

**Community Initiatives Against Family Violence Protocols
Project: A Formative Evaluation of Phase III Protocol
Implementation**

**Submitted to:
Project Steering Committee
CIAFV Protocols Working Group**

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EXECUTIVE SUMMARY

The findings of this formative evaluation of the Community Initiatives Against Family Violence (CIAFV) Protocols project are intended to:

- Help inform future phases of the CIAFV Protocols work; and
- Provide useful, best practices information to other communities considering undertaking a similar protocol development process.

This program evaluation is formative in nature. The primary intent is to identify differences in actual project outputs and outcomes compared to the intended outputs and outcomes outlined in the program logic model and other background documentation.

Methodology

In-person or telephone interviews or focus groups were conducted with 43 persons. This included the CIAFV Protocol Coordinator, the Agency Training and Evaluation Coordinator and representatives from nine CIAFV member agencies/organizations that had implemented their family violence protocol by fall 2006. Fifty-three clients completed surveys. Secondary data sources were also utilized.

Participation in this research study was on a voluntary basis. Measures were undertaken to guarantee the anonymity of the comments of individual participants as well as organizational perspectives. Transcripts of interview or focus group responses were returned to agency or organization representatives for review and changes, as required.

Keys to Effective Practice

The following keys to effective practice are based on perspectives gained from: agency/organization representatives, the Protocol Coordinator and the Agency Training and Evaluation Coordinator, and observations of the two researchers.

a) Coordinators' Roles

Both the Protocol Coordinator and the Agency Training and Evaluation Coordinator (equivalent of 1.5 positions) have provided critical support to agencies/organizations involved in developing and, to a lesser extent, implementing family violence protocols. The two Coordinators have served as external change agents – helping agencies/organizations continue to move ahead with their family violence protocols. It is unlikely that agencies/organizations would have succeeded in overcoming barriers to developing family violence protocols without the time and resources provided by these two Coordinators. The services the Coordinators provided included group facilitation, “coaching,” writing of draft protocols, assistance with development of resource tools, and exploration of issues. The Coordinators were also able to provide examples of approaches and tools used by other agencies/organizations.

The involvement of the Coordinators in the implementation of family violence protocols has been limited. It is evident that agencies/organizations tend to view the implementation and monitoring of their family violence protocol as an internal process. This inward focus poses challenges for a consistent approach to monitoring of protocol implementation and collection of data to show the impact of having a family violence protocol in place. The sharing of this data is critical to demonstrating a measurable effect at a broader community level.

It is advised that a formal follow-up process be developed for use with agencies/organizations implementing family violence protocols. This follow-up should take place within six months of the sign-off of the protocol. The implementation of family violence protocols and monitoring of data collection is critical to support to the development of linking protocols and a coordinated community response toward family violence.

b) Communication

Regular communication is critical to maintaining momentum and commitment to protocol development and implementation. Internal to the organization, all staff members who will be affected by the protocol must be kept apprised of developments.

It is also important to communicate on a community-wide level. The CIAFV Protocols project has effectively used a newsletter, meetings, community forums and events to “tell the story”.

Agencies/organizations that have successfully developed and implemented a family violence protocol can actively promote and communicate the benefits of having such a protocol to agencies/organizations that have similar mandates and/or client groups (e.g. persons with disabilities, immigrant serving agencies, etc.). The *Protocol News* newsletter has been an effective mechanism for agencies/organizations to share their experiences with others in the community.

In order for the Protocols project to move toward a more community-wide development and implementation of protocols, the profile of this work and the staff who conduct it needs to expand beyond agencies/organizations providing services to those affected by family violence. Ongoing communication with persons leading other initiatives such as the

- Alberta Risk and Threat Assessment Initiative,
- Domestic Violence Centre – Edmonton,
- Domestic Violence Court,
- Alberta Children’s Services Prevention of Family Violence and Bullying.
- Alberta Council of Women’s Shelters,
- Provincial Family Violence Treatment Program and the
- Men’s Alternative Temporary Housing and Supports initiative is critical to ensure a coordinated community response to family violence.

More active use of the CIAFV website would further support communication.

c) Training/Education

The family violence training workshop should be the first activity for an agency/organization that has agreed to undertake the protocol development process. This ensures consistency in family violence prevention definitions, knowledge, and awareness that helps agency/organization staff to work through the process more effectively and efficiently. Typically, staff members will often have a varied knowledge and experience with family violence.

Initial training also needs to clearly describe the benefits of developing and implementing a family violence protocol. It can then move to discuss the process, time and resources required. The Family Violence Protocol Template is a useful tool to support this process.

There is a need for ongoing training in family violence and protocol development/implementation due to staffing changes in agencies/organizations. The development of a community-based resource team is needed to support this effort. The first step in this process is to identify specific criteria for choosing trainers and training events. A targeted approach to this training would provide an opportunity to form training teams that have the requisite background in the particular human services sector (such as counselling), knowledge about family violence and are skilled trainers.

d) Committee Structure

It is evident that there is a decline in attendance and momentum within the CIAFV Protocols Working Group. There has also been some attrition in the CIAFV Protocols Working Group – Project Steering Committee. As the number of family violence initiatives within the greater Edmonton area has increased, this has caused individuals to make choices about how much time they can commit to various meeting forums.

It is timely to review the structure of both the Protocols Working Group and the Project Steering Committee. This review should be undertaken within the larger context of CIAFV since other Working Groups are facing similar challenges.

One committee, from which term-certain subgroups charged with specific deliverables could emerge, is a possible structure. A member from the committee would be assigned to each subgroup to monitor progress and provide ongoing communication. A proposed committee structure is presented in Appendix E of this report.

e) Networking and Partnership Development

The process of developing and implementing family violence protocols has provided opportunities to learn more about what agencies/organizations are doing to assist those affected by family violence. In particular, the process of developing linking protocols has

led to a more comprehensive understanding of the work of the partnering agencies/organizations. During the process of developing linking protocols, partnering agencies/organizations have also experienced increased levels of understanding and trust and have seen some potential to work together in other ways.

I. INTRODUCTION

An evaluation of the Community Initiatives Against Family Violence (CIAFV) Protocols project was requested by the Steering Committee of the CIAFV Protocols Working Group. This evaluation is intended to address questions of interest to:

- The CIAFV Protocols Working Group Project Steering Committee,
- The organizations that provide funding to the project (National Strategy on Community Safety and Crime Prevention, Status of Women Canada); and
- The broader membership of the CIAFV Protocols Working Group.

The findings of this evaluation report will:

- Help inform future phases of the CIAFV Protocols work;
- Provide useful, best practice information to other communities considering undertaking a similar protocol implementation process;
- Provide data that can be incorporated into reports to agencies/organizations providing funding to the initiative; and
- Provide data for future funding proposals to support the CIAFV Protocols project.

This program evaluation is formative in nature. The primary intent is to identify differences in actual project outputs and outcomes compared to the intended outputs and outcomes outlined in the program logic model and other background documentation.

II. CIAFV PROTOCOLS PROJECT BACKGROUND

The following background material is provided for the reader who is not familiar with the community context of the CIAFV Protocols project. It is the opinion of the researchers, supported by the research findings, that the resources described in this section of the report were critical to the achievement of the outcomes of the Protocols project.

a) Community Initiatives Against Family Violence (CIAFV)

On May 26 1999, a group of interested parties convened at the invitation of the Safer Cities Advisory Committee of Edmonton. In total, 63 community representatives from a broad range of services and systems in the city of Edmonton gathered for a day-long meeting to discuss issues of concern with regard to family violence in Edmonton. This inclusive community consultation process identified the need to reduce the incidence of family violence through cost-effective coordination and collaborative efforts and through the promotion of preventive initiatives.¹ At the conclusion of the meeting, five working groups were formed to address the following specific areas; coordination, protocols, funding, preventive strategies and public education.

¹ Proposal notes, no date.

Through this community consultation it was further determined that problems existed in Edmonton

“In the screening for an appropriate response to family violence, there is an inconsistency in how systems identify cases of domestic violence and also an unacceptable level of discontinuity and fragmentation in responses including inaccessibility to service for many.”²

Since May 1999, the number of members of this initiative has grown. The groups have combined to form three working groups focusing on coordination, protocols and public education strategies. Operating under the name of Community Initiatives Against Family Violence (CIAFV), the group is actively working to coordinate a community response to family violence. Two associate groups have emerged from this work – the Elder Abuse Consultation Team and the Ethnocultural Consultation Coalition. In addition, two formal working groups have been created – the Bullying Working Group and the Children and Family Violence Working Group.

The mission statement for CIAFV is as follows:

“CIAFV is committed to strengthening the capability of the Edmonton community to take constructive action against family violence and move toward solutions.”³

The organization’s vision is:

“Individuals and families in the Edmonton area live free of family violence... The community of Edmonton will coordinate approaches to family violence that reflect inclusiveness and respect in order to create an environment that supports families to live violence free.”⁴

The purpose statement for CIAFV is:

“Working from a proactive - responsive - rebuilding model, the purpose of CIAFV is to coordinate a process that facilitates:

- Identification of issues, barriers and gaps experienced by those impacted by family violence, across the system;
- Articulation of these issues, barriers and gaps toward a common understanding of family violence; and
- Influencing of systems and the larger community.”⁵

² Background notes, no date.

³ CIAFV Protocols Project Evaluation Request for Proposals, February 2002.

⁴ CIAFV Working Principles approved by CIAFV, 5/6/02.

⁵ Ibid.

Further it is the view of CIAFV that:

“The unique nature of the relationships between victims and perpetrators in family violence, particularly the abuser’s access to the victim and the victim’s vulnerability to continued violence, requires that a coordinated response be developed. In order to establish an effective response it is necessary that agencies/organizations consistently screen for and respond to family violence. The resultant screening tools and procedures need to reflect the cultural diversity of the community and the varying requirements of individual situations.”⁶

Based on a review of models of family violence response from Duluth, Minnesota, New Zealand and Calgary, Alberta it was concluded that successful outcomes addressing family violence as a community are best achieved by developing and implementing coordinated practice protocols. It was further determined that protocols would need to be developed based on the Edmonton community context.

b) CIAFV Protocols Working Group

The CIAFV Protocols Working Group meets monthly and is comprised of CIAFV member agencies/organizations (approximately 40). Members are individuals and/or representative(s) of agencies/organizations proactively working with family violence or clients who may face issues of family violence.

In September 2004, the original goals for the Protocols Working Group were modified slightly to facilitate the development of a consistent response throughout the community for individuals and families affected by family violence. These modifications to the Protocols Working Group’s goals are intended to:

- Provide a broader focus (at the system level);
- Highlight the importance of safety planning and risk assessment;
- Recognize the need to address institutional and cultural change; and
- Encourage the addressing of service gaps identified through the protocol process.

The Protocols Working Group’s responsibilities are:

- To plan and facilitate community research required to complete projects;
- To assist agencies, organizations and systems in training needs to ensure an understanding of the use of the protocols which may include safety planning and risk assessment;
- To assist agencies, organizations and systems in the development of protocols;
- To assist agencies, organizations and systems to evaluate protocols in an on-going way;
- To encourage and support agencies, organizations and systems with institutional cultural change;
- To encourage the consistent use of protocols within and between agencies, organizations and systems;

⁶ Ibid.

- To assist with sustainability of the Protocols project by obtaining funding and encouraging institutional and cultural change;
- To encourage the community to address service gaps (other than those related to protocols) raised through the protocol process; and
- To review the terms of reference of the Protocols Working Group and Steering Committee annually.⁷

The Protocols Working Group established a statement of need and set about to address several conditions in the Edmonton community, specifically:

- A lack of coordinated response to dealing with family violence;
- Fragmented or inconsistent responses to family violence; and
- Gaps in knowledge regarding family violence generally and diversity issues in family violence specifically.⁸

The CIAFV Protocols Working Group determined that the best way to achieve these outcomes was “for organizations in Edmonton to develop a set of coordinated guidelines or steps (protocols) to identify, detect and respond, in a consistent manner to persons at risk of family violence as well as those impacted by family violence.”⁹

The following steps continue to be used to address the above stated outcomes:

- Be inclusive with systems/institutions/agencies and engage systems such as justice, health, police, education, child welfare, community agencies, social services, student financing and housing;
- Focus on the needs of the individual while respecting diversity (such as persons with disabilities, culture, religion/faith, gay/lesbian, etc.);
- Provide education for community agencies/systems pertaining to protocols, the dynamics of family violence, coordinated responses, screening tools, risk assessment and safety planning; and
- Develop responses that are founded on victim safety and offender accountability.¹⁰

Through the development of coordinated protocols it was intended that the following goals would be achieved:

- To facilitate the development of a consistent response among systems, for individuals and communities impacted by family violence;
- To provide training and support to systems to ensure the knowledge and confidence in applying standard screening protocols are in place; and
- To be part of a coordinated response to family violence working towards reduction in incidents in Edmonton.¹¹

⁷ CIAFV Protocols Working Group Terms of Reference, September 20, 2004.

⁸ CIAFV Protocols Project Evaluation Request for Proposals, February 2002.

⁹ Ibid.

