

# Getting to Zero: How San Francisco Eliminated Domestic Violence Homicides for 44 months

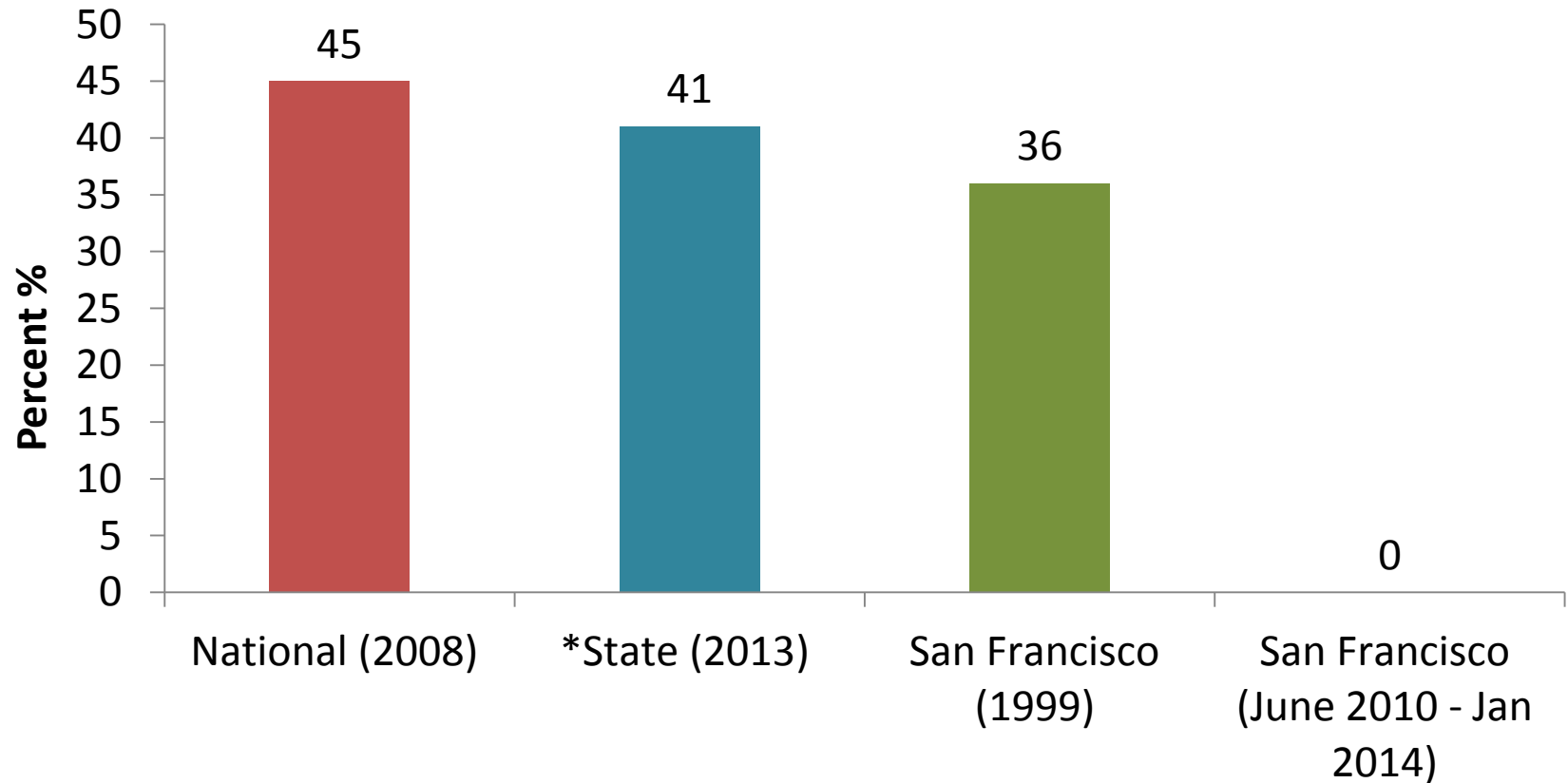
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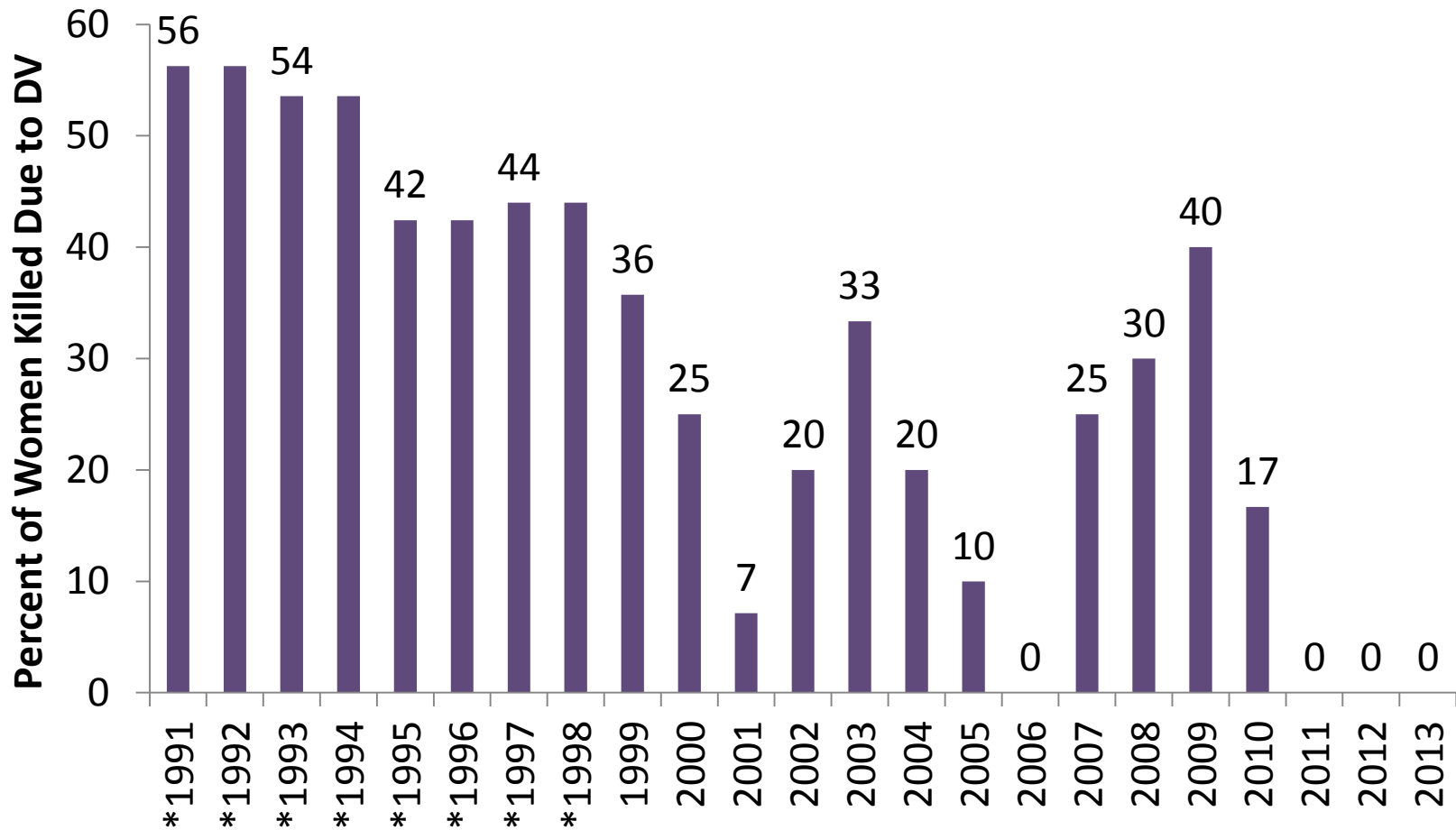


# Female Domestic Violence Homicide Rates



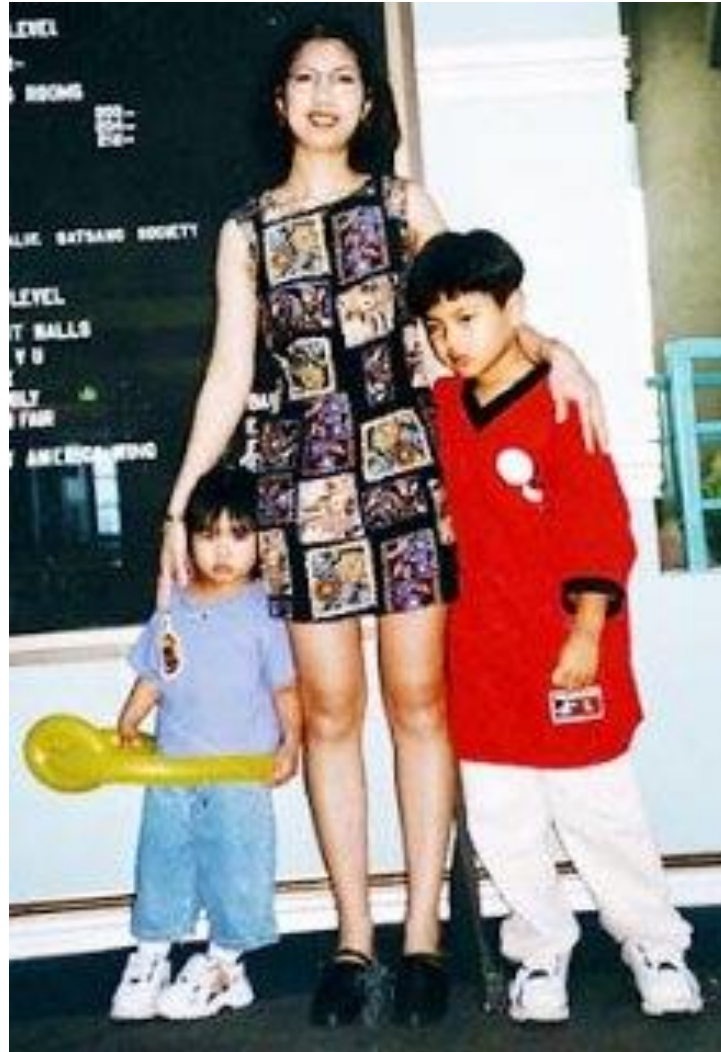
\*Known contributing circumstance

# San Francisco Female Domestic Violence Homicide Rate

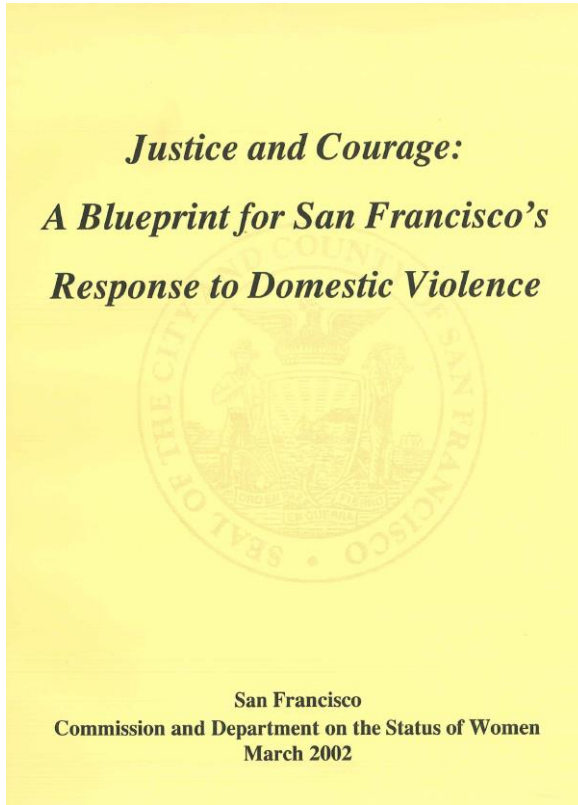


\*Average over two years

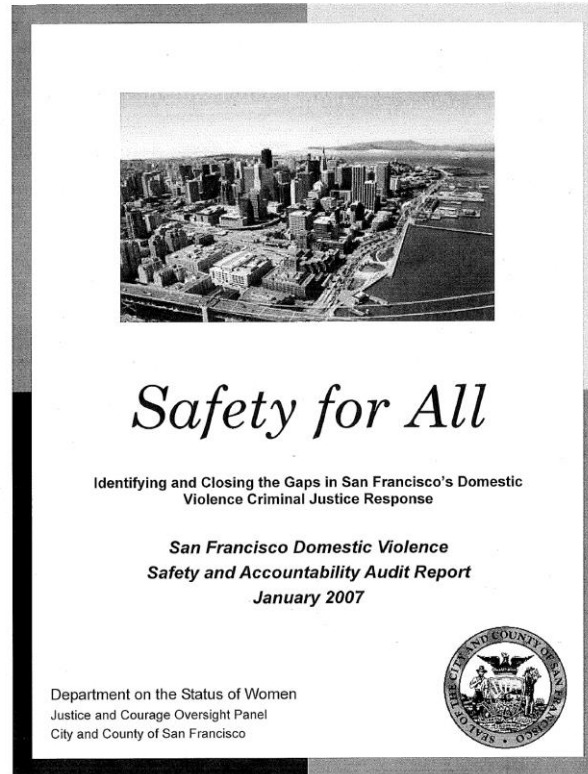
# Claire Joyce Tempongko



# Reports of Justice and Courage

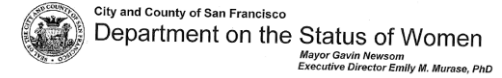


100  
recommendations



68 recommendations  
from Safety Audit

**Plus 2 Strategic Plans**



## THE COURAGE TO CHANGE

Final Report of the  
Domestic Violence Victim Safety and Accountability Audit  
Implementation Committee

May 2010

By Laura Marshall, MSW  
Fiscal and Policy Analyst

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Evaluated  
Implementation of  
Safety Audit



**Executive Directive 07-05**  
**Domestic Violence Safety and Accountability**

June 12, 2007

*I require all agencies to cooperate fully with the Oversight Panel. As a first step, I expect departments to respond to the Audit by specifying implementation strategies and timelines to the Justice & Courage Oversight Panel within the next two months.*



# Highlights 1: Protocol Development

- All criminal justice agencies now have protocols for:
  - stalking cases;
  - domestic violence cases;
  - working with limited-English proficient victims.
- Created new 911 codes for domestic violence and stalking;
- Developed a script for 911 dispatchers to use in cases of domestic violence;
- Improved domestic violence policies at Housing Authority.



## Highlights 2: Batterer Accountability

- Better tracking of domestic violence offenders on probation;
- Better oversight of batterer's intervention programs in the jails and in the community;
- Domestic Violence Bench book for criminal judges.

# Highlights 3: Training

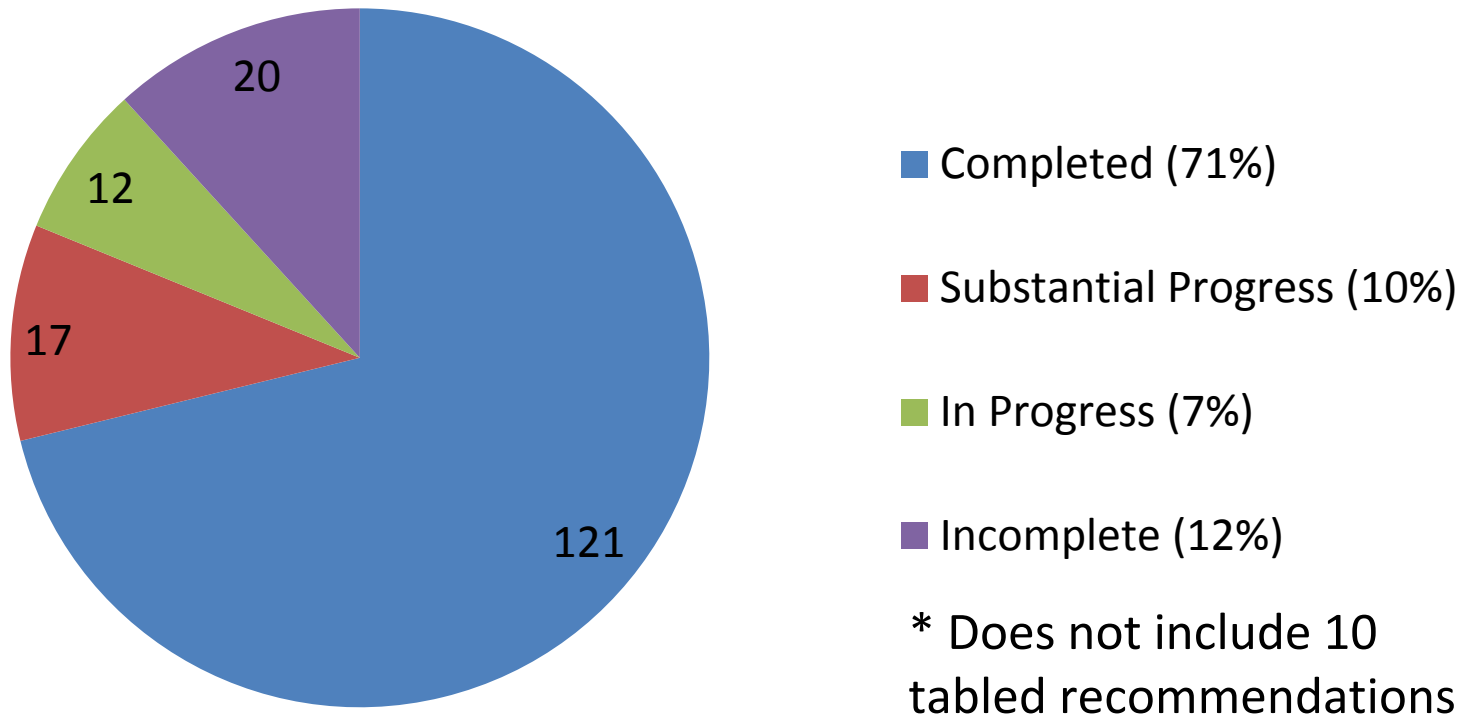
- Trained 435 criminal justice personnel in award winning “Domestic Violence Response Cross-Training Institute” (2007-2008);
- Trained 112 first responders to domestic violence in Cantonese and Spanish in “Bridges to Freedom” (2010);
- Police training video on best practices for responding to Limited English Proficient victims (2014);
- Trained domestic violence community advocates on criminal justice system;
- Trained Housing Authority Staff in domestic violence (2014)

## Highlights 4: Improved Victim Safety

- Sheriff's Department implemented VINE Program to notify victims when offender is released;
- Family Court instituted policy to hold respondents for 15 minutes in restraining order cases so victims can exit safely;
- Increased funding for community based domestic violence services (almost 50% increase in last 2 years);
- Specialized services for LEP survivors & LGBTQ survivors in community and at District Attorney's office.

# Summary of Justice & Courage Progress

**170 Recommendations\***



2002-2014

# Final Evaluation of the Justice and Courage Oversight Panel



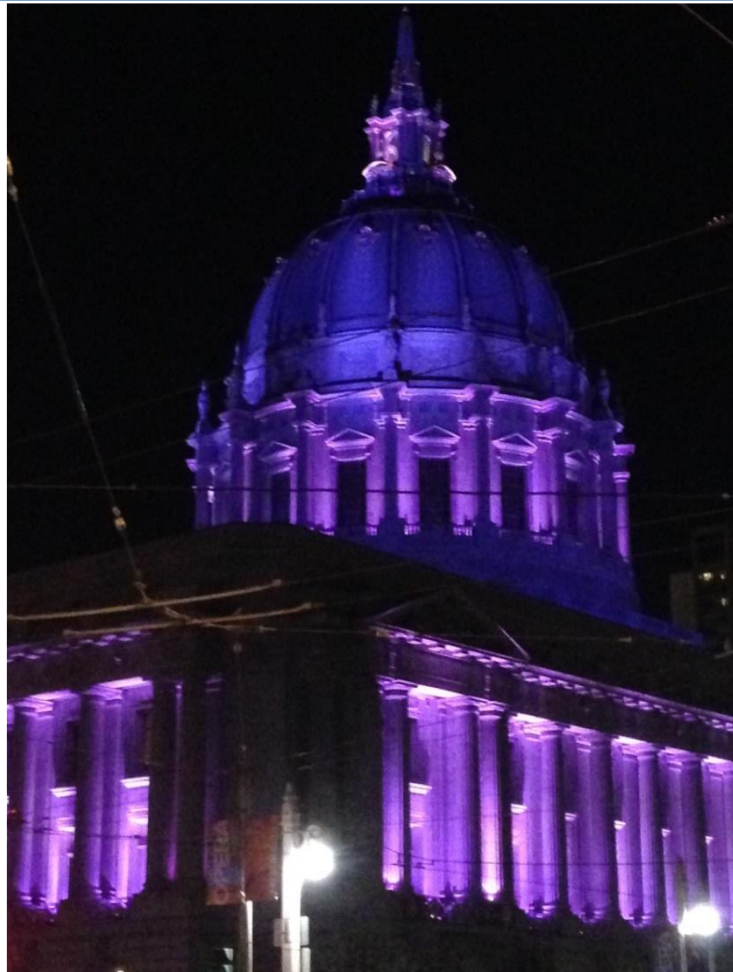
Department on the Status of Women  
City and County of San Francisco  
By Grace Fisher  
July 23, 2014



**WORK IN  
PROGRESS**

2002-2014

# Final Evaluation of the Justice and Courage Oversight Panel on Domestic Violence Policy Reform in San Francisco



Mayor Edwin M. Lee



Dr. Emily M. Murase

Department on the Status of Women  
City and County of San Francisco  
By Grace Fisher  
October 1, 2014



### **Mission Statement**

The mission of the San Francisco Commission and Department on the Status of Women is to ensure the equal treatment of women and girls in San Francisco and foster their socioeconomic, political, and educational advancement through policies, legislation, and programs, focusing on women and girls in need.

### **Commission on the Status of Women Members**

Nancy Kirshner-Rodriguez

*President*

Andrea Shorter

*Vice President*

Amy Ackerman

Alicia Gamez

Mary Jung

Julie D. Soo

### **Department on the Status of Women Staff**

Emily M. Murase, PhD, Executive Director

Minouche Kandel, Esq., Director of Women's Policy

Andrea Evans, Senior Development Manager

Stephanie Nguyen, Fiscal & Policy Analyst

Carol Sacco, Associate Director

Iris Wong, Executive Management Assistant & Gender Equality Challenge Coordinator



*“What happened to my daughter was a personal tragedy for our entire family. The System failed her. My daughter asked for protection and did not get it. My hope is that lessons can be learned and policies implemented that will prevent other people from enduring what happened to my daughter and my family.”*

Clara Tempongko, Mother of Claire Joyce Tempongko

.....

