

MEMORANDUM OF UNDERSTANDING

AMONG

- OFFICE ON VIOLENCE AGAINST WOMEN, DOJ**
- CHILDREN'S BUREAU, ADMINISTRATION ON CHILDREN, YOUTH AND FAMILIES, DHHS**
- OFFICE OF COMMUNITY SERVICES, ADMINISTRATION FOR CHILDREN AND FAMILIES, DHHS**
- OFFICE OF THE ASSISTANT SECRETARY FOR PLANNING & EVALUATION, DHHS**
- NATIONAL CENTER FOR INJURY PREVENTION AND CONTROL, CENTERS FOR DISEASE CONTROL AND PREVENTION, DHHS**
- NATIONAL INSTITUTE OF JUSTICE, DOJ**
- OFFICE FOR VICTIMS OF CRIME, DOJ**
- OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION, DOJ**

I. Purpose

In January and February of 2000, eight federal offices/agencies in the Departments of Justice and Health and Human Services signed a Memorandum of Understanding (MOU) under which they would collaborate to fund and administer a demonstration initiative addressing the co-occurrence of domestic violence and child maltreatment. Funding from these agencies has been allotted to support three major functions: six community collaboratives, a national evaluation, and the provision of technical assistance to assist funded sites. As of January 2003, communities are in their second year of funding and the evaluation and technical assistance components of the initiative, because of different starting dates, are in the beginning of their third year. In the MOU of 2000, agencies committed their support for a minimum of three years with possible funding up to five years. This current MOU sets out the agreement of participating agencies beyond the first three years and continues the terms of the original MOU for administering the initiative.

The purpose of the demonstration initiative is to measure the extent to which community collaboratives, led by the local child welfare agency, domestic violence services providers, and the dependency court that handles child abuse and neglect cases, working with other social service and public health service providers, the judicial and law enforcement systems, and community members, can make lasting and substantive change in the primary systems addressing the co-occurrence of domestic violence and child maltreatment. Each community collaborative is committed to implementing recommendations set forth in the document, Effective Intervention in Domestic Violence and Child Maltreatment Cases: Guidelines for Policy and Practice, published by the National Council of Juvenile and Family Court Judges (NCJFCJ). This book, commonly referred to as "The Greenbook," was supported in its development, in part, by HHS and

DOJ.

These above named offices have agreed to participate in this initiative because the intersection of domestic violence and child maltreatment has too often been ignored despite the fact that in about half of all child maltreatment cases a mother is also being battered. Non-offending battered mothers often are blamed for the abuse of their children by systems that fail to hold the perpetrator accountable. Children suffer because they are often injured in the course of violence against their mother or they suffer harmful effects by being aware of the violence and present in the violent home. Research has shown that exposure to violence against the mother has negative consequences for children and has been implicated as a major contributor to the perpetuation of violence in the next generation.

II. The Initiative to Date

The "Greenbook" demonstration initiative has funded collaboratives in six urban and rural, large and small, communities. These are Grafton County, New Hampshire, St. Louis County, Missouri, El Paso County, Colorado, Santa Clara County, California, San Francisco, California, and Lane County, Oregon. These communities were selected after a comprehensive selection process in which over 90 communities applied. Each community has formed a collaborative structure for decision making and has set local goals consistent with the recommendations of the Greenbook. Each is headed by a steering committee that includes, at a minimum, a dependency court judge, an official of the child welfare agency, and a leader of the domestic violence community. Other committee members often are law enforcement, public health providers, criminal courts, batterer treatment programs, child advocacy agencies, community groups, and survivors of abuse. Each site has hired, with grant funds, at least one project coordinator/director, administrative support staff, and a locally funded researcher to assist in strategic planning and evaluation.

The demonstration initiative has also funded a national evaluation and technical assistance consortium to support sites. The evaluation's goal is to describe what is taking place in each community and to assess the extent to which substantive systems reforms are occurring. Caliber Associates is the lead contractor on the evaluation and is working with the National Center for State Courts and the Education Development Center. A multi-faceted technical assistance program has been developed to help sites reach their potential in addressing the overlap of domestic violence and child maltreatment. The lead organization for technical assistance is the National Council of Juvenile and Family Court Judges, working with the American Public Human Services Association and the Family Violence Prevention Fund.

