Executive Director, New Mexico Coalition Against Domestic Violence

4:00PM Debriefing and Wrap-up: Questions and Answers

In this session, participants and faculty will have the opportunity to ask and answer follow-up questions.

5:00 PM Adjourn

APPENDIX F

A MEMORANDUM OF UNDERSTANDING FOR THE PURPOSES OF CREATING REPRESENTATION FOR THE ST. LOUIS AREA DOMESTIC VIOLENCE SERVICE PROVIDERS ON THE STEERING COMMITTEE OF THE ST. LOUIS COUNTY DOMESTIC VIOLENCE AND CHILD MALTREATMENT (*GREENBOOK*) INITIATIVE⁴⁵

History

The St. Louis County Domestic Violence and Child Maltreatment Initiative (*Greenbook* Initiative) is a federally funded multi-agency collaboration whose purpose is to develop a coordinated system of interventions that will better address the needs of families and children where domestic violence and child maltreatment intersect in St. Louis County.

MCADV member programs have worked extensively with the Children’s Division and the Family Court of St. Louis County to effect system change to more effectively respond to the co-occurrence of domestic violence and child maltreatment. Representatives of MCADV were involved in the application process for the *Greenbook* Initiative grant, have served on the Steering Committee, have provided leadership for and served on the Implementation Committee, provided leadership to and served on the IC Action Teams, and provided leadership to and served on the DV Work Group.

The objectives of the *Greenbook* Initiative are:

- The development of a coordinated system of policies and procedures for domestic violence assessment and intervention;
- The development of staff competency in each of the three systems;
- The creation of community awareness;
- The development of confidentiality requirements and agreements for sharing information and the development of informational linkages that will permit an efficient and confidential exchange of information regarding domestic violence/child maltreatment cases; and
- Greater access to Court and criminal justice information and to victim resources and services.

Purpose

This Memorandum of Understanding (MOU) defines the roles that the MCADV member agencies as well as other domestic violence service providers that choose to sign this MOU and its Representatives will play to ensure the *Greenbook* Initiative achieves its goals of creating safety, security, and well being for battered women and their children and to hold perpetrators accountable for ending their violence and coercive behavior patterns.

⁴⁵ MOU developed by the St. Louis County coalition of domestic violence agencies, located in Clayton Missouri, that outlined their relationships and expectations of each representative to the *Greenbook* Initiative.

Agreement and Responsibilities

The domestic violence service providers identified as Signatories to this MOU agree to participate in this *Greenbook* Initiative by the following actions:

- (1) Designate two individuals from the Signatory agencies to serve as members of the Steering Committee of the *Greenbook* Initiative as Representatives on behalf of those agencies;
- (3) Commit to stay involved with the *Greenbook* Initiative and to work with the Representatives and the Partners of the Initiative to achieve the goals of the Initiative;
- (3) Commit to incorporate the policies, protocols and tools developed by the Initiative with the Domestic Violence Community;
- (4) Commit staff time and other agency resources, when possible, to assist the Representatives and the *Greenbook* Initiative for activities including, but not limited to, trainings, Multidisciplinary Action Teams and Ad Hoc committees;
- (5) Commit to attend a schedule of meetings (not less than quarterly) in which Signatories will report to Representatives about concerns and problems and case experiences.

In addition, the Signatories agree to:

- (1) Authorize the Representatives to speak for, and **when necessary**, make decisions on behalf of the domestic violence service providers identified as Signatories to this MOU, without consultation, on a whole host of issues, including, but not limited to, funding matters, training issues, meeting and conference attendance, research and evaluation activities and other related issues as a part of the *Greenbook* Initiative.

The Representatives agree to:

- (1) Represent the Signatories to the *Greenbook* Initiative Steering Committee;
- (2) Set up a schedule of meetings (not less than quarterly) of the Signatories to this MOU;
- (3) Commit to attend the meetings to report to the other Signatories regarding the activities of the *Greenbook* Initiative, including Steering Committee actions, and to hear from the other Signatories about concerns, problems and case experiences;
- (4) Commit to communicate with the Signatories to obtain input, when possible, before making decisions or commitments in the *Greenbook* Steering Committee; and
- (5) Work with the Signatories to this MOU to encourage their participation in committees of the *Greenbook* Initiative, including, but not limited to, the Implementation Committee, Multidisciplinary Action Teams, and protocol, policy or tool development committees.

Period of Agreement

This agreement is effective when accepted and signed by all parties to it and will remain in effect through the duration of the *Greenbook* Initiative. New Signatories can join the agreement at any time. Signatories may vacate the agreement by submission of a letter of resignation.