¹⁰ Ibid.

¹¹ CIAFV Protocols Working Group Terms of Reference, no date.

Involvement principles for CIAFV members include the following:

- “We hold that the success of our initiative depends upon:
 - Mutual respect of all parties
 - Fostering involvement, trust, respect and open communication; and
 - Informed and involved stakeholders.
- We are committed to provide visionary leadership that is based on best practice research.
- We value the contribution of all participants to the accomplishment of our goals.
- We are financially responsible and accountable.”¹²

In achieving these goals, continuous communication and consultation with community agencies/organizations involved with or interested in the earlier stated outcomes were determined as critical. The first phase of the work was structured as described below:

- Plan and facilitate research activities to determine need and interest in the production of protocols. This resulted in the distribution of a survey to 200 agencies/organizations and systems. Agencies/organizations surveyed offered services to a diverse audience including seniors, women, men, children and youth as well as clients with special needs. Of the 80 respondents (30% of sample), most indicated a need to develop a consistent response to family violence and expressed a willingness to be involved in the initiative.
- Develop protocols that will standardize responses to family violence situations. This work was undertaken by the Protocol Coordinator and is described in further detail in the Phase I evaluation report.
- Provide training to participating agencies/organizations to ensure understanding in the use of protocols and client assessment tools. This work was undertaken by the Protocol Coordinator and is also described in further detail in the Phase I evaluation report and continued throughout Phase II of the Protocols project.
- Support the sustainability of the project by encouraging the institutional and cultural change needed to ensure the continuity of the protocols.

Phase II of the CIAFV Protocols project focused “on assisting agencies/organizations in implementing their protocols, revising protocols, continued family violence training, and evaluation of the implementation of agency/organization protocols.”¹³

¹² CIAFV Working Principles approved by CIAFV, 5/6/02.

¹³ Job Description – Agency Training and Evaluation Coordinator, Protocols Project – CIAFV, no date.

During this second phase of the project, attendance at monthly Protocols Working Group meetings continued to vary. Given that decisions were to be made by consensus or by vote of the group members, varying attendance rates were of concern. In March 2004, it was decided to establish two categories of membership for the Protocols Working Group - active members and associate members. Active members would:

- Attend a minimum of five meetings annually;
- Send regrets when not able to attend a meeting;
- Act in a manner consistent with the principles of CIAFV;
- Receive minutes of meetings, reports, newsletter, etc.;
- Have access to information and training opportunities;
- Inform the group of new agency/organization contacts, as appropriate; and
- Have opportunity to shape the work of the CIAFV Protocols Working Group and the Protocols project.

In contrast, associate members would:

- Have the option to attend meetings;
- Act in a manner consistent with the principles of CIAFV;
- Receive a newsletter and access other information via the website;
- Be available to respond to questions/queries about their agency/organization; and
- Have the option to become an active member, if so desired.¹⁴

The last individual membership list for CIAFV, produced in 2003, listed 65 members. During Phase III of the project, the 2006 Annual General Meeting included representatives from 48 agencies/organizations while during the year there were 17 active members of the Protocols Working Group. The distinction between two categories of membership for the Protocols Working Group has been abandoned.

c) CIAFV Protocols Working Group – Project Steering Committee

The CIAFV Protocols Working Group - Project Steering Committee meets monthly and is a group of up to six individuals¹⁵ voted into their positions by the Protocols Working Group. Its role is to provide support and day-to-day management of the Protocols project and its Coordinator. Accountable to the Protocols Working Group, the Project Steering Committee will:

- “Develop job descriptions for the Protocols project staff;
- Supervise the production of a project work plan;
- Support and guide project staff;

¹⁴ CIAFV Protocols Working Group Meeting Minutes, March 3, 2004

¹⁵ For the period September 2003 to December 2003 the membership of this committee was reduced to 5 individuals due to a resignation. In January 2004, a community representative was invited to join the group. In April 2004, the CIAFV Agency Training and Evaluation Coordinator also started to attend these meetings in an ex-officio capacity.

- Develop guidelines for communication between project staff and the team and between the team and the Protocols Working Committee including a “supervision model”;
- Review all financial statements of the project before presentation to the Protocols Working Group; and
- Act as spokespersons for the project with the general public and the media.”¹⁶

d) Protocol Coordinator

A full-time (37.5 hours/week) Protocol Coordinator was hired in September 2001 to develop protocols that addressed issues of family violence with agencies/organizations and systems involved in CIAFV. The Edmonton John Howard Society (the administrative agent for the Protocols project) facilitated the hiring of the Protocol Coordinator. The Steering Committee provides direction to and determines priorities for the work of the Protocol Coordinator.

The functions of the Protocol Coordinator are to:

- Complete the initial work with member agencies/organizations of CIAFV to implement protocol development and training in those agencies/organizations around issues of family violence.
- Develop a protocol template and guidelines for agencies/organizations to develop local, standardized protocols and screening and assessment approaches.
- Research and design tools to support protocol development.
- Develop training initiatives for or with participating agencies/organizations to ensure the understanding of and use of the protocols.
- Maintain current knowledge of issues relating to family violence through research, conferences and workshops as available and share information with CIAFV member agencies/organizations.
- Research other jurisdictions for their models and coordinated responses to the issues and incorporate beneficial pieces into the local plan.
- Record minutes and disseminate information for the CIAFV Protocols Project Steering Committee.
- Provide inputs and assistance to funding proposals and reports for funders as required.¹⁷

To date, three individuals have served as the Protocol Coordinator. The current Protocol Coordinator has been in this role for 3.5 years.

¹⁶ Adapted from Protocols Working Group – Project Steering Committee, Terms of Reference, January 10, 2001.

¹⁷ CIAFV Protocol Coordinator Job Description, no date.

e) Agency Training and Evaluation Coordinator

A half-time Agency Training and Evaluation Coordinator was hired in April 2004. This individual resigned from the position and a new person was hired in spring 2005. The original Agency Training and Evaluation Coordinator had resumed this work by fall 2005 upon the departure of the second-hire. The Edmonton John Howard Society (the administrative agent for the Protocols project) facilitated the hiring for this position. The Steering Committee provides direction to and determines priorities for the work of the Agency Training and Evaluation Coordinator.

The functions of the Agency Training and Evaluation Coordinator are to:

- Follow up with agencies/organizations that have completed protocols.
- Identify training needs within agencies/organizations.
- Assist agencies/organizations with ongoing internal training development.
- Assist agencies/organizations with conducting self-evaluations of their protocols.
- Conduct workshops on evaluation.
- Coordinate material development.
- Encourage agency/organization participation in the Protocols project.
- Attend Protocols Working Group meetings.
- Attend Protocols Working Group - Project Steering Committee meetings.

In spring 2006, a Training Subcommittee emerged from the Protocols Working Group. This group was charged with supporting the development of training modules to sustain protocol development and respond to training needs created by staff turnover in agencies with protocols. During 2006, the Training and Evaluation Coordinator assumed limited responsibility for protocol development to allow the Protocol Coordinator more time to work on the development of linking protocols.

A schematic that illustrates the coordinated, synergistic way the Protocol Coordinator and the Agency Training and Evaluation Coordinator work with agencies/organizations is presented in Appendix A.

f) Evidence of Need for Protocols

A survey was distributed to 200 agencies/organizations in Edmonton with responses received from 80 agencies/organizations. Of these 80 agencies/organizations,

- 80% offered services for women or youth.
- 71% offered services for men or children.
- 65% offered services for seniors.

Existing agency/organization protocols addressed disclosure of child abuse (63%) or child sexual abuse (53%). Agencies/organizations with protocols that asked questions regarding abuse most commonly inquired about child abuse or child sexual abuse.

Only 25% of those agencies/organizations providing services to women disclosed reports of wife abuse while 19% asked clients about wife abuse.

While less than 23% of the agencies/organizations providing services to seniors disclosed abuse, questions asked by these agencies/organizations covered a broader spectrum including elder abuse and financial abuse.

g) Definition of Family Violence

CIAFV uses the terms “domestic violence,” “domestic abuse” and “family violence” interchangeably.

In the view of CIAFV

“Family violence describes a systematic pattern of abusive behaviours within a relationship that is characterized by intimacy, dependency and/or trust. The abusive behaviours exist within a context where their purpose is to gain power, control and induce fear. Abusive behaviour can take many forms including verbal, emotional, physical, sexual, psychological (e.g. destruction of pets and property), spiritual, economic, violation of rights, and exploitation through neglect.”¹⁸

h) Linking Protocols

CIAFV has adopted the following definition of linking protocol development:

“A linked protocol development is a process where agencies/organizations learn more about each other, make their working relationships clear (formalized), and define when and how information is shared.”¹⁹

Family violence linking protocols are a relatively new phenomena. In undertaking the development of linking protocols in the Greater Edmonton Area, it was important to ensure that the process did not lead to the “exclusion of some agencies/organizations or ‘playing favourites’ ...or linking protocols developed with several agencies/organizations in one protocol...that is is general that it is ineffective.”²⁰

¹⁸ CIAFV Definition of Family Violence adopted October 9, 2001.

¹⁹ CIAFV Definition of Linked Protocols adopted September 2006).

²⁰ Protocol News, Winter 2005, Volume 1 (Issue 6), p. 2.

In September 2004, the Protocols project published a pamphlet titled, *Linking Protocols: We can have a coordinated community response*. Work commenced on the development of a *Linking Protocol Guideline*, which would support a consistent framework for the development of linking protocols. Key components in this framework included:

- Involvement principles
- Agency/organization roles
- Definition of family violence
- Communication
- Working with multiple agencies/organizations using a holistic approach
- Process for client referral
- Follow-up
- Case management
- Information sharing with agencies/organizations
- Resolving interagency/inter-organization differences
- Sign off of linking protocol.

A survey was conducted between October and November 2004 to determine the best approach to developing linking protocols and to identify key issues. Nineteen respondents representing systems and agencies/organizations serving victims, children and/or perpetrators completed an eleven-question survey. The data gathered highlighted:

- Perceptions of linking protocols
- Existing agency/system relationships that could be strengthened
- Key elements to include in a linking protocol
- Perceived challenges in developing linking protocols
- The need for increased knowledge of the roles of service providers
- The need for a better understanding of how agencies/systems undertake their work
- The need for awareness of how culture and values impact how an agency/organization delivers a service
- Interest in improved communication, consistency of service delivery and the opportunity to work together as agencies/organizations
- The benefit to clients of a clearly defined referral service
- The need for accurate and current referral information for clients and referring agency/organization staff
- The need to provide a structure (perhaps through linking protocols) for agencies/organizations and systems to work together.

The Protocol Coordinator identified five strategies to developing linking protocols and community partnerships in response to community needs. These strategies helped agencies/organizations determine how to proceed with the development of linking protocols. These strategies are described in Table 1 – Linking Protocol/Partnership Strategies.

Table 1 – Linking Protocol/Partnership Strategies²¹

Type of Linking Protocol or Partnership	Description	Example
Geographic/Neighbourhood	A Linking Protocol developed to assist a particular geographic area function more effectively in family violence cases.	Partners for Youth and Kids
Issue Specific	A Linking Protocol developed by those who come together to address a certain issue.	CIAFV, couples counselling group
Client Specific	A Linking Protocol developed by agencies/organizations with multiple services to the same client.	Domestic Violence Centre, Victims Serving Agencies/organizations Involved in the Justice System
Joint Project/Program	A small number of agencies/organizations work together in partnership to deliver a joint program/project.	Men’s Alternative Temporary Housing Service, Spousal Violence Intervention Team
One system or agency/organization develops a linking protocol for several referring agencies/organizations	A Linking Protocol developed by a system that wants to clarify the communication process between agencies/organizations that refer clients to it.	

²¹ Developed by Protocol Coordinator, November 17, 2006.

Another framework that the Protocol Coordinator has used to guide the development of linking protocols is one based on organizational clusters. These clusters include all those affected by family violence including the victim, the abuser and other family members (including children, dependent adults and seniors). These organizational clusters are further described in Table 2 – Organizational Clusters for Linking Protocols.

Table 2 – Organizational Clusters for Linking Protocols

Cluster Name	Definition	Key Issues
Housing	Includes: affordable housing, transitional housing, second stage housing	
Basic Needs	Includes: food, clothing, financial, transportation	
Crisis Services	Includes: police services, emergency rooms in hospitals, emergency shelters (general and family violence specific), 24-hour hotlines	
Health	Includes: physicians, nurses, doctors' offices, chiropractors, dentists, pharmacists, public health nurses, medicentres	
Employers	Includes; employers, Employee Assistance Programs, unions, staff counsellors	-Identification and response to victims/abusers in the workplace
Education	Includes: schools (Kindergarten to Grade 12), postsecondary educational institutions, school counsellors, Student Finance representatives	
Social Services	Includes: counselling and support groups, diversity agencies, parenting supports issues, addiction issues, mental health, dependent adults	-Couples counselling -Appropriate response to volunteers -Connecting clients to basic needs so that clients can fully participate
Community Supports	Includes: community leagues, volunteering opportunities, friends, family	
Faith Groups	Includes: religious organizations, faith groups, pastoral nurses, ministers/priests, congregations	
Public Awareness and Information	Includes: agencies/organizations that provide public awareness and education on specific issues, information and referral agencies/organizations	
Criminal Justice System	Includes: victim assistance/services, judges, criminal court, jails, corrections, parole, Crown prosecutors	
Legal Services	Includes: legal assistance (non-criminal), mediation, family court services, lawyers, legal information telephone lines	-Safe visitation exchange/supervised visit facility that is available at no fee or for minimal cost

During an interview on April 4, 2005 the Protocol Coordinator identified three key goals to be achieved through the development of linking protocols including:

- ‘Opening doors’ to communication between agencies/organizations and systems,
- Reducing gaps in services for clients, and
- Helping clients move from one system or agency/organization to another with minimal disruption.