What has been accomplished so far?

- After the first year of building a local team by hiring project staff, working out

participation and governance guidelines, and engaging in strategic planning, sites are now into site-specific implementation to address the co-occurrence of child maltreatment and domestic violence.

- To reach this point, each site has developed a broad coalition of local child protection agencies, battered women's programs, courts, law enforcement, and community members that have agreed upon a set of local goals that are consistent with the recommendations in the "Greenbook" for bringing about changes to the ways that agencies and communities address child maltreatment and domestic violence.
- Reports from sites generally indicate a very high degree of enthusiasm and desire on the part of many of the participants - the courts, child welfare, domestic violence providers - to keep committing time and resources to bringing the message and the changes to a wider array of judicial officers and agency staff who address these issues.
- Each site has significantly raised awareness among the partnering organizations to the problem of domestic violence in child protection agencies and dependency courts and of child maltreatment in domestic violence programs. Sites report an increased sensitivity by child abuse and neglect judges to learning about and addressing domestic violence in cases before them.
- Each site has been conducting training for agency staff and judges, often with staff from different sectors being trained together, on these issues. The purposes of the training is to increase knowledge of how to address the problems more effectively, to learn about and plan new reforms, and to better understand what other systems contribute to addressing these issues.
- Each site has been reviewing agency policies and working on new protocols or practice approaches to better address the co-occurrence of child maltreatment and domestic violence. Particular attention is being paid to the development of improved screening and early assessment tools for use by front line workers at intake.
- Each site has been working in some ways to improve their community's response to holding batterers accountable through discussions with county prosecutors, criminal court personnel, batterer treatment personnel, community groups, and others. Also, sites are working with the child welfare agency to improve attribution of abuse to the abuser and avoid citing the non-offending parent for failing to protect the child.
- Several sites have been addressing issues of the cultural appropriateness of responses to people of color and ethnic diversity by conducting assessments of

agency practice and listening to community members of color who have experience with their agencies.

The literature on collaboration indicates that efforts like these clearly take considerable time to organize in order to identify and implement procedures that will bring about meaningful and lasting change. This initiative is no exception. While progress has been made, many of the hoped for benefits are still in the future. Sites are now in their second year of funding. The federal interagency management group for the initiative believes that substantive progress will require the full five years of funding that was envisioned in the original MOU. To bring this about, the signers of this MOU agree to continue support for the initiative to the extent articulated below. Some agencies can no longer provide financial resources but will provide in-kind support through the continued participation of their staff.

II. Responsibilities and Procedures

A. Funding for the Initiative.

With regard to support for the six demonstration sites, the Office on Violence Against Women of the Department of Justice and the Administration for Children and Families agree to continue funding over the full five years. As in the past, funding each year is dependent on the availability of funds. The amounts listed below are for years four and five of the initiative. However, since the timing of evaluation and technical assistance is now ahead of the funding for sites, agencies will consider funding an additional year six in order to complete the evaluation and to provide necessary technical assistance.¹

YEARS FOUR AND FIVE (per year)

SUPPORT FOR SITES:

Office on Violence Against Women	\$1,000,000
Children's Bureau	\$1,150,000 ²

With regard to technical assistance, the Children's Bureau, the Office on Violence Against Women, and the Office of Community Services, agree to continue support as follows:

¹ Evaluation and technical assistance years are ahead of funding for sites since sites have not expended all their funds in each grant year and have been able to roll some portion of funds over to the subsequent year.

² The Children's Bureau directly funds the San Francisco site; the rest are managed by the OVAW.

TECHNICAL ASSISTANCE (years four, five and six):

Office of Community Services	\$200,000
Children's Bureau	\$200,000
Office on Violence Against Women	\$350,000

With regard to support for the national evaluation, the Office of the Assistant Secretary for Planning and Evaluation (HHS), the National Institute of Justice, and the Office for Community Services agree to continue support as follows:

EVALUATION (years four, five and six) :

The National Institute of Justice ³	\$100,000
Office of the Assistant Secretary for Planning and Evaluation	\$200,000
Office for Community Services	\$100,000

In addition, staff from the Office of Juvenile Justice and Delinquency Prevention, the Centers for Disease Control and Prevention, and the Office for Victims of Crime will continue to participate as team members in the oversight of the initiative. In particular, the Office of Juvenile and Delinquency Prevention and the Office for Victims of Crime will allow staff to participate in oversight meeting of the initiative, suggest ways to enhance technical assistance for the sites, and to coordinate their agencies activities with Greenbook work as appropriate. The Centers for Disease Control and Prevention will allow staff to participate in the continuing implementation and data analysis of the national evaluation.