APPENDIX G

SAN FRANCISCO *GREENBOOK* PROJECT CROSS-SYSTEM COMMUNITY DIALOGUES PROTOCOL⁴⁶

1. Who are children exposed to domestic violence?
2. What are the current and relevant policy responses to children who are exposed to domestic violence?
3. What are the relevant practice responses? Do all children get the same response? If there was a continuum of responses, how would people decide which response is best?
4. What do you want to happen for children who are exposed to domestic violence? What are you most worried will happen? What barriers in your system prevent your system from being as effective as you want?
5. What would you like your partners to do about children who are exposed to domestic violence that would make things better for the children in your arena? (Include if you wish “partners” who are not at the table, e.g., faith community, police, education, mental health, etc.)
6. What kind of community/consumer involvement is needed and why?
 - Residents?
 - Consumers?
 - Survivors?
 - Ethnic and racial communities... etc.?
7. How do/should we get that feedback? And why are we getting the feedback?
 - Is it to inform new systems design?
 - Is it to build new leadership and community capacity?
 - How will your system be prepared for community involvement?

⁴⁶ The San Francisco *Greenbook* Project Cross-System Community Dialogues Protocol focused on the development of cross-system dialogues that was used with five work groups that included child welfare, domestic violence community, the courts, batterer intervention programs, and the community.



APPENDIX H

SANTA CLARA COUNTY *GREENBOOK* PROJECT MULTIDISCIPLINARY RESPONSE TEAM COMMITTEE BEST PRACTICES: IDEAL RESPONSE TO DOMESTIC VIOLENCE CASES⁴⁷

This document was designed to help law enforcement officers, child protective services, social workers, domestic violence advocates, and probation officers better assist adult and child victims of domestic violence. Since available resources vary within each community, this document does not impose any legal duties or procedural requirements. The practices described below are presented for education and consideration by local agencies

Assuming appropriate resources exist, an ideal multidisciplinary response to domestic violence reports will consist of the following.

1. **Assistance for Domestic Violence Victim**

When the police officer responds to a call of domestic violence the officer will assess the nature and severity of the alleged domestic violence and determine how best to assist the domestic violence victim.

- A. If the domestic violence victim requires immediate assistance from a domestic violence advocate (DVA), the officer will call a designated phone number to request that a DVA respond to the scene. DVAs will be available to respond within 20 minutes on a 24/7 basis. The role of the DVA is to provide the victim with support and resources.
- B. If the domestic violence victim does not require immediate assistance from a DVA, the officer will provide the victim with the Domestic Violence Resource Card describing available services in the community.
- C. Copies of all domestic violence police reports will be made available for DVAs to follow up with victims by letter and/or phone.

2. **Assistance for Children**

If the police officer determines that a child or children reside in the home or were exposed to the domestic violence incident, the officer will assess whether the children suffered physi-

⁴⁷ Developed by the Santa Clara County *Greenbook* Project Multidisciplinary Response Team.

cal or emotional harm or are at risk for suffering physical or emotional harm and determine how best to assist the children.

A. ***Immediate Response***

If the police officer determines that the child or children may require protective custody, the officer will immediately phone Child Protective Services (CPS) to request an immediate response. (This also triggers law enforcement's child abuse protocol and the mandatory child abuse cross-reporting requirements.) A social worker from CPS will respond to the scene within 20 minutes on a 24/7 basis. The role of the social worker is to conduct a joint risk assessment with the officer and DVA, offer appropriate services and, if children must be placed into protective custody, transport children to a suitable placement or the Children's Shelter. The social worker will have immediate access from the field to the following information about the parents and potential emergency caretakers: (1) criminal history, (2) Child Abuse Central Index, and (3) Child Welfare Services Case Management System (CWS/CMS).

B. ***Urgent Review***

If the police officer determines that no immediate response to the scene is required by CPS, but the officer believes that the case requires urgent review due to concern about the child's ongoing physical or emotional safety, the officer will: (1) immediately phone CPS to make a child abuse referral, and (2) refer the case for a domestic violence multidisciplinary team assessment. The team will consist of a representative from law enforcement, a domestic violence advocate, a county child welfare social worker and a probation officer. The team will meet to assess the case and develop a plan of action within three working days.

C. ***Routine Review***

In all other cases in which a child or children reside in the home or were exposed to the domestic violence incident, the police officer will send a copy of his or her incident report to CPS within five working days for routine review. This may be done by faxing a copy of the police report to CPS or by placing the police report in a designated basket at the police station (if arrangements have been made for delivery to or pick up by CPS).