At this time, the Protocol Coordinator affirmed the importance of avoiding:

- Favouritism or preferential treatment of particular agencies/organizations or systems,
- Power block through partnership and exclusion of agencies/organizations, and
- Development of linking protocols so generic that they are ineffective.

In March 2005, the Protocol Coordinator started work on the first linking protocol which included nine victim-serving agencies/organizations involved in the criminal justice system including:

- Edmonton Police Service Victims Services Unit
- Elder Abuse Intervention Team
- Edmonton John Howard Society Victims’ Assistance Program
- Crown Prosecutor’s Office,
- Prevention of Family Violence and Bullying – Alberta Children’s Services
- Spousal Violence Intervention Teams
- Family Law Office Emergency Protection Order Program
- Zebra Child Protection Centre
- Responding to Victims of Crime in the Chinese Community - Outreach Program of Assist Community Services Centre.

In November 2005, work commenced on developing a second linking protocol with the Edmonton John Howard - Family Violence Prevention Centre and the YWCA Edmonton Counselling Centre. A third linking protocol between the YWCA Edmonton Counselling Centre and the Edmonton Family Violence Treatment, Education and Research Centre was initiated and completed in 2005/2006. The fourth linking protocol between Forensic Assessment Community Services (FACS) and the Family Violence Prevention Centre was also initiated and completed within 2005/2006.

In summary, four linking protocols involving 14 agencies and departments have been initiated. Two of these linking protocols are now completed while two are still under development. Only one of these linking protocols was included in this evaluation study.

i) Community Impact and Learning

Since 2001, the Protocols project has developed internal agency/organization family violence protocols with 28 agencies/organizations affecting 88 different programs.

Through the Protocols project, 746 agency/organization staff members have been trained in family violence and protocol implementation; 427 of these persons received their training during Phase II of the project. In addition, agency/organization staff members have participated in free learning opportunities including:

- Presentation by Dr. Jane Ursel – Lavoie Inquiry (2003)
- Hosted five focus groups to inform the *Ethnocultural Family Violence Project Report*. (2003)
- Workshop by Dr. Sujata Warriar – Cultural Competency (2004)
- Impact and Implications Session: Family Violence, Mental Health and Addictions (2005)
- Impact and Implications Session: The Experience of Children and Teens Exposed to Family Violence and the Long Term Consequences and Impact and Implications Session: Our Elders, Their Abuse, Solutions and Supports (2006)

Tools developed to support the development of protocols include:

- Four brochures (“Are You Abused?”, “Is My Behaviour Abusive?”, “Safety Tips for You and Your Children”, “Teen Violence...It Happens”)
- Risk Management Tools
- Safety Planning Tools
- Responsibility Planning Tools
- Family Violence Train the Trainer Manual
- Trainer Checklist
- Contributed to the development of an Elder Abuse Flowchart
- Logic Model Template
- Protocol Template
- Linking Protocol Template
- Integrated Service Delivery Consent Form
- Top Ten Learnings
- Tips for Screening Questions
- Protocol Development Agreement

III. APPROACH TO THE RESEARCH

a) Background of Research Team Members

The researchers for this evaluation report were Dr. Wendy Doughty and Jim Klingle, partners in Emerging Directions Consulting Ltd. a private, incorporated Alberta-based management consulting firm.

Dr. Doughty brings 20 years experience in the development of community-based programs, program evaluation and curriculum evaluation. Jim Klingle has more than 12 years experience in carrying out successful research projects involving a variety of community organizations.

b) Principles Guiding Program Evaluation

The following principles guided the development and implementation of this program evaluation:

- Ownership and buy-in of participants in any program evaluation activity best occurs when participants have a role in helping plan the process.
- Program evaluation processes must be sensitive to and reflect individual differences in gender, culture, learning styles, background and experiences.
- Program evaluation yields authentic results in an environment where participants believe their viewpoints are valued and they are treated with respect.

c) General Approach to the Research

Agencies/organizations that had developed and/or implemented an agency/organization-specific or linking protocol were notified in advance of the commencement of this study by means of an e-mail letter explaining the purpose of the evaluation research. Community members needed to be aware of the intent of this research so that they could determine whether or not they would participate. This provided the opportunity to ask questions about the impact of data collection on their organization.

These same agencies/organizations were also contacted to determine whether they would be willing to distribute and collect a client survey which sought feedback from clients on the effect of these agencies'/organizations' family violence protocols.

Participation in this research study was on a voluntary basis. Measures were undertaken to guarantee the anonymity of the comments of individual participants as well as organizational perspectives. Transcripts of interview or focus group responses were returned to agency or organization representatives for review and changes, as required. Completed client surveys were deposited in individual envelopes and then forwarded to the researchers.

d) Key Research Questions

The evaluation framework that shaped this study is presented in *Appendix B - Questions, Indicators and Data Sources - CIAFV Protocols Project Phase III Evaluation*.

The specific interview or focus group questions for agencies/organizations are provided in Appendices C1, C2 and C3. A copy of the client survey is provided in Appendix D.

e) Approach to Data Collection

The evaluation process consisted of two approaches to data collection. These included:

i) Secondary data

Secondary or historic data was gathered through document review. This included a review of secondary data sources provided by the Protocol Coordinator, Agency Training and Evaluation Coordinator and Steering Committee members, including the following items:

- Planning documents and background materials
- Program Logic Model (Phase III)
- Position Descriptions - Protocol Coordinator and Agency Training and Evaluation Coordinator
- Flowchart of Protocol Coordinator and Agency Training and Evaluation Coordinator roles
- Protocol Coordinator and Agency Training and Evaluation Coordinator monthly reports
- Terms of Reference – CIAFV Protocols Working Group
- Minutes of CIAFV Protocols Working Group meetings
- Minutes of CIAFV Protocols Working Group – Project Steering Committee meetings
- Issues of *Protocol News* newsletter (Fall 2004, Winter 2005, Spring 2005, Winter 2005, Spring 2006)
- *Protocols Project Community Initiatives Against Family Violence* brochure
- Various working documents and notes provided by the Protocol Coordinator

ii) Primary data

Primary data was collected through personal interviews, telephone interviews and focus groups. These methods were used as follows:

- Some agencies/organizations involved in protocol development chose to have a focus group involving key staff members who assisted in developing the protocol.
- Other agencies/organizations preferred to have a key contact person provide perspectives on the protocol development experience. In some cases this was because one person had sole responsibility for developing the protocol. In other

cases this person presented the views of agency/organization staff members involved in the protocol development and implementation.

- Individual interviews were conducted with the Protocol Coordinator and the Agency Training and Evaluation Coordinator.
- Five hundred client surveys were distributed to seven agencies/organizations.

Personal interviews and focus groups were approximately one hour in length. Telephone interviews lasted from 20 minutes to 45 minutes. Some respondents chose to provide their perspectives via e-mail.

Client surveys were completed on site at the agency/organization. The clients placed their completed surveys in individual envelopes, which were then sealed and sent to the researchers.

f) Approach to Data Analysis

A mixed method approach was used for data analysis.

The following quantitative data was analyzed:

- The number of agencies/organizations engaged in the protocol process.
- The number of agencies/organizations that have developed protocols.
- The number of agencies/organizations that have a protocol implementation plan.
- The number of agencies/organizations that implemented family violence protocols.
- The number of agencies/organizations that have a protocol evaluation plan.
- The number of agencies/organizations engaged in developing linking protocols.
- The number of agencies/organizations with completed linking protocols.
- The number of individuals attending family violence training sessions.
- The number of completed client surveys.

Client survey data was tabulated to determine response patterns for closed questions. Content analysis was completed for open-ended survey questions.

A content analysis was completed for qualitative data collected through focus groups and interviews. Through the process of coding, conceptual labels were ascribed to the comments generated through interviews and focus group discussions. These concepts were then compared one to another to determine categories of similar responses and divergent perspectives.

The logic model developed for the project was used as a framework for discussion of research findings.

g) Sample Characteristics

The sample was drawn from the listing of 32 CIAFV member agencies/organizations provided by the Protocol Coordinator. These agencies/organizations were either in the process of developing or had implemented an agency/organization-specific or linking protocol. Interviews or focus groups were conducted with eight agencies/organizations while respondents from four other agencies/organizations provided their responses to the research questions via e-mail. Respondent agencies/organizations included:

- Aboriginal Consulting Services Association
- Alberta Human Resources and Employment – Income Security Programs (Telecentre)
- Alberta Justice and Attorney General – Family Mediation Services
- Alberta Solicitor General and Public Security - Edmonton and Area Community Corrections
- City of Edmonton – Neighbourhood Social and Recreation Services Branch – Social Work Services
- Diabetic Nephropathy Clinic
- Edmonton Family Violence Treatment, Education and Research Centre - Changing Ways
- Edmonton John Howard Society (two focus groups)
- Kara Family Support Centre
- Lasalle Residence
- Terra Association
- YWCA

Four agencies/organizations did not participate in this research due to staffing changes. The remaining sixteen agencies/organizations did not participate in the research study despite two follow-up requests. The researchers recommend that an alternative evaluation strategy be utilized in the future. The linking protocols process and outcomes will fit with an appreciative inquiry approach to evaluation.

Table 3 – Description of Agency/Organization Research Sample provides further details about the composition of the research sample for this formative evaluation study.

Table 3 - Description of Agency/Organization Research Sample (N=43)

Description of Sample	Number of Participants Providing Feedback
Agency/Organization Protocol Implemented - Individual Personal Interview	1
Agency/Organization Protocol Implemented - Focus Group	32 (6 focus groups)
Agency/Organization Protocol Implemented - Individual E-mail Response	4
Linking Protocol Implemented - Individual Telephone Interview	1
Linking Protocol Implemented - Focus Group	3 (1 focus group)
Protocol Coordinator - Personal Interview	1
Agency Training and Evaluation Coordinator - Personal Interview	1
Total Number of Participants	43

Nine agencies/organizations volunteered to have surveys distributed to their clients. Due to changes in management and emergent situations within four of these agencies/organizations, they were unable to follow through with distribution and collection of client surveys.

Table 4 – Description of Client Survey Respondents provides further details about the composition of the research sample for this formative evaluation study.

Table 4 – Description of Client Survey Respondents (N=53)

Agency/Organization	Details re: Respondents	Number of Participants Completing Surveys
Alberta Solicitor General and Public Security - Edmonton and Area Community Corrections (4 Edmonton Central, 2 Edmonton East, 2 Edmonton South Adult, 4 Edmonton West, 2 St Albert)	Details unknown	14
Edmonton Family Violence Treatment, Education and Research Centre - Changing Ways	Only male respondents	14
Edmonton John Howard Society	Details unknown	12
LaSalle Residence	Only female respondents	8
Unknown Agency/Organization	Details unknown	5
Total Number of Surveys		53

h) Research Assumptions

- Those participating in the Protocols project during the period of this study were reflective of the diversity of individuals and agencies/organizations involved with family violence issues.
- Staff members in agencies/organizations chose of their own free will to proceed with protocol development and implementation.
- Clients chose to complete surveys of their own free will.
- Perceptions of respondents regarding the relative strengths and/or weaknesses of the Protocols project were made without concern for consequences as a result of voicing their opinions.
- Agencies/organizations participating in this process had little or no previous experience with the development and/or implementation of family violence protocols.

i) Limitations of Research

- The study was time bound for the period from May 21 to November 8, 2006.
- The study examined the protocol work conducted from October 2004 to October 2006.
- The study was limited to the responses collected during personal or telephone interviews, focus groups, observations made during interviews and focus groups, surveys and the information available in documents during the study period.
- The study was limited to those who chose to participate.
- The findings, conclusions, and recommendations are posited only as they relate to the current study.

IV. FINDINGS

The findings of this evaluation research are presented in three distinct sections. The first section describes progress on overall Protocols project goals and also identifies additional work that was undertaken to the benefit of the community. The second section reviews progress relative to the Phase III logic model developed for the Protocols project. The third section presents primary data provided by agency or organization representatives in response to the questions presented in Appendices C1 and C2, responses to client surveys (see Appendix D) and discussions with Protocols project staff members.

SECTION ONE

a) **Progress on Overall Project Goals and Goals of Benefit to the Community**

The information for this section of the report is based on a review of secondary data and interviews with the Protocol Coordinator and the Agency Training and Evaluation Coordinator.