This final evaluation is dedicated to Claire Joyce Tempongko and the innumerable victims of domestic violence: the survivors, partners, mothers, fathers, aunts, uncles, cousins, children, and friends who have lost loved ones to domestic violence.

In this report, we honor the fortitude of domestic violence survivors and envision an end to violence.



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August 12, 2014

I would like to congratulate the Justice and Courage Oversight Panel for 12 years of focused efforts to address how San Francisco responds to domestic violence. Regardless of race or ethnicity, education or income level, immigration status, or sexual orientation -- domestic violence affects us all. It affects our mothers, sisters, daughters, and our fathers, brothers, and sons.

I am very proud to serve as Mayor of a city that has taken an innovative and fundamentally collaborative approach to domestic violence response. I want to thank all of the city agencies and community-based organizations that have worked, and continue to work, tirelessly to address this persistent problem. A special appreciation goes to the Commission and the Department on the Status of Women, which championed and staffed the Justice and Courage Oversight Panel from the start.

There is no room for domestic violence in San Francisco. Sending that message starts with city leadership. My predecessors, Willie Brown and Gavin Newsom, were strong supporters of the Justice and Courage Oversight Panel and used their executive authority to remind all City departments to join in this effort. My administration has built on this tradition. We understand that our community partners are a key component of the safety net for domestic violence survivors, and with support from my administration and our Board of Supervisors, the City has increased funding for our Violence Against Women non-profit agencies by almost fifty percent in the past two years alone.

We strive to ensure that domestic violence services reach each of the diverse populations that make our city vibrant. All of our police officers have been trained in responding to limited English speaking survivors; our 911 dispatchers can now locate bilingual police officers and direct them to scenes involving a limited English proficient speaker; we have dedicated funding for LGBTQ survivors; and our District Attorney's office has a specialized LGBTQ victim services unit.

We have also improved oversight of persons convicted of domestic violence. Our Adult Probation Department instituted a more effective means of tracking offenders who are out of compliance, and performs comprehensive site visits to the programs offering batterer's intervention counseling. And, due to the unflagging efforts of our District Attorney's office, Tare Ramirez was convicted of the murder of Claire Joyce Tempongko in 2008. Our state Attorney General's office ensured that the conviction was upheld, all the way to the California Supreme Court, which finalized the decision earlier this year.

Through the Justice and Courage collaboration, we eliminated domestic violence homicides for a period of almost four years. Sadly, this record ended in January 2014. While there is still work to be done, there are processes in place to make sure we can do the work. The Justice and Courage Oversight Panel helped lead the way over the last 12 years, and as a result, San Francisco is a safer city for domestic violence victims and survivors.

Sincerely,

A handwritten signature in cursive script, appearing to read "Edwin M. Lee".

Edwin M. Lee  
Mayor



## City and County of San Francisco

# Commission on the Status of Women

*Mayor Edwin M. Lee*

*Executive Director Emily M. Murase, PhD*

**NANCY KIRSHNER-RODRIGUEZ**  
President

**ANDREA SHORTER**  
Vice President

**AMY ACKERMAN**  
Commissioner

**ALICIA GAMEZ**  
Commissioner

**MARY JUNG**  
Commissioner

**JULIE D. SOO**  
Commissioner

**EMILY MURASE, PhD**  
Executive Director

### Letter from President Nancy Kirshner-Rodriguez

The Commission and Department on the Status of Women are dedicated to preventing violence against women and girls in San Francisco. The focus of the Justice and Courage Project has been to create a seamless, system-wide response to domestic violence cases in San Francisco. The work required the collaboration of the numerous city departments and community agencies engaged in responding to domestic violence: Adult Probation Department, Child Protective Services, Criminal and Family Courts, Department of Emergency Management, District Attorney's Office, Medical Examiner, Police Department, Sheriff's Department, and numerous community agencies. I thank these partners for their active participation and tireless efforts to address the gaps in San Francisco's response to domestic violence as identified in the three preceding Justice and Courage reports. Through their efforts, collaboration and communication across the City has improved dramatically, resulting in new protocols, trainings, programs, data collection, policies, and materials for victims and perpetrators that enable San Francisco to better serve its residents. The critical advancements in the criminal justice system are a direct result of their collaboration and commitment to end domestic violence. I also want to thank my Commission colleagues, predecessors on the Commission, and Department staff who maintained a focus on domestic violence as a policy priority. This leadership has been essential to the Justice & Courage Project.

### Letter from Executive Director Emily M. Murase, PhD

We began the 21<sup>st</sup> century with the shocking murder of Claire Joyce Tempongko by her ex-boyfriend Tari Ramirez in front of her two young children. The case was hauntingly similar to the 1990 murder of Veena Charan by her estranged husband that launched the Commission's landmark Charan investigation and led to numerous policy changes in San Francisco's response to domestic violence. The Tempongko case was a wake-up call that, despite the gains of the previous decade, San Francisco's response to domestic violence still needed significant improvement. This final report documents the 121 recommendations that have been completed since the original 2002 *Justice & Courage Report*. But there are 49 recommendations in progress. We have much work still to do. Our work so far would not have been possible without the guidance of the Oversight Panel, with members from both the City and community organizations who created a meaningful partnership between the public and private sectors. I commend these leaders for championing this important cause and steering the Oversight Panel. Finally, I would like to acknowledge the fortitude of Claire's mother Clara and her family. Sparked by their advocacy in a time of tragedy, the work of the Justice and Courage Project contributed to a record-breaking 44 months without a single domestic violence related homicide in San Francisco (June 2010 to January 2014). We know how to eliminate domestic violence homicides. Read on to learn how.



## City and County of San Francisco

# Commission on the Status of Women

*Mayor Edwin M. Lee*

*Executive Director Emily M. Murase, PhD*

## Letter from Commissioner Andrea Shorter

**NANCY KIRSHNER-RODRIGUEZ**  
President

**ANDREA SHORTER**  
Vice President

**AMY ACKERMAN**  
Commissioner

**ALICIA GAMEZ**  
Commissioner

**MARY JUNG**  
Commissioner

**JULIE D. SOO**  
Commissioner

**EMILY MURASE, PhD**  
Executive Director

As a member of the Commission on the Status of Women for 14 years, a key highlight of my tenure has been the four years that I chaired the Justice and Courage Oversight Panel, from 2010 to 2014. The Justice and Courage Oversight Panel is a model of excellence in government through true, committed collaboration between community-based organizations, survivors of domestic violence, concerned citizens, city departments, and appointed and elected city leaders.

We were in this for the long haul – and, it was well worth it.

Justice and Courage elevated the importance of critical response to domestic violence, demonstrating the way to achieve meaningful reform is through real collaborative partnerships. It is not by happenstance that San Francisco went 44 months without a domestic violence homicide -- Justice and Courage helped make that unprecedented historical moment possible.

We produced real results that have real impact on people's lives. We presented a united front as a city, standing up firmly for victims of domestic violence. We sent a strong, resolute message that San Francisco does not tolerate domestic violence in any way, shape, or form.

I want to thank the members of the Justice and Courage committees, as well as the Oversight Panel for their hard work over the past twelve years. This was no public relations 'photo ops' affair – heavy lifting, perseverance, and dedication were aptly required and soundly delivered.

Still, our work is not over. San Francisco, the heart of innovations in technologies, must fully implement JUSTIS, a working data system to ensure that all criminal justice agencies share vital information with each other in an appropriate and timely fashion. Our families deserve nothing less than the unwavering application of San Francisco's renowned brand of innovation to this task just as we have come to expect its application in other sectors from which we have produced other groundbreaking, world-changing innovations through dedicated public service, know-how, and gumption.

The Justice and Courage Oversight Panel sought to honorably serve the legacy of Claire Joyce Tempongko. People all over San Francisco Bay Area know her name, and her story. Claire's death inspired our efforts, challenged us to do and be better as a community. Claire Joyce Tempongko will be forever synonymous with our will and proven ability to transform San Francisco's response to domestic violence, and serve as an inspiration to communities beyond our Golden Gate Bridge.

Onward,

Andrea D. Shorter  
Chair, Justice and Courage Oversight Panel  
Vice President, Commission on the Status of Women

## Letter from Dorka Keehn, Founding Chair, Justice & Courage Oversight Panel

Almost fourteen years have passed since Claire Joyce Tempongko's brutal murder by her ex-boyfriend, Tari Ramirez, took place in front of her two young children in October 2000. It was a painful reminder of the 1990 murder of Veena Charan by her estranged husband. After both of these unnecessary deaths, the Commission and Department on the Status of Women conducted investigations of their cases and issued its recommendations for improving the City's response to domestic violence. The first instigated San Francisco's first coordinated intervention system, the latter a review of this system to identify gaps in services.

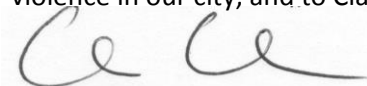
I had the honor and responsibility to be the chair of both the 2000-2002 Claire Joyce Tempongko's investigative committee and from 2002 to 2010 the Justice and Courage Oversight Panel, which was created to insure a seamless criminal justice response to domestic violence and to oversee the implementation of the 100 recommendations included in the initial 2002 report *Justice & Courage: A Blueprint for San Francisco's Response to Domestic Violence*. It is heartening to read in this *2014 Final Evaluation of the Justice and Courage Oversight Panel* of the achievements of the Panel in collaboration with city departments and community organizations.

There is much to celebrate. Claire's case and the tireless work of those connected to the Oversight Panel prompted reforms across all branches of the criminal justice system, as well as expanded the City's scope of services around domestic violence. This is seen for example in 911 dispatchers answering of domestic violence calls, police officers response to them, and the courts handling of resulting cases. Issues such as risk assessment, stalking awareness, and housing in relation to domestic violence have also been brought to the forefront.

While San Francisco is now seen as national model in handling domestic violence cases, there is still more effort required. Mayor Lee extols San Francisco as the innovation capital of the world, yet the Justice Tracking Information System (JUS.T.I.S.), the city-wide system that would allow all criminal justice agencies to easily communicate and share data, is still not operational after it was initiated almost twenty years ago. This data is key to understanding the extent of domestic violence, and how best to respond. Development of written protocols and trainings on handling domestic violence cases also remain inconsistent across departments.

We must stay vigilant and continue this critical work through the San Francisco Family Violence Council, completing all of the recommendations of both the initial and ensuing Justice & Courage reports, while identifying and addressing new needs and gaps in services for the City's diverse population. This requires the will of the City's leadership and funding to complete. From June 2010 to January 2014, San Francisco went an historic 44 months without a domestic violence homicide. Let's keep working to make sure there is never another domestic violence death in our city.

My gratitude goes to the many people who have worked and continue to work on eradicating domestic violence in our city, and to Clara, Claire's mother, for her unflagging advocacy.



Dorka Keehn

Chair, Justice and Courage Oversight Panel, 2002-2010

Commissioner, Commission on the Status of Women, 1999-2010



## Reflections from Justice & Courage Oversight Panel Members Kenneth Theisen, Beverly Upton, & Antonio Ramirez



I have been honored to sit on the Justice and Courage Oversight Panel since the inception of the committee as a representative of Bay Area Legal Aid. Part of the philosophy of the panel was **not** to find people to blame when domestic violence occurred, but rather to discover what happened and why, and to fix the system so that it would not occur again. As a result, we have remedied many of the systemic problems we have discovered.

I have worked with many dedicated professionals on the panel and the various subcommittees. I thank them all for their excellent work. I would also like to thank all the wonderful staff from the Department on the Status of Women and the Commissioners from the Commission on the Status of Women for their support and dedication to preventing domestic violence. Without all of these persons' work we could not have accomplished all that we have done to date.

I would also like to thank all the members of the various departments and courts that have put time and effort into implementing the recommendations of Justice and Courage. We have worked with dozens, if not hundreds, of people from law enforcement, the courts, emergency services, etc. and they have spent thousands of hours assisting the panel. We have had the support of mayors, supervisors, department heads and other city leaders over the last dozen plus years.

Because of the work of all the aforementioned, San Francisco is now a safer place for survivors of domestic violence than it was at the time of the death of Claire Joyce Tempongko. We have accomplished a lot. But we cannot afford to rest on our laurels. Much still needs to be accomplished. While it may not be possible to prevent all domestic violence, that should be our aspiration. At the very least we need to create a city wide system that does not tolerate any domestic violence and does not tolerate the ignoring of domestic violence by any city employee.

Claire Joyce Tempongko's death was a tragedy in so many ways. It could have been prevented. Let us hope that what we learned from her death will help prevent domestic violence for the generations that follow.

*Kenneth J. Theisen*  
Bay Area Legal Aid



June, 2014

Dear Justice & Courage Oversight Panel Members and Friends,

I will never forget the day in October 2000, when an emergency operator interrupted a phone conversation to put through the call that informed me that Claire Joyce Tempongko had been killed.

While shocked, I was not completely surprised. I had met Claire Joyce a week earlier. Several of us in the community were there and we were very concerned about her. We stayed with her to talk about how she might keep herself safe. Even though Tari Ramirez was incarcerated at the time, she knew he would get out and she knew that she was in danger. We hadn't heard from her for several days and now she was dead. Killed in front of her two small children. Her family would never be the same and neither would San Francisco.

The City launched an unprecedented investigation and issued the "Justice & Courage" report. This report was not to be filed away to gather dust. This report was to serve as our road map toward our goal of reducing domestic violence-related homicides and creating a safer community. The report and the years of ensuring work did that and so much more.

This work became an opportunity for dialogue, collaboration and community-building. Courageous advocates, law enforcement and San Francisco's leadership came together, not in crisis but in an effort to understand each other, make change and heal.

I believe the work of Justice & Courage to be one of the most life-saving initiatives in the United States. It has been an honor to participate from the beginning and see the progress and the healing.

That said, our work is not complete. Keeping San Francisco a safer city will require all of us to maintain and expand our commitment every day. I know we're up to the challenge.

Yours with my deepest respect and gratitude,

Beverly Upton  
Executive Director

[San Francisco Domestic Violence Consortium](#)

Asian Pacific Islander Legal Outreach • APA Family Support Services • Asian Women's Shelter • Bay Area Legal Aid • Cooperative Restraining Order Clinic • Donaldina Cameron House • Futures Without Violence • Glide's Women's Center • Jewish Family and Children's Services • Justice and Diversity Center (Formerly VLSP) • Manalive Violence Prevention Programs • P.O.C.O.V.I. • Riley Center of St. Vincent de Paul • Shalom Bayit • Survivor Restoration Program of the Sheriff's Dept. • VIP Health Services • Victim Services Division of the DA's Office • W.O.M.A.N., Inc.

[100 Montgomery St., The Presidio San Francisco, CA 94129](#)

[Phone: 415-626-8709](#)



Dear colleagues and friends:

June 2014

I write this as I sit in a POCovi class and it is a powerful reminder of what the Justice and Courage panel has been. I got a letter a few weeks ago from someone who took classes in English in the early 90s and he killed his partner. He has been in prison for 20 years and he recognizes that he did not want to hear what the program proposed to him to change. I have to share that I feel anxiety reading the paper every morning wondering if I will find another murder of a woman and the possibility that it might be by a man in our program. I feel fear and frustration of violence that seems so pervasive. The murder of Claire Joyce Tempongko was a new reminder that something needed to change.

I would say that both a lot has changed and very little has changed. What changed is the work and commitment of the Justice and Courage Oversight Panel members and all the work we accomplished. It has been inspiring to recognize that the work that community agencies had done was paying off by having institutions change their understanding and especially willingness to prevent and intervene with perpetrators of violence and to support survivors of that violence. The work became inspiring, vibrant and alive with reflections and collaborations between community agencies, law enforcement and the city's leadership with serious commitment to reflect and to act to eradicate violence towards women.

What has not changed is that we are still learning and the work of ending violence is still very far. I am still afraid of working with perpetrators of violence because there is much work still ahead. My work will continue because our collaboration is strong and I see that we are making a difference. I will continue with my colleagues creating a safe world for women, children and men. We all deserve it.

It was an honor to participate in the Justice and Courage Oversight Panel and all its members.

Sincerely,

A handwritten signature in black ink that reads "Antonio Ramirez". The signature is fluid and cursive, with a prominent initial "A" and "R".

Antonio Ramirez, Psy.D., POCovi Director

## Acknowledgements

The Commission and Department on the Status of Women wish to thank Mayor Edwin Lee and his predecessors, Mayors Gavin Newsom and Willie Brown, for their commitment and leadership ensuring that the city works to protect domestic violence survivors and their children through a coordinated response system.

We thank the many contributors to the 2002 *Justice & Courage: A Blueprint for San Francisco's Response to Domestic Violence*, 2007 *Safety for All: Identifying and Closing the Gaps in San Francisco's Domestic Violence Criminal Justice Response*, and 2010 *Courage to Change: Final Report of the Domestic Violence Safety and Accountability Audit Implementation Committee*. The Review Panel donated countless hours toward the completion of the original *Justice & Courage Report*, establishing accountability for effective domestic violence intervention systems and creating cutting edge programs and services in San Francisco. Similarly, the Audit Team dedicated their time and expertise to the 2007 *Safety for All: Identifying and Closing the Gaps in San Francisco's Domestic Violence Criminal Justice Response*, clarifying the additional gaps and priorities for creating a seamless domestic violence response system. The Audit Implementation Team conducted an essential analysis of the Oversight Panel's work to fulfill the audit's recommendations in the 2010 *Courage to Change: Final Report of the Domestic Violence Safety and Accountability Audit Implementation Committee*.

We thank the City Attorney's Office, particularly former City Attorney Louise Renne for being responsive to the Department on the Status of Women and agreeing to conduct the original investigation. She demonstrated courage and leadership by assigning staff to the investigation that exposed shortcomings in the City's response to domestic violence.

A very special thanks goes to Amy Ackerman, former Deputy City Attorney and current Commissioner on the Status of Women, and to Blanche Blachman, Senior Investigator for the City Attorney's Office. While at the City Attorney's office, Ms. Ackerman gave many hours of her time to provide an investigative report that was factual, concise, and well written despite the number of challenges presented in organizing an investigation of this scope and depth. Ms. Ackerman's hard work and leadership in this effort is truly appreciated. Ms. Blachman reviewed hundreds of documents and interviewed many representatives of city departments, law enforcement, and community-based organizations in order to piece together the puzzle of the events that led to the murder of Claire Joyce Tempongko. We acknowledge the difficult task that Ms. Blachman took on in trying to portray an accurate picture of the city's response to Ms. Tempongko and her family and how this tragedy came to be. Ms. Ackerman's and Ms. Blachman's work and efforts form the heart of this report, laying a foundation for all of us to be held accountable for ensuring the safety and well-being of domestic violence survivors in our community.

We appreciate Susan Leal, San Francisco Treasurer until 2004, who was the first co-chair of the Oversight Panel, together with Commissioner Dorka Keehn. Mayor Newsome and Supervisor Fiona Ma helped to increase the reward for information on Tari Ramirez to \$25,000. More recently, Paul Henderson, the Mayor's Deputy Chief of Staff for Public Safety, worked tirelessly to keep the issue of domestic violence front and center.

We applaud the courage of Clara Tempongko and her family who took a very tragic personal loss and became an active living voice for victims and their families. Ms. Tempongko's participation in forming the Justice for Claire Joyce Tempongko Campaign helped raise awareness of the devastation domestic violence leaves in its wake and has had a significant impact in San Francisco. Ms. Tempongko calls us all

to action, motivating many people in the community and the government to work together with a common goal and vision. We thank Future's Without Violence, formerly the Family Violence Prevention Fund, for its model approaches, programs and work on a national, state, and local level to end domestic violence and for helping the Tempongko family through this tragedy to advocacy.

The leadership, vision, and participation of many agencies and individuals in the City and County of San Francisco contributed to the overall success of the Justice and Courage Oversight Panel. The support and cooperation of key public safety and community-based advocacy agencies made this work possible. In particular, we applaud the courage of agencies to open themselves up to scrutiny and improvement.

Additionally, we are grateful for the powerful contributions of Ken Theisen and Beverly Upton, both of whom were members of the Justice and Courage Oversight Panel through its twelve-year tenure. Likewise, Kathy Black, Dorka Keehn, Dr. Emily Murase, Antonio Ramirez, and Dion Roberts each participated as Oversight Panel members for over five years. Commissioner Andrea Shorter took over from Dorka Keehn, and helped steer the Panel in the last four years. The dedication and efforts of these leaders were essential to the success of Justice and Courage.

We thank the Commission on the Status of Women members for their support and leadership in bringing the truth to light on behalf of those who no longer can speak for themselves. Dorka Keehn, Chair of the Review Panel from 2002-2010, deserves a special thank you for her leadership in ensuring that community involvement and input were central to this process.

Finally, we would like to express our deepest appreciation for the Department on the Status of Women staff whose team spirit resulted in this report. We give a very special thanks to Policy Fellow Grace Fisher for her hard work and dedication in writing this report, which was overseen by Minouche Kandel. Grace combed through twelve years of archives to assemble this thorough, comprehensive evaluation of every recommendation to emerge from Justice and Courage. Grace's attention to detail and her commitment to accurately recording the history of this endeavor shine through the pages of this report.



## Executive Summary

In 2000, when Claire Joyce Tempongko was murdered, domestic violence was the leading cause of female homicides in San Francisco. Two years later, the San Francisco Commission and Department on the Status of Women established the Justice and Courage Oversight Panel (“Oversight Panel”). The involvement of the Commission and Department on the Status of Women in addressing domestic violence has been a longstanding commitment of the department and continues under the Department’s commitment to CEDAW, the United Nations Convention on the Elimination of All forms of Discrimination. In 1998, San Francisco became the first city in the world to adopt a local ordinance reflecting the principles of CEDAW, the United Nations Convention on the Elimination of All forms of Discrimination Against Women.<sup>1</sup> The local implementation of CEDAW furthers the human rights of women and girls in San Francisco, protecting their rights to an adequate standard of living, education, bodily integrity, and health.

To augment San Francisco’s efforts to prevent further domestic violence homicides, the Oversight Panel sought to create a seamless criminal justice response to domestic violence. It issued an initial report in 2002 entitled *Justice & Courage: A Blueprint for San Francisco’s Response to Domestic Violence* (“*Justice and Courage Report*”), which contained 100 recommendations for improving criminal justice agencies’ and community-based organizations’ response to domestic violence.<sup>2</sup> The Oversight Panel worked tirelessly to address gaps in the criminal justice system over the next 12 years, with representatives from city departments and numerous community organizations, creating subcommittees on certain issues that required more focused attention.