3. The police officer will determine whether the domestic violence incident requires a response or follow up by other professionals such as a paramedic, detective, probation officer, mental health counselor, code enforcement officer, or animal protection officer.

APPENDIX I

FAMILY COURT DOMESTIC VIOLENCE VICTIM ADVOCATE⁴⁸

A full-time Domestic Violence Victim Advocate will spend the majority of her time at the Family Court Building to provide on-site intervention and support services for victims of domestic violence. The advocate, a Legal Advocates for Abused Women (LAAW) employee, will be jointly supervised by the Director of Child Protective Services, St. Louis County Family Court, and the Executive Director of LAAW, or their designees.

The position will facilitate a coordinated approach to identifying families with the co-occurrence of domestic violence and child maltreatment; provide those identified with immediate, confidential access to comprehensive intervention services; and promote the safety and well-being of victims of abuse and their children. The Victim Advocate will provide services to any parent if it has been determined that the parent is a victim of domestic violence. However, LAAW will not ignore the accountability and repercussions due parents found to abuse/neglect their children.

The Victim Advocate will prioritize Child Abuse and Neglect cases first and will provide services on Delinquency and Status Offenses as time allows. The Victim Advocate will not provide legal advice, but will refer to the appropriate attorney or agency when legal advice is requested.

Responsibilities include but are not limited to:

- Provide crisis support, court advocacy, legal and social service referrals, legal information and other services, as needed, to parents who are screened or identified as domestic violence victims with cases in Family Court including child abuse/neglect, delinquency and status cases
- Provide court accompaniment at hearings as requested by the identified victims of domestic violence
- Attend hearings as requested by Deputy Juvenile Officers (DJO) or other court personnel
- Attend protective custody hearings, intakes and emergency hearings to identify cases involving domestic violence
- Attend Family Support Team meetings and Multidisciplinary Case Consultation as needed
- Assist with development and implementation of training for court personnel as requested
- Offer appropriate community referrals as needed or required
- Collect and maintain demographic and other statistical information required by grants or deemed appropriate by LAAW or the Court
- Establish and maintain positive working relationships with key stakeholders including law enforcement, court personnel, child welfare workers, Victim Service Division and domestic violence organizations

⁴⁸ St. Louis County, Missouri job description for a specialized position co-located within the Family Court of St. Louis and referred to as the Family Court Resource Specialist.

- Coordinate the development of policies and procedures specific to referral process within Family Court
- Assist in development and implementation of protocols relating to the handling of cases involving the co-occurrence of domestic violence and child maltreatment.
- Attend LAAW staff meetings, appropriate CPS meetings, and other meetings as requested
- Maintain confidential case files separate from CPS case files
- Other activities, duties, and responsibilities as deemed appropriate by the supervisors or their designees
- Assist with other projects sponsored by the *Greenbook* Initiative as needed

APPENDIX J

TESSA JOB DESCRIPTION⁴⁹

JOB TITLE: Domestic Violence Systems Analyst Co-Located at Child Protective Services

REPORT TO: Advocacy Program Manager (primary) & Child Protective Services Manager (secondary)

TIME REQUIREMENT: 40 hours a week

SYNOPSIS:

The person in this position is responsible for providing ‘systems advocacy’ for adult clients who are in situations involving both domestic violence and child maltreatment. The person would help create a process for domestic violence workers, child protection workers and service providers to bridge the conceptual and case processing gaps among themselves as well as between the “system” and battered women. This person will act as the coordinator of the Institutional Safety and Accountability Audit.

RESPONSIBILITIES:

- Act as the Coordinator of the Institutional Safety and Accountability Audit
- Provide training, instruction, guidance and support to DHS colleagues and other interested parties
- Conduct field work with case workers on domestic violence/child maltreatment cases
- Participate in committee-related meetings
- Work collaboratively with DHS’s Child Protection/Family Assessment & Planning divisions and T E S S A
- Collect and compile monthly statistics
- Provide crisis intervention, information, referrals and support in person and on the phone
- Attend relevant TESSA and DHS meetings and trainings, as required by supervisor(s)
- Assist with Temporary Restraining Orders and other advocacy tasks when necessary
- Maintain accurate and timely client files
- Participate in community education presentations as requested
- Act as liaison with court personnel, including judges, on an as needed basis
- Any other duties as assigned related to victim advocacy, as requested by supervisor(s)

QUALIFICATIONS AND REQUIREMENTS:

To perform this job successfully, an individual must be able to perform each essential duty satisfactorily. The requirements listed below are representative of the knowledge, skill, and/or ability required. Reasonable accommodations may be made to enable individuals with disabilities to perform the essential functions.