- i) Goal 1 – To facilitate the development of a consistent response through the systems for individuals and communities impacted by family violence.*

The continued development of family violence protocols at the individual agency/organization level, combined with initial work in the development of linking protocols, is supportive of a consistent response in the community for those impacted by family violence. The Protocol Coordinator has been very active in establishing and maintaining communication with the wide range of agencies/organizations delivering programs/services to those affected by family violence. There is considerable change in the programs/services offered as well as the agencies/organizations offering these programs/services resulting in a dynamic environment.

Sessions on family violence issues and research continue to serve as a catalyst for agencies/organizations to undertake the development and implementation of a family violence protocol. These sessions provide a common language for all parties and help raise awareness of the issue.

- ii) Goal 2 - Service providers consistently ask screening question, determine risk assessment, develop a safety plan or responsibility plan, provide appropriate referrals and consultation.*

The number of service providers that have completed family violence protocols continues to increase. Some agencies/organizations have needed to address inconsistencies in asking the screening question. In such circumstances, the Protocol Coordinator has often

worked with agency/organization staff to refine the wording of the screening question and further tailor risk assessment tools to best meet the needs of the clients. The development of a safety or responsibility plan has not only assisted clients but has supported appropriate referrals to other community resources.

iii) Goal 3 - At the agency/system level, family violence is made a priority and resources (staff time, training) are made available to ensure ability towards consistent response (ensuring consultation and collaboration)

The Protocol Coordinator has completed a mapping of community resources. Two approaches were used for community mapping. One approach was to compile a listing of existing interagency partnerships in Edmonton thus highlighting the work that is already being done by service providers. This provided an opportunity “for all to see the bigger picture” and understand the building blocks for a coordinated community response to family violence. The resultant list also presented potential linking protocol opportunities. This information was shared with both the Protocols Working Group and presented at the Linking Protocols workshop.

The second approach to community mapping was developing a Family Violence Eco map to look at all the areas where a family may come in contact with persons who might receive a disclosure or be able to provide support and/or intervention (health, religious/faith organizations, etc.). Key issues that the family may face (housing, transportation, etc.) were also recorded. By compiling these two views, a Family Violence Eco map was developed and was then shared with the Protocols Working Group.

This community mapping process moved the focus from development and implementation of protocols to consideration of the overarching goal – a coordinated community response to family violence. Both mappings are works in progress and will be presented at a community consultation.

The partnership mapping enabled all to recognize the progress that has been made and the diversity of agencies/organizations involved. The visual format is very powerful. Other mediums for displaying this information (such as an electronic format for inclusion on the CIAFV website) will be explored. In contrast, the Eco map provides a picture of what a coordinated community response might look like. Efficient ways of building this Eco map will be considered.

The Impact and Implications: Family Violence, Mental Health and Addiction panel presentation held on May 9, 2005 surfaced some common themes which further reinforced the importance of working together. They included:

- “Because of the complexity of the issue of family violence we cannot work in isolation to effectively serve clients’ diverse needs.
- The importance of relationships and building relationships with each other as professionals and with our clients.”²²

²² Protocol News, Spring 2005.

SECTION TWO

a) Progress Relative to Program Logic Model

A program logic model was developed for Phase III of the CIAFV Protocols project and a copy of this document is provided in Appendix F. A program logic model identifies the linkages between the activities of the initiative and the achievement of its outcomes.

This section of the report will assess the extent to which the CIAFV Protocols project achieved the inputs, activities, outputs and outcomes listed in the program logic model.

i) Progress on inputs

The CIAFV Protocols logic model specified eight key inputs all of which were in place throughout the period of this evaluation.

The CIAFV Protocols Working Group has continued to meet from the inception of the Protocols project. This forum has been used to discuss current activities and future directions for the CIAFV Protocols project and to share effective practice information. There has been a decline in attendance in the Protocols Working Group since the previous evaluation period. Several respondents questioned the value of this group and its current mandate. It appears timely to review the mandate and future need for this group and, based on the results of this review, determine an appropriate structure.

The CIAFV Protocols Working Group – Project Steering Committee was instrumental in the successful achievement of the outputs and outcomes defined for this initiative. The Steering Committee continuously provided feedback and guidance for the Protocol Coordinator and the Agency Training and Evaluation Coordinator. They also assumed responsibility for securing resources to support the project. The role and membership of the Steering Committee should be included in a review of the CIAFV Protocols Working Group.

During the period of this evaluation the administrative agent, Edmonton John Howard Society, continued to provide equipment and meeting space for the Protocol project staff.

ii) Achievement of activities described in logic model

Work has proceeded on all of the activities outlined in the logic model described in Appendix F.

The Protocol Coordinator and Agency Training and Evaluation Coordinator achieved all activities with the exception of the anticipated number of evaluation plans and training plans. Agencies'/organizations' progress on implementing family violence protocols has been slower than projected. The two Coordinators also devoted time to getting

agencies/organizations “back on course” with their protocol development through the development of various tools and the provision of family violence and protocol implementation training.

Progress with the development and implementation of linking protocols has also been slower than projected.

The two Coordinators provided assistance with several related community initiatives that furthered the development of protocols and knowledge of family violence at a broader, systemic level.

iii) Level of outputs achieved

Since 2001, the Protocols project has developed internal agency/organization family violence protocols with 27 agencies/organizations affecting 88 different programs.

Five outputs were measured for the CIAFV Protocols project. Table 5 - CIAFV Protocols Project Outputs by Phase, presented on the next page, provides numeric data concerning these five key outputs.

Table 5 – CIAFV Protocols Project Outputs by Phase

Time Period	# of New Member and Non-Member Agencies Engaged in Process	# of Member and Non-Member Agencies that Have Developed Protocols	# of Member and Non-Member Agencies that Have a Protocol Implementation Plan	# of Member and Non-Member Agencies that Implemented Protocols	# of Member and Non-Member Agencies that Have a Protocol Evaluation Plan*	# of Linking Protocols Completed	# of Linking Protocols in Development	Protocol Revisions
Phase I Up to October 2002	14	12 ^{23, 24, 25}	12	12	5	0	0	
Phase II ²⁶ November 2002 – October 2004	28 6 agencies in development	17	16	14	3	0	0	
Phase III November 2004 – September 2006	6 4 agencies in development	14	10	10	6	2	2	4
Total	44	27	23	23	12	2	2	4

²³ CNIB was counted in Phase I but it developed a protocol with the Calgary initiative and so it is not counted now.

²⁴ Four agencies that developed protocols in Phase I have undergone major revisions to these protocols. These protocols have only been recorded once, which does not reflect the time required for revisions.

²⁵ One agency protocol was developed in Phase I but not implemented. Work was done in Phase II to revise the protocol so that it could be implemented. The board and staff have concerns about the impact of child exposure legislation and have not yet formally approved or implemented this protocol.

²⁶ The dates of Phase II shifted. Many of the protocols listed in Phase II were not completed until 2005, which would be Phase III.

Further details about the linking protocols that formed a major focus of activity during Phase III of the Protocols project are presented in Table 6.

Table 6 – Linking Protocol Activity (Phase III)

Linking Protocol	Start Date	Status	Agencies Involved	Strategy	Cluster	Challenges Encountered
Criminal Court process for victim serving agencies/organizations	March 2005	Ongoing -Currently reviewing all information sharing legislation	-9 agencies -Edmonton Police Service Victims Services Unit, Spousal Violence/Elder Abuse Intervention Team, Edmonton John Howard Society, Victims' Assistance Program, Crown Prosecutor's Office, Prevention of Family Violence and Bullying Supports Program, Spousal Violence Intervention Team, Family Law Office Emergency Protection Order Program, Zebra Child Protection Centre, Chinese Outreach Program of Assist Chinese Community Services	-Issue-specific	-Criminal justice	-Arrange meeting time for all -Multiple funding sources with different requirements -Operating under multiple pieces of legislation -Need for review of information sharing legislation before agency/organization lawyers' review
Outreach and counselling services	November 2005	Ongoing	-2 agencies - YWCA, Family Violence Prevention Centre	-Client-specific -Joint program	-Social services	-Finding time for parties to meet and continue the work
Partner check for participants in group sessions	2005/2006	Completed	-2 agencies - YWCA, Edmonton Family Violence Treatment, Education and Research Centre	-Client-specific -Joint program	-Social services	-Procedural focus which was less complicated, time consuming
Partner check for persons whose partners are accessing FACS services	2005/2006	Completed	-2 agencies – Forensic Assessment Community Services (FACS), Family Violence Prevention Centre	-Client-specific -Joint program	-Social services	-Procedural focus which was less complicated, time consuming

iv) Achievement of initial, intermediate and long-term outcomes

Significant progress has been made in regards to initial, intermediate and long-term outcomes described in the Phase III logic model. Implementation of protocols and evaluation plans has continued in Phase III of the project. Linking protocol development is proceeding more slowly than anticipated.

SECTION THREE

a) **Perspectives from Participating Agencies/Organizations – Implementation of Protocols**

Staff members from eleven agencies/organizations shared their perspectives to the researchers. For purposes of analysis, this section is presented in two subsections – perspectives from those agencies/organizations, which have implemented protocols followed, by perspectives from those agencies/organizations that are contemplating, or in the process of, developing linking protocols.

i) What agency/organization learned about implementing family violence protocols

Two agencies reported a heightened or renewed awareness by staff members of the issue of family violence. One focus group member explained, “Not all staff realizes the importance of the issue of family violence. Social workers are exposed to this information as part of their education but [this is] not necessarily so for other disciplines.” A manager with an agency that serves the general population reflected, “The time required was best spent up-front with the education of our staff regarding family violence. Our staff members live rather sheltered lives and were unaware of the prevalence and types of violence.”

Two of eleven responding agencies/organizations indicated an increased awareness of family violence in the lives of their clients. Two agencies described a documented increase in the number of reported spousal violence cases as a result of implementing their family violence protocol.

Three agencies reported the need to adjust the way they conducted initial client interviews. Several focus group members explained, “It was hard to ask the question at the beginning.” Others added, “It was awkward...so we adjusted the wording of the question and the timing of asking it.” One person commented, “I sometimes use a different term than family violence.” Another focus group described the challenge of “getting a response to the question from the perpetrator”.

One agency management staff member reported that implementing a family violence protocol “enhanced our focus on standards and practices.” Another manager observed, “It made us look at issues within our organization that you may not have realized were an issue.” One respondent for whom this was an initiation to protocol development commented, “I think it helped give me a better understanding of protocols and how they can be used in different situations.” Another interviewee reflected, “This process affirmed the need [in our agency] for policies and procedures.”

Many respondents commented that the process of implementing their family violence protocol “took a lot of time” with one group estimating that implementation “took two to three times longer than the protocol development process.” Another agency recollected a “three-and-a-half year journey” while several other respondents viewed this process as an “ongoing process.” One focus group described their protocol as a “living document or work in progress, which will continue to be updated.”

The importance of senior management and Board support for implementing a family violence protocol within an agency/organization was stressed by two focus groups.

ii) Level of support received from Protocol Coordinator during implementation of family violence protocol

When asked about the level of support they received from the Protocol Coordinator during the implementation of their family violence protocol:

- Nine of the eleven responding agencies/organizations said, “Yes, we did receive an appropriate level of support from the CIAFV Protocol Coordinator as we implemented our family violence protocol.”
- Two responding agencies/organizations answered, “No, we implemented our protocol without involvement from the Protocol Coordinator.”