To fulfill its mandate, the Oversight Panel put together an Audit Team in 2006 to evaluate progress on the recommendations. The Team comprised members from the Adult Probation Department, Office of the District Attorney, Police Department, Sheriff’s Department, Department of Emergency Management (911), Department on the Status of Women, community-based organizations and anti-domestic violence service providers, and the public. In 2007, a Domestic Violence Safety and Accountability Audit Report was issued, *Safety for All: Identifying and Closing the Gaps in San Francisco’s Domestic Violence Criminal Justice Response* (“*Safety for All Audit*”). This report utilized interviews and observations made by the Audit Team as well as analysis of relevant policies and procedures, case studies, and focus groups to identify and recommend strategies for closing the gaps in San Francisco’s domestic violence response. The *Safety for All Audit* also made 68 additional recommendations for further improving the criminal justice response to domestic violence.

In 2008, the Oversight Panel developed a strategic plan, updated in 2010, to guide the next phase of work. The Strategic Plan detailed goals and objectives for the Oversight Panel and the action steps it would take to address them. This included identifying new and emerging areas of concern and ongoing gaps in the system-wide response to domestic violence, such as safe housing for survivors of domestic violence and improved batterer intervention programs. The *Justice and Courage Strategic Plan*

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<sup>1</sup> CEDAW was signed by President Jimmy Carter in 1979, but has never been ratified by the U.S. Congress. Meanwhile, 186 out of 193 United Nations member states have signed onto CEDAW. The U.S. remains the only industrialized country to have yet to join the Convention.

<sup>2</sup> All Justice and Courage reports are available on the Department on the Status of Women’s website at: <http://sfgov.org/dosw/justice-and-courage-oversight-panel>.

(“*Strategic Plan*”) further emphasized the importance of implementing the recommendations outlined in the *Safety for All Audit*.

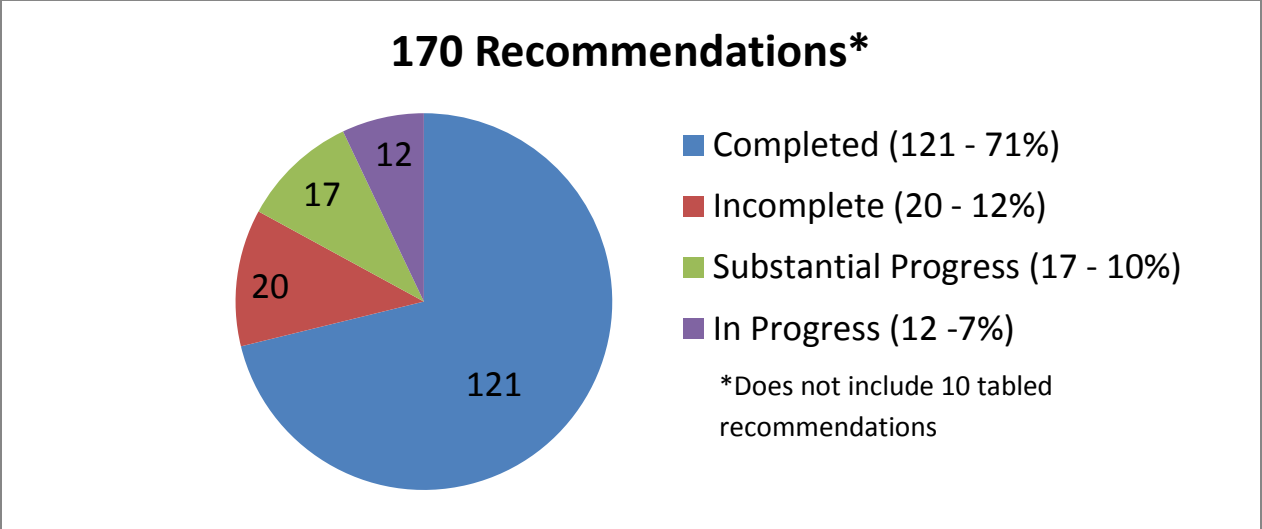
Then Mayor Gavin Newsom supported the implementation of the *Safety for All Audit’s* recommendations by issuing an Executive Directive requiring City departments to work collaboratively with the Oversight Panel. To facilitate this process, the Oversight Panel created the Audit Implementation Committee to work with criminal justice departments and community providers to develop innovative solutions for the gaps identified in the *Safety for All Audit*. Consequently, a third report was issued in 2010, *Courage to Change: Final Report of the Domestic Violence Safety and Accountability Audit Implementation Committee* (“*Courage to Change Report*”). The *Courage to Change Report* outlined the individual and collaborative efforts of the criminal justice departments, and the initiatives undertaken to improve the systemic response to domestic violence. Of the 68 recommendations from the *Safety for All Audit*, 30 had been completed at that time and many more were underway. The *Courage to Change Report* addressed and prioritized the remaining recommendations, suggesting future action steps. These reports illustrate the comprehensive achievements of the Oversight Panel and its subcommittees.

Adding to the efforts of the Justice and Courage Oversight Panel, San Francisco passed an ordinance in 2007, creating a Family Violence Council. The Family Violence Council began to hold regularly quarterly meetings in 2008, to address domestic violence, child abuse and elder abuse. As the Family Violence Council grew into a mature, vibrant body, its interests overlapped with the Justice and Courage Oversight Panel. To prevent duplication of efforts, the Justice and Courage Oversight Panel agreed to sunset, and fold any ongoing work into a subcommittee of the Family Violence Council. This final evaluation was compiled to summarize the 12 years of work of the Justice and Courage Oversight Panel, and provide a clear road map for future endeavors to be continued by the Family Violence Council.

The final evaluation of the Justice and Courage Oversight Panel consolidates into one document the recommendations from the 2002 *Justice & Courage: A Blueprint for San Francisco’s Response to Domestic Violence*, 2007 *Safety for All: Identifying and Closing the Gaps in San Francisco’s Domestic Violence Criminal Justice Response*, 2008/2010 *Justice and Courage Strategic Plan*, and the 2010 *Courage to Change: Final Report of the Domestic Violence Safety and Accountability Audit Implementation Committee*.

Of the 170 recommendations issued from Justice and Courage over its 12 years (excluding 10 tabled ones), 121 have been completed. There has been substantial progress on another 17 recommendations, while 12 are in progress and 20 are incomplete.





Throughout the tenure of the Justice and Courage Oversight Panel, we found that recommendations that could be implemented by one department alone were generally completed. Those that required interagency cooperation were more likely to remain unfinished. Recommendations broadly fit into the following 14 categories:

1. Batterer Accountability
2. Data Collection
3. Interdepartmental Communication and Coordination
4. Judicial Participation
5. Oversight and Administration
6. Protocols
7. Resources
8. Responding to Complexity of Diverse Community Needs
9. Risk Assessment
10. Safe Housing for Domestic Violence Survivors
11. Safety Audit Implementation and Replication
12. Services for Limited English Proficient Victims and Survivors
13. Stalking Awareness and Response
14. Training.

Some highlights among the significant accomplishments achieved by the Justice and Courage Oversight Panel during its tenure were:

**Greater accountability for domestic violence offenders**

- The Adult Probation Department and Domestic Violence Consortium conducted a systematic, comprehensive certification review of batterer’s intervention programs.
- The courts, probation department and batterer intervention program improved communication to achieve better oversight for domestic violence offenders.

### **Expanded language access for Limited English Proficient domestic violence survivors**

- The Police Department trained all police officers on best practices in responding to cases involving limited English proficient persons.
- The Department of Emergency Management flags calls with limited English proficient victims in the 911 system, and identifies bilingual police officers who can respond.

### **Significant increase in investment in services to women survivors of violence and their families**

- The City provided increased funding for community based domestic violence agencies, with a particular focus on at risk populations, such as LGBTQ, limited English proficient, and immigrant survivors.
- The City provided new funding for two domestic violence advocates to be based on site at the San Francisco Housing Authority.

### **Expanded training on domestic violence for criminal justice agencies and community partners**

- The Domestic Violence Cross Training Institute for Criminal Justice System Agencies trained 437 criminal justice staff.
- A bench book on domestic violence was developed for new criminal court judges and all judges in San Francisco received a mandatory training on lethality in domestic violence cases.
- All staff at the San Francisco Housing Authority was trained in effective responses to tenants experiencing domestic violence.

### **Victim responsive systems**

- The District Attorney's Office created a unified Domestic Violence Unit to deal with all misdemeanor and felony domestic violence cases.
- The Sheriff's Department reinstated the victim notification system at the jail to alert victims when an offender is released or transferred.
- The Courts improved safety in the courtroom for domestic violence survivors obtaining restraining orders by instituting wait periods for restrained parties to allow survivors time to leave the building.

### **Improved tracking of domestic violence cases in the criminal justice system**

- The Department of Emergency Management created new 911 codes for domestic violence and stalking.
- The Courts developed a San Francisco Restraining Order Database, allowing access for all criminal justice departments.
- The Medical Examiner now tracks homicides and suicides related to domestic violence.

This final evaluation tracks the work of the Justice and Courage Oversight Panel as follows: An initial narrative explores progress in each of the fourteen main categories, and reviews unfinished recommendations, areas for future research, and next steps. A series of Appendices detail: (1) every recommendation and its status; (2) tabled recommendations; (3) an explanation of why certain recommendations were deemed to be in "substantial progress" or "in progress;" (4) the list of

unfinished recommendations to be addressed by the Family Violence Council; (5) a list of accomplishments by department; (6) a list of the various persons who have participated in the Justice and Courage Oversight Panel and its committees over the past 12 years; and (7) a synopsis of the legal case of *People v. Beltran*.

Going forward, work remains in the areas of: (1) protocol development; (2) training; (3) support for community based organizations; and (4) monitoring/evaluation. San Francisco has had the courage to examine and analyze what works and what does not, as well as the fortitude to change in order to seek justice for the City's most vulnerable populations. The Justice and Courage Oversight Panel submits this report as its legacy for the City and County of San Francisco and beyond. While the majority of the recommendations have been completed, this work is still ongoing. The valuable lessons learned and the practices developed since 2002 should be available for use by criminal justice systems everywhere to better protect victims and hold batterers accountable. San Francisco can be proud of its accomplishments.

At the time of Claire Joyce Tempongko's death in 2000, roughly 40% of the female homicides in San Francisco were linked to domestic violence. In 2014, this is still the case statewide<sup>3</sup> and nationally.<sup>4</sup> From June 2010 to January 2014, San Francisco experienced an unprecedented 44 months without a domestic violence homicide. San Francisco can be proud of this achievement. San Francisco set an example of coordination and collaboration through efforts to reform domestic violence policy through the Justice and Courage Oversight Panel. However recent domestic violence homicides that occurred in 2014 illustrate that there is still work to do. Data from the Family Violence Council's 2012 & 2013 *Annual Report* indicates that in fiscal year 2012-2013 there were 7,979 domestic violence related calls to 911, 4,031 domestic violence cases assessed by the Police Department, and 24,461 domestic violence crisis line calls.<sup>5</sup> San Francisco recognizes that any domestic violence-related call has the potential to become a domestic violence homicide and has been working on many fronts to prevent this possibility.

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<sup>3</sup> California Department of Justice, *California Homicide Statistics for 2011*, by Kamala D. Harris, Sacramento, CA, 2011, <http://oag.ca.gov/sites/all/files/agweb/pdfs/cjsc/publications/homicide/hm11/hm11.pdf> (accessed April 20, 2014).

<sup>4</sup> U.S. Department of Justice, *Homicide Trends in the United States: 1980-2008*, by Alexia Cooper and Erica L. Smith, 2011.

<sup>5</sup> San Francisco Department on the Status of Women, *Comprehensive Report on Family Violence in San Francisco 2012 & 2013*, by Kristin Snell, San Francisco, CA, 2014.

# Review of Recommendations

## Batterer Accountability

San Francisco has made impressive strides in its tracking of domestic violence offenders in the criminal justice system. The *Safety for All Audit* and the *Strategic Plan* both recognized improving batterer accountability as an important priority for the Justice and Courage Oversight Panel. The Audit in particular highlighted the danger to victims when defendants repeatedly re-enroll in batterer intervention programs without any other significant consequence, despite various probation violations. Combined with a lack of clear communication and protocols between intervening agencies, the audit reported that the system's failure to hold batterers accountable compromises victim safety. The *Strategic Plan* urged participation with the Adult Probation Department, the Judiciary, and batterer intervention programs to improve accountability and oversight mechanisms.

Consequently, a Batterer Accountability Committee convened in 2008 to address these issues. It focused on the importance of evaluating batterer intervention programs and facilitating methods to increase communication and transparency. The Adult Probation Department has made impressive strides to improve batterer accountability. Along with significant revision to its protocols, the Adult Probation Department now conducts regular, unannounced site visits with each of San Francisco's certified batterer intervention programs. Adult Probation Department supervisors maintain detailed records of these visits, allowing batterer intervention programs a 14-day grace period to address any problem observed during these visits. The Adult Probation Department also holds bi-monthly trainings and information meetings for batterer intervention program providers. Moreover, the Adult Probation Department appointed a batterer intervention program review team in fiscal year 2012-2013. This team consisted of the Executive Director of the Domestic Violence Consortium and staff of the Adult Probation Department. This team audited each batterer intervention program, provided recommendations for the certification process and training that is responsive to victims, and reviewed all batterer intervention program forms to ensure adherence to state law and the Adult Probation Department's standards. The Adult Probation Department has been very responsive to the audit and is currently working to fill the gaps it identified, such as the lack of batterer intervention programs provided in Cantonese or specific to the needs of lesbian, gay, bisexual, transgender, or queer/questioning (LGBTQ) clients. The Domestic Violence Consortium also conducted a training for batterer intervention programs and Adult Probation Department officers led by community-based attorneys and advocates in October of 2013. Adult Probation Department's involvement of the community in its audit and trainings demonstrates the kind of collaboration between government and community that is one of the recurring themes of the Justice and Courage reports.

Furthermore, the Adult Probation Department has facilitated more immediate intervention and follow-up with probationers. The Adult Probation Department now informs a batterer intervention program when a probationer is referred, and the batterer intervention program must notify the Adult Probation Department within 24 hours if the probationer does not attend the program on the assigned date. To better serve all stakeholders, the progress reports for each probationer have been updated through a collaborative process with input from the Public Defender's Office, batterer intervention programs, judges, the District Attorney's Office, and community-based organizations. To clarify whether a probationer met pre-determined goals, the progress report now requires the batterer intervention programs' comments on the status of each probationer, a progress report form, and a program

completion report form. This improved process fosters more accurate assessment of a probationer's progress and promotes completion of the 52-week program.

The Adult Probation Department has also streamlined and revised their system for electronic records of probationers. The Adult Probation Department developed a spreadsheet of all probationers assigned to the Domestic Violence Unit who have a warrant out for their arrest and regularly updates this information for the Fugitive Recovery Enforcement Team in the Police Department within 24 hours of any bench warrant notification. The Adult Probation Department also maintains monthly records of the number of probationers sent to batterer intervention programs, for trend analysis and training. Additionally, Adult Probation created and fully implemented a domestic violence field protocol to provide guidelines for officer safety when checking on probationers in the community. None of these protocols were in place in 2000, when Claire Joyce Tempongko was murdered by her ex-boyfriend Tari Ramirez while he was on probation.

In addition to the significant innovations the Adult Probation Department has implemented since 2002, the Courts have worked to improve batterer accountability. The *Safety for All Audit* recommended that the Courts create a local domestic violence bench book to provide new judges with a better understanding of the protocols and dynamics involved in domestic violence cases. In 2009, San Francisco County Superior Court Judges Mary Morgan and Cynthia Lee produced and distributed this bench book to all bench officers. The Audit also recommended that every judge hearing domestic violence cases should receive training about domestic violence protocols and dynamics. The *Courage to Change Report* found that while all new Family Court judges attend a general training that includes information about domestic violence, in Criminal Court, there is only an informal understanding that new judges assigned to the Domestic Violence Court will either have extensive experience working on domestic violence cases through serving in Family Court, or take the necessary training. In 2013, Presiding Judge Cynthia Lee required every superior court judge in San Francisco to attend a domestic violence training focused on lethality assessment.

The Sheriff's Department is also working to improve batterer accountability for the programs it runs in the jails. Currently, the Sheriff's Department is in the process of developing performance metrics for evaluating each of its in-custody treatment programs. The Resolve to Stop the Violence Project (RSVP), a batterer intervention program conducted by the Sheriff's Department, is also creating an evaluation tool for its in-custody participants. RSVP involves a restorative practices approach for the survivor, offender, and community. The evaluation will better inform the Sheriff's Department's comprehensive response to domestic violence in San Francisco. Cumulatively, these important steps towards improving batterer accountability have had a profound effect on enhancing victim safety.

## **Data Collection**

While a city-wide system that allows all criminal justice agencies to easily communicate is still not operational, systematic tracking of aggregate domestic violence data occurs regularly through the annual Family Violence Council reports. In order to ensure interdepartmental access to current, accurate, and complete information on domestic violence and criminal cases, the 2002 *Justice and Courage Report* established data collection as a high priority. This data is essential for understanding the scope and prevalence of domestic violence in San Francisco and addressing gaps in the criminal justice system.

To address this issue, the Oversight Panel created a committee that convened from 2002-2004. One of the main contributions of the Data Collection Committee was endorsing the City-wide adoption of the Justice Tracking Information System (JUS.T.I.S.), designed to link the City's public safety departments to a single computer network. The committee conducted a survey of the data each criminal justice agency collects and created a domestic violence module for JUS.T.I.S. Since then, a group of representatives from city departments and law enforcement agencies have been meeting to implement JUS.T.I.S. As of 2009, the Sheriff's Department has been able to conduct single entry bookings. Most recently, the District Attorney's Office is now piloting the electronic transmission of subpoenas, using an updated notification system to alert other law enforcement agencies of changes in a perpetrator's status, and sharing more information electronically than ever before. The Police Department has completed a Crime Data Warehouse that has facilitated digital data exchanges. The Department on the Status of Women is expecting to be able to generate data reports on the incidence of domestic and family violence through JUS.T.I.S. by the end of 2014. The *Strategic Plan* reiterated the importance of implementing JUS.T.I.S. at all levels of government and within the community. However, the City is still working towards this goal.

Additionally, the *Justice and Courage Report* highlighted the importance of collecting data to facilitate analysis and evaluation of the criminal justice system's effectiveness. The Adult Probation Department, Police Department, Department of Emergency Management, Criminal Division Court, Medical Examiner, and Unified Family Court all reviewed their data collection procedures with the help of the Data Collection Committee members.

Since 2009, data from each city department that relates to domestic violence cases has been compiled in the annual reports of the San Francisco Family Violence Council, which includes members from community organizations and government agencies that are also represented on the Justice and Courage committees and is staffed by the Department on the Status of Women.<sup>6</sup> Each report provides statistics on where and how survivors of domestic violence, child abuse, and elder abuse seek help and how perpetrators of violence are held accountable and monitored, serving as an important tool for policy-makers, agencies serving victims and perpetrators, and community advocates throughout the City. The report encompasses data on:

- Calls to 911 and Child Protective Services;
- Cases received and investigated by the San Francisco Police Department;
- Child Assault, Domestic Violence, and Elder Abuse cases handled by the Office of the District Attorney;
- Domestic Violence related homicides;
- Victims of family violence who received advocacy and support from the Office of the District Attorney Victim Services Division;
- Caseload data of the Adult Probation Department's Domestic Violence Unit;
- Domestic Violence restraining order requests and dispositions from Family Court;
- Elder Abuse restraining order requests and dispositions from Probate Court;
- Child abuse allegation and substantiation data from Family and Children's Services;
- Elder and dependent adult abuse and neglect data from Adult Protective Services;
- Data on individuals receiving family violence-related services from certain programs of the Department of Public Health;
- Family Violence caseload data from the Department of Child Support Services;

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<sup>6</sup> Family Violence Council reports are accessible on the San Francisco Department on the Status of Women website at <http://sfgov.org/dosw/violence-against-women-2>.

- CalWORKs Domestic Violence Advocate caseload data from the Department of Human Services;
- Youth Risk Behavior Survey data from the San Francisco Unified School District;
- Child Abuse support services data from community based agencies;
- Domestic Violence support services data from community based agencies;
- Elder Abuse support services data from community based agencies.

Numerous recommendations from the original Justice and Courage report that advise City agencies to review their data collection and documentation procedures are addressed through the Family Violence Council's *Annual Report*. The *Safety for All Audit, Courage to Change Report*, Data Collection Committee's review of agency's processes, and the Family Violence Council *Annual Report* address the Justice and Courage recommendations for improving data collection from San Francisco's criminal justice system.

## **Interdepartmental Communication and Coordination**

Although the Oversight Panel facilitated significant system-wide improvements in communication and coordination, these practices were not formalized into written protocols. The 2002 *Justice and Courage Report* prioritized improving interdepartmental communication about domestic violence issues to ensure efficient sharing of information about policies and procedures. In turn, this would facilitate a collaborative approach to service delivery, and foster innovative responses to problems and trends.

The Interdepartmental Communication and Coordination Committee was convened from 2003-2004 to address these recommendations. The *Justice and Courage Report* advised improving communication (1) between criminal justice agencies, (2) between criminal justice agencies and community-based organizations providing domestic violence services, and (3) between criminal justice agencies and survivors of domestic violence. First, to improve internal communication between criminal justice agencies, every department now regularly shares its staff roster. Interdepartmental communication has also been fostered by cross-training initiatives. For example, the Interdepartmental Communication and Coordination Committee, in tandem with the Resources Committee, recommended creating a city-wide Domestic Violence Training Collaborative Center, which would pool existing resources. In 2005, the Interdepartmental Communication and Coordination Committee held a Funders' Summit to develop funding strategies for Justice and Courage project implementation. As a result, the Department on the Status of Women received funding from the Blue Shield of California Foundation to support a Domestic Violence Response Cross-Training Institute for first responders. This Cross-Training institute will be described in detail in the Resources section below.

The Human Services Agency also facilitates communication with other criminal justice agencies through regular meetings. The Deputy Director of Family and Children's Services meets with the staff from Family Court, Criminal Court, and the Juvenile Probation Department every other month to share information regarding current processes, procedures, and changes within the agencies. The Human Services Agency also holds regular meetings with the executive level and management staff at the Juvenile Probation Department to improve case planning. Moreover, the Children's Advocacy Center, which opened in February of 2014, is in the process of creating a multidisciplinary advisory committee to provide oversight for its operations. This committee will meet regularly and include members from the Human Services Agency, Police Department, and District Attorney's Office.