⁴⁹ El Paso County, Colorado job description for a domestic violence advocate specialized position at TESSA co-located within the Department of Human Services.

- MA or MS preferred, BA or BS degree considered
- Two years relevant work experience
- Strong analytical skills
- Strong peer to peer conflict management
- Strong presentation and facilitation skills
- Good communication and interpersonal skills
- Maintain motivation while working independently
- Spanish-speaking, preferred
- Basic computer skills (MS Office & Email)
- Available to work evenings and weekends
- Driver's license and car insurance with 100/300 liability minimum
- Understanding and embracing of the *Greenbook* Grant philosophy and principles

PHYSICAL REQUIREMENTS:

- Ability to sit and concentrate for long periods of time
- Ability to climb stairs
- Able to read, write and speak English
- Possesses vision sufficient to read and work on a computer
- Possesses hearing sufficient to communicate on phone and in person
- Ability to write legibly

Note: This is a grant-funded position.

APPENDIX K

REASONABLE EFFORTS GUIDELINES IN CO-OCCURRING CASES OF DOMESTIC VIOLENCE & CHILD MALTREATMENT⁵⁰

I. Background

- A. The Adoption and Safe Families Act (42 U.S.C. Sec. 671(a)15) requires that states, in order to be eligible for foster care and adoption assistance, have a plan that provides that reasonable efforts shall be made to preserve and reunify the family
- B. The three points at which reasonable efforts are required are: prior to the placement of a child in foster care to prevent or eliminate the need for removing the child from the child's home; to make it possible for a child to safely return to the child's home; and if continuation of reasonable efforts of the type described previously is determined to be inconsistent with the permanency plan for the child, reasonable efforts shall be made to place the child in a timely manner in accordance with the permanency plan and to complete whatever steps are necessary to finalize the permanent placement of the child
- C. Reasonable efforts are not required in certain circumstances involving egregious conduct by the parent

II. Missouri Law

- A. Missouri has incorporated these requirements to make reasonable efforts in its law at sections 211.183 and 211.447, RSMo. (attached)
- B. Section 211.183 provides:
 1. In juvenile court proceedings regarding the removal of a child from his or her home, the court's order shall include a determination of whether the division of family services has made reasonable efforts to prevent or eliminate the need for removal of the child and, after removal, to make it possible for the child to return home. If the first contact with the family occurred during an emergency in which the child could not safely remain at home even with reasonable in-home services, the division shall be deemed to have made reasonable efforts to prevent or eliminate the need for removal.
 2. "Reasonable efforts" means the exercise of reasonable diligence and care by the division to utilize all available services related to meeting the needs of the juvenile and the family. In determining reasonable efforts to be made and in making such reasonable efforts, the child's present and ongoing health and safety shall be the paramount consideration.
 3. In support of its determination of whether reasonable efforts have been made, the court shall enter findings, including a brief description of what preventive or reunification efforts were made and why further efforts could or could not have prevented or shortened the separation of the family. The division shall have the burden of dem-

⁵⁰ These guidelines were developed by the St. Louis County *Greenbook* Initiative located in Clayton, Missouri.

- onstrating reasonable efforts.
4. Before a child may be removed from the parent, guardian, or custodian of the child by order of a juvenile court, excluding commitments to the division of youth services, the court shall in its orders:
 - a. State whether removal of the child is necessary to protect the child and the reasons therefor;
 - b. Describe the services available to the family before removal of the child, including in-home services;
 - c. Describe the efforts made to provide those services relevant to the needs of the family before the removal of the child;
 - d. State why efforts made to provide family services described did not prevent removal of the child; and
 - e. State whether efforts made to prevent removal of the child were reasonable, based upon the needs of the family and child.

III. Reasonable Efforts in General

- A. Not defined in state or federal law, but HHS regulations require state plans to include a description of the services offered and provided to prevent removal of children from their homes and to reunify the family. They provide an illustrative list of the types of pre-placement preventive and reunification services that may be offered. This list includes: 24-hour emergency caretaker and homemaker services, day care, crisis counseling, emergency shelter, access to available emergency financial assistance, respite care, home-based family services, self-help groups, services to unmarried parents, provision of or arrangement for mental health, drug and alcohol abuse counseling, vocational counseling or vocational rehabilitation and post adoption services. (check regulations). Case law has also helped define reasonable efforts. (check case law).
- B. Mark Hardin from the ABA's Center on Children and the Family, suggests that courts should determine that DFS has made reasonable efforts by determining whether services to the family are accessible, available and appropriate. Courts should consider:
 1. Dangers to the child and the family and problems precipitating those dangers
 2. Whether the agency has selected services specifically relevant to the family's problems and needs and whether they have a good chance of successfully resolving the problems requiring placement of the child
 3. Whether caseworkers have diligently arranged those services (did they oversee each service provider, ensure parents and children have access to service, periodically visit children and parents in person)
 4. Whether appropriate services have been made available to the family on a timely basis
 5. The results of the interventions provided
- C. *Making Reasonable Efforts: A Permanent Home for Every Child* suggests that the agency make guidelines for reasonable efforts at each stage in the process.
 1. Make good faith efforts to prevent removal. Before the child is removed, the worker should ask, whether there is any assistance, in the form of cash payments, services