Individual comments related specifically to the level of support received from the CIAFV Protocol Coordinator as the family violence protocol was implemented included:

- “She captured our ideas and facilitated the process.” (Two agencies)
- “She was extremely helpful.” (Two agencies)
- “She is exceptional at her work.” (Two agencies)
- “She is amazing. It is important to have the right person for this role...not too aggressive...she is the right person.”
- “She acted as a liaison between our organization and larger systems.”
- “She tried to understand what we value as an organization and how we work.”
- “We trusted her...she respected what we did, did not intimidate us, and indicated that she would work **with** us.”
- “Her greatest strength is her willingness to share resources with us.”
- “The Coordinator provided an external perspective which validated what we were doing.”

iii) Successes or opportunities encountered while implementing a family violence protocol

When asked about the successes or opportunities encountered while implementing their family violence protocol agencies/organizations reported:

- Now have a common language and terminology to discuss the issue of family violence. (Three agencies)
- Everyone is now feeling comfortable asking the question about family violence. (Two agencies)
- Client safety is addressed in a more consistent manner. (Two agencies)
- Since implementing the protocol, male clients are more open to admitting they are victims. (Two agencies)
- Asking the question provides an opportunity to present family violence resources and information.
- “The protocol has become part of our organizational culture...cognizant of everyone’s safety.”
- “Reviewing areas of abuse with clients has helped identify abuse that they may not be aware of.”
- “Staff members are now more comfortable with client safety planning.”
- “We have produced an on-line reference tool for staff.”

iv) Challenges or negative effects encountered while implementing family violence protocol

When asked about the challenges or negative effects resulting from implementing a family violence protocol, individual perspectives were:

- “Some find the question asking process to be rigid.”
- Finding the time for staff to create client safety plans.
- Finding the correct referral numbers for community resources.
- Need to develop a plan for action when a client identifies family violence.
- Perception that this was ‘extra work’ for staff.
- Communicating protocol to a diverse group of program staff.
- “Working with other service providers such as shelters, hospitals and the police which do not appear to share the same view of the importance of addressing the risk of family violence.”
- “Developing a common definition for family violence due to wealth of experience and perspectives that staff members brought to the task.”

v) *Changes in knowledge, skills and/or motivation to evaluate the implementation of a family violence protocol*

The eleven responding agencies/organizations offered the following reflections about their level of knowledge, skills and motivation to evaluate the implementation of their family violence protocol:

- Two responding agencies/organizations (18%) offered comments directly relevant to evaluation of their protocols. These included:
 - “After five years of implementing the protocol we are now ready to evaluate it.”
 - “It has been helpful to have access to the Training and Evaluation Coordinator.”
 - “We are re-visiting how often to meet as a committee, talking about collecting monthly statistics...”
- Five (45%) agencies/organizations reported that it was premature to consider evaluation of their protocol.
- Two (18%) agencies/organizations had no comments to make regarding evaluation of their protocols.
- Two (18%) agencies/organizations did not respond to the question.

vi) *Level of support received from Training and Evaluation Coordinator during implementation of family violence protocol*

When asked about the level of support they received from the Training and Evaluation Coordinator during the implementation of their family violence protocol:

- Seven (64%) responding agencies/organizations said, “Yes” they received an appropriate level of support. Comments from these respondents included:
 - “The Coordinator was patient, understanding and went beyond what I expected was her duty.”
 - “She showed us how evaluation would help us know if we were doing the right things and explained the evaluation process in terms that made sense to us.”
 - “Sharing of resources was two-way: her to us and us to her.”
 - “She was relentless in her willingness and her drive to look for resources that worked for us.”
 - “She was respectful of the cultural implications of our work and the dynamics of protocols.”
 - “She developed a template that we could use as a starting point. This template supported consistency in evaluation of protocols across the community.”
 - “External resources were critical to our success.”
 - “She worked with our manager to develop a logic model and an evaluation plan.”
 - “We could not have done this without her experience and support.”

- Two (18%) responding agencies/organizations said, “No.” One representative explained, “We have not looked for or received support from the Training and Evaluation Coordinator to develop a protocol evaluation plan.”
- Two (18%) responding agencies/organizations did not respond to this question.

Some comments were also offered about the training of agency/organization staff regarding family violence:

- “As an agency we are undertaking staff training as an internal role. This makes sense as it is one of our areas of training for staff.”
- “Have used the Protocol Coordinator when internal staff was not available.”
- “We do not have high staff turnover so family violence training is not a priority. We have the internal resources to do this training, when required.”
- “Due to our small staff complement and low staff turnover rate we will likely not develop an agency training plan.”
- “Have received assistance from the Coordinators and ‘tons of resources’.”
- “Could not have done this work without the support.”

vii) Modification of tools, protocols and/or logic models

When asked, “Have you modified tools, protocols, and/or logic models as required throughout this process?”

- Nine agencies/organizations (82%) said, “Yes.” Comments from these respondents included:
 - “We’ve adjusted the questions to help them flow better.”(Four agencies/organizations)
 - “We continue to refine the risk assessment tool.” (Four agencies/organizations)
 - “We raise the questions in a conversational manner.” (Two agencies)
 - “We had to frame the screening question differently for youth clients.” (Two agencies)
 - “We’ve introduced a safety plan in our computerized documentation process.”
 - “After making changes to the questions throughout the process, we held a focus group with staff members to finalize the questions.”
 - “Still revising our statistical tracking system.”
 - “Agency has continued to refine the screening question based on language/literacy level of client, and whether client self-identifies family violence.”
 - “As protocol was implemented we needed to address consistency and non-compliance issues.”
- One agency indicated that they had not made changes to tools, protocols or logic models and another did not answer this question.
- Nine (82%) responding agencies/organizations stated they were monitoring their family violence protocol to ensure that identification, intervention and prevention

processes are in place. Four agencies/organizations reported that this was done through regular discussions at staff meetings and two conducted random file reviews.

viii) Impact for clients and effectiveness of protocols

- Eight (72%) agencies/organizations reported some evidence of a positive impact for clients by implementing their family violence protocols. Indicators of this positive impact included:
 - “We see more victims and we link them to Victim Services.”
 - “Our data shows that one-half of our calls could be family-violence related.”
 - “More layers [incidents] of abuse are reported by clients.”
 - “Have seen a slight increase in the number of disclosures of family violence.”
 - “Clients report they are more aware of their own safety...some are afraid to access services because of the requirement to report to Children’s Services.”
 - “We are beginning to break the cycle of normalizing abusive behaviour in an intergenerational context.”
 - “We have had increased requests for public education.”
 - “Increased use of action plans for victims and offenders.”
 - “Have seen some evidence of increased client comfort with accessing follow-up services.”
 - “More clients are leaving the agency with some tools – coping wheel, resource list, safety plan, etc.”

ix) Networking and partnerships that have developed as a result of the CIAFV Protocols project

- Five agencies/organizations (45%) reported new networks or partnerships as a result of developing and implementing a family violence protocol. Their comments included:
 - “We are part of a larger picture of family violence support....We are part of a network of professionals.”
 - “Involvement in the men’s mandated program has expanded our networks.”
(Two agencies)
 - “We are having more meetings with other service providers such as addictions counselors, parole, etc.”
 - “We have learned that trust needs to exist that agencies/organizations referring from and/or to are competent, responsive, and all parties have a clear understanding of the steps in the process.”

b) Perspectives from Participating Agencies/Organizations – Linking Protocols

At the time the data for this report was collected, one linking protocol was finalized. Two agency/organization representatives involved with the development of this particular linking protocol were interviewed.

i) Determining agencies/organizations to include in linking protocols

Both respondents indicated that the main driver to develop the linking protocol was to “stream-line services and provide services in a more effective, timely, client-driven manner.” By establishing a linking protocol, the need for clients to re-tell their story to multiple parties was reduced. Also, it provided a good opportunity to review the services each member agency/organization of the linking protocol provided, thus helping identify areas of duplication and gaps in services. This information proved useful in developing funding applications.

ii) Level of support received from Protocol Coordinator during implementation of linking protocol

The two respondents both affirmed that the work would not have proceeded without the efforts of the Protocol Coordinator. They viewed a skilled, dedicated person as essential in providing leadership, coordinating and monitoring the process, and assisting with drafting and revising the linking protocol. They also commented that the Protocol Coordinator adapted her facilitation style in response to the group. Sometimes the challenge was to help the group focus their efforts and agree to move forward; on occasion, the challenge was to surface conflicting opinions and reach an agreement.

The Protocol Coordinator developed a Linking Protocol Agreement that outlined the working relationships and roles of CIAFV Protocols Project staff and agencies/organizations involved in the linking protocol. Each agency/organization member and the Protocols Project staff were required to sign this agreement. This document described the benefits and required elements to proceed with development of a linking protocol, the roles of Protocols Project staff and agencies/organizations, and both a decision-making and issue resolution process.

iii) Successes or opportunities encountered while developing linking protocol

There was consistency in the representatives ‘coming to the table’ and this supported the development of the linking protocol. One respondent explained that during times of dissenting opinion, “remembering that the client is the common reason for all to work together helped smooth over the rough patches.”

Both respondents agreed that developing a linking protocol served to strengthen the relationships between the agencies/organizations. The process “forces all to look at assets and capabilities, regardless of the size of the agency/organization.”

In the words of one person, “The success of linking protocols is very much about developing relationships....expanding referrals from a person-to-person to an agency-to-agency approach....[you] need to make it a priority, commit the time and allow sufficient time for staff members of linking agencies/organizations to develop relationships.”

iv) Challenges or negative effects encountered while developing linking protocol

Initially, there appeared to be “some resistance which changed to engagement as evidenced by the willingness to sign formal agreements and to sustain linkages over time.” As the group became clear on the reason to work together, the number of agencies/organizations ‘around the table’ grew from three to eight and this required further time to build relationships and trust.

In the opinion of the two respondents, some challenges encountered while developing the linking protocol included:

- Meeting as a group every three to four weeks for more than a year. (Two respondents)
- An expressed concern about competition for clients, when in fact there would “continue to be enough victims for all.”
- Determining which agency/organization would respond to the client’s needs.
- Gaining clarity on restrictions on the exchange of information within the parameters of legislation pertaining to privacy.

v) Understanding of roles and responsibilities of linking agencies/organizations

Both respondents thought the process of developing the linking protocol strengthened understanding of the roles and responsibilities of linking agencies/organizations. Considerable time was spent clarifying “what the various agencies/organizations did” and “the roles of staff and volunteers from linking agencies/organizations.” Confusion about terms such as “court preparation”, “crisis intervention”, and “risk assessment” was resolved through the process.

vi) Awareness of services, philosophy, values and expertise of linking agencies/organizations

It was unanimously agreed, that the process of developing a linking protocol provided an opportunity for all involved to recognize the capabilities and strengths of individual agencies/organizations, and the differences in service delivery based on values and philosophy.

vii) Challenges or opportunities in implementing linking protocols

At the time the data was collected for this evaluation report, the linking protocol had not been implemented.

viii) Collaborative ways of working with clients

While it is premature to assess the effects the linking protocol will have on working with clients, respondents did mention other indicators of increased collaboration among agencies/organizations involved in the linking protocol. These included:

- “There was a movement away from focusing on barriers to working together such as logistics, regulations, legislation, etc.”
- Developed an Integrated Service Delivery Consent Form.
- The process of developing the linking protocol “validated the complexity of family violence and working relationships.”

ix) Development of networks or partnerships

The development of the linking protocol increased communication with other service providers in the community, both systems (parole, police, child welfare, City of Edmonton) and agencies/organizations. This could potentially lead to future partnerships.

x) Broader community participation in safety and crime prevention issues

The Protocol Coordinator has raised awareness of all parties of ‘what’s going on’ with family violence in the Edmonton community and increased ‘buy-in’ to the need for a coordinated community response to family violence in Edmonton. The Protocol Coordinator has received more inquiries for information and an increased demand for assistance in developing family violence protocols. Both respondents thought that the development of a common brochure for the eight linking protocol partners has helped build awareness in the broader community.

xi) Impact of CIAFV Protocol project on children, youth, Aboriginal people and women’s personal security

Respondents shared the following comments:

- “Our agency has identified the need to look at family violence issues for youth.”
- “I have more up-to-date information about current resources in the community and where I can refer clients.”
- “Knowing that an agency/organization has a family violence protocol increases my confidence that the agency/organization will appropriately address family violence issues.”
- “Women will experience increased security and this will have a positive impact on children, by association.”

Those agencies/organizations that had implemented protocols during the period of this evaluation were also asked their thoughts about linking protocols. Their individual comments included:

- “We need to move in this direction because of the men’s mandated program.”
- “Have been having discussions about a linking protocol for about one year.”
- “Linking protocols can help solidify relationships with larger system-level service providers and ensure quality and continuity of relationships and/or services.”
- “Our approach to linking protocols has been client-driven and with agencies that have clear mandates to address family violence.”

c) Perspectives from Surveyed Clients

A total of 53 clients from five agencies/organizations completed surveys. A copy of the Client Survey is provided in Appendix D of this report. An analysis of these clients’ responses to the survey questions is presented in this section of the report

i) Did the person from this agency/organization who you talked with about family violence listen to what you had to say?

The majority (94%) of clients responded that they felt the person they talked with at the agency/organization about family violence did listen to them. Only two clients provided a negative response to this question and one did not answer the question.

ii) Do you think this person you talked with understood your needs?

This follow-up question about whether the client thought that the person they spoke with about the family violence produced a more varied response.

- Forty-three of fifty-three clients (81%) indicated that they thought the agency/organization staff member understood their needs.
- Seven (13%) of responding clients indicated they did not think the person they spoke with about family violence understood their needs.
- Three (6%) clients did not answer this survey question.

iii) Did the person you talk with about your situation encourage you to take any action regarding family violence?

Survey respondents varied in their thoughts about whether agency/organization staff members encouraged them to take action regarding family violence in their lives.

- Forty-five (85%) clients indicated that they were encouraged to take action.
- Five (9%) clients responded that they were not encouraged to take action.
- Three (6%) clients did not answer this survey question.

Clients described a wide range of actions that were suggested including:

- Get family counselling. (Three respondents)
- Attend/continue with group. (Three respondents)
- Attend a course. (Three respondents)
- Learn to control temper through counselling. (Two respondents)
- Take ‘time out’. (Two respondents)
- Attend a workshop and learn about family violence. (Two respondents)
- Attend Changing Ways program. (Two respondents)
- Get/continue counselling. (Two respondents)
- Provided a list of reference books. (Two respondents)
- Provided telephone numbers for community resources. (Two respondents)
- Call Family Violence Prevention Centre.
- Attend men’s program at The Family Centre.
- Call the Distress Line.
- Attend a parenting course.
- Quit drinking.
- Go to AADAC, Alcoholics Anonymous.
- Identify how to deal with situation and move forward.
- Apply to Legal Aid for a lawyer.
- Get a Protection Order.
- Stop taking the abuse.
- Talked about charges that could be laid.
- Encouraged to think only of my children and myself first and not to worry about my ex-husband any more.
- Encouraged me to take action with my ex-spouse and find resources.
- Take Parenting after Separation course.
- Take conflict resolution course.

iv) What help did you receive from the person you talked with about the family violence?