B. Management of the Initiative

The participating offices agree to continue to decide jointly about the management, design and implementation of the three major functions of the initiative: funding of community sites to conduct the demonstrations, providing technical assistance, and evaluation. Each office will have an equal voice in those decisions. Disagreements will be settled by a majority vote by the participating offices, one vote per office. This process will be constrained, of course, by the legal requirements of the funding offices.

Decisions and development of materials for conducting this initiative will be the responsibility of an interagency working group, called the Greenbook Implementation Committee. Each participating office will have an official contact person and others who participate in the process. The committee will be considered the core team responsible for implementing this initiative. As deemed appropriate and necessary, the official

³ The NIJ agrees only to provide financial support in year four at this time.

contact person from each office will get approval in making decisions from responsible officials in his or her office and draw upon the expertise within their offices for support of this initiative. The Green Book Implementation Committee will be chaired by a member from the Department of Health and Human Services.

For each of the three major functions, one of the participating offices agrees to serve as formal lead administrator and funder. However, the participating offices in this MOU agree to share the specific work of administering each of these functions with the lead funder. The office that will serve in this lead capacity for each of the functions is:

Funding of sites:	OVW and the Children's Bureau
Evaluation:	NIJ ⁴
Technical Assistance:	OVAW

C. Obligation and transfer of funds

To carry out funding, agencies participating in this initiative with financial resources will develop and approve the necessary Interagency Agreements for the obligation and transfer of funds to the lead agencies for each function, as appropriate. Fees related to an interagency agreement that an office may charge another office will be waived under this initiative.

IV Agency Official Contacts for the Initiative

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⁴NIJ will continue to administer the national evaluation even if they no longer are contributing funding.

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V. Period of Agreement

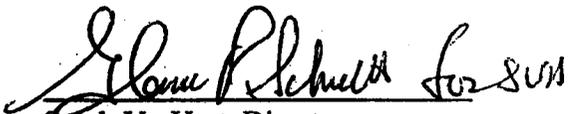
This memo is effective when accepted and signed by all cooperating agencies and will remain in effect until publication of the last summary report from projects supported under the initiative. This agreement may be modified by any of the parties.

VI. Agency Approvals of the Memo



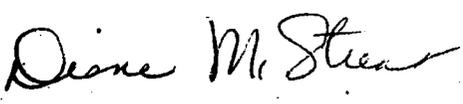
Deborah J. Daniels
Assistant Attorney General
Office of Justice Programs, DOJ

11/13/03
Date



Sarah V. Hart, Director
National Institute of Justice
DOJ

8/13/03
Date



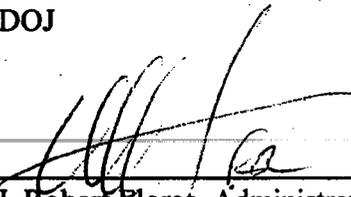
~~ACTING~~
Diane Stuart, Director
Office on Violence Against Women
DOJ

5-15-03
Date



John W. Gillis, Director
Office for Victims of Crime
DOJ

9-16-03
Date



J. Robert Flores, Administrator
Office of Juvenile Justice and Delinquency Prevention

8-15-03
Date

Joan E. Ohl

Joan Ohl
Commissioner on Children, Youth and Families
Administration on Children and Families
DHHS

5/2/03
Date

Clarence H. Carter

Clarence H. Carter, Director
Office of Community Services
Administration on Children and Families
DHHS

6/25/03
Date

Sue Binder

Sue Binder, MD, Director
National Center for Injury Prevention
and Control
Centers for Disease Control and Prevention

10/5/03
Date

William T. Raub

William Raub
Acting Assistant Secretary for Planning and Evaluation
Office of the Assistant Secretary for Planning and Evaluation
DHHS

08 May 2003
Date