- in lieu of cash, or social support services, that would likely allow the child to remain safely at home. If so, the agency should either provide the assistance or meet a substantial burden of justifying why it cannot do so. The worker should assess the family situation to determine the likelihood of protecting the child effectively in the home. The worker should identify the specific problems that place the child at imminent risk of serious harm, determine whether any available services might effectively address the family's problems and offer them.
2. Make good faith efforts to reunify the family by doing the same things suggested above and add developing an appropriate case plan and establishing an appropriate visitation schedule and other measures to ensure visits are facilitated and actually occur.
 3. Make good faith efforts to achieve permanency for children.
 4. Categories of services to be provided are "family preservation" services (intensive in-home services), generic "family-based" or "family-centered" services (in-home services), cash payments, non-cash services to meet basic needs (food and clothing, housing, respite care, child care, evaluation and treatment for substance abuse/chemical addiction, counseling/psychotherapy, parenting training, life skills training/household management, non-cash services to address specific problems, "facilitative" services (transportation/visitation), and permanency services.
 5. Each agency should structure its service delivery system to enhance the likelihood that preventive services will be provided to those who need and can benefit from them, families will be maintained and children who can safely return home will be reunified with their families. The agency should encourage parental autonomy, but be willing to provide services that may make the parent somewhat dependant on the agency temporarily to allow the family to stay together. Workers should be available by phone and in person 24 hours a day, contact between worker and families should not be limited to business hours on the weekdays, most contacts should occur in the family home in a setting comfortable for the family at times of day when they would be most helpful, services should be provided immediately and most intensively during family crises, or to prevent removal or reunify the family.
 6. The parent, as well as the child if they are old enough, should be involved in developing the case plan.
 7. Agency staff should receive training about agency policy and protocol regarding reasonable efforts, as well as the availability of specific services in the community, including eligibility criteria, payment requirements, and referral procedures.
 8. Written guidelines should be developed on reasonable efforts, covering each stage of its interaction with the family.
 - (a) Criteria for determining when to remove a child without provision of preventive services should include: whether there is sufficient parental concern or desire to maintain the child at home; if it is an older child, do they want to stay in the home and work out the areas of difficulty; can adequate range of "assistance" be garnered to sustain the family and child. Questions that should be asked are: what is the harm that removal is designed to prevent;

can less intrusive measures than placement prevent that harm; which services have been considered and rejected; and which services have been offered and rejected

- (b) Procedures to determine what services would allow a child to remain in, or return to, his or her family
- (c) Procedures to document services offered to the family and the family's response
- (d) Criteria for determining an appropriate visitation schedule
- (e) Procedures for involving parents and children of appropriate ages in the development of case plans
- (f) Procedures for implementing concurrent planning if appropriate
- (g) Criteria for terminating efforts to reunify a family

IV. Reasonable Efforts When DV is Present Incorporating Fundamental Assumptions of the Greenbook

- A. Assessing for safety for non-abusing parent and child, with focus on keeping child safe with non-abusing parent and holding perpetrator accountable
- B. Constructing a safety plan with non-abusing parent for her and child (or with child if child is old enough) where non-abusing parent's voice is central to the construction
- C. Assessing goals with non-abusing parent for her and child (or with child if child is old enough) to maintain safety
- D. Assessing for needed services with non-abusing parent for her and child (or with child if child is old enough) and abuser in light of goals
- E. Identifying services that are available and accessible to non-abusing parent, child and abuser to reach those goals
- F. Identifying barriers to obtaining needed services and how they can be overcome
- G. Constructing separate service plans with non-abusing parent for her, child and perpetrator, with the goal of keeping non-abusing parent and child together safely and holding perpetrator accountable
- H. Monitoring the service plan to assure continued availability and accessibility of services as well as efficacy of services
- I. Modifying service plan as needed
- J. Assuring the non-abusing parent knows her legal rights and has access to counsel separate from perpetrator
- K. Assuring those with decision-making authority in the child protection system and the courts understand the dynamics of domestic violence