A follow-up question, which focused on four specific areas of assistance (risk management, accountability plan, safety plan, and information), yielded the following responses from surveyed clients:

- Provided information to me. (72%)
- Helped me make a safety plan. (50%)
- Helped me to assess my risk management for family violence. (40%)
- Helped me make an accountability plan. (30%)
- No response. (4 clients or 7.5%)

v) *Were you referred to other family violence resources in the community?*

Clients responding to the survey were asked whether the person they spoke with at the agency/organization referred them to other family violence resources in the community. The responses to this question were as follows:

- I was referred to other family violence resources in the community. (38%)
- I was not referred to other family violence resources in the community. (62%)

This response rate could be reflective of the family violence resources provided to the clients by the agency/organization thus resulting in a limited need to refer clients to other community resources.

Clients identified numerous agencies/organizations or resources they were referred to including:

- YWCA (Three respondents)
- City of Edmonton
- AADAC
- YMCA
- Changing Ways
- Women’s group in Millwoods
- Alberta Works
- Aboriginal Counselling Services
- Workshops including Managing Angry Moments, After Care Meeting
- Bissell Centre
- Second Stage housing
- Spousal Violence Intervention Unit
- Mental health services.

vi) *Other resources or services clients required*

The final question on the client survey was, “What other resources or services do you need to help you with family violence?” Nine of 53 (17%) clients indicated they did not require further resources or services. Responding clients identified these resources or services:

- Marriage counselling (Two respondents)
- Financial assistance to cover counselling costs
- My own place
- Help to restructure my life
- More opportunities for my children
- Psychiatric assessment
- A course for women affected by family violence
- Life skills course
- Personal counselling
- Family counselling

- Web-site access to information
- Goal setting course
- Changing Ways program
- Someone to follow-up with me.

d) Perspectives from Protocol Coordinator and Training and Evaluation Coordinator

Individual interviews with the Protocol Coordinator and the Training and Evaluation Coordinator used a focused conversation approach. This approach provided an opportunity for the two Coordinators to reflect upon successes and areas for improvement concerning the CIAFV Protocols work.

What’s Working Well

i) Time required to develop a protocol

- Much has been learned about the process of working with agencies/organizations to develop family protocols. Initially, this process took close to two years for completion. Now, the average amount of time required to develop a family violence protocol is approximately one year (dependent upon the size and the complexity of the organization).

ii) Development of linking protocols

- The most important step in the process of developing linking protocols is building relationships and trust among agency/organization representatives. It is essential that the agency/organization representative regularly attends meetings, has sufficient time to complete the required “homework”, and keeps agency/organization senior management and staff apprised of progress. Commitment by senior management to the development of linking protocols is also imperative.
- The development of the first linking protocol has proven very instructive. The initial work undertaken on three additional linking protocols has provided further insights. Each linking protocol has required a unique approach that fits for the stakeholders.
- The linking protocol work has reinforced that the success of these protocols is dependent on having the appropriate persons involved in this process. Those involved need to understand how systems work and be able to make decisions for their agency/organization.

iii) Community mapping process

- The development of a community map developed a clear picture of current linkages in providing services to persons affected by family violence. The community mapping process supported the development of a targeted approach to developing new linking protocols.

iv) Protocol project staff members

- The two Coordinators continue to enjoy a synergistic working relationship. They have made further revisions to tools, templates and approaches based on their learnings.
- The Training and Evaluation Coordinator has assumed a minor role in developing a protocol (one agency) to allow more time for the Protocol Coordinator to work on developing linking protocols. This opportunity helped the Training and Evaluation Coordinator gain an understanding of the protocol process “from start to finish” and has provided some new insights into the process.

v) Logic model

- Both Coordinators observed there appears to be a general understanding of logic models within the community. The Training and Evaluation Coordinator has provided technical support and momentum to support the development of logic models as part of the protocols work.
- Previously agency/organization staff ‘signed off’ their family violence protocol and then developed a logic model to guide the protocol evaluation process. This led to some frustrations since, in most cases, there was a need to “revisit and fine-tune” the protocol once the logic model was completed. Now agencies/organizations ‘sign off’ their protocol after the logic model is completed.

Areas for Improvement*i) Need for strategic direction*

- To date, protocols have been developed on an ‘as requested’ basis. The community mapping process identified certain sectors of the community, which could be targeted for protocol development. This process would build on existing partnerships that exist in addressing family violence.
- There is a need to expand the view of where issues pertaining to the family and family violence issues intersect and thus encourage further protocol development. This would also require broader promotion of the protocols work.
- There is a continuing need to share the stories of success. The implementation of the first linking protocol will be an important milestone and the benefits of this initiative will need to be shared within the community to “bring others along”.

- In order to support a coordinated community response to family violence, more family violence protocols will need to be developed and implemented thus building the base from which to form additional linking protocols.

ii) Revision to CIAFV Protocols Working Group structure

- The CIAFV Protocols Working Group “no longer appears to be meeting its objectives.” Attendance at meetings is sporadic and “those attending often have not read materials in advance.” Half of the meeting attendees are from agencies/organizations that have not developed a family violence protocol or, in some cases, are from agencies/organizations not intending to do so. Those present “provide very limited feedback to inform decision making process.”
- Suggested changes include disbanding the Protocols Working Group and moving to a model with subgroups such as health, faith, justice, workplace, education, survivors of family violence, etc. Each subgroup would have a terms of reference with common principles and a specific focus that supports the development of a coordinated community response to family violence. These subgroups would be formed on an as-needed basis and report through a standing committee. Members of subgroups would have decision-making authority. All members of subgroups would have developed or be developing a family violence protocol. The subgroups would meet monthly and have a meeting agenda with specific deliverables. All subgroup members would assume accountability for achieving these deliverables.

iii) Revision to CIAFV Protocols Working Group – Project Steering Committee

- The CIAFV Protocols Working Group – Steering Committee has “effectively carried the responsibility for providing direction to the Protocols project and the overall direction of the initiative.” Members have assumed this role, as volunteers, in addition to their regular duties.
- This group should be restructured and a new terms of reference developed. Membership would be for a specified term limit. These appointment terms could be staggered to afford continuity. Membership of the standing committee would be expanded slightly to allow for representatives from this group to chair subgroups.

iv) Role clarity

- There are several initiatives in the greater Edmonton community that are addressing domestic/family violence and lobbying elected officials and senior government officials to provide financial support for this work. Some of these initiatives are the Alberta Risk and Threat Assessment Initiative, the proposed Domestic Violence Centre – Edmonton and the women’s shelters. The two Coordinators stressed the importance of keeping open lines of communication with these groups to determine that everyone’s efforts are supporting the

development of a coordinated community response to family violence and to avoid duplication of services.

v) Implementation and monitoring of protocols

- The Training and Evaluation Coordinator does not have a sufficient workload to utilize the 20 hours per week allocated for this position. The pace at which the project has unfolded cannot be controlled. The implementation and evaluation of family violence protocols competes with other demands in agencies/organizations, and is perceived as a lengthy, and in some cases arduous, process that can be delayed.
- The Coordinator has found that monthly meetings with agencies/organizations do not appear to advance the work of implementing and monitoring the protocol. Thus, these meetings are now scheduled on a three-week cycle to help sustain the necessary focus and momentum to move the work forward.
- At the point of implementing the family violence protocol, many agencies/organizations ‘pull back’ and decide to proceed with the work internally. In some cases protocols have not been implemented. This situation has led the Coordinators to question whether agencies/organizations are feeling pressure to comply with universal screening for family violence but are not truly committed.
- The Training and Evaluation Coordinator has found that deadlines for the development of protocols are not referenced to key dates in the agency/organization and it would be preferable to have this process coordinate with the business cycle.
- A suggested approach to improve the implementation rate of family violence protocols is to follow-up six months after the implementation of protocol to determine if the logic model reflects current practice and if not, revise it. At this time data that is being collected could be reviewed. A survey of staff could determine if they are “loving or hating” the protocol, their opinions regarding the benefits and costs of implementing the protocol, and their thoughts on how implementing the protocol has affected their practice. Based on the results of the survey, the Training and Evaluation Coordinator would then spend one-half to one full day with key stakeholders in the agency/organization to review the survey results and identify ways to strengthen or improve protocol implementation.
- A critical question that remains is how to build accountability for implementation of protocols and tracking of data. Data tracking will be essential to show evidence of a more coordinated community response to family violence.

vi) Family violence training

- The idea was to develop a group of individuals from three or four agencies/organizations in the community, which would provide family violence training and protocol information sessions on a quarterly basis. Those currently involved in this process are experienced with family violence training and protocol process however, for credibility, it is important that they also have

- developed, implemented and are monitoring a family violence protocol within their agencies/organizations.
- The Coordinators recommend that a more targeted approach to training be used including the identification of specific criteria for choosing trainers and training events. For instance, if targeting agencies/organizations that provide counselling services, the trainers would have a background in counselling, knowledge about family violence and be skilled trainers. In contrast, if targeting community agencies/organizations that provide services other than counselling, the training team members would have a background in community-based program delivery (preferably front-line experience), knowledge about family violence and be skilled trainers. Criteria for those training staff within systems (such as police, justice, etc.) need to be developed.

V. KEYS TO EFFECTIVE PRACTICE

The following keys to effective practice are based on perspectives gained from:

- Agency/organization representatives,
- Protocol Coordinator and the Agency Training and Evaluation Coordinator,
- Clients, and
- Observations of the two researchers.

a) Coordinators' Roles

Both the Protocol Coordinator and the Agency Training and Evaluation Coordinator (equivalent of 1.5 positions) have provided critical support to agencies/organizations involved in developing and, to a lesser extent, implementing family violence protocols. The two Coordinators have served as external change agents – helping agencies/organizations continue to move ahead with their family violence protocols. It is unlikely that agencies/organizations would have succeeded in overcoming barriers to developing family violence protocols without the time and resources provided by these two Coordinators. The services the Coordinators provided included group facilitation, “coaching,” writing of draft protocols, assistance with development of resource tools, and exploration of issues. The Coordinators were also able to provide examples of approaches and tools used by other agencies/organizations.

The involvement of the Coordinators in the implementation of family violence protocols has been limited. It is evident that agency/organizations tend to view the implementation and monitoring of their family violence protocol as an internal process. This inward focus poses challenges for a consistent approach to monitoring of protocol implementation and collection of data to show the impact of having a family violence protocol in place. The sharing of this data is critical to demonstrating a measurable effect at a broader community level.

It is advised that a formal follow-up process be developed for use with agencies/organizations implementing family violence protocols. This follow-up should take place within six months of the sign-off of the protocol. The implementation of family violence protocols and monitoring of data collection is critical to support to the development of linking protocols and a coordinated community response toward family violence.

b) Communication

Regular communication is critical to maintaining momentum and commitment to protocol development and implementation. Internal to the organization, all staff members who will be affected by the protocol must be kept apprised of developments.

It is also important to communicate on a community-wide level. The CIAFV Protocols project has effectively used a newsletter, meetings, community forums and events to “tell the story”.

Agencies/organizations that have successfully developed and implemented a family violence protocol can actively promote and communicate the benefits of having such a protocol to agencies/organizations that have similar mandates and/or client groups (e.g. persons with disabilities, immigrant serving agencies, etc.). The *Protocol News* newsletter has been an effective mechanism for agencies/organizations to share their experiences with others in the community.

In order for the Protocols project to move toward a more community-wide development and implementation of protocols, the profile of this work and the staff who conduct it needs to expand beyond agencies/organizations providing services to those affected by family violence. Ongoing communication with persons leading other initiatives such as the

- Alberta Risk and Threat Assessment Initiative,
- Domestic Violence Centre – Edmonton,
- Domestic Violence Court,
- Alberta Children’s Services Prevention of Family Violence and Bullying,
- Alberta Council of Women’s Shelters,
- Provincial Family Violence Treatment Program and the
- Men’s Alternative Temporary Housing and Supports initiative is critical to ensure a coordinated community response to family violence.

More active use of the CIAFV website would further support communication.

c) **Training/Education**

The family violence training workshop should be the first activity for an agency/organization that has agreed to undertake the protocol development process. This ensures consistency in family violence prevention definitions, knowledge, and awareness that helps agency/organization staff to work through the process more effectively and efficiently. Typically, staff members will often have a varied knowledge and experience with family violence.

Initial training also needs to clearly describe the benefits of developing and implementing a family violence protocol. It can then move to discuss the process, time and resources required. The Family Violence Protocol Template is a useful tool to support this process.