It is also critical to ensure that criminal justice first responders are familiar with, and refer victims to, appropriate community agencies. To facilitate communication between criminal justice agencies and community-based service providers, the Department of Public Health's *Look to End Abuse Permanently* (LEAP) Program created a list of Family Violence Resources. This list is regularly updated and distributed to criminal justice agencies and the broader community in English, Spanish, and Cantonese. It is also available in hard copy and on the LEAP website. Moreover, La Casa de las Madres, a community-based organization providing comprehensive domestic violence services, conducts regular roll call trainings with police officers and the Police Academy's Advanced Officer Training and New Recruit Training.

The District Attorney's Victim Services Division has played a pivotal role in enhancing communication between criminal justice agencies and victims. Criminal justice agencies, such as the Police Department, and Adult Probation Department, immediately refer survivors to Victim Services, which helps survivors navigate the plethora of services available from community-based providers and criminal justice agencies alike. To support this process, Victim Services has developed a flow chart for survivors to illustrate how a case advances through the criminal justice system, detailing the potential outcomes a survivor might expect. The Victim Services Division has also organized trainings to demystify the criminal justice system for community service providers.

In 2013, the Sheriff's Department reconstituted the *Victim Information and Notification Everyday* (VINE) Program to facilitate communication to victims when offenders are released from jail or transferred. VINE is a free and anonymous service that notifies victims by phone or email within 30 minutes if an offender is released from custody, and within eight hours if an offender is being transferred to a different facility. This communication can be critical to victim safety. Similarly, the Adult Probation Department's Domestic Violence Unit officers send a Victim's Guide with the Victim's Notification Letter to the victims of the probationers they supervise. The Victim's Guide includes: highlights of the Victim's Bill of Rights, domestic violence resources, answers to frequently asked questions about Stay Away Orders, and preliminary safety plan questions that a person who is abused may consider. In these ways, the Interdepartmental Communication and Coordination Committee, numerous criminal justice agencies, and community organizations have improved communication about domestic violence cases across San Francisco.

The Justice and Courage reports recommended the creation of several interdepartmental written protocols on communication regarding specific cases. While departments report that there are effective unwritten protocols in place, the creation of written protocols is unfinished business.

The Oversight Panel has also uncovered cross-county communication gaps that need to be addressed when victims live or work in one county and the abuse happens in another. For example, victims who live in San Francisco but have a domestic violence criminal case in another county are not always notified when the perpetrator is released from custody. The Domestic Violence Consortium is leading an effort to address this gap by working with the Police Department to develop a domestic violence services referral sheet for all of the counties in the Bay Area. This could be an avenue of future work.

## **Judicial Participation**

The Oversight Panel successfully engaged judicial support for domestic violence trainings and interdepartmental communication. The Justice and Courage *Strategic Plan* underscored the importance of courts providing a consistent and comprehensive response to domestic violence. Most significantly, it



promoted enhancing accountability and collaboration between the Courts and the Adult Probation Department, creating trainings for judges and commissioners on the complexities of domestic violence cases, and building a peer network in the judicial system to prioritize victim safety.

To fulfill these goals, as previously noted, the San Francisco Superior Court sponsored a mandatory training on lethality assessment in domestic violence in May of 2013. This training for judicial officers and court staff focused on risk factors for victims of domestic violence in a variety of case types. It provided insights into the practical implications of these factors for judicial decision-making, introduced the use of an optional bench card, and discussed how this information might be applied using two case scenarios. The Court should institutionalize similar trainings on a regular basis.

Courtroom safety has also been improved in domestic violence cases. The Family Court has developed a partnership with the Sheriff's Department to escort victims to and from the courtroom upon request. Family Court judges have also developed a policy in domestic violence cases of holding the respondent for 15 minutes to allow the petitioner time to leave the building safely. However, a lack of resources has prevented the creation of similar procedures in the Criminal Court.

In addition, the Criminal and Family Courts now convene quarterly Domestic Violence Justice Partner meetings to foster communication between the court judges, Adult Probation Department, Public Defender's Office, San Francisco Bar Association, Domestic Violence Consortium, District Attorney's Office, Police Department, Sheriff's Department, Department on the Status of Women, and community based anti-domestic violence service providers. Participants identify emerging issues or review existing policies at each agency as they relate to victims of domestic violence. Judicial officers from the Family Court and Criminal Court also attend meetings of the Family Violence Council. These trainings and meetings are an important component of the Court's efforts to fulfill the Justice and Courage recommendations to provide a comprehensive response to domestic violence in San Francisco.

## **Oversight and Administration**

The Oversight Panel accomplished a majority of the recommendations contained in the original *Justice and Courage Report* and following reports and Strategic Plans. However there are still a number of recommendations in progress or incomplete. The 2002 *Justice and Courage Report* created the Oversight Panel as a multi-disciplinary committee to implement its recommendations, under the auspices of the Commission and Department on the Status of Women. The *Strategic Plan* identified maintaining the Justice and Courage Oversight Panel as a forum for illuminating and responding to domestic violence and victim response issues as a critical component of the Oversight Panel's work.

The Oversight Panel excelled as a multi-disciplinary committee since its creation in 2002, meeting as often as 10 times per year over the course of 12 years. Engaging with numerous City officials and staff members system-wide, the Oversight Panel has fostered collaborations between criminal justice agencies, the private sector, non-profit organizations, and the community. The Oversight Panel has also identified emerging issues and developed collaborative responses to fill the needs of San Francisco's community. This has involved the creation of subcommittees to work on specific gaps, such as housing for domestic violence survivors, and initiating the *Safety for All Audit and Courage to Change Report* to better inform its work. The Oversight Panel's efforts have culminated in this final evaluation to inform future advancements in the criminal justice system's response to domestic violence in San Francisco.

The collaborations and relationships fostered through Justice and Courage have blossomed into a vibrant Family Violence Council, established in 2007 through local ordinance by the Board of Supervisors. The Family Violence Council, which includes representation from criminal justice agencies and public health, educational, and other social service agencies, has expanded the domestic violence focus of Justice and Courage to include child abuse and elder abuse. The oversight offered by Justice and Courage will continue through the work of the Family Violence Council, which will take on the unfinished recommendations.

## Protocols

The creation of written protocols on handling domestic violence cases remains an area in partial completion. While many departments have some written protocols, certain interdepartmental protocols remain unwritten. The original *Justice and Courage Report* underscored the importance of evaluating and enhancing the existing protocols that address domestic violence across criminal justice agencies. Protocols should be reviewed internally and in an interdepartmental context to ensure that the needs of the specific department are met and that the policies support effective work in other related departments. Evaluation mechanisms were called for to ensure that the practices of the department followed the criteria for each protocol.

To fulfill this function, the Protocols Committee was created in 2003 and operated until 2006. Using the recommendations of the original report as a guideline, the committee surveyed the protocols of each department that addressed domestic violence in San Francisco. The committee prompted criminal justice agencies to internally review their protocols and provided the interdepartmental context that the initial Justice and Courage report endorsed. By 2005, the *Safety for All Audit* reported that the Protocol Committee had finished reviewing each department's written and unwritten protocols and summarized its findings in a report. While committee meetings served as an evaluation mechanism, a formal, ongoing evaluation mechanism was not established to assess department practices.

## Resources

The level of resources for domestic violence services in San Francisco has significantly increased through the guidance of the Oversight Panel. The lack of resources in the criminal justice system was identified as a major challenge in the 2002 *Justice and Courage Report*. Significantly, departments and programs with specialized units to address domestic violence were found to be understaffed. Additionally, the report pointed to the need for evaluation of domestic violence training curricula in all departments. These evaluations would be critical to ascertain the effectiveness of the trainings. According to the report, trainings should include basic overviews of domestic violence, victim sensitivity, and cultural awareness, as well as department-specific information on the role of staff in addressing domestic violence, relevant policies and protocols, and cross training on collaborative efforts by other service providers or criminal justice agencies.

The Resource Committee began examining these issues in 2003. In 2005, the committee recommended designing a cross-training to provide additional training for criminal justice practitioners, as well as a forum for workers to learn with and from one another. In 2006, the Department on the Status of Women successfully obtained a grant from the Blue Shield of California Foundation to develop a Domestic Violence Response Cross-Training Institute. The training model was innovative in that it did

not just train individuals, but fostered collaboration by bringing together police officers, 911 dispatchers, probation officers, assistant district attorneys, victim advocates, deputy sheriffs and civilian staff from the Sheriff's Department, as well as their supervisors, to learn about the dynamics of domestic violence from experienced community trainers, and to learn about the intersection of their job roles with one another. This design built bridges between departments, allowing opportunities for learning, networking, and systems change. A central component of the Institute was the use of community-based service providers to conduct the trainings. Through the Institute, the Department on the Status of Women trained 437 criminal justice staff at 20 sessions over a 2-year period, including 67 from Adult Probation, 198 from the Police Department, 57 from the District Attorney's Office, 66 from Department of Emergency Management (911), and 54 from the Sheriff's Department. San Francisco received a National Association of Counties Achievement Award in 2009 for this groundbreaking training model.

Unfortunately, the Institute could not secure ongoing funding. Due to the dire economic situation facing San Francisco in 2008, many of the *Safety for All Audit* recommendations related to resources were incomplete. As a result, the *Strategic Plan* emphasized the importance of assessing the level of resources available for domestic violence services. The Oversight Panel adopted the goal of ensuring that criminal justice agencies and community-based organizations have the resources to appropriately respond to domestic violence incidences as they occur, and proposed that the Resources Committee identify gaps in funding and pursue additional resources.

While the current level of resources in San Francisco for domestic violence services is not ideal, in 2013, the improved financial state of San Francisco resulted in a major increase in funding for domestic violence services. The city funding allocated to the Department on the Status of Women for violence against women grants increased 25% from \$3,298,927 in fiscal year 2012-2013 to \$4,120,630 in fiscal year 2013-2014. The District Attorney's Office also received increased funding which enabled it to create a unified Domestic Violence Unit, consolidating the misdemeanor and felony domestic violence district attorneys and domestic violence victim witness staff in one space to facilitate a coordinated approach to serving victims. The District Attorney's Office also has an additional interview room available to provide a safe space for meeting with victims, as well as a safe waiting area for victims who are scheduled to attend Domestic Violence Court.

It is also important to note that while San Francisco may have allocated more funding to services for domestic violence victims and survivors, state and federal funding have been significantly reduced. Although the Cross-Training Institute and other safety measures represent great progress in addressing the lack of resources available for domestic violence services, there is still work to be done in this area.

## **Responding to Complexity of Diverse Community Needs**

San Francisco has developed a network of diverse services in the past decade. The *Safety for All Audit* team found that the criminal justice system did not adequately account for the increased risk of danger for domestic violence survivors with complex identities, such as undocumented immigrants or lesbian, gay, bisexual, transgender, or queer (LGBTQ) survivors. In most cases, these complex identities widen the gap between safety and services for the victim, creating barriers to victims seeking services.

To address the gaps in services for the diverse community of San Francisco, the Department on the Status of Women now funds community-based organizations that seek to meet the needs of these groups. For example, the Asian Women's Shelter's program for LGBTQ survivors, Arab Cultural and

Community Center's Women's Program, Lavender Youth Recreation and Information Center's (LYRIC) LGBTQ Young Women's Wellness program, Women in Dialogue's In Defense of Prostitute Women's Safety project, Mujeres Unidas y Activas' Sanando el Alma program, and Mission Neighborhood Center's Real Arising Issues Creating Empowered Students (RAICES) program receive funding to support the complex needs of San Francisco's diverse communities.

Criminal justice agencies and community-based organizations are similarly enhancing their services for the unique needs of certain communities in San Francisco. The District Attorney's Office has a specialized LGBT Victim Services Unit comprised of victim advocates who are experienced in serving LGBT victims of sexual assault and domestic violence. In 2013, the San Francisco Board of Supervisors passed the "Due Process for All" Ordinance, which prevents the keeping of a person in custody on an immigration hold, unless that person has a prior conviction for murder, sexual assault, trafficking, or assault with a deadly weapon.<sup>7</sup> This landmark ordinance reduces the barriers to receiving services that many immigrants experience.

Community-based providers, such as Community United Against Violence (CUAV), LYRIC and El/La, have also built the City's capacity to work with LGBTQ, monolingual Spanish transgender women, and queer youth. Moreover, Bay Area Legal Aid and Asian Pacific Islander Legal Outreach have increased the community's capacity by training organizations on legal issues and challenges faced by the LGBTQ community. Along with these advancements for addressing the complex needs of San Francisco's community, the Oversight Panel's work in promoting cultural competency throughout the criminal justice system is described in the Services for Limited English Proficient Victims and Survivors section below.

## Risk Assessment

The Justice and Courage recommendations on risk assessment remain partially completed. The *Safety for All Audit* reported that San Francisco's criminal justice system, from 911 to probation, did not systematically identify the factors that may make a victim more vulnerable to future harm. This information is essential for crafting an appropriate response to ensure victim safety.

With the guidance of the Audit Implementation Committee, the Department of Emergency Management adjusted their administrative practices to better incorporate risk assessment. Based on input from community providers and other criminal justice agencies, Department of Emergency Management developed a script for 911 dispatchers to use in cases of domestic violence. Since 2008, whenever a caller indicates that the perpetrator is a family member or an intimate partner, dispatchers use the script to elicit the most relevant information possible to promote victim safety and the safety of responding officers. Moreover, in partnership with the Police Department, Department of Emergency Management implemented the Premise Hazard function in the Computer Aided Dispatch (CAD) system. This function enables the Police Department to request that certain premises be flagged in the system to alert officers responding to a particular scene that there may be an increased risk to officers or others at that house due to domestic violence or stalking.

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<sup>7</sup> Robin Wilkey, "San Francisco Passes 'Due Process For All' Ordinance, Exempting City From ICE Immigration Hold," *The Huffington Post*, September 28, 2013, [http://www.huffingtonpost.com/2013/09/27/san-francisco-due-process\\_n\\_4006424.html](http://www.huffingtonpost.com/2013/09/27/san-francisco-due-process_n_4006424.html) (accessed April 19, 2014).

Lethality assessments have also been adopted by several criminal justice agencies to address this gap. The Adult Probation Department is currently moving towards evidence-based supervision and utilizing a domestic violence specific assessment tool for all clients. The Individual Treatment Rehabilitation Plan (ITRP) is used to address a wide range of needs identified in the assessment, including those related to substance abuse, co-occurring disorders, physical and mental health, medical issues, trauma, social service issues, immediate and long-term treatment goals, and the most appropriate treatment methods and resources to be used. The risk level identified by the assessment is the determining factor for supervision and contact standards for all cases assigned in the Domestic Violence Unit.

The District Attorney's Office administers informal risk assessments for every case to facilitate the Assistant District Attorney's argument for stay-away orders and other measures to keep the victim safe during and after the case's progression through the legal system. However, these risk assessments do not follow a written protocol. Similarly, police officers do not currently conduct a lethality assessment at the scene, which could be critical to victim safety. The Police Department does inform its on-site community advocates after an incident. These advocates reach out to the victim and, when they are able to make contact, use a danger assessment tool to measure the victim's perception of their risk. In 2013, the District Attorney's Office, Department on the Status of Women, and several community groups collaborated and received a federal grant to improve lethality assessment in San Francisco. While the Justice and Courage recommendations have fostered progress on risk assessment in several criminal justice agencies, there is still work to be done.

## **Safe Housing for Domestic Violence Survivors**

Many of the recommendations pertaining to housing for domestic violence survivors are still in progress. The *Strategic Plan* advocated for the expansion of safe public housing options for domestic violence survivors. Gaining access to and maintaining affordable housing is essential to helping survivors of domestic violence, stalking, and/or sexual assault to escape abusive relationships and start new lives free of violence. As Justice and Courage evolved, it recognized the need to look beyond the criminal justice system to enhance San Francisco's response to domestic violence.

The Committee on Housing for Survivors of Domestic Violence was created in 2010 and is still active. Although the *Strategic Plan* identified a timeline of accomplishing expanded safe housing options for domestic violence survivors by the end of 2011, this work has proven more challenging than anticipated. One of these challenges is the high cost of living in San Francisco. Although shelter services house domestic violence survivors for a period of time, there is a distinct lack of affordable, permanent housing in the City.

The Housing Committee has made substantial progress in its work with the San Francisco Housing Authority. This work has included reviewing, updating, and translating the Housing Authority's notices to tenants about their rights as domestic violence survivors, as well as domestic violence trainings for all Housing Authority staff in 2014. The committee also successfully proposed the funding of two community-based domestic violence advocates at the Housing Authority. For the first time, the city budget approved in 2014 included monies to meet this need. These advocates will provide counseling, advocacy, safety planning and transfer assistance to victims of domestic violence living or applying to live in San Francisco Housing Authority sites and/or funded units. In addition to its work with the

Housing Authority, the Committee was also able to provide training on domestic violence awareness, prevention, and housing laws to other low income housing providers.

## **Safety Audit Implementation and Replication**

The *Strategic Plan* underscored the importance of implementing the recommendations of the *Safety for All Audit* and replicating the audit process. The Audit Implementation Committee convened from 2007 through 2009 to support and review the execution of the *Safety for All Audit's* recommendations. To accomplish this, the committee surveyed each department about the status of the applicable recommendations. Their work culminated in the *Courage to Change Report*, which indicated completed and incomplete recommendations, and areas for future efforts to address. The *Strategic Plan* also charged the Oversight Panel with conducting a second audit by 2012. While a full scale second audit was not accomplished, this final evaluation serves as a conclusive assessment of the Oversight Panel's work to implement the recommendations made in each report to improve San Francisco's response to domestic violence.

## **Services for Limited English Proficient Victims and Survivors**

San Francisco greatly expanded domestic violence services to Limited English Proficient (LEP) speakers in the decade since Justice and Courage launched. The *Safety for All Audit* and the *Strategic Plan* identified LEP services as a critical gap in San Francisco's system for responding to domestic violence. Specifically, the audit pointed to the importance of addressing practitioners' lack of in-depth cultural competence for responding to victims and their needs, as well as insufficient interpretation and translation services. Similarly, the *Strategic Plan* charged the Oversight Panel with removing language barriers to domestic violence assistance and services to ensure that survivors have access to high quality interpretation. To accomplish this goal, it proposed partnering with the Office of Language Services (OLS).

Since the *Safety for All Audit* and *Strategic Plan*, several important steps have been taken to improve LEP services. One of the most notable accomplishments was the San Francisco Police Department's training video, rolled out in 2014, which illustrates the appropriate response to LEP victims. This video was created with input from the Office of Citizen Complaints and community-based organizations. It includes vignettes on addressing domestic violence and elder abuse when an individual has limited English proficiency, emphasizing best practices and techniques for interviewing LEP victims.

The video promotes LEP services such as bilingual officers, and the Language Line Services, which was secured with the assistance and leadership of the City Administrator's Office. Language Line Services is a highly-rated telephone-based translation service that provides translators in over 175 languages. In 2007, use of the Language Line for general interviews was written into the Police Department's protocols and widespread use was facilitated by AT&T's donation of a number of cell phones and dual-handset phones for use by criminal justice responders.<sup>8</sup> This allowed police officers to receive immediate, on scene translation that does not involve unreliable methods, such as interpretation

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<sup>8</sup> Jill Tregor and Jeanine Karp, "San Francisco Launches Mobile Language Interpretation Project for Domestic Violence Survivors," *The Business Wire*, October 30, 2007, <http://www.businesswire.com/news/home/20071030006624/en/San-Francisco-Launches-Mobile-Language-Interpretation-Project#.UzC7-ldWIU> (accessed April 12, 2014).

through children (now outlawed in California), the perpetrator, or bystanders. The Police Department is currently in the process of providing officers with smart phones that have translation software to enable immediate communication pending the arrival of a bilingual officer or Language Line interpreter.

While telephonic translation is an important improvement, the *Courage to Change Report* noted that translation would ideally be provided by the trained responders. The 911 dispatchers now have the ability to locate the Police Department's bilingual officers and send them to a scene if they are nearby and available. The training video and translation services are essential advancements to the criminal justice system's culturally-competent response to LEP victims of domestic violence in San Francisco.

Additionally, the Office of Civic Engagement and Immigrant Affairs (OCEIA) has advanced language access across San Francisco. Since 2009, the OCEIA has released an annual compliance summary report on San Francisco's efforts to fulfill its language access ordinance.<sup>9</sup> The reports highlight key improvements and remaining gaps in services provided by city government for LEP residents. In 2010, with the leadership of the City Administrator, now Mayor Edwin Lee, San Francisco was awarded private grants from the Zellerbach Foundation and the Annie E. Casey Foundation to create a pilot language fluency training program for persons responding to domestic violence: *Bridges to Freedom*. This program offered: (1) 16-week courses in Cantonese and Spanish aimed at building language fluency among City employees and other individuals responding to cases of domestic violence, and (2) three 4-hour sessions of Cantonese or Spanish training, focusing on terminology acquisition, for City employees responding to domestic violence called "Refresher Courses." The curriculum and instruction were developed and managed under the direction of the Department on the Status of Women. By its conclusion, *Bridges to Freedom* trained a total of 112 participants; 57% were employed by the City and County of San Francisco, 29% were employed by community agencies based in San Francisco, and 14% were employed outside San Francisco or from other government agencies. Due to lack of funding, *Bridges to Freedom* has not been extended beyond the pilot program. Yet it serves as another example of key improvements in the criminal justice system's response to domestic violence victims and survivors, in this case, from the LEP community.

Finally, internal protocols for responding to LEP survivors have been implemented in every criminal justice agency in San Francisco, including the Department of Emergency Management, the Police Department, the District Attorney's Office, Adult Probation Department, the Sheriff's Department, and the Courts. In general, these protocols require staff to first seek bilingual staff members for translation support and utilize the Language Line Services as an alternative if a bilingual staff member is not available. Furthermore, in 2014, San Francisco certified Tagalog as a third language, meaning that all city communications of essential information and services must be translated into Tagalog.<sup>10</sup> Every department has translated its mandatory forms into Spanish and Cantonese, and some departments have translated forms into other languages as well.

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<sup>9</sup> Office of Civic Engagement & Immigrant Affairs, (2013) *Advancing Language Access in San Francisco: Language Access Ordinance Annual Compliance Summary Report*, San Francisco, CA, March 2013, <http://sfgsa.org/modules/showdocument.aspx?documentid=10126> (accessed June 1, 2014).

<sup>10</sup> "Tagalog Certified As Third Language To Be Used In SF City Services Communications," CBS, April 2, 2014, <http://sanfrancisco.cbslocal.com/2014/04/02/tagalog-certified-as-third-language-to-be-used-in-sf-city-services-communications/> (accessed May 20, 2014).