V. Reasonable Efforts When Domestic Violence is Present in Specific (Ganley and Schechter Curriculum)

- A. Services should be provided by those who have an understanding of the dynamics of domestic violence and should be culturally competent and/or culture-specific
- B. Services for non-abusing parent and child may include:
 - 1. Individual/group counseling through battered women's program or otherwise for

- her and child (without the perpetrator present)
- 2. Mental health services
- 3. Legal, housing, welfare, employment and economic advocacy
- 4. Shelter and transitional living services
- 5. Visitation center services
- 6. Parent group support
- 7. Crisis nursery/Day care
- 8. Substance abuse treatment
- 9. Transportation services
- 10. Filing for Child OP against perpetrator
- 11. Emergency funds
- 12. Translator/Interpreter services when appropriate
- C. Service Plan tasks for non-abusing parent might include:
 - 1. Participate in safety planning for herself and child
 - 2. Participate in counseling
 - 3. Participate in goal planning
 - 4. If perpetrator cannot be removed from home, obtain stable housing elsewhere
 - 5. Obtain OP against perpetrator if appropriate
 - 6. Obtain financial orders against perpetrator if appropriate
 - 7. Increase economic education and economic self-sufficiency
 - 8. Increase awareness of impact of domestic violence on children
- D. Services for batterer might include:
 - 1. Appropriate batterer intervention program (program that challenges assumptions about gender roles, appropriateness of use of power and control dynamics)
 - 2. Visitation center
 - 3. Substance abuse
 - 4. Mental health services
 - 5. Parenting classes
 - 6. Probation and parole
 - 7. Translator/Interpreter services when appropriate
- E. Service Plan tasks for perpetrator might include:
 - 1. Perpetrator will cease verbal, emotional, sexual, or physical abuse toward partner or child
 - 2. Perpetrator will cease power and control tactics against partner or child
 - 3. Perpetrator will not involve children in attempts to control partner (e.g. monitoring partner's behavior)
 - 4. Perpetrator will complete batterer intervention program focused on changing values around treatment of women and children
 - 5. Perpetrator will attend parenting program that increases awareness of impact of domestic violence on children
 - 6. Perpetrator will support parenting of adult victim and not interfere with her parenting
 - 7. Perpetrator will follow all conditions of court orders and probation
 - 8. Perpetrator will provide financial support for adult victim and child when appropriate



APPENDIX L

BATTERER COMPLIANCE PROGRAM DESCRIPTION FAMILY COURT OF ST. LOUIS COUNTY⁵¹

Project Description

The Batterer Compliance Project offers a centralized referral and monitoring service for parties in who have been ordered to complete a private, community-based, Court Approved Batterer Intervention Program. The project accepts referrals from civil courts, misdemeanor criminal and the dependency courts.

How does the Project work?

The Batterer Compliance Coordinator (Project Coordinator) is co-located at the offices of the Domestic Relations Service in the Courts Building and is an employee of Redevelopment Opportunities for Women, a community based domestic violence service provider. She conducts an initial orientation interview shortly after an individual (referred to as Participant) is ordered by the Court to complete a Batterer Intervention Program. As part of that orientation the Participant is referred to one of the Court Approved Batterer Intervention Programs. The Participant is required to contact the program and enroll within a specific time frame.

The Judge schedules a Compliance Review Hearing at the time the initial order is issued. The Project Coordinator receives reports regarding the Participant's attendance and participation in the Batterer Intervention Program from Batterer Intervention Program staff. The Project Coordinator forwards periodic progress reports to the Court that will be used in a Compliance Review Hearing. The Court will have an option to cancel or continue a scheduled Compliance Review Hearing, based on the reports.

How is the Compliance Review Hearing Handled?

Each Judge will determine how to handle the Compliance Review Hearing. The Participant may bring evidence concerning his or her progress in the program to which he or she was referred.

Who Pays for the Project?

The Batterer Compliance Coordinator is funded through the St. Louis County *Greenbook* Initiative on Domestic Violence and Child Maltreatment through December 31, 2007. Redevelopment Opportunities for Women is seeking funding to sustain the position beyond 2007.

⁵¹ The Batterer Compliance Coordinator position was funded through the St. Louis County *Greenbook* Initiative.

Who Pays for the Participants to Attend a Batterer Intervention Program?

Persons who are ordered to complete a Batterer Intervention Program are responsible for paying the fees for the program to which they are referred. Some participating programs offer a sliding scale fee structure, available to those who qualify.

How long do the Batterer Intervention Programs last?

The programs usually meet weekly from 26 to 52 weeks.

What if the Participant doesn't comply?

The Judge will determine any consequences for non-compliance with the Court Order to participate in a Batterer Intervention Program at the Compliance Review Hearing.

APPENDIX M

MAVA

Men Against Violence & Abuse

1301 S. 8th Street, Suite 110 • Colorado Springs, Colorado 80906 • (719) 331-9628

Pledge of Non-Violence⁵²

I believe that peace and respect must first exist within myself and it is then my personal responsibility to help create a community safe from abuse and oppression.

Therefore:

- I will not commit acts of verbal, physical or sexual violence
- I will not tolerate violence or disrespect by remaining silent
- I will continuously examine my beliefs, values, language, and behaviors in order to eliminate any that are abusive or oppressive
- I will not engage in self-destructive behaviors and will seek support from others that are committed to non-violence
- I will model non-violence and respect to children
- I will take personal actions, small or large, to ensure safety in my home and community
- I will support community/societal efforts to end violence
- I will honor the voices of women, children, and all others who give guidance to this mission
- I will engage other men in dialogues that promote respect for others
- I will support, honor and value men of integrity
- In my interactions with men, my behavior will reflect equality and dignity for all

Wallet Pledge Card

Please print clearly and mail this pledge form to the above address.



I believe that peace and respect must first exist within myself and it is then my personal responsibility to help create a community safe from abuse and oppression.

I, _____ accept the beliefs of the MAVA Pledge of Non-Violence.
signature

I agree to allow MAVA to include my name on a publicized list of individuals who have signed this pledge. YES NO

I agree to allow MAVA to contact me in the future regarding events, volunteer opportunities, newsletters, etc. YES NO

Name _____

Address _____ City/State _____ Zip _____

Home Phone _____ Cell Phone _____ Work Phone _____

E-mail Address _____

MAVA wishes to acknowledge your courage and strength in accepting this *Pledge of Non-Violence*.

52 El Paso County, Colorado *Greenbook* Initiative developed the Pledge of Non-Violence to engage men through its Men Against Violence and Abuse (MAVA) campaign for men committed to making change in their own communities.



APPENDIX N

SANTA CLARA COUNTY *GREENBOOK* PROJECT RESPECT CULTURE AND COMMUNITY INITIATIVE (RCCI)⁵³

Lessons Learned

RCCI has faced the challenge of representing Santa Clara County's large and diverse population effectively, incorporating the feedback into the systems, and realizing the connection and correlation between systems and the community. Through these challenges, RCCI is proud of the community leaders in Santa Clara County that have gone above and beyond in not only addressing this problem, but also providing their creative and thoughtful insight of how Santa Clara County systems and community members can help families whose lives are impacted by domestic violence and child maltreatment. A notable sign of success in this project has been the high attendance of community leaders that have continued to take time out of their day to share information, resources, and ideas over an 18-month period. We owe much of our success in this process to the *Greenbook* Project Technical Assistance we have received, the leadership of our Chairs, the input of RCCI committee members, the coordination of *Greenbook* Project staff, and the commitment of our community leaders.

Challenges and Successes

- The key to our success in working with the community has been the RCCI committee's ability to recognize, respond, and provide the community's need for more information on domestic violence and child maltreatment, (i.e., hand out materials, statistics, systems' leader presentations). This was accomplished by drawing on all of the community resources related to domestic violence and child maltreatment.
- Through this process, a relationship and trust was built between the *Greenbook* Project and the community. RCCI was able to gain the community's feedback relating to the competency of the systems to deal with domestic violence and child maltreatment. Without a mutually beneficial relationship based upon trust and respect the community may not have provided this important feedback.
- Listening and helping to provide what the community requested not only created a mutually beneficial relationship, but has also created the foundation of community accountability in making change.
- Keeping the entire *Greenbook* Project abreast of the community's feedback and integrating the

⁵³ Summary of the Respect Culture and Community Initiative. Written by the Santa Clara County *Greenbook* Project Respect Culture and Community Initiative Committee (2003).

feedback into implementation of the *Greenbook* Project goals has been a challenge. One of the reasons for this report was to help other *Greenbook* Project committees incorporate the feedback from the community.

Important Themes & Topics

- The systems that work to make change often forget to ask the experts as to what systems can do to make things better for communities affected by domestic violence and child maltreatment. The experts are within each community and their wealth of knowledge is essential in understanding how systems can better serve communities. Asking and calling the community to action allows the collection of important and innovative ideas to help systems learn how to do so.
- Overrepresentation of children of color is a serious issue that community members would like to proactively address; opportunities such as the community action teams sponsored by the Santa Clara Department of Family and Children’s Services have provided community leaders with opportunities for such involvement.
- Community leaders involved with RCCI are strongly in agreement that culture and language be considered when crisis intervention services are being provided to women and children who have experienced domestic violence and/or child abuse. Further, the leaders have stated that additional opportunities for community intervention and involvement in identifying and addressing violence could be equally effective in stopping family violence.
- The surveys administered by one of the small groups, show that the majority of community members recognize the term domestic violence, but still primarily identify it as involving physical violence. A common point of discussion in the Community Leader Strategy Meetings is the need for additional community education, awareness, and alternatives to systems that families can access before a crisis occurs.
- While community members, in general, seem to recognize the co-occurrence between family violence and child abuse, there are few resources (outside of the child welfare and court systems) that recognize and offer services to families who may be experiencing both types of violence.

APPENDIX O

EL PASO COUNTY COUNCIL TO END FAMILY VIOLENCE SUMMARY⁵⁴

Purpose

The *Council to End Family Violence* builds bridges of communication, action and accountability among entities supporting families and individuals affected by domestic violence or its co-occurrence with child maltreatment.

Mission

The *Council to End Family Violence* provides an open forum for exploring and implementing community-based and/or systems change solutions to domestic violence or its co-occurrence with child maltreatment.

Corporate Structure

The *Council to End Family Violence* is established as a Colorado Nonprofit Membership Corporation. In lieu of seeking its own 501(c)(3) designation from the IRS, the *Council to End Family Violence* is authorized to enter a Fiscal Sponsor relationship with an appropriate nonprofit or government entity. The *Council to End Family Violence* membership is comprised of public and private entities concerned about the co-occurrence of domestic violence and child maltreatment in the Pikes Peak Region.

“Advisory Committee”

The “*Advisory Committee*” will be comprised of 5-11 individuals, each representing a different member organization. The “*Advisory Committee*” will meet monthly to review organizational issues related to the *Council to End Family Violence*, including financial status, initiative progress, planning and membership. The “*Advisory Committee*” is vested with the decision making authority for the *Council to End Family Violence*. Decisions may be made and motions may be passed through a majority vote of the “*Advisory Committee*.”

The “*Advisory Committee*” will, on an annual basis, elect from its membership officers to guide the work of the “*Advisory Committee*” and the *Council to End Family Violence*. These offices include: a Chair (or co-Chairs), a Secretary and a Treasurer. In addition, the *Council to End Family Violence* may elect from its membership chairpersons of the Initiative Committees.

The “*Advisory Committee*” may hire staff or independent contractors to assist in the implementation of the *Council to End Family Violence* mission.

⁵⁴ Overview of the purpose and structure of the Council to End Violence a new entity that developed in 2006 as a result of the end of federal funding for the El Paso County *Greenbook* Project.

Member Meetings

A meeting of the membership of the *Council to End Family Violence* will be held at least twice annually to discuss initiative content, progress toward goals, and financial and organizational issues related to the ongoing sustainability of the *Council to End Family Violence* mission.

On an annual basis, participating member organizations will meet for a “town meeting” to determine programmatic direction and initiatives for the *Council to End Family Violence*.

When appropriate, the “*Advisory Committee*” may invite related parties and the community-at-large to membership meetings including the annual “town meeting.”

Initiatives

Periodically, the *Council to End Family Violence* may establish focused initiatives to convene professionals and individuals working with or impacted by domestic violence or its co-occurrence with child maltreatment, to research community needs and to advocate for social and institutional change.

Initiative Committees

The “*Advisory Committee*” may establish Initiative Committees tasked with the coordination and implementation of the *Council to End Family Violence* approved initiatives. Chairpersons for the Initiative Committees will be appointed by a majority vote of the “*Advisory Committee*”; each Initiative Committee chairperson must be a member in good standing of the “*Advisory Committee*”. The Initiative Committees may recruit individuals who are not members of the *Council to End Family Violence* to participate on the Initiative Committees.

Funding

On an annual basis, the “*Advisory Committee*” of the *Council to End Family Violence* will establish a budget for the fiscal year. While the primary source of income for the *Council to End Family Violence* will be grant funding, the “*Advisory Committee*” may approve membership fees and/or fees for services as an income stream for the *Council to End Family Violence* initiatives.







NATIONAL COUNCIL OF
JUVENILE AND FAMILY COURT JUDGES

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