There is a need for ongoing training in family violence and protocol development/implementation due to staffing changes in agencies/organizations. The development of a community-based resource team is needed to support this effort. The first step in this process is to identify specific criteria for choosing trainers and training events. A targeted approach to this training would provide an opportunity to form training teams that have the requisite background in the particular human services sector (such as counselling), knowledge about family violence and are skilled trainers.

d) Committee Structure

It is evident that there is a decline in attendance and momentum by the CIAFV Protocols Working Group. There has also been some attrition in the CIAFV Protocols Working Group – Project Steering Committee. As the number of family violence initiatives within the greater Edmonton area has increased, this has caused individuals to make choices about how much time they can commit to various meeting forums.

It is timely to review the structure of both the Protocols Working Group and the Project Steering Committee. This review should be undertaken within the larger context of CIAFV since other Working Groups are facing similar challenges.

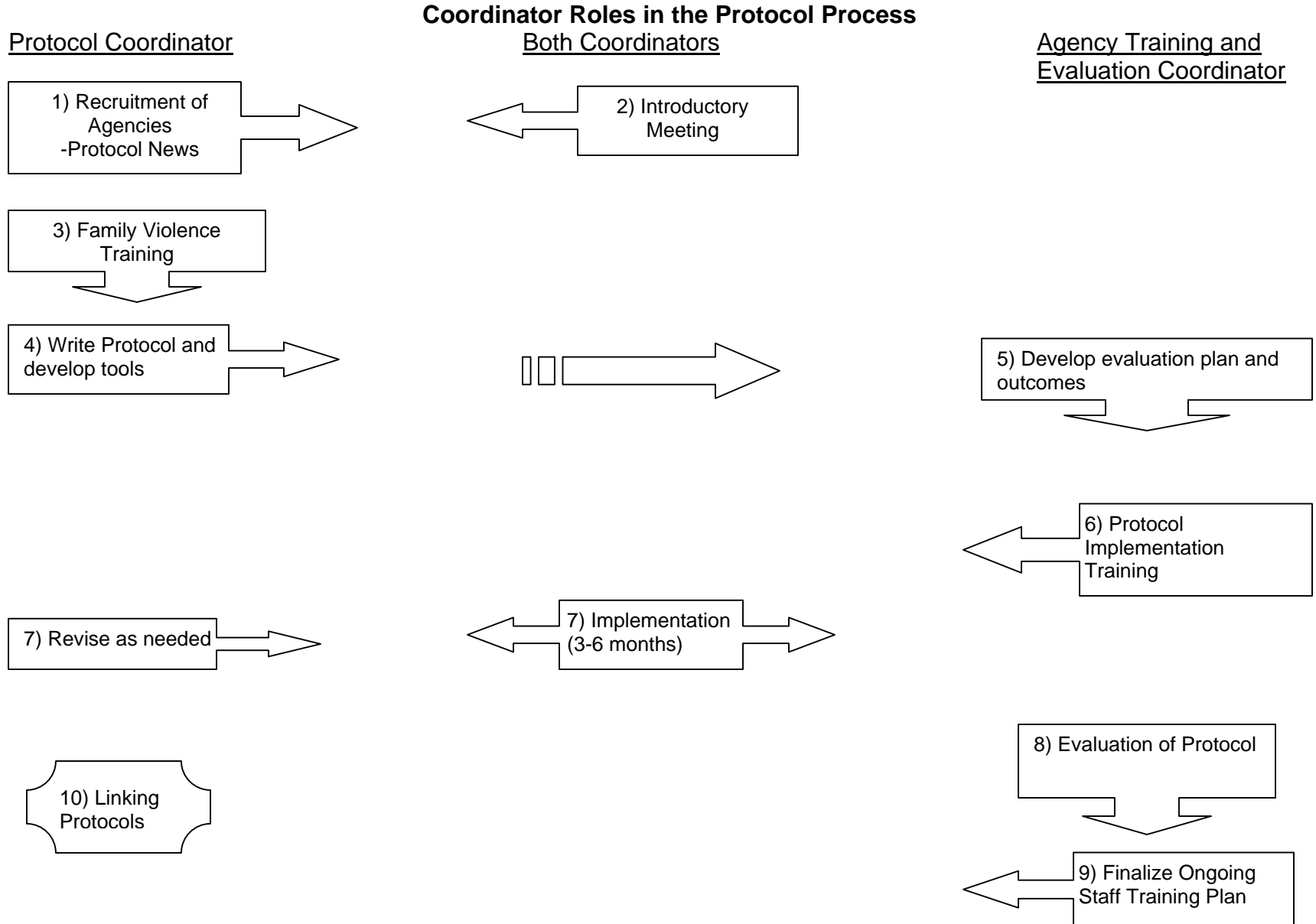
One committee, from which term-certain subgroups charged with specific deliverables could emerge, is a possible structure. A member from the committee would be assigned to each subgroup to monitor progress and provide ongoing communication. A proposed committee structure is presented in Appendix E of this report.

f) Networking and Partnership Development

The process of developing and implementing family violence protocols has provided opportunities to learn more about what agencies/organizations are doing to assist those affected by family violence. In particular, the process of developing linking protocols has led to a more comprehensive understanding of the work of the partnering agencies/organizations. During the process of developing linking protocols, partnering agencies/organizations have also experienced increased levels of understanding and trust and have seen some potential to work together in other ways.

APPENDICES

Appendix A



Appendix B

Detailed Questions, Indicators and Data Sources for CIAFV Protocol Evaluation Project
Phase III

Questions	Outcome	Indicators	Data Sources
(Questions developed for project outcomes as defined in program logic model and project funder expectations)			
Logic Model Outputs and Outcomes Implementation - This is follow-up work from Phase II of the project			
Have agency/organization staff members increased their knowledge on implementing protocols?	Initial	-Agency/organization staff express learnings in this regard	-Agency/organization interview/focus group
Have agencies/organizations received appropriate support from the Protocols Project as they implemented their protocols?	Intermediate	#/% of agencies/organizations that have effectively implemented their protocols as a result of support received from Protocols project	-Agency/organization interview/focus group -Coordinator interview
Have agencies/organizations successfully implemented their protocols?	Long-term	#/% of agencies/organizations which have successfully implemented protocols	-Agency/organization interview/focus group -Coordinator interview
Have agency/organization staff members increased their knowledge on evaluating the implementation of protocols (staff knowledge, skill, motivation)?	Initial	-Agency/organization staff express learnings in this regard	-Agency/organization interview/focus group -Coordinator interview
Have agency/organization staff members increased their knowledge on evaluating effectiveness of protocols for clients (internal process)?	Initial	-Agency/organization staff express learnings in this regard	-Agency/organization interview/focus group -Coordinator interview
Have agencies/organizations received appropriate support from the Coordinator as they developed their protocol evaluation plan?	Intermediate	#/% of agencies/organizations that indicate they have developed their protocol evaluation plan as a result of support received from Protocols project.	-Agency/organization interview/focus group -Coordinator interview
Have agencies/organizations revised or modified tools/protocols as required?	Intermediate	-# of agencies/organizations that have revised or modified tools/protocols as required	-Agency/organization interview/focus group -Coordinator interview
Are agencies/organizations conducting ongoing evaluation of their protocols to ensure identification, intervention and prevention?	Long-term	# of agencies/organizations that indicate they have ongoing evaluation of their protocols as a result of support received from Protocols project	-Agency/organization interview/focus group -Coordinator interview

**Detailed Questions, Indicators and Data Sources for CIAFV Protocol Evaluation Project
Phase III (cont.)**

Questions		Indicators	Data Sources
Logic Model Outputs and Outcomes Linking Protocols – Phase III			
Have agencies/organizations received appropriate support from the Protocols Project as they developed linking protocols?	Intermediate	#/% of agencies/organizations that have effectively implemented linking protocols as a result of support received from Protocols Project	-Agency/organization Interview/focus group -Coordinator interview
Have agencies/organizations successfully implemented their linking protocols?	Long-term	#/% of agencies/organizations that indicate they have developed linking protocols	-Agency/organization interview/focus group -Coordinator interview -Document review
Do agencies/organizations have an increased understanding of the roles and responsibilities of each other?	Initial	# and % of agencies/organizations report using intra and interagency case consultation # and % of agencies/organizations report using a collaborative approach to deliver services	-Agency/organization Interview/focus group -Coordinator interview
Do agencies/organizations value linking with other agencies/systems through linking protocols?	Intermediate	# and % of agencies/organizations report using intra and interagency case consultation # and % of agencies/organizations report using a collaborative approach to deliver services	-Agency/organization Interview/focus group -Coordinator interview
Are agencies/organizations aware of the services, philosophy, values and expertise of linking agencies/organizations?	Initial	-Perceptions of agency/organization staff, CIAFV Coordinators	-Agency/organization interviews/focus group -Coordinator interviews
Have agency/organization staff members developed a greater knowledge of collaborative ways of working with clients based on actual versus perceived understanding?	Intermediate	-Perceptions of agency/organization staff, CIAFV Coordinators	-Agency/organization interviews/focus group -Coordinator interviews -Client survey
If you were to start the CIAFV Protocol project again, what would you change? Why?		-Perceptions of interviewees -Observations of researchers -Text from documents	-Agency/organization interviews/focus group -Coordinator interviews

**Detailed Questions, Indicators and Data Sources for CIAFV Protocol Evaluation Project
Phase III (cont.)**

Questions	Indicators	Data Sources
Funder Questions – Linking Protocols		
What impact has the CIAFV Protocol project had on children, youth, Aboriginal people, and women's personal security?	-Perceptions of interviewees -Text from documents	-Agency/organization interviews/focus group -Client survey -Coordinator interviews -Document review
What networking or partnerships have developed as a result of the CIAFV Protocols project?	-Perceptions of interviewees -Observations of researchers -Text from documents -Community mapping	-Agency/organization interviews/focus group -Coordinator interviews -Document review
How has the CIAFV Protocol project encouraged broader community participation in safety and crime prevention issues?	-Perceptions of interviewees -Text from documents	-Agency/organization interviews/focus group -Coordinator interviews -Document review

Note: It would be helpful for agencies/organizations with linking protocols to share data they gather regarding client access/referral to linking protocols agencies/organizations or other agencies/organizations. Also, it would be instructive to gather data about frequency and extent of front-line worker provision of information about linking/non-linking agencies/organizations, referrals to linking-non-linking agencies/organizations, and client follow-up after referral. Collection of this data best resides with Agency Training and Outcomes Coordinator role.

From a client perspective it will be useful to determine the extent to which they are accessing services from other agencies/organizations, whether these agencies/organizations have linking protocols and then analyze duplication/gaps in service, quality of experience with accessing services through multiple agencies/organizations, etc.

Appendix C1

June 2006

During 2004, as part of a formative evaluation of the Community Initiatives Against Family Violence (CIAFV) Protocols Project, Jim Klingle or I conducted an interview or focus group with you regarding your organization's experience with the process of developing a family violence protocol.

CIAFV has now engaged us to evaluate how organizations have implemented their family violence protocol or, in some cases, developed their linking protocols. To do so, we would like to arrange an interview with you or a focus group with staff members who have been involved with the implementation of your organization's family violence protocol. An interview would require approximately 45 to 60 minutes and a focus group approximately 90 minutes.

Given the project timelines, we would like to arrange to hold interviews or focus groups with agencies/organizations between July 11 and August 18. As far as possible, we will strive to arrange the interview or focus group at a time and place that works best for you and staff members. **Please note that e-mails received after June 23 requesting interviews or focus groups dates will be confirmed on July 10 (since I will be out of my office from June 23 to July 7 inclusive).**

I am attaching interview questions for your review prior to the interview or focus group. Please let me know by return e-mail whether you prefer an interview or focus group as well as your preferred time, date, and location.

Your participation in this third and final phase of the CIAFV Protocols Project evaluation is greatly appreciated.

Sincerely,

Wendy M. Doughty, PhD
Partner
Emerging Directions Consulting Ltd.

Appendix C2

**CIAFV Protocols Project Phase III Evaluation
Focus Group or Interview Questions
Implementation Questions**

1. What have you learned about implementing protocols through this experience?
2. Have you received appropriate support from the Protocol Coordinator as you implemented your family violence protocol? Please briefly describe this support.
3. What successes and/or challenges have you encountered as you implemented your protocol?
4. Has your knowledge, skill and/or motivation to evaluate the implementation of your protocol changed over time?
5. Have you received appropriate support from the Training and Evaluation Coordinator as you developed your protocol evaluation plan and/or agency/organization training plan?
6. Have you modified tools, protocols, and/or logic models as required throughout this process?
7. Are you currently monitoring your family violence protocol to ensure identification, intervention and prevention processes are in place?
8. What have you learned about evaluating the effectiveness of protocols, from a client perspective?
9. What impact has your agency/organization's family violence protocol had on the clients you serve?
10. What networking or partnerships have developed as a result of the CIAFV protocols project?