San Francisco has also increased funding for community agencies serving LEP communities. In 2012, the District Attorney's Office, Department on the Status of Women, Asian Women's Shelter, and La Casa De Las Madres received a federal grant to improve prosecution, financial empowerment resources, and direct services for domestic violence victims who are considered to be at high risk of lethality, because they are LEP, LGBTQ, or an immigrant. In fiscal year 2013-2014, the Department on the Status of Women also increased funding to community organizations providing civil domestic violence legal services to LEP communities. These advances in LEP services illustrate the significant impact of the Justice and Courage Oversight Panel's work in San Francisco.

However state funding has not kept pace with City funding. In the past few years, unprecedented state funding cuts to our court system pose a risk to court interpreters, who provide a vital service to limited English speaking litigants and victims in court. While San Francisco currently provides interpreters in both civil and criminal domestic violence cases, we must remain vigilant as courts struggle to balance their budgets.

## **Stalking Awareness and Response**

The criminal justice system in San Francisco has taken several critical steps in improving services for victims of stalking. The *Safety for All Audit* and the *Strategic Plan* both established the importance of improving San Francisco's criminal justice response to stalking. The *Safety for All Audit* highlighted the lack of police codes, training, and administrative procedures related to stalking cases. It highlighted the importance of ensuring that police reports are reviewed by persons trained in stalking, to reduce the likelihood of minimizing the potential dangerousness of stalking behaviors. The *Strategic Plan* called for the Oversight Panel's continued participation in the District Attorney's Stalking Task Force to address this gap in services.

The Department of Emergency Management has made two significant improvements to San Francisco's criminal justice response to stalking. First, in 2008, Department of Emergency Management programmed two new call types into the automated system used by dispatchers. These new codes identify a call as "stalking" or "domestic violence stalking." All 911 dispatchers are trained on the use of these codes and in identifying stalking cases. This is a critical component to a system-wide response to stalking, as these codes determine to which unit a case is assigned in the Police Department and its priority level for investigation.

The Police Department has also implemented several new procedures to better address stalking in San Francisco. A roll call training for all officers about the stalking codes used by 911 dispatchers facilitated dissemination of this information throughout the force. Additionally, the Police Academy added a two-hour POST-certified stalking training to Basic Recruit Classes and the bi-annual Continuing Professional Training courses officers must complete. Furthermore, the Police Department issued a Department Bulletin on stalking, informing inspectors and officers about the issue and the prescribed response.

The District Attorney's Office acted on several recommendations of the *Safety for All Audit* to improve its response to stalking cases. The Stalking Task Force, coordinated by the Stalking Unit Assistant District Attorney, was re-started as a policy body to include participation from the criminal justice departments and community-based agencies working with domestic violence survivors. This connection with the community is vital, as the District Attorney's Office has a policy to refer victims to community-based organizations for services, even if a case cannot yet be charged. Additionally, the District Attorney's



Office released a *Stalking Resource Guide* in 2009. This guide details tips on safety planning for victims, methods for documenting incidents, resources and referrals for local agencies, and information on the criminal justice system's response to stalking cases.

There is still a great deal of work that needs to be done to enhance stalking awareness and response. Most notably, technological advancements have facilitated and changed the nature of this crime. Yet together, the Department of Emergency Management, the Police Department, the District Attorney's Office, and the Justice and Courage Oversight Panel have made vast improvements to San Francisco's awareness of and response to stalking cases. This is a priority for the Family Violence Council.

## **Training**

While the Oversight Panel has fostered improvements in trainings on domestic violence throughout San Francisco's criminal justice system, many of the recommendations remain partially complete as the trainings are not ongoing. The *Strategic Plan* underscored the importance of providing all members of the criminal justice system with domestic violence training that addresses emerging issues and creates opportunities for cross-system collaboration. To accomplish this goal, it endorsed conducting an audit of training practices and resources within criminal justice agencies as well as establishing stable, long-term funding for the Domestic Violence Response Cross-Training Institute.

Although the Department on the Status of Women has not secured ongoing funding for the Institute, several other cross-departmental training projects have been conducted. In 2009, the District Attorney's Office, in collaboration with the Police Department, created a four-hour training for police officers on improving evidence collection to assist with prosecution of domestic violence cases. Community-based providers also fill in the training gaps at criminal justice departments. For instance, the Mayor's Office of Housing provided funding for a community agency to train 500 police officers and other criminal justice staff on domestic violence in later life. Community-based organizations also provide numerous trainings for criminal justice agencies throughout the year. For example, the Domestic Violence Consortium and several other organizations have hosted Laura Vandernoot Lipsky's Trauma Stewardship Institute workshops from 2010 to 2013 to reduce the burn-out and secondary trauma of staff working on domestic violence cases.

Each criminal justice agency provides training for its staff on domestic violence as well. The Department of Emergency Management staff members receive four hours of training on domestic violence in the Peace Officers and Standards Training (POST) academy. Adult Probation Department also includes annual training on domestic violence. During the fiscal year 2013 – 2014, probation officers assigned to the Domestic Violence Unit were required to attend 8 hours of training provided by community based advocates, 16 hours of trauma training, and 8 hours of anti-human trafficking training. The District Attorney's Office is currently developing an in-house curriculum for a domestic violence training. Police Department officers receive 16 hours of domestic violence training at the Academy; eight hours of domestic violence training during advanced officer trainings, and inspectors assigned to the Special Victims Unit receive 40 hours of specialized domestic violence training at the time they are assigned to the unit. Clearly, Justice and Courage has facilitated several important improvements in domestic violence trainings across San Francisco and we will continue to focus on training in the future.

# Future Efforts

## Unfinished Recommendations

The Justice and Courage Oversight Panel and the criminal justice agencies of San Francisco set a high standard for collaboration and system-wide reform. Of the 170 recommendations,<sup>11</sup> excluding the 10 tabled recommendations,<sup>12</sup> 121 have been completed since 2002. However, City-wide transformation is a complex and challenging process. There is still work to do. Even the completed recommendations require ongoing attention. As of June 2014, 29 recommendations were either in progress or had achieved substantial progress<sup>13</sup> and 20 were incomplete. The categories below provide a roadmap for future efforts.

### Protocol and Policy Development

Justice and Courage identified the following areas where a written policy or protocol would improve or solidify one or more agencies' response to domestic violence:

- Institutionalizing written protocols on interagency communication; in particular, the notification of probationers involved in new offenses, and shared data systems (JUS.T.I.S.);
- Improving access to services for people with disabilities;
- Convening a local dialogue group to enhance batterer accountability;
- Strengthening policies on domestic violence in the workplace;
- Strengthening policies on children who witness domestic violence;
- Improving protocols to identify primary aggressors;
- Creating an interagency Task Force on Limited English Proficiency issues;
- Creating an integrated criminal court to handle both felony and misdemeanor domestic violence cases;
- Improved policies on victim contact;
- Instituting risk assessment tools in all criminal justice agencies;
- Developing a protocol for responding to domestic violence at subsidized housing providers.

### Training

A recurring theme was the need for ongoing, specialized training. Some of the areas identified were:

- Ongoing and regularly updated training on cultural competency/underserved communities for all criminal justice agencies;
- Secondary trauma training for both community and government agency staff;
- Domestic violence training for certified interpreters;
- Training on best practices on victim contact;
- Stalking training;

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<sup>11</sup> See Appendix A for complete list of recommendations

<sup>12</sup> See Appendix B for explanations of tabled recommendations

<sup>13</sup> See Appendix C for explanation of each recommendation's progress

- Regular, institutionalized training for judges on domestic violence;
- Securing funding for Domestic Violence Cross Training Institute.

### **Community-Based Organizations**

Since many more domestic violence survivors reach out to community based organizations instead of the criminal justice system, these organizations play a key role in responding to domestic violence. Among the unfinished recommendations affecting community organizations identified by Justice and Courage were:

- Review communication procedures between victim services and criminal justice agencies;
- Evaluate the existing criminal justice advocacy services provided to victims by community based agencies;
- Explore shelter services for domestic violence survivors who have histories or current experiences with substance abuse or sex work;
- Ensure that stalking victims are connected with community-based advocates;
- Increase resources for community based organizations serving the diversity of survivors.

### **Monitoring and Evaluation**

One of the major accomplishments of Justice and Courage was its evaluation of existing policies. However a formal process for regular ongoing evaluation was not established. The following recommendations address monitoring or evaluation:

- Auditing and evaluating resources and trainings;
- Evaluating implementation of domestic violence protocols;
- Instituting a complaints procedure at criminal justice agencies for survivors who felt they did not receive an adequate response to their domestic violence incident;
- Conduct a second Safety Audit;
- Evaluate the effectiveness of the batterer intervention programs;
- Better data collection by the Police Department, Adult Probation, and the Courts.

### **Areas for Further Research**

As the Oversight Panel has worked to improve San Francisco’s response to domestic violence, additional gaps in services have come to light. One of these avenues for future efforts is research into the intersectional nature of domestic violence and other issues, particularly homelessness and substance abuse. Research examining the relationship between these factors and barriers to domestic violence services would be essential to reaching survivors with multiple barriers. Similarly, technological advances in the past twelve years have created new tools for stalking and domestic violence perpetrators that have yet to be fully understood. Research could investigate the new dynamics between victims and perpetrators as well as the new challenges for law enforcement generated by this technology.

## Next Steps

Although the Justice and Courage Oversight Panel is concluding its tenure, the work will continue through the San Francisco Family Violence Council. The Attorney General mandates that every county in California have a Family Violence Council, which typically focuses only on domestic violence. In 2007, San Francisco became the first county to broaden its scope to include child abuse and elder abuse along with domestic violence. Tri-chaired by three community-based experts in these different forms of family violence, the Family Violence Council has become a key body in coordinating enhanced communication and collaborative efforts among its many City and community partners. In 2009, the Council released the first *Annual Report* that provides a big-picture view of the statistics and trends related to child abuse, domestic violence, and elder abuse in San Francisco. The Family Violence Council has created a Justice and Courage subcommittee which will continue to work on the unfinished recommendations itemized in Appendix D as well as newly discovered gaps.<sup>14</sup> It will also expand the scope of the Oversight Panel by including members from the Department of Public Health and other City departments and organizations represented at the Family Violence Council. The work of Justice and Courage, for which collaboration was key, will continue in expert hands.

## Conclusion

Since 2002, San Francisco has accomplished significant advancements in its system-wide response to domestic violence. While this work will always be an ongoing process, the Justice and Courage Oversight Panel made critical advancements in the City's response to domestic violence homicides. When Claire Joyce Tempongko was murdered by her ex-boyfriend in front of her children, San Francisco's criminal justice system had many gaps in services for victims of domestic violence and stalking. The Justice and Courage Oversight Panel has attained important achievements like the Department of Emergency Management's new codes and protocols for domestic violence-related crimes, the Police Department's training video on best practices for serving LEP victims, the District Attorney's Office's Stalking Resource Guide, the Adult Probation Department's Correctional Assessment and Intervention System, the Domestic Violence Response Cross-Training Institute, and the audit of batterer intervention programs.<sup>15</sup> The accomplishments of Justice and Courage are evidenced by San Francisco's unprecedented 44 months, from June 2010 to January 2014, without a domestic violence homicide.

The Justice and Courage Oversight Panel's success is built upon the open communication, cross-departmental cooperation, and support of Mayor Edwin Lee, former Mayors Willie L. Brown, Jr. and Gavin Newsom, city department heads, and community stakeholders. Without each department's willingness to assess and evaluate their practices and the trust displayed by the staff and administration of these departments and the community, the Oversight Panel's accomplishments could not have been achieved. Each participant in the efforts of Justice and Courage is to be commended and honored for their dedication to creating a safer San Francisco and a seamless, supportive system for responding to domestic violence. While there are still gaps in our seams, Justice and Courage has saved lives. We just need to keep weaving our safety net even tighter.

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<sup>14</sup> See Appendix D for table of recommendations to be addressed by the Family Violence Council.

<sup>15</sup> See Appendix E for a list of accomplishments by department.

## Appendix A: Complete List and Status of Recommendations

### Definitions:

- **Completed** – the Oversight Panel judged the mechanism to fulfill the recommendation to be at least 90% fulfilled. There are 121 completed recommendations.
- **Substantial Progress** – the Oversight Panel recognized that the agency or organization has realized significant changes towards fulfilling the recommendation, but there is still more work to be done. (See Appendix D.) There are 17 substantial progress recommendations.
- **In Progress** – the recommended agency or organization is working towards fulfilling the recommendation, but has not achieved any policy changes as of the date of this report, or the recommendation cannot be designated complete due to its ongoing nature (i.e. training). (See Appendix D.) There are 12 in progress recommendations.
- **Incomplete** – the Oversight Panel judged the recommended agency or organization to have made no advancements and no current action towards fulfilling the recommendation. There are 20 incomplete recommendations.
- **Tabled** - the Audit Implementation Committee determined in the *Courage to Change Report* that the recommendation was either unnecessary or not a best practice for San Francisco. (See Appendix C.) There are 10 tabled recommendations.

| INTERAGENCY                       |   |                      |
|-----------------------------------|---|----------------------|
| Source                            | Recommendation  | Status               |
| <i>Justice and Courage</i> (2002) | 1. Create a multi-disciplinary oversight committee under the authority of the Commission and Department with responsibility for implementing the recommendations in this report and for evaluating and analyzing the impact of the implementation. The committee should include representatives from the Mayor’s Office, the Board of Supervisors, the Commission on the Status of Women, city departments including the Police Department, the District Attorney’s Office, the Adult Probation Department, the Sheriff’s Department, the courts, the Department of Public Health, and representatives from community-based programs including violence against women intervention and advocacy service providers, shelters, men’s programs, and violence against women prevention programs. The committee’s work will culminate in a final evaluation of the implementation of these recommendations and a reassessment of the violence against women service delivery, crisis intervention, and criminal justice response systems in San Francisco. | Completed            |
| <i>Justice and Courage</i> (2002) | 2. Establish written protocols for regular and effective communication between the Police Department, the District Attorney’s Office, the Adult and Juvenile Probation Departments, the Sheriff’s Department and the courts (civil, criminal and juvenile divisions). At a minimum, these protocols should provide a mechanism for interdepartmental tracking of cases and criminal history of defendants and regular communication   | Substantial Progress |

|                                      |    |   |                      |
|--------------------------------------|----|---|----------------------|
|                                      |    | between the heads of the specialized domestic violence units to share information regarding changes to processes and protocols of each department.  |                      |
| <i>Justice and Courage</i><br>(2002) | 3. | <p>Establish written protocols for agreements between the Police Department, the District Attorney’s Office and the Adult Probation Department regarding how each department will address probationers who are involved in new offenses or violations of probation. At a minimum protocols should provide:</p> <ul style="list-style-type: none"> <li>a) a mechanism for sharing of information;</li> <li>b) an outline of each department’s role in responding to these situations;</li> <li>c) timelines for sharing information and action to be taken;</li> <li>d) guidelines that address both prosecution for new offenses and revocation of probation or parole;</li> <li>e) a tracking system to document interdepartmental communication;</li> <li>f) the resolution of each case.</li> </ul> <p>This documentation should be reviewed regularly to ensure that the protocols are adequate to affect a timely and effective response and that cases are resolved satisfactorily.</p> | Substantial Progress |
| <i>Justice and Courage</i><br>(2002) | 4. | Develop collaborative agreements between the components of the criminal justice system (Police Department, District Attorney’s Office, Adult Probation Department, and Superior Court) and social service and victim service programs. These agreements should establish effective referral processes and coordinate communication to victim/survivors of domestic violence. At a minimum, this referral process should specify how victim/survivors will be informed of their full options and legal rights, how victim/survivors will be referred to existing support services, what types of follow-up contacts will be made, and how referral and communication with victim/survivors will be documented.   | In Progress          |
| <i>Justice and Courage</i><br>(2002) | 5. | Establish an evaluation process to monitor the implementation of individual agency and interdepartmental protocols regarding domestic violence and regularly evaluate the effectiveness of existing policies and service delivery systems. Evaluation procedures may include auditing individual agency performance, evaluation of individual cases, spot checks, or other methods.   | Incomplete           |
| <i>Justice and Courage</i><br>(2002) | 6. | Establish departmental complaint procedures for each component of the criminal justice and social service systems that victim/survivors can use to address instances in which they feel that they have not received an adequate response to a domestic violence situation. Departments should develop internal databases to track complaints and resolution of complaints. Complaints should be reviewed regularly within the individual departments to assess for breakdowns in the policies and   | Incomplete           |

|                                      |     |   |                      |
|--------------------------------------|-----|---|----------------------|
|                                      |     | procedures and/or for individual performance issues and between departments to assess the service delivery systems overall.   |                      |
| <i>Justice and Courage</i><br>(2002) | 7.  | Cooperate in the development and implementation of a compatible computer system(s), such as the Justice Information System (JUS.T.I.S.), to ensure that effective tracking of current and accurate data can be shared between the Police Department, the District Attorney’s Office, the Adult Probation Department, the Sheriff’s Department, and the courts (civil and criminal divisions). This system should allow for access to information regarding criminal activity within the City and County of San Francisco as well as jurisdictions outside of San Francisco. This system should provide instant notification to the appropriate departments when a probationer or parolee is involved in any reported crime.   | In Progress          |
| <i>Justice and Courage</i><br>(2002) | 8.  | Review existing policies, and where needed, establish new policies for the Police Department, the District Attorney’s Office, the courts and social services related to child witnesses of family violence. Training should be provided to all staff in all departments on the effect of exposure to domestic violence on children. Where possible and appropriate, departments and programs should work collaboratively with SafeStart and the Greenbook Project as well as other child welfare programs.  | Substantial Progress |
| <i>Justice and Courage</i><br>(2002) | 9.  | Review and enforce employee policies on domestic violence and violence in the workplace to ensure that employees who are victim/survivors of domestic violence are accorded their full legal rights. Ensure that every legal effort is made to hold employees who are domestic violence offenders accountable in their workplace.   | In Progress          |
| <i>Justice and Courage</i><br>(2002) | 10. | Review domestic violence training for staff in all components of the civil and criminal justice and social service systems. Advocates who work against domestic violence must be included in the review of existing trainings, in developing new or revised training protocols, and in providing trainings. Funding should be made available to ensure that advocates and domestic violence experts are able to participate fully in developing and implementing trainings. All trainings must include:<br><br>a) victim sensitivity;<br>b) cultural diversity;<br>c) dynamics of domestic violence;<br>d) the connections between domestic violence and substance abuse; &<br>e) cross-training on the role of other services and/or systems which victim/survivors of violence encounter. | Substantial Progress |
| <i>Justice and Courage</i>           | 11. | Develop programs to reduce the burn-out and secondary trauma of staff assigned to domestic violence units. Work on issues of domestic violence  | Substantial Progress |

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| (2002)                            |     | is extremely challenging, personally and professionally. Staff of any criminal justice agency, social service agency, or community-based program who deal with domestic violence issues on a regular basis should have access to stress reduction programs, counseling, and other programs or services which address or reduce the impact of secondary trauma. In addition, staff assigned to work in specialized units or programs should be given the opportunity to rotate assignments frequently and/or other accommodations should be made available to reduce burnout and vicarious trauma. |                      |
| <i>Justice and Courage</i> (2002) | 12. | Establish clear protocols within each agency having direct contact with domestic violence victim/survivors supporting the right of all victim/survivors to seek assistance regardless of citizenship status, residency status, or country of origin. These policies should be well publicized and efforts made to ensure that victim/survivors who are immigrants or refugees are aware of their legal right to seek services without having to provide immigration documents or endanger their immigration status.   | Completed            |
| <i>Justice and Courage</i> (2002) | 13. | Increase resources for community based domestic violence agencies. A 2000 study completed by the Department on the Status of Women titled <i>Violence Against Women and Girls in San Francisco: Meeting the Needs of Survivors</i> documents a need to invest more resources in San Francisco violence against women service delivery systems. The report clearly documents barriers that survivors of domestic violence face when seeking support and the need for additional programs and funding to reduce or eliminate these barriers.  | Substantial Progress |
| <i>Justice and Courage</i> (2002) | 14. | Evaluate civil and criminal justice and social service systems regarding their accessibility to people who do not speak and/or read English. Develop and implement a plan to improve access to services for non-English speakers and/or readers.  | Substantial Progress |
| <i>Justice and Courage</i> (2002) | 15. | Establish clear protocols and tools for components of the criminal justice system, social service system, victim services programs, and batterer treatment programs to assess for the primary aggressor. Review criminal justice statistics regarding mutual arrests to evaluate for systemic problems related to the determination of primary aggressor and/or situations erroneously defined as mutual battery/combat. Evaluate protocols and tools regularly, including feedback from victim service programs and offender treatment programs.   | Incomplete           |
| <i>Justice and Courage</i> (2002) | 16. | Evaluate civil and criminal justice and social service systems regarding their accessibility to people with physical and mental disabilities. Develop and implement plans to improve access to services for people with disabilities.   | Incomplete           |



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| <i>Courage to Change</i> (2010) | 17. | Identify and allocate more money for quality domestic violence training across all criminal justice system agencies, including dedicated funding for ongoing, regular domestic violence training.  | Incomplete |
| <i>Courage to Change</i> (2010) | 18. | Enhance communication between criminal justice system agencies and victims by creating written protocol and training for all departments on victim contact. Protocols should consider victim contact by multiple criminal justice agencies and strive to reduce repeat or contradictory phone contacts with victims  | Incomplete |
| <i>Courage to Change</i> (2010) | 19. | Create a comprehensive, system-wide protocol on identifying, documenting, and charging stalking cases, including a specific stalking code for 911/Department of Emergency Management. This comprehensive protocol could be developed either as part of the Stalking Task Force or by a separate group.   | Completed  |
| <i>Courage to Change</i> (2010) | 20. | Provide mandatory training and cross-training for all criminal justice system interveners on stalking as part of the Stalking Task Force or a separate group. All training should be in conjunction with criminal justice practitioners and community-based organizations.   | Incomplete |
| <i>Courage to Change</i> (2010) | 21. | Create a systematized way of ensuring that all identified stalking victims are identified as such despite the level of crime charged (e.g., misdemeanor or felony) and are connected with community-based advocacy services (e.g. La Casa de las Madres and/or other organizations).   | Incomplete |
| <i>Courage to Change</i> (2010) | 22. | Identify or develop, in conjunction with probation and community-based organizations, expanded treatment options for defendants convicted of stalking, including a specialized program to treat these defendants.  | Completed  |
| <i>Courage to Change</i> (2010) | 23. | Review the certification and training requirements for the “City certified interpreter roster” to determine if domestic violence training is included, available, and/or required for City certified interpreters, and determine whether the roster is accessible to all Departments.  | Incomplete |
| <i>Courage to Change</i> (2010) | 24. | Improve linkages between community-based organizations and City departments/agencies to ensure culturally appropriate services and support, particularly regarding LEP domestic violence victims. This includes improving awareness of existing services through training and outreach to agency workers, ensuring materials are available in different languages, and linking advocates from community-based organizations with victims to provide safety planning, help dispel myths about the criminal justice system, and explain the legal process. | Completed  |
| <i>Courage to Change</i>        | 25. | Develop a ‘flag’ to identify LEP victims in each of the criminal justice system’s computer systems, starting with Department of Emergency  | Completed  |

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| (2010)                          |     | Management, in order to facilitate timely interpretation services, awareness of additional time that may be needed, and linkages to community-based resources, etc.  |                      |
| <i>Courage to Change</i> (2010) | 26. | Update all Victim Resource Cards to include the District Attorney’s Victim Services Division and 311 (non-emergency City services). In addition, all translations of criminal justice system documents should include pictures where possible, since direct translations from English to another language may be confusing or inaccurate. (Pictures may also benefit illiterate victims.)  | Substantial Progress |
| <i>Courage to Change</i> (2010) | 27. | Establish ongoing and regularly updated cultural competency training in all criminal justice system departments in conjunction with community-based organizations that have a history of working with LEP domestic violence victims. Domestic violence training could be incorporated into existing cultural competency training provided by CBOs at the Police Academy and elsewhere within the criminal justice system.          | Incomplete           |
| <i>Courage to Change</i> (2010) | 28. | Establish a Task Force made up of key agencies and community-based organizations to ensure Audit Team recommendations regarding LEP victims are implemented within San Francisco and its relevant criminal justice agencies.   | Incomplete           |
| <i>Courage to Change</i> (2010) | 29. | Create additional linkages, communications, and accountability between court, victims, batterer intervention programs, the community-based advocacy community, and children’s services through standing meetings, a court-watch program, or other initiatives to be developed.   | Completed            |
| <i>Courage to Change</i> (2010) | 30. | Provide education and training for all criminal justice practitioners on traditionally underserved and underrepresented communities, including the impact of domestic violence in these communities.   | Incomplete           |
| <i>Courage to Change</i> (2010) | 31. | Ensure training and education on the identification of same-sex/LGBTQ victims for all criminal justice system agencies, to include the identification of resources and supportive services for victims.  | Completed            |
| <i>Courage to Change</i> (2010) | 32. | Conduct additional research on criminal justice system responses to traditionally underserved and underrepresented communities in San Francisco, including how issues of victim safety and batterer accountability are or are not accounted for by city departments.   | Incomplete           |
| <i>Courage to Change</i> (2010) | 33. | Convene a local dialogue group in collaboration with the California Partnership to End Domestic Violence – Bay Area Public Policy Research Committee, and the San Francisco Domestic Violence Consortium, to include batterer intervention programs, victim service programs, criminal justice system agencies, children’s groups, elder abuse groups, and other groups as identified, to explore the following questions: What is | Incomplete           |

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|                                 | accountability? What does safety mean in different communities? |  |           |
| <i>Courage to Change</i> (2010) | 34.   | Ensure that all criminal justice system agencies participate fully in the San Francisco Department on the Status of Women Cross-Training Institute, including providing trainers and sending workers to participate as trainees.   | Completed |
| <i>Courage to Change</i> (2010) | 35.   | Create a permanent community-based Training Network between the criminal justice system and community-based organizations (CBOs) serving domestic violence survivors, with a training coordinator that includes cross-training between CBO personnel and criminal justice personnel.   | Tabled    |
| <i>Courage to Change</i> (2010) | 36.   | Document annually all domestic violence-related training within each criminal justice system department, including training topics, hours allocated, and whether they were roll-call, in-house, or individual trainings.   | Completed |
| <i>Courage to Change</i> (2010) | 37.   | Provide intra-net and web-based domestic violence training to criminal justice system agencies   | Tabled    |
| <i>Courage to Change</i> (2010) | 38.   | Enhance communication between criminal justice system agencies by providing voice mail to patrol officers and email accounts to all criminal justice system personnel, with internet access at work to email.  | Completed |
| <i>Courage to Change</i> (2010) | 39.   | Enhance communication between criminal justice system agencies by sharing rosters of email and direct phone lines among criminal justice system personnel for DVRU <sup>16</sup> inspectors, prosecutors, probation officers, and others.  | Completed |
| <i>Courage to Change</i> (2010) | 40.   | Enhance communication between criminal justice system agencies by implementing a feedback system to patrol officers from DVRU inspectors and prosecutors regarding the investigation of domestic violence cases.   | Completed |
| <i>Courage to Change</i> (2010) | 41.   | Enhance communication between criminal justice system agencies and community-based organizations (CBOs) that serve domestic violence survivors by regularly updating all CBO Resource/User Guides available to criminal justice system agencies; consider standardizing one resource guide across all criminal justice agencies. This could be enhanced by the use of a communications network or website to quickly update information as needed. | Completed |
| <i>Courage to Change</i> (2010) | 42.   | Enhance communication between criminal justice system agencies and community-based organizations (CBOs) that serve domestic violence survivors by developing a 24/7 Victim Advocacy response system to   | Tabled    |

<sup>16</sup> As of October 2011, the DVRU is now a part of the Special Victims Unit (SVU).

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|                                 |     | strengthen linkages between patrol officers and advocates from all community-based domestic violence organizations, with participation by all community-based organizations, police, 911, and other relevant agencies.  |           |
| <i>Courage to Change</i> (2010) | 43. | Enhance communication between criminal justice system agencies and community-based organizations (CBOs) that serve domestic violence survivors by expanding linkages between victim advocacy services within the criminal justice system (i.e., advocates from La Casa de las Madres and Victim Services within the District Attorney’s office) and confidential community-based organizations serving domestic violence victim, especially in high-risk cases.   | Completed |
| <i>Courage to Change</i> (2010) | 44. | Enhance communication between criminal justice system agencies and victims by producing a simplified flow chart for victims to be able to follow case (e.g., where the case is in the system at each particular moment).  | Completed |
| <i>Courage to Change</i> (2010) | 45. | A Stalking Task Force currently exists as part of the District Attorney’s Stalking Grant. The Audit Team recommends expanding and/or reviving this Task Force to ensure key decision-makers from criminal justice system agencies and community representatives are part of this body, including representatives from 911/Department of Emergency Management (who are not currently on the Task Force), CBOs, and others.   | Completed |
| <i>Courage to Change</i> (2010) | 46. | Systematize the pathway for securing interpreters and translators across all criminal justice systems, from 911 through the courts. This could include making Language Line Services the interpreter for the entire criminal justice system (e.g., Department of Emergency Management, police, district attorneys), rather than having different resources for each department. In the meantime, the Audit Team recommends that if the District Attorney’s Office or the Probation Department need interpreter services, they call the Department of Emergency Management which can help secure interpretation. | Completed |
| <i>Courage to Change</i> (2010) | 47. | Establish a written protocol within all criminal justice system departments for working with LEP victims that takes into account their different needs, additional time required for interpretation and explanations of the criminal justice system, etc.; how staff access interpreter services, and other relevant issues. Such protocol should be developed in conjunction with community-based organizations that have a history of working with LEP domestic violence victims.   | Completed |
| <i>Courage to Change</i> (2010) | 48. | Review and update defendants’ batterer intervention program progress reports, including information about program termination/completion and other reports to the courts, in conjunction with judges, probation,  | Completed |

|  | batterer intervention program personnel, and community-based advocates.  |               |
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| <b>SAN FRANCISCO POLICE DEPARTMENT</b> |  |               |
| <b>Source</b>                          | <b>Recommendation</b>  | <b>Status</b> |
| <i>Justice and Courage</i> (2002)      | 49. The Police Department should develop protocols to assess all police reports for the relationship between the defendant and the victim. The Domestic Violence Response Unit (DVRU) should receive information on all cases involving a domestic relationship (marital, partner, or dating) between the defendant and the victim regardless of the type of crime. Protocols should address communication and cooperation between the DVRU and any other units that may also receive domestic violence related cases.   | Completed     |
| <i>Justice and Courage</i> (2002)      | 50. All domestic violence cases should be assigned to a DVRU inspector within 48 hours after the alleged commission of a crime or the reporting of a crime. Protocols for the assignment of cases to the DVRU should allow for expedient and effective communication regarding the reporting of the crime to the DVRU.   | Completed     |
| <i>Justice and Courage</i> (2002)      | 51. Written protocols for communication of reports and information regarding incidents of violation of parole or probation for domestic violence probationers must be developed. These protocols should specify that information on any reported incident be sent to the appropriate parties, even if the incident represents a seemingly minor infraction or misdemeanor.   | Completed     |
| <i>Justice and Courage</i> (2002)      | 52. New protocols should be developed and/or existing protocols enhanced to specify procedures for DVRU inspectors to follow-up with victims of domestic violence. Follow-up should happen as soon as possible after an alleged crime is reported and inspectors should actively follow-up with all victims of domestic violence crimes. Protocols should clearly indicate that follow-up contact is the responsibility of the Police Department and the burden should not be placed on the victim to follow-up on police reports.                                     | Completed     |
| <i>Justice and Courage</i> (2002)      | 53. Protocols regarding the investigation of domestic violence crimes should be reviewed and investigation questions standardized. All victims reporting domestic violence related crimes should be asked for complete information regarding the current alleged crime, any prior history of reported or unreported crimes, and any questions or concerns the victim may have regarding the domestic violence situation. Referrals should be provided based on any issues raised by the victim. These questions and the victims' responses should be fully documented. | Completed     |
| <i>Justice and</i>                     | 54. All domestic violence crimes assigned to the DVRU should be assigned   | Completed     |

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| <i>Courage</i><br>(2002)             |     | using a model of vertical investigation so that only one inspector is assigned to investigate each new report of a domestic violence violation related to an alleged perpetrator.  |           |
| <i>Justice and Courage</i><br>(2002) | 55. | Protocols for the temporary placement of a child(ren) should be reviewed and, where appropriate, revised to address situations when parents are not able to care for a child(ren) due to homicide, injury, arrest, or other circumstances related to domestic violence.  | Completed |
| <i>Justice and Courage</i><br>(2002) | 56. | All victims of domestic violence crimes should be provided with a referral card in a language that she or he is able to read. If the officer determines that the victim may not be able to read, referrals should be provided verbally as well as in written form.   | Completed |
| <i>Justice and Courage</i><br>(2002) | 57. | Referral cards should be updated regularly and new languages should be added based on an evaluation of significant populations living and/or working in San Francisco.   | Completed |
| <i>Justice and Courage</i><br>(2002) | 58. | The Domestic Violence Response Unit should be staffed fully with active duty inspectors who actually work in the unit full-time as opposed to with inspectors who are assigned to the unit but are temporarily working in another area or are on leave. Review the current allocation of twenty inspectors to the unit to ensure this capacity adequately supports the caseload.   | Completed |
| <i>Justice and Courage</i><br>(2002) | 59. | Staff evaluation tools specific to the investigation of domestic violence should be developed. All staff of the DVRU should have regular performance reviews that use standard evaluation tools as well as specialized domestic violence evaluation tools.   | Completed |
| <i>Justice and Courage</i><br>(2002) | 60. | The need for more victim advocates in the DVRU should be assessed. These advocates should be part of a collaborative effort between the criminal justice system and victim service programs. The Police Department should actively participate in the collaboration. Advocates should work directly out of the DVRU but should be employed by victim service providers and/or community-based agencies. The collaborative partners should assess the number of advocates needed. An initial recommendation would be no less than five advocates working in the unit full time. | Completed |
| <i>Justice and Courage</i><br>(2002) | 61. | Existing training on domestic violence should be reviewed and evaluated. Trainings should be evaluated by the Police Department and the oversight body, and, if needed, revised for: <ul style="list-style-type: none"> <li>a) the Police Academy (recommend 16 hours minimum on domestic violence);</li> <li>b) advanced Officer trainings (recommend eight hours of domestic violence training annually); and</li> </ul>   | Completed |

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|                                   | <p>c) inspectors assigned to the DVRU (recommend 40 hours of specialized domestic violence training at the time they are assigned to the unit).</p> <p>Training should address the legal and social aspects of domestic violence, strangulation and stalking crimes, effective responses to domestic violence, the impact of substance abuse on domestic violence, and victim sensitivity.</p>  |                      |
| <i>Justice and Courage</i> (2002) | 62. The Police Department should conduct regular department-wide trainings on stalking and Emergency Protective Orders as appropriate and necessary to ensure that all officers understand these important domestic violence issues and criminal justice tools.   | Completed            |
| <i>Justice and Courage</i> (2002) | 63. The Police Department should review data collection procedures and, where necessary, expand data collection to include documentation of the number of: <ul style="list-style-type: none"> <li>a) domestic violence calls to the police;</li> <li>b) domestic violence police reports;</li> <li>c) domestic violence related arrests;</li> <li>d) misdemeanor domestic violence charges;</li> <li>e) felony domestic violence charges;</li> <li>f) Emergency Protective Orders (EPOs) requested;</li> <li>g) EPOs granted;</li> <li>h) domestic violence reports investigated by the DVRU; and</li> <li>i) domestic violence cases presented to the District Attorney’s Office regardless of outcome.</li> </ul> | Substantial Progress |
| <i>Justice and Courage</i> (2002) | 64. Procedures should be established to regularly and systematically review police reports to ensure that responding officers write accurate and complete incident reports.   | Completed            |
| <i>Justice and Courage</i> (2002) | 65. Evaluation tools should be developed to review and evaluate violence against women cases to ensure that all protocols are followed and cases are handled properly.  | Completed            |
| <i>Courage to Change</i> (2010)   | 66. Update patrol officers’ Domestic Violence Supplemental Report (in accordance with state law) to ensure more comprehensive assessment of risk at the scene of an incident; possibly identify three key questions to help responding officers assess risk/safety that would be incorporated into the report format; and ensure all changes are documented in a Departmental Bulletin.   | Completed            |
| <i>Courage to Change</i> (2010)   | 67. Cease using the “victim declination form” within the DVRU (i.e., a form that victims sign indicating that they do not intend to participate in or “cooperate with” prosecuting the suspect in the case).  | Tabled               |

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| <i>Courage to Change</i> (2010) | 68. | Provide confidential, secure interview rooms for DVRU Inspectors, DVRU advocates from La Casa de las Madres, and staff from the District Attorney's Victim Services Division.   | Completed |
| <i>Courage to Change</i> (2010) | 69. | Explore options to provide adequate space and staffing to the DVRU and community-based victim advocates, to include administrative support, safe and ample waiting area, and a place for children while parents are waiting or being interviewed.   | Completed |
| <i>Courage to Change</i> (2010) | 70. | Develop a way to identify misdemeanor stalking cases and refer them to the DVRU for vertical investigation by DVRU Investigators.   | Completed |
| <i>Courage to Change</i> (2010) | 71. | More information is needed on the number and nature of Gone on Arrival (GOA) cases, (e.g., where the suspect is not present when the police officers respond to the scene), such as the number of such cases, dispatch priority level, and follow-up by subsequent interveners, such as DVRU inspectors or the prosecutor's office.   | Tabled    |
| <i>Courage to Change</i> (2010) | 72. | Require DVRU Inspectors to receive updated and specialized domestic violence training on an annual basis.   | Completed |
| <i>Courage to Change</i> (2010) | 73. | Within the police department, prioritize the domestic violence portion of the bi-annual, 40-hour training for patrol officers; prioritizing includes moving the domestic violence segment from its Friday afternoon time-slot to a segment earlier in the week and expanding the allotted training time.  | Completed |
| <i>Courage to Change</i> (2010) | 74. | Identify two to three officers to serve as on-site domestic violence experts for each Police Station (or the four stations with the highest number of domestic violence calls), to attend the Institute of Criminal Investigation (ICI) trainings on domestic violence and other related topics, and to be available to do on-site, Station training. In addition, these on-site experts could, in coordination with DVRU, provide 24/7 on-scene to domestic violence cases, as needed. | Tabled    |

**EMERGENCY COMMUNICATIONS DEPARTMENT**

| <b>Source</b>                     | <b>Recommendation</b>  | <b>Status</b> |
|-----------------------------------|--|---------------|
| <i>Justice and Courage</i> (2002) | 75. All emergency and non-emergency police dispatchers should receive domestic violence training.  | Completed     |
| <i>Justice and Courage</i> (2002) | 76. The Emergency Communications Department should review data collection procedures and, where necessary, expand data collection to include documentation of all domestic violence related 911 calls. | Completed     |
| <i>Courage to</i>                 | 77. Develop a domestic violence script for 911 operators with input from   | Completed     |



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| <i>Change</i><br>(2010)              | community-based advocates and other criminal justice practitioners as needed.  |               |
| <b>DISTRICT ATTORNEY'S OFFICE</b>    |  |               |
| <b>Source</b>                        | <b>Recommendation</b>  | <b>Status</b> |
| <i>Justice and Courage</i><br>(2002) | 78. Review and enhance existing policies and procedures leading to effective prosecution including vertical prosecution, clear “no-drop” policies, policies to avoid unnecessary continuances, and other policies to ensure timely and effective prosecution. Establish evaluation mechanisms to ensure that these policies are followed consistently.   | Completed     |
| <i>Justice and Courage</i><br>(2002) | 79. Create a system to track the assignment of cases to ensure that all domestic violence related cases are assigned to an attorney in one of the domestic violence vertical prosecution units.  | Completed     |
| <i>Justice and Courage</i><br>(2002) | 80. Develop protocols regarding use of stalking charges and enhanced penalties for repeat offenders. Develop or enhance existing protocols to ensure that each domestic violence case is reviewed for all possible options including prosecution for new offenses committed by defendants on parole or probation; stalking charges; and request for additional penalties and state prison sentences due to prior offenses.   | Completed     |
| <i>Justice and Courage</i><br>(2002) | 81. Review policies to support the active prosecution of cases in which probationers are charged with new offenses without relying on the Adult Probation Department to file for revocation of probation. In these cases, close communication and coordination should be supported between the Adult Probation Department and the District Attorney's Office.  | Completed     |
| <i>Justice and Courage</i><br>(2002) | 82. Develop guidelines for determining the action to be taken regarding child abduction charges in cases where domestic violence is involved, particularly where the abused parent may be attempting to protect themselves and/or their child(ren).  | Completed     |
| <i>Justice and Courage</i><br>(2002) | 83. Develop or enhance existing protocols so that prior to any court appearance, including consideration of bail, any assistant district attorney working on a domestic violence case has all current, accurate and complete information relevant to the charges including but not limited to:<br><br>a) prior criminal history;<br>b) the existence of restraining orders;<br>c) any failure to appear in court when ordered;<br>d) probation status in San Francisco or any other jurisdiction;<br>e) family court rulings; and<br>f) any pertinent civil cases including lawsuits and restraining orders. | Completed     |

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| <i>Justice and Courage</i><br>(2002) | 84. | Develop protocols to evaluate whether assistant district attorneys are bringing all relevant and permissible materials to the attention of the court at each stage of the prosecution and sentencing.  | Completed   |
| <i>Justice and Courage</i><br>(2002) | 85. | Develop or enhance existing protocols to ensure that victim/survivors are informed through verbal and written communication of their right to address the court regarding sentencing. Victim/survivors should be offered assistance in preparing any written or verbal statements to the court regarding sentencing.   | Completed   |
| <i>Justice and Courage</i><br>(2002) | 86. | Review services provided through the criminal justice victim assistance programs including an evaluation of services available to children who witness or are exposed to domestic violence and accessibility of services regarding cultural competency, language capacity, and access for people with physical disabilities. Develop and implement a plan to address any problem areas and ensure greater utilization of victim assistance services.   | Completed   |
| <i>Justice and Courage</i><br>(2002) | 87. | Review and evaluate existing training on domestic violence. Mandatory initial trainings (recommend 40 hours) and annual advanced trainings (recommend eight hours) should be provided for all prosecutors, investigators and advocates assigned to domestic violence misdemeanor and felony cases. In addition to these trainings, the District Attorney should make funds available for staff assigned to domestic violence cases to attend specialized and advanced trainings provided by organizations and trainers outside the department.   | In Progress |
| <i>Justice and Courage</i><br>(2002) | 88. | Develop staff evaluation tools specific to the prosecution of domestic violence cases. All staff working on domestic violence cases should have regular performance evaluations that utilize general department evaluation mechanisms and specialized domestic violence evaluation tools.  | Completed   |
| <i>Justice and Courage</i><br>(2002) | 89. | Review data collection procedures used by the District Attorney and, where necessary, expand data collection to include documentation of the following domestic violence statistics:<br><br>a) arrests;<br>b) re-bookings;<br>c) cases dropped and justification;<br>d) cases not charged and justification;<br>e) cases dismissed by the court;<br>f) misdemeanor convictions;<br>g) felony convictions;<br>h) sentencing including county jail, state prison, or probation;<br>i) fines assessed and the amount of each fine;<br>j) cases not pursued where probation was revoked; and | Completed   |

|                                   |   |           |
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|                                   | k) cases pursued where probation was also revoked.  |           |
| <i>Justice and Courage</i> (2002) | 90. Establish evaluation tools, including spot checks, to review and evaluate violence against women cases to ensure that all protocols are followed and cases are handled properly.  | Completed |
| <i>Courage to Change</i> (2010)   | 91. Within the District Attorney's Office, create domestic violence training DVDs to be distributed to each police station and the Department of Emergency Management with updates on domestic violence legislation, guidelines for taking photographs and collecting other forms of evidence, etc. | Completed |
| <i>Courage to Change</i> (2010)   | 92. Within the District Attorney's office, staff the domestic violence court with an in-court paralegal similar to the Public Defender's Office.  | Tabled    |

**ADULT PROBATION DEPARTMENT**

| <b>Source</b>                     | <b>Recommendation</b>  | <b>Status</b> |
|-----------------------------------|--|---------------|
| <i>Justice and Courage</i> (2002) | 93. Develop written standards of supervision for domestic violence cases including minimum standards that should be fulfilled on a monthly basis. The Adult Probation Department should develop these standards with input from the courts, other criminal justice experts, and community advocates.   | Completed     |
| <i>Justice and Courage</i> (2002) | 94. Improve communication between the Adult Probation Department and social service agencies including batterer treatment programs. This communication must allow for the timely sharing of information regarding specific probationers as well as better communication on protocols, policies, and program review and evaluation.   | Completed     |
| <i>Justice and Courage</i> (2002) | 95. Create an incident receipt log and tracking system to document when the Adult Probation Department receives reports from other departments and to track internal routing of all reports through the department.  | Completed     |
| <i>Justice and Courage</i> (2002) | 96. Develop or enhance existing protocols to ensure that no domestic violence probationer is unsupervised at any time. The department should develop a risk assessment tool specific to domestic violence using the best available research on batterer characteristics and/or consultation with experts in batterer intervention. The risk assessment tool should be used along with other appropriate factors to determine the minimum level of supervision for each probationer. No domestic violence probationer should be unsupervised and domestic violence cases should not be "banked" or otherwise left without direct, active supervision. | Completed     |
| <i>Justice and Courage</i>        | 97. Establish a system for probation officers to routinely and regularly run a criminal history check of all assigned probationers. Probation officers   | Completed     |

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| (2002)                            |      | should be able to access current, complete, and accurate criminal histories including relevant civil records such as restraining orders. Ideally criminal history checks would occur prior to each scheduled contact with a probationer. Criminal history checks should be done before any court appearance.   |           |
| <i>Justice and Courage</i> (2002) | 98.  | Review and enforce protocols regarding revocation of probation for domestic violence offenses where probation has been violated due to any offences, not just domestic violence related offences. Revocations must be timely in order to ensure that probationers do not repeatedly violate probation.   | Completed |
| <i>Justice and Courage</i> (2002) | 99.  | Develop policies to support revocation of probation in cases in which probationers are charged with new offenses without relying on the District Attorney’s Office to pursue prosecution of the new offenses. In these cases, close communication and coordination should be supported between the Adult Probation Department and the District Attorney’s Office.  | Completed |
| <i>Justice and Courage</i> (2002) | 100. | Revise existing protocols regarding probation officers’ communication with domestic violence victim/survivors to ensure that the following areas are addressed: ways victim/survivors can report violations of probation and/or re-offenses, options for victim/survivors to contact the probation officer responsible for the case of their abuser, and ways to access services or programs available for victim/survivors. Develop written materials to be distributed to victim/survivors regarding the resources and remedies available to them as victim/survivors of a domestic violence crime. Develop a tracking system to see whether probation officers provide this and all other information and materials specified in department policies. | Completed |
| <i>Justice and Courage</i> (2002) | 101. | Screen all probationers for histories of domestic and sexual violence regardless of their conviction. Develop adequate services and referrals for probationers who have been victimized by sexual assault or violence within their family. Probationers who disclose that they have been violent in the past should be referred to appropriate services even when participation in those services is not mandated in the terms of their probation.   | Completed |
| <i>Justice and Courage</i> (2002) | 102. | Fully staff the domestic violence units with probation officers who are able to commit their time fully to the unit (i.e. probation officers who are not on leave or assigned other responsibilities that take them away from the domestic violence unit on a regular basis). Regularly review the staff and case assignments within the domestic violence units to ensure that existing staff commitments adequately support the caseload for both misdemeanor and felony domestic violence probationers.   | Completed |

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| <i>Justice and Courage</i><br>(2002) | 103. | Evaluate victim advocacy services provided by the department to determine if a victim advocate or victim liaison position is necessary to improve communication between victim/survivors and the Adult Probation Department.  | Completed   |
| <i>Justice and Courage</i><br>(2002) | 104. | Review and evaluate existing training on domestic violence. Trainings should be developed for new probation officers (recommend 16 hours minimum on domestic violence), ongoing trainings for all probation officers (recommend four hours of domestic violence training annually) and for probation officers assigned to the DVRU (recommend 24 hours of specialized domestic violence training when assigned to the unit and at least eight hours of advanced training each year). In addition, the department should make funds available for probation officers to attend specialized trainings outside of the department.  | Completed   |
| <i>Justice and Courage</i><br>(2002) | 105. | Develop staff evaluation tools specific to the supervision of domestic violence cases. All staff with domestic violence caseloads should be evaluated regularly utilizing general department evaluation mechanisms and specialized domestic violence evaluation tools.  | Completed   |
| <i>Justice and Courage</i><br>(2002) | 106. | Review data collection procedures currently used by the Adult Probation Department and, where necessary, expand data collection to include documentation of the following domestic violence statistics:<br><br>a) probationers on domestic violence felonies;<br>b) probationers on domestic violence misdemeanors;<br>c) probation revocations;<br>d) probationers sent to jail for violations of probation;<br>e) probationers whose probation is extended after violation of probation;<br>f) probationers convicted of another crime while on probation and the type of crime committed;<br>g) cases where revocation is denied; and<br>h) cases of offenders who completed probation and were later sentenced to an additional probation sentence for another crime. | In Progress |
| <i>Justice and Courage</i><br>(2002) | 107. | Establish evaluation tools to review and evaluate violence against women cases to ensure that all protocols are followed and cases are handled properly. These tools should incorporate feedback from victim/survivors, service providers including offender treatment programs, and probationers.  | Completed   |
| <i>Justice and Courage</i><br>(2002) | 108. | Develop an evaluation tool for offender treatment programs. Batterer intervention programs should be required to maintain and submit, on a regular basis, information on offenders sufficient for the Adult Probation Department to evaluate the effectiveness of the program's interventions. The Adult Probation Department should maintain data on   | In Progress |

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|                                   |      | program assignments, dropouts, completion records, and recidivism rates of offenders assigned to each program. This information should be available to the public.   |             |
| <i>Justice and Courage</i> (2002) | 109. | Engage the expertise of other criminal justice agencies, victim services agencies, and expert consultants in batterer intervention and the development of educational and rehabilitative programs to assess the quality and effectiveness of current certified programs and new programs that apply for certification. | Completed   |
| <i>Justice and Courage</i> (2002) | 110. | Review current resources and staff committed to the Adult Probation Department to ensure it has adequate resources to supervise domestic violence cases effectively.   | Completed   |
| <i>Courage to Change</i> (2010)   | 111. | Include a domestic violence risk/danger assessment tool in the Adult Probation Department's Probation Supplemental Reports, and institute risk assessment protocol for all criminal justice agencies, including training to cover the usage of such assessments.   | In Progress |
| <i>Courage to Change</i> (2010)   | 112. | Review and update Adult Probation Department supplemental reports to include analysis of risk and dangerousness posed in individual domestic violence cases, and to include input by batterer intervention program personnel and community-based advocates.  | Completed   |
| <i>Courage to Change</i> (2010)   | 113. | Develop an inter-departmental protocol between the Adult Probation Department and the District Attorney's Office that establishes procedures for the handling of Motion to Revoke hearings in both misdemeanor and felony cases.   | Tabled      |
| <i>Courage to Change</i> (2010)   | 114. | Explore models to ensure higher compliance of defendants for enrolling in and completing batterer intervention programs, including the development of a domestic violence priority warrant system.   | Completed   |
| <i>Courage to Change</i> (2010)   | 115. | Explore models for the creation of a crisis line and drop in programs for batterer defendants.   | Tabled      |
| <i>Courage to Change</i> (2010)   | 116. | Identify additional funding sources for the Adult Probation Department to ensure substance abuse testing.  | Completed   |
| <i>Courage to Change</i> (2010)   | 117. | Develop a program, in conjunction with the Adult Probation Department and community based advocacy programs, for rigorous batterer intervention program oversight, including re-certification and training.  | Completed   |
| <i>Courage to Change</i> (2010)   | 118. | Explore models whereby the Adult Probation Department provides all batterer intervention programs, similar to the model currently employed within the San Francisco Jail.  | Tabled      |

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| <i>Courage to Change</i> (2010)                         | 119.                  | Explore models for alternative community-based programs to enhance batterer accountability; these programs could be in addition to the 52-session batterer intervention program.   | Completed     |
| <i>Courage to Change</i> (2010)                         | 120.                  | Develop a field policy protocol for Adult Probation Department officers regarding responding to domestic violence cases.   | Completed     |
| <b>SAN FRANCISCO SUPERIOR COURT – CRIMINAL DIVISION</b> |                       |  |               |
| <b>Source</b>   | <b>Recommendation</b> |  | <b>Status</b> |
| <i>Justice and Courage</i> (2002)                       | 121.                  | Establish protocols for regular and effective communication between the Criminal Court and the Civil Family Court, the Police Department, the District Attorney’s Office, the Adult Probation Department, the Sheriff’s Department and the Department of Human Services. At a minimum, these protocols should provide a mechanism for interdepartmental tracking of cases, criminal history of defendants, and sharing of information regarding changes in departmental processes and protocols. | Completed     |
| <i>Justice and Courage</i> (2002)                       | 122.                  | Establish a Domestic Violence Court to handle felony and misdemeanor domestic violence cases. This court would build upon the model of the existing Domestic Violence Misdemeanor Court allowing for closer supervision of all domestic violence defendants and probationers   | Incomplete    |
| <i>Justice and Courage</i> (2002)                       | 123.                  | Conduct an annual review and evaluation of the Adult Probation Department’s handling of domestic violence cases. Establish procedures to monitor the department’s Domestic Violence Unit’s compliance with offender supervision protocols and require the department to provide the court with information on the effectiveness of certified batterer intervention programs and their compliance with penal code requirements.   | Completed     |
| <i>Justice and Courage</i> (2002)                       | 124.                  | Ensure that adequate translation services are available for domestic violence victim/survivors and witnesses.  | Completed     |
| <i>Justice and Courage</i> (2002)                       | 125.                  | Ensure that protocols to refer offenders to Family Court for modifications of Stay Away Orders with regards to minor children do not compromise victim safety or provide support to batterers, allowing them to continue to intimidate their victims.  | Completed     |
| <i>Justice and Courage</i> (2002)                       | 126.                  | Prioritize domestic violence cases when scheduling trial dates.  | Completed     |
| <i>Justice and Courage</i> (2002)                       | 127.                  | Develop standards for domestic violence cases including protocols for lifting restraining orders, requiring defendant participation in education (including parenting classes where appropriate) and rehabilitation programs, and assessing fines. Fines should be assessed in all appropriate cases and funds should be directed toward services for  | Completed     |

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|                                   | victim/survivors of domestic violence. |  |             |
| <i>Justice and Courage</i> (2002) | 128.                                   | Develop standards for criteria to assess in making bail decisions including the potential for re-offense, existing restraining orders or open applications for restraining orders, and a defendant’s prior history.  | Completed   |
| <i>Justice and Courage</i> (2002) | 129.                                   | Create a standard questionnaire to be used in sentencing, which would support full disclosure of relevant information from the District Attorney’s Office and/or the Adult Probation Department.   | Completed   |
| <i>Justice and Courage</i> (2002) | 130.                                   | Develop alternatives to incarceration of victims and/or witnesses in domestic violence cases. Victim/survivors who fail to testify against their abusers should not be charged with contempt of court.   | Completed   |
| <i>Justice and Courage</i> (2002) | 131.                                   | Review and develop trainings on domestic violence for all court personnel working with violence against women cases. Trainings should be developed and implemented with participation from victim service agencies. San Francisco resources such as the SafeStart and the Greenbook Project should be used for specific training on issues related to children who witness or are exposed to domestic violence.  | Completed   |
| <i>Justice and Courage</i> (2002) | 132.                                   | The Superior Court should review data collection procedures and, where necessary, expand data collection to include documentation of the following statistics regarding domestic violence:<br>a. domestic violence cases handled by the courts each year;<br>b. arrest warrants for domestic violence issued by the court;<br>c. dismissals of domestic violence cases;<br>d. domestic violence cases plea-bargained;<br>e. convictions resulting in state prison sentences, county jail terms, suspended sentences, probation, community services, mandated participation in offender treatment programs, and/or assessment of fines;<br>f. total amount of fines assessed by the court annually;<br>g. probationers who have probation revoked and the reasons for the revocation;<br>h. defendants who have Stay Away Orders issued against them;<br>i. defendants who have Stay Away Orders against them lifted;<br>j. defendants who fail to successfully complete an offender treatment program;<br>k. domestic violence defendants who fail to pay fines assessed against them;<br>l. domestic violence defendants who fail to appear in court as ordered; and<br>m. average jail and prison sentences for convictions resulting in jail or prison time | In Progress |
| <i>Courage to</i>                 | 133.                                   | Ensure safe access and waiting areas for victims and their children at   | Completed   |



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| <i>Change</i><br>(2010)                               |                       | the Hall of Justice, particularly in regards to the DVRU and the domestic violence court.   |                      |
| <i>Courage to Change</i><br>(2010)                    | 134.                  | Develop a written protocol to include the Police Department and the Courts for the issuance of Emergency Protection Orders (EPOs).  | Completed            |
| <i>Courage to Change</i><br>(2010)                    | 135.                  | Recommend mandatory training on domestic violence and related issues for all judges and commissioners who are assigned to issue EPOs.   | Completed            |
| <i>Courage to Change</i><br>(2010)                    | 136.                  | Refurbish the domestic violence courtroom and devote adequate resources to the dedicated domestic violence court (including personnel, technological resources, and safe waiting places for victims).   | In Progress          |
| <i>Courage to Change</i><br>(2010)                    | 137.                  | Ensure that judges in domestic violence court have necessary information about batterer intervention programs (e.g., location, cost for defendants, specialized groups, language access, etc.).   | Completed            |
| <i>Courage to Change</i><br>(2010)                    | 138.                  | Create a San Francisco Domestic Violence Court bench book that outlines courtroom procedures for domestic violence cases, including handling arraignments, probation reviews, and Motions to Revoke, as well as inter-court communications.   | Completed            |
| <i>Courage to Change</i><br>(2010)                    | 139.                  | Recommend to the Judicial Council to update the existing statewide Domestic Violence Bench book, and recommend inclusion of information regarding domestic violence probation and the monitoring of defendants.   | Completed            |
| <i>Courage to Change</i><br>(2010)                    | 140.                  | Ensure courtroom access to the California Law Enforcement Telecommunication System (CLETS) and the Civil Court computer system by select court personnel, e.g. court clerk, court probation officer, and provide training to clerks on the standardization of court records.  | Completed            |
| <i>Courage to Change</i><br>(2010)                    | 141.                  | Recommend that judges assigned to domestic violence court receive domestic violence training prior to taking over in the domestic violence court, to include training by the National Council of Juvenile and Family Court Judges (NCJFCJ) when possible.   | Completed            |
| <b>SAN FRANCISCO SUPERIOR COURT – FAMILY DIVISION</b> |                       |   |                      |
| <b>Source</b>   | <b>Recommendation</b> |   | <b>Status</b>        |
| <i>Justice and Courage</i><br>(2002)                  | 142.                  | Establish protocols for regular and effective communication between Family Court and the Criminal Domestic Violence Court, the Police Department, the District Attorney’s Office, the Adult Probation Department, the Sheriff’s Department and the Department of Human Services. These protocols should minimally provide a mechanism for interdepartmental tracking of cases and sharing of information regarding changes in departmental processes and protocols. | Substantial Progress |

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| <i>Justice and Courage</i> (2002) | 143.                  | Consider the safety of domestic violence victims and their children as primary in any decisions made in the Family Court including visitation decisions. Court personnel should work closely with programs such as SafeStart and the Greenbook Project to ensure that children’s issues are handled with sensitivity and appropriate cultural considerations are taken into account.  | Completed     |
| <i>Justice and Courage</i> (2002) | 144.                  | Ensure that adequate translation services are available and that separate certified translators are provided to all parties in cases that involve domestic violence, both in court and in mediation.  | Completed     |
| <i>Justice and Courage</i> (2002) | 145.                  | Ensure that all Family Court personnel are familiar with all mediation and resolution resources including the Mediation Model.  | Completed     |
| <i>Justice and Courage</i> (2002) | 146.                  | Review and develop training programs on domestic violence for all court personnel working with violence against women cases. Training should be developed and implemented with participation from victim service agencies and should include consultation with experts on batterer characteristics and appropriate intervention with batterers. San Francisco resources such as SafeStart and the Greenbook Project should be utilized for specific training on issues related to children who witness or are exposed to domestic violence. | Completed     |
| <i>Justice and Courage</i> (2002) | 147.                  | The Superior Court should review data collection procedures and, where necessary, expand data collection to include documentation of the following statistics regarding domestic violence:<br><br>a) Emergency Protective Orders requested each year;<br>b) Emergency Protective Orders denied;<br>c) restraining order applications received;<br>d) restraining orders denied;<br>e) restraining orders granted;<br>f) requests to have restraining orders dissolved; and<br>g) restraining orders that were dissolved.                    | Completed     |
| <i>Courage to Change</i> (2010)   | 148.                  | Enhance communication between criminal justice system agencies by developing written protocols on communication between criminal court and family court, including updated technological communication, such as access to all court-related computer networks.  | In Progress   |
| <b>SHERIFF’S DEPARTMENT</b>       |                       |   |               |
| <b>Source</b>                     | <b>Recommendation</b> |   | <b>Status</b> |
| <i>Justice and Courage</i> (2002) | 149.                  | Establish protocols for regular and effective communication between the Sheriff’s Department and the Police Department, the District Attorney’s Office, the Adult Probation Department, and the courts (civil and   | Completed     |

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|   |                       | criminal divisions). At a minimum, these protocols should provide a mechanism for interdepartmental tracking of cases and criminal history of defendants and for sharing of information regarding changes in departmental processes and protocols.   |               |
| <i>Justice and Courage</i> (2002)                               | 150.                  | Establish a protocol to ascertain whether a defendant is in custody when they fail to appear in court.   | Completed     |
| <i>Justice and Courage</i> (2002)                               | 151.                  | Establish or enhance existing policies to ensure a warrant check is run on anyone being released from custody.   | Completed     |
| <i>Justice and Courage</i> (2002)                               | 152.                  | Establish evaluation tools for all offender treatment programs conducted in collaboration with the Sheriff's Department. Evaluation should demonstrate the efficacy of the program and should include input from victim/survivors.   | Completed     |
| <i>Courage to Change</i> (2010)                                 | 153.                  | Enhance communication between criminal justice system agencies and victims by developing a system for notifying victims when defendants are released from jail.  | Completed     |
| <b>MEDICAL EXAMINER</b>   |                       |  |               |
| <b>Source</b>   | <b>Recommendation</b> |  | <b>Status</b> |
| <i>Justice and Courage</i> (2002)                               | 154.                  | Establish protocols for regular and effective communication between the Medical Examiner's Office and the Police Department, the District Attorney's Office, the Adult Probation Department, and the courts (civil and criminal divisions).  | Completed     |
| <i>Justice and Courage</i> (2002)                               | 155.                  | Develop or enhance existing protocols to evaluate and document any domestic violence connection to all deaths (particularly from violence, suicide, or substance abuse) even if the death is not obviously attributable to a domestic violence homicide. These statistics would document the connection between the experience of domestic violence and deaths from violence, suicide, or substance abuse. Additionally, domestic violence clearly contributes to many victim/survivors and their children becoming homeless. Wherever possible, the Medical Examiner should document the effect of domestic violence in the death of homeless people. | Completed     |
| <i>Justice and Courage</i> (2002)                               | 156.                  | Document these statistics and report them annually to an oversight committee or the Department on the Status of Women.   | Completed     |
| <b>DEPARTMENT OF HUMAN SERVICES – CHILD PROTECTIVE SERVICES</b> |                       |  |               |
| <b>Source</b>   | <b>Recommendation</b> |  | <b>Status</b> |
| <i>Justice and Courage</i> (2002)                               | 157.                  | Establish protocols for regular and effective communication between the Department of Human Services and the Police Department, the District Attorney's Office, the Adult Probation Department, the Sheriff's  | In Progress   |

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|                                   |                       | Department and the courts (civil and criminal divisions). At a minimum, these protocols should provide a mechanism for interdepartmental tracking of cases and sharing of information regarding changes in departmental processes and protocols.   |                      |
| <i>Justice and Courage</i> (2002) | 158.                  | Develop protocols regarding all legal options for ensuring the safety and well-being of children in situations where a non-abusive parent may be victimized in a domestic violence situation. These protocols must prioritize the safety of child(ren), especially in cases where the child has been a witness or exposed to domestic violence.  | Completed            |
| <i>Justice and Courage</i> (2002) | 159.                  | Review and revise protocols for emergency response in situations where a parent(s) is killed, seriously injured, or arrested. At a minimum, protocols should provide for: <ul style="list-style-type: none"> <li>a. trained staff to respond to an emergency situation and provide immediate assessment/intervention;</li> <li>b. a review of emergency placement options to balance the best quality of care and highest safety available for the child(ren);</li> <li>c. policies regarding placement of child(ren) with a parent or others who have a history of domestic violence aggression; and</li> <li>d. permanent placement at the earliest possible opportunity.</li> </ul> | Completed            |
| <i>Justice and Courage</i> (2002) | 160.                  | Review and evaluate existing training on domestic violence. All Child Protection Services staff and any other division within the department working directly with or supervising domestic violence related cases should receive comprehensive initial training and ongoing trainings. The Department of Human Services should make funds available for staff to attend specialized and/or advanced violence against women and family violence trainings annually.   | Completed            |
| <b>COMMUNITY-BASED SERVICES</b>   |                       |  |                      |
| <b>Source</b>                     | <b>Recommendation</b> |  | <b>Status</b>        |
| <i>Justice and Courage</i> (2002) | 161.                  | Review protocols, policies, and statutory requirements regarding confidentiality and communication between victim services and law enforcement to ensure that information about ongoing criminal incidents is provided where appropriate.  | Substantial Progress |
| <i>Justice and Courage</i> (2002) | 162.                  | Provide intervention, shelter, transitional housing, and legal services for victim/survivors of domestic violence who have histories or current experiences with substance abuse or sex work.  | Substantial Progress |
| <i>Justice and Courage</i> (2002) | 163.                  | Provide more culturally appropriate and multilingual accessible services for all victim/survivors of domestic violence. A study issued by the Department on the Status of Women titled <i>Violence Against Women and Girls in San Francisco: Meeting the Needs of Survivors</i> identifies that the communities most significantly underserved by existing programs are:   | Completed            |

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|-----------------------------------|------|--|------------|
|                                   |      | sex workers, adult survivors of sexual assault, child and adolescent survivors of sexual assault, the disabled, the elderly, youth, lesbians, bisexuals, transgender women, recent immigrants, Muslim women, Asian American women, Native American women, African American women, and Latina women.  |            |
| <i>Justice and Courage</i> (2002) | 164. | Provide more prevention and outreach programs addressing violence against women including domestic violence, sexual assault, and child physical and sexual abuse. Education and intervention programs are needed for youth exposed to domestic violence in their home or community. Specialized, community-specific programs are needed to address communities of color; the gay, lesbian, bisexual, transgender, and queer communities; and people with physical or developmental disabilities. | Completed  |
| <i>Justice and Courage</i> (2002) | 165. | Review existing criminal justice advocacy services provided to victim/survivors to ensure that advocacy services are comprehensive, coordinated, seamless, and support victim/survivors throughout their interaction with the criminal justice system.   | Incomplete |
| <i>Courage to Change</i> (2010)   | 166. | Provide training for La Casa de las Madres victim advocates in all aspects of the criminal justice system processes, including advocacy for victims of stalking, and develop comprehensive written protocols for reviewing cases and contacting victims.   | Completed  |

**JUSTICE AND COURAGE OVERSIGHT PANEL**

| <b>Source</b>                | <b>Recommendation</b>  | <b>Status</b> |
|------------------------------|--|---------------|
| <i>Strategic Plan</i> (2009) | 167. In 2010, establish a Resource Committee to identify resource gaps and pursue additional resources.<br><br>a) Partner with the Controller’s City Services Auditor to conduct an audit of the City and County of San Francisco’s investment in domestic violence services, possibly focusing on one aspect of these services, such as training or housing;<br>b) Assess the impact of recent and impending cuts, including state and federal cuts, to determine new gaps in services;<br>c) Use tools developed in the original Resources Committee to research possible sources of income, such as the Real Estate Fraud Fund. | Incomplete    |
| <i>Strategic Plan</i> (2009) | 168. By the end of 2011, create a protocol for responding to domestic violence incidents for all City-, State-, or Federally-funded housing sites, including single room occupancy sites and other affordable housing units.<br><br>a) Convene a work-group of Justice and Courage Panel members, representatives from the Housing Authority, the Mayor’s Office of  | In Progress   |

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|                              |      | <p>Housing, the Human Services Agency’s Housing and Homelessness Division, and housing and domestic violence advocates from the community to determine an appropriate and effective protocol for use at housing sites when domestic violence incidents occur;</p> <ul style="list-style-type: none"> <li>i. Utilize/start from the plan developed by Bay Area Legal Aid that outlines many of the current safety needs at housing sites.</li> <li>b) Conduct training at housing sites and other appropriate places regarding the protocol, once developed and formalized; <ul style="list-style-type: none"> <li>i. Engage the Police Department in both the creation of the protocol as well as in training of housing site staff members to support the building of good relationships and communication between housing sites and the Police Department.</li> </ul> </li> </ul> |                      |
| <i>Strategic Plan (2009)</i> | 169. | <p>Work with the Presiding Judge, the Domestic Violence Court Judge, and Family Court Judges to secure their support and participation in promoting accountability and collaboration between the Court and the Adult Probation Department.</p> <ul style="list-style-type: none"> <li>a) Hold regular meetings with the Presiding Judge, Domestic Violence Court judge, and other members of the Court, including Family Court, to address emerging issues;</li> <li>b) Encourage the Court’s consistent oversight and support of the Adult Probation Department;</li> <li>c) Attend the community meetings of the Judicial Council’s Domestic Violence Task Force, encouraging the Court to provide periodic reports to Justice and Courage on its progress.</li> </ul>  | Completed            |
| <i>Strategic Plan (2009)</i> | 170. | <p>Ensure that all San Francisco judges and commissioners receive the training necessary to understand the dynamics of domestic violence cases, both criminal and civil.</p> <ul style="list-style-type: none"> <li>a) Build partnerships with the Family Violence Prevention Fund, which offers training for judges nationally, to engage local judges in these efforts;</li> <li>b) Advocate with the Presiding Judge and others for the creation of a formalized local policy requiring training about domestic violence for all judicial officer.</li> </ul>  | Substantial Progress |
| <i>Strategic Plan (2009)</i> | 171. | <p>Cultivate relationships with judges and stakeholders in the judicial system to build a peer network that can advocate for changing the culture of the San Francisco judicial system to consider the safety of victims above judicial neutrality concerns.</p> <ul style="list-style-type: none"> <li>a) Outreach to key judicial stakeholders, including Deputy Presiding Judge Feinstein, Judge Lee, Judge Morgan, and others to encourage their engagement with the work of Justice and Courage;</li> </ul>  | Substantial Progress |

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|                              |      | <ul style="list-style-type: none"> <li>b) Formerly recognize those judges that make a clear effort to address the safety concerns of victims and hold batterers accountable through resolutions and other forms of acknowledgement;</li> <li>c) Support local Court Watch efforts to visibly pressure the courts to address victims’ safety concerns and hold batterers accountable for their crimes.</li> </ul>  |                      |
| <i>Strategic Plan (2009)</i> | 172. | <p>Work with the Adult Probation Department, the Judiciary, and Batterer Intervention Programs to develop improved accountability and oversight mechanisms for batterer intervention programs.</p> <ul style="list-style-type: none"> <li>a) Participate in Adult Probation Department’s Batterer Intervention Program-Community Advisory Committee and Adult Probation Department’s Batterer Intervention Program Committee (for all currently certified batterer intervention programs);</li> <li>b) Engage batterer intervention program providers in Justice and Courage efforts by attendance at Batterer Intervention Program Committee Meetings, extending invitations to Panel and committee meetings, and other activities to utilize the knowledge and insight of the staff at these programs;</li> <li>c) Review Adult Probation Department statistics to determine intervention program effectiveness—review completion rates, bench warrant rates, stay-away order rates, batterer program payment rates, and identify key areas for improvement;</li> <li>d) Explore possibility of County augmentation and amendments to state legislation regarding batterer intervention. <ul style="list-style-type: none"> <li>i. Review literature regarding the efficacy of the 52-week model and Batterer Intervention Programs in general to determine best practices for which Justice and Courage can advocate.</li> </ul> </li> </ul> | Substantial Progress |
| <i>Strategic Plan (2009)</i> | 173. | <p>Conduct an audit of training practices and resources within criminal justice agencies (as resources permit).</p> <ul style="list-style-type: none"> <li>a) Create a work-group to review curricula related to domestic violence, cultural competency, and responding to communities with complex risk factors, to determine appropriateness and efficacy of in-house training modules at each of the criminal justice agencies;</li> <li>b) Conduct a quantitative and qualitative assessment of both in-house and external trainings attended by criminal justice staff responding to domestic violence incidents;</li> <li>c) Determine gaps and overlaps in training offerings, both in-house and external, to maximize resources;</li> <li>d) Submit a report of training-related recommendations to department heads.</li> </ul>  | Incomplete           |
| <i>Strategic Plan (2009)</i> | 174. | <p>Establish stable, long-term funding for the Domestic Violence Response Cross-Training Institute.</p>   | In Progress          |

|                              |      |  |            |
|------------------------------|------|--|------------|
|                              |      | <ul style="list-style-type: none"> <li>a) Seek out and apply for grant opportunities as they arise;</li> <li>b) Advocate for general fund support for the Institute with the Mayor, Board of Supervisors, and department heads.</li> </ul>   |            |
| <i>Strategic Plan (2009)</i> | 175. | <p>Implement recommendations made in the 2007 Safety and Accountability Audit Report.</p> <ul style="list-style-type: none"> <li>a) Convene monthly meetings of the Audit Implementation Committee to oversee regular evaluations of progress on implementation of Audit recommendations;</li> <li>b) Draft a City-Wide Memorandum of Understanding, per the July 2007 Executive Directive, to create a systemic protocol for responding to domestic violence, addressing those Audit recommendations that involve multiple departments and department head approval;</li> <li>c) Convene a Department Heads Summit to review the MOU, create buy-in, and sign the MOU;</li> <li>d) Produce a final report for the Mayor, Board of Supervisors, and department heads on the implementation of Audit recommendations by December 2010;</li> <li>e) Sunset the Audit Implementation Committee by December 2010.</li> </ul> | Completed  |
| <i>Strategic Plan (2009)</i> | 176. | <p>Begin planning for the next Safety and Accountability Audit in 2010.</p> <ul style="list-style-type: none"> <li>a) Advocate for general fund support and/or seek other funding for a 2nd Safety and Accountability Audit;</li> <li>b) Conduct Safety and Accountability Audit by 2012.</li> </ul>   | Incomplete |
| <i>Strategic Plan (2009)</i> | 177. | <p>Ensure that the implementation of JUS.T.I.S. remains a priority issue at all levels of government and within the community.</p> <ul style="list-style-type: none"> <li>a) Use department head meetings, meetings with the Mayor and mayoral staff, and contact with the Board of Supervisors to promote the rapid implementation of JUS.T.I.S.;</li> <li>b) Attend all meetings of the JUS.T.I.S. Governance Council to ensure that the priorities of Justice and Courage are addressed in its implementation, including the types of data collected.</li> </ul>  | Completed  |
| <i>Strategic Plan (2009)</i> | 178. | <p>Participate in the District Attorney’s Stalking Task Force.</p> <ul style="list-style-type: none"> <li>a) Support the District Attorney’s Office and Stalking Task Force in distributing its Stalking Resource Guide to the wider community, including to the housing community, and others that may interact with stalking victims;</li> <li>b) In collaboration with the District Attorney’s Stalking Task Force, explore the benefits of holding a roundtable on the issue of stalking;</li> <li>c) Examine links between departments’ stalking protocols to highlight and close any gaps in the systemic response;</li> </ul>   | Incomplete |



|                              |      |   |                      |
|------------------------------|------|---|----------------------|
|                              |      | d) Advocate with the Department of Public Health for the long-term continuation and expansion of the Center for Special Problems, currently the only intervention program certified to work with convicted stalkers.  |                      |
| <i>Strategic Plan (2009)</i> | 179. | Partner with the Office of Language Services (OLS) to improve City-wide language access.<br><br>a) Become an active participant in the Language Access Coalition, specifically in efforts to develop officer training and resource materials;<br>b) Monitor domestic violence content in the language fluency program;<br>c) Monitor the expansion and institutionalization of the language fluency program.  | Completed            |
| <i>Strategic Plan (2009)</i> | 180. | Engage in committee-based and Panel-wide activities to address the issues and goals laid out in the Strategic Plan.<br><br>a) Hold quarterly meetings of the Oversight Panel to discuss, plan for, and respond to domestic violence response issues;<br>b) Continue to meet regularly (2-4 times annually) with department heads of each of the criminal justice agencies to inform them of concerns and build cross-departmental collaboration;<br>c) Utilize the Media Committee ad hoc to respond to specific “high-profile” domestic violence events;<br>d) Hold annual hearings at the Board of Supervisor’s Public Safety Committee to draw attention and raise awareness about the ways that funding creates gaps in the system response to domestic violence and develop “champions” amongst government and elected San Francisco leadership. | Substantial Progress |

## Appendix B: Tabled Recommendations

In fulfilling the goals of the Audit, the Audit Implementation Committee carefully evaluated and critiqued the *Safety for All Audit* recommendations. Through its analysis, the Committee determined that 10 of the recommendations were either unnecessary or not a best practice for San Francisco. Therefore, in the *Courage to Change Report*, these recommendations were “Tabled,” meaning no further action was expected. A list of these recommendations with the Audit Implementation Committee’s rationale for tabling each has been provided below.<sup>17</sup>

### Interagency

**(35) Create a permanent community-based Training Network between the criminal justice system and community-based organizations (CBOs) serving domestic violence survivors, with a training coordinator that includes cross-training between CBO personnel and criminal justice personnel.**

Though this recommendation has merit, it is not feasible given staffing and resources, and as such has been tabled. The proposed work happens in a less structured format, and each department will continue to partner with CBOs for training.

**(37) Provide intra-net and web-based domestic violence training to criminal justice system agencies.**

No agencies currently have the capacity for such a project on their own, though this recommendation could be included in the work of the proposed training network, if resources are identified for such a body.

**(42) Enhance communication between criminal justice system agencies and community-based organizations that serve domestic violence survivors by developing a 24/7 Victim Advocacy Response System to strengthen linkages between patrol officers and advocates from all community-based domestic violence organizations, with participation by all community-based organizations, the Police Department, 911, and other relevant agencies.**

Victim advocates staff the Domestic Violence Response Unit and are on-call after hours. There are no resources to develop additional systems of advocacy response at this time.

### Police Department

**(67) Cease using the “victim declination form” within the Domestic Violence Response Unit (DVRU), a form that victims sign indicating that they do not intend to participate in or “cooperate with” prosecuting the suspect in the case.**

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<sup>17</sup> Copied from the Courage to Change Report available at: <http://sfgov.org/dosw/courage-change#AppendixE>.

This recommendation emerged out of the Audit Team's desire to protect victims, and to ensure that they understand all of their rights and options. When a victim signs the declination form, she may think that she has no further criminal justice recourse. However, the Police Department and the District Attorney's Office approve of the use of this form. If a police officer does not pursue an investigation at the request of a victim and that victim wishes to proceed at some later point, the officer may be open to liability. Both the Police Department and the District Attorney's Office indicate that they assure victims that they can change their minds at any point, even if they sign a declination form. For these reasons, the Police Department will continue using the form.

**(71) More information is needed on the number and nature of Gone on Arrival (GOA) cases (i.e., those cases where the suspect is not present when officers respond to the scene), such as the number of such cases, dispatch priority level, and follow-up by subsequent interveners, including DVRU inspectors or the District Attorney's Office.**

The Committee agreed that, while this recommendation is relevant, it is not immediately apparent what could be done to address this problem. The Committee acknowledged that 911 Gone on Arrivals do not receive any follow-up from the criminal justice system. Yet if a GOA involves stalking behavior, it would be important for the DVRU to follow-up and document the incident. No action is being taken on this recommendation at this time.

**(74) Identify 2 to 3 officers to serve as on-site domestic violence experts for each police station to attend the Institute of Criminal Investigation trainings on domestic violence and other related topics, and to be available to do on-site training. In addition, these on-site experts could, in coordination with DVRU, provide 24/7 on-scene assistance to domestic violence cases, as needed.**

The Committee believes that, while this may be a good idea in theory, this recommendation is not a best practice for San Francisco. The Police Department encourages officers in the field to call on the DVRU as the experts, rather than have part-time experts at the various stations who may or may not be available. DVRU inspectors have been instructed to be available 24/7 to visit scenes and support both officers and victims as needed. The DVRU inspectors can be trained and updated on the latest trends, procedures, and issues in a much more efficient way than a number of scattered officers in the field.

## **District Attorney's Office**

**(92) Within the District Attorney's office, staff the Domestic Violence Court with an in-court paralegal similar to the Public Defender's Office.**

The Domestic Violence Unit in the District Attorney's Office has a paralegal that is available to the attorney staffing the Domestic Violence Court. The District Attorney's Office has stated that this staff person is sufficient for the needs of that Office.

## **Adult Probation Department**

**(113) Develop an inter-departmental protocol between the Adult Probation Department and the District Attorney's Office that establishes procedures for the handling of Motion to Revoke (MTR) hearings in both misdemeanor and felony cases.**

Upon discussion among the Committee members, it is clear that such a protocol is not necessary. Both Adult Probation and the District Attorney's Office have written protocols in place for the handling of probation violations and the filing of MTRs, and in some cases, the court will order that an MTR be filed. Each can and do proceed independently with their MTR filing, but notify the other when this happens, a process that has been successful to date.

**(115) Explore models for the creation of a crisis line and drop-in program for batterer defendants.**

The Committee decided that this recommendation was not appropriate or a best practice for Adult Probation at this time. The model of a crisis line or drop-in center to prevent batterers from re-offending is a good one (the TALK line for parents to prevent child abuse is a good example of its value), but this is a project more appropriate for a CBO to undertake rather than a government agency charged with law enforcement. Adult Probation would support a batterer intervention program in setting up such a program, but there is no funding for such an effort at this time or in the foreseeable future.

**(118) Explore models whereby the Adult Probation Department provides all batterer intervention programs, similar to the model currently employed within the San Francisco Jail.**

The Committee decided that this recommendation was not appropriate or a best practice for Adult Probation at this time. The intent of this recommendation was to improve the accountability of batterer intervention programs by having them offered by Adult Probation. However, the Committee believes that the role of Adult Probation in improving accountability should be through increased and improved oversight, rather than in-house service provision, and a number of steps have been taken to address accountability issues, as detailed above.

## Appendix C: Substantial Progress and In Progress Recommendations

To complete this final evaluation of the Justice and Courage Oversight Panel's work, the Department on the Status of Women surveyed San Francisco criminal justice agencies and community-based organizations. Through these surveys, the status of completion for each recommendation was ascertained. Representatives from each agency and organization provided comments and feedback that was used to provide these details for the recommendations that have substantial progress and are currently in progress.

### Interagency

**(2) Establish written protocols for regular and effective communication between the Police Department, the District Attorney's Office, the Adult and Juvenile Probation Departments, the Sheriff's Department and the courts (civil, criminal and juvenile divisions). At a minimum, these protocols should provide a mechanism for interdepartmental tracking of cases and criminal history of defendants and regular communication between the heads of the specialized domestic violence units to share information regarding changes to processes and protocols of each department.**

The criminal justice agencies reported that regular and effective communication occurred between agencies. In some cases, this communication was formalized through an advisory board or committee. However, explicit, written protocols do not exist to facilitate this process. Therefore, these agencies were deemed to have made substantial progress towards this recommendation.

**(3) Establish written protocols for agreements between the Police Department, the District Attorney's Office and the Adult Probation Department regarding how each department will address probationers who are involved in new offenses or violations of probation. At a minimum protocols should provide:**

- a) a mechanism for sharing of information,
- b) an outline of each department's role in responding to these situations,
- c) timelines for sharing information and action to be taken,
- d) guidelines that address both prosecution for new offenses and revocation of probation or parole,
- e) a tracking system to document interdepartmental communication, and
- f) the resolution of each case.

**This documentation should be reviewed regularly to ensure that the protocols are adequate to affect a timely and effective response and that cases are resolved satisfactorily.**

In December of 2013, the Police Department issued a memo regarding the supervision process. The Adult Probation and District Attorney's Office were consulted on this process. This memo is an important step towards this recommendation; however written protocols do not currently exist. As a result, the Police Department, Adult Probation Department, and District Attorney's Office achieve substantial progress on this recommendation.

**(4) Develop collaborative agreements between the components of the criminal justice system (Police Department, District Attorney's Office, Adult Probation Department, and Superior Court) and social service and victim service programs. These agreements should establish effective referral processes and coordinate communication to victim/survivors of domestic violence. At a minimum, this referral process should specify how victim/survivors will be informed of their full options and legal rights, how victim/survivors will be referred to existing support services, what types of follow-up contacts will be made, and how referral and communication with victim/survivors will be documented.**

The Adult Probation Department is in the process of creating a Victim and Community Restoration Program (VCRP) to serve victims of probationers as well as probationers who have been victims of violence and other crimes. The VCRP will work collaboratively with community-based organizations to address the numerous needs of sexual assault, domestic violence, and stalking victims through three components: the Restitution Work Project; case management for crisis intervention and stabilization; and empowerment classes and ongoing support. Due to the Adult Probation Department's ongoing efforts, this recommendation is deemed in progress.

**(7) Cooperate in the development and implementation of a compatible computer system(s), such as the Justice Information System (JUS.T.I.S.), to ensure that effective tracking of current and accurate data can be shared between the Police Department, the District Attorney's Office, the Adult Probation Department, the Sheriff's Department, and the courts (civil and criminal divisions). This system should allow for access to information regarding criminal activity within the City and County of San Francisco as well as jurisdictions outside of San Francisco. This system should provide instant notification to the appropriate departments when a probationer or parolee is involved in any reported crime.**

The City is still working towards this goal, convening regular meetings involving representatives from each criminal justice agency and members of the Justice and Courage subcommittees. As a result, this recommendation is still in progress. It is important to note that there has been important, if incremental, progress. The District Attorney's Office is piloting electronic subpoenas for the first time. The Police Department has completed a Crime Data Warehouse that has facilitated digital (no longer paper-based) data exchanges. The Department on the Status of Women is expecting to be able to generate data reports on the incidence of domestic and family violence by the end of 2014.

**(8) Review existing policies, and where needed, establish new policies for the Police Department, the District Attorney's Office, the courts and social services related to child witnesses of family violence. Training should be provided to all staff in all departments on the effect of exposure to domestic violence on children. Where possible and appropriate, departments and programs should work collaboratively with SafeStart and the Greenbook Project as well as other child welfare programs.**

The Police Department is in the process of updating its general order on domestic violence, and the provisions on when to refer cases involving child witnesses of domestic violence to Family and Children's Services. The District Attorney's office does consider adding child endangerment charges to domestic violence cases where children witness the violence. Rally Supervised Visitation Services has expanded its court-ordered supervised visitation services to now include therapeutic visits for children exposed to domestic violence. Family Court Services now shows a video on the impact of exposure to domestic violence on children to all parents appearing in family court for the domestic violence restraining order calendar. Thus this recommendation is in progress.

**(9) Review and enforce employee policies on domestic violence and violence in the workplace to ensure that employees who are victim/survivors of domestic violence are accorded their full legal rights. Ensure that every legal effort is made to hold employees who are domestic violence offenders accountable in their workplace.**

In the summer of 2014, the Department of Human Resources began work with the Department on the Status of Women to update San Francisco's policy on domestic violence and the workplace. The Department on the Status of Women developed a brochure on domestic violence and the workplace which will be distributed to all San Francisco city employees in October 2014. This recommendation is in progress.

**(10) Review domestic violence training for staff in all components of the civil and criminal justice and social service systems. Advocates who work against domestic violence must be included in the review of existing trainings, in developing new or revised training protocols, and in providing trainings. Funding should be made available to ensure that advocates and domestic violence experts are able to participate fully in developing and implementing trainings. All trainings must include:**

- a) victim sensitivity,
- b) cultural diversity,
- c) dynamics of domestic violence,
- d) the connections between domestic violence and substance abuse, and
- e) cross-training on the role of other services and/or systems which victim/survivors of violence encounter.

The Justice and Courage Oversight Panel reported that this has been done to some extent in the past, but it is not ongoing due to lack of funding. Due to the nature of this recommendation, it was considered that substantial progress has been made regarding the training detailed in this recommendation.

**(11) Develop programs to reduce the burn-out and secondary trauma of staff assigned to domestic violence units. Work on issues of domestic violence is extremely challenging, personally and professionally. Staff of any criminal justice agency, social service agency, or community-based program who deal with domestic violence issues on a regular basis should have access to stress reduction programs, counseling, and other programs or services which address or reduce the impact of secondary trauma. In addition, staff assigned to work in specialized units or programs should be given the opportunity to rotate assignments frequently and/or other accommodations should be made available to reduce burnout and vicarious trauma.**

The Domestic Violence Consortium and several other organizations have hosted Laura Vandernoot Lipsky's "Trauma Stewardship" workshops over the last three years. Since 2012, these workshops have been available to criminal justice agency staff as well. As this recommendation requires ongoing effort, the agencies were deemed to have made substantial progress towards fulfilling this item.

**(13) Increase resources for community based domestic violence agencies. The study completed in 2000 by the Department on the Status of Women titled *Violence Against Women and Girls in