Appendix C3

**CIAFV Protocols Project Phase III Evaluation
Focus Group or Interview Questions
Linking Protocols**

1. How did you determine the agencies/organizations that you would create linking protocols with?
2. Have you received appropriate support from the Protocol Project as you developed these linking protocols?
3. What challenges and/or opportunities have you faced in developing these linking protocols?
4. In your opinion, do agencies/organizations have an increased understanding of the roles and responsibilities of each other?
5. Do you think that agencies/organizations are aware of the services, philosophy, values and expertise of linking agencies/organizations?
6. What challenges and/or opportunities have you faced in implementing these linking protocols?
7. Have agency/organization staff members developed a more collaborative way of working with clients?
8. What networking or partnerships have developed as a result of the CIAFV Protocol Project?
9. How has the CIAFV Protocol Project encouraged broader community participation in safety and crime prevention issues?
10. What impact has the CIAFV Protocol Project had on children, youth, Aboriginal people, and women's personal security?

Appendix D

**Community Initiatives Against Family Violence (CIAFV) Protocols
Evaluation
Client Survey**

The Family Violence protocols of CIAFV member agencies/organizations are being reviewed. Your answers to the following questions you will help us learn how to help those affected by family violence. Your participation is voluntary and will not affect your access to services through our agency/organization.

1. Think about the person from this agency/organization who you talked with about your family violence situation.

Do you feel this person listened to what you had to say?

- Yes
 No

Do you think this person understood your needs?

- Yes
 No

2. Did the person that you talked with about your situation encourage you to take any action regarding family violence?

Yes (*Please describe what action you were encouraged to take*)

No

3. What help did you receive from this person?

- Helped me to assess my risk management for family violence
 Helped me make an accountability plan
 Helped me make a safety plan
 Provided information to me
 Other (*Please describe*)

4. Were you referred to other family violence resources in the community?

Yes

If you answered, "yes" to this question please list these agencies/organizations or resources.

No

5. What other resources or services do you need to help you with family violence?

Thank you for completing this survey. Please place the survey in the attached envelope and seal it.

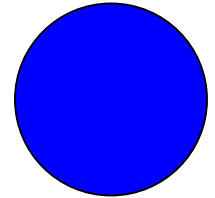
Potential CIAFV Organizational Structure

Appendix E

Three key components to the proposed model:

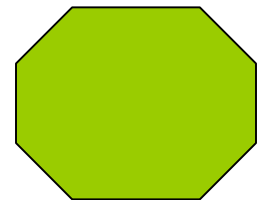
1. Coordinating Committee

- Maximum of eight members
- Representatives from communities of interest/sectors
- Nominated at AGM
- Two-year or three-year term (so that provides staggered retirement)
- Terms of Reference for the Coordinating Committee
- Decision-making role
- Annual strategic planning session



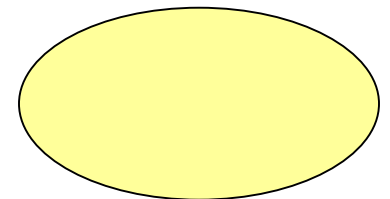
2. Subcommittees (not to exceed seven in number)

- Each Subcommittee is chaired by a member of the Coordinating Committee
- Term-certain duration
- Can draw from CIAFV membership
- Terms of Reference for each Subcommittee including specific deliverables
- No decision-making role



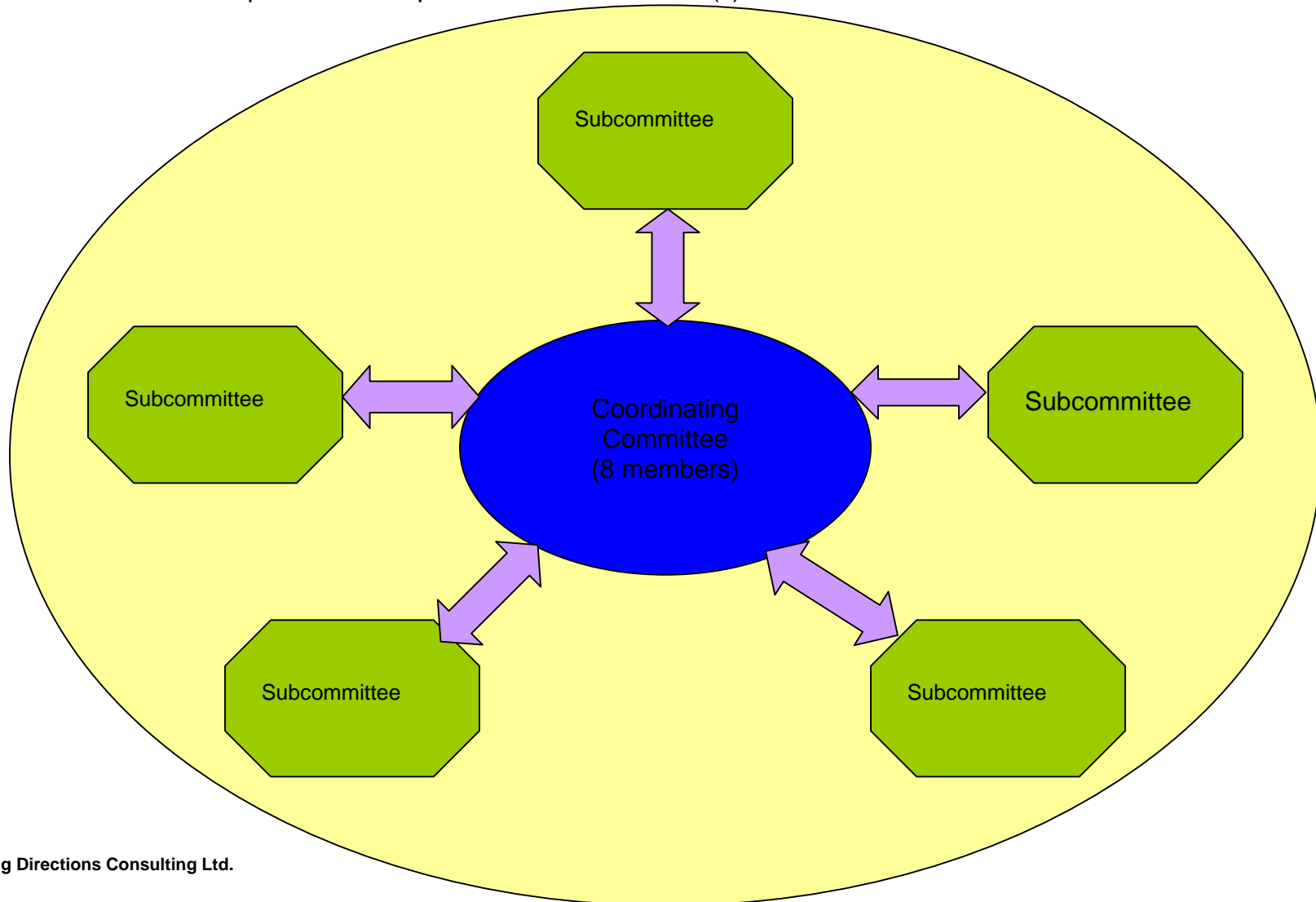
3. General Membership

- Attend AGM
- Participate in any Subcommittee
- Stand for election to Coordinating Committee



CIAFV Organizational Structure Model

- Block arrows indicate communication between Coordinating Committee and Subcommittees
- General membership can communicate via meetings or as members of subcommittee
- Coordinating committee assumes responsibility for ensuring communication to general membership. Subgroup of this committee is responsible for supervision of staff member(s).
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Community Initiatives Against Family Violence
 Protocols Project
 Phase III (Agency/organization Linking Protocol Development & Evaluation)

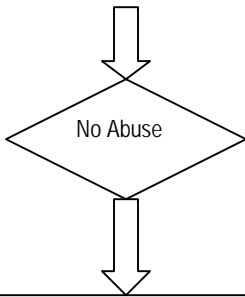
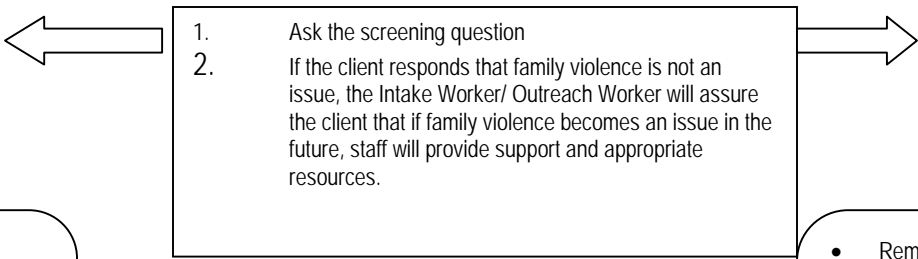
LOGIC MODEL

GOAL(S)	INPUTS	ACTIVITIES	OUTPUTS	OUTCOMES	OUTCOMES INTERMEDIATE	OUTCOMES LONG-TERM	INDICATORS	TOOLS
<p>To facilitate the development of a consistent response through the systems for individuals and communities impacted by family violence.</p> <p>Service providers consistently: Ask screening question, risk assessment, safety planning, appropriate referral, responsibility plan, consultation</p> <p>Agency/system: Family violence made priority and resources (staff time/training) made available to ensure ability towards consistent response (ensuring consultation and collaboration)</p>	<p><i>Steering Committee</i></p> <p>Project Coordinator</p> <p>Member Agencies/organizations</p> <p>Office Space</p> <p>Equipment</p> <p>Supplies</p> <p>Funding</p> <p>Support Staff</p>	<p>Engaging new member and non-member agencies/organizations</p> <p>Protocol Development (see Phase I Logic Model)</p>	Continuation of Phase I work with new member and non-member agencies/organizations. See Phase I Logic Model.					
		<p>Research using literature search</p> <p>Individualized agency/organization implementation plan</p>	Continuation of Phase II work with new member and non-member agencies/organizations. See Phase II Logic Model.					

		<p>Research using literature search and consultation with other centres and external evaluators</p> <p><i>Individualized agency/organization evaluation plan</i></p>	Continuation of Phase II work with new member and non-member agencies/organizations. See Phase II Logic Model					
		<p>Research on development and implementation of linking protocols using literature search and consultation with other centres</p> <p>Identify possible linkages (referral, collaboration and consultation, appropriate response)</p> <p>Development of Linking Protocols with:</p> <p>Natural agency/systems relationships;</p> <p>Internal agency/organization linking systems;</p> <p>External agency/organization linking systems</p>	# of linking protocols	<p>Coordinator has increased understanding of linking protocols</p> <p>Agencies/organizations have an understanding of roles and responsibilities of each other</p> <p>Awareness of services, philosophy, values, expertise</p>	<p>Agencies/organizations feel supported in the development of linking protocols</p> <p>Agencies/organizations value linking with other agencies/systems</p> <p>Greater knowledge of collaborative way of working with clients based on actual vs. perceived understanding</p> <p>Streamlined service and/or</p>	<p>Agencies/organizations have implemented linking protocols</p> <p>Clients experience a consistent response within and between agencies/systems and increased knowledge of options</p>	<p># & % of agencies/organizations that indicate they have developed linking protocols to better meet client needs</p> <p># & % of agencies/organizations that report using intra and interagency case consultation</p> <p># & % of agencies/organizations that report using a collaborative approach to deliver services</p> <p># & % of clients who report experiencing a consistent response</p>	<p>Agency/organization interview and/or questionnaires</p> <p>Completed document</p> <p>Agency/organization interviews/questionnaires</p> <p>Agency/organization interviews/questionnaires</p> <p>Client feedback</p>

					appropriate client focused service			
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Appendix F

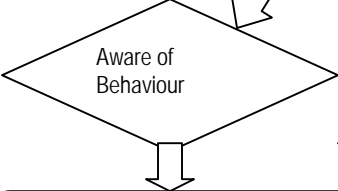


When clients have been screened for family violence and respond negatively. Staff will inform the client that if family violence becomes an issue in the future, the staff can provide support and resources.

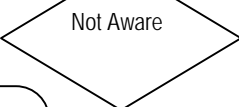
- Remain calm
 - Determine the level of support the victim is receiving from other agencies.
 - Encourage the victim not to blame himself or herself for the abuser's behaviour and to seek support.
 - Offer to complete the Risk Management Tool with the victim.
 - Refer the person to agencies for ongoing support if not already receiving service.
- Support Network Distress Line:** 482-4357
- Lurana Shelter:** 424-5875
- Win House:** 479-0058
- A Safe Place:** 464-7233
- Family Violence Prevention Centre:** 423-1635
- Emergency Social Services (after hours):** 427-3390
- Seniors Abuse HelpLine:** 454-8888
- Elizabeth Fry Society:** 421-1175
- *Use Abuser's Name

- Remain objective and nonjudgmental
 - Acknowledge the courage required to take responsibility for abusive behaviour
 - Complete the Risk Management Tool for Abuser.
 - Refer to an agency that provides services to people who use abusive behaviour.
- Use victim's name

- Let other programming staff know where you will be.
- Find a comfortable place that ensures some privacy and a place to write.
- Explain that the Risk Management Tool is used to help the client and the staff member understand more about the situation, to provide information on safety and to provide appropriate referrals.
- Do not rush. Most victims of family violence just want to talk and be understood.
- Remember to include possible risks to the children.



1. Inform the client of the courage required to take responsibility for abusive behaviour.
2. Assist the client to complete a Responsibility Plan Card and carry it with them.
3. Review Time Outs and Cool Downs.



Refer to appropriate agency for counselling and/or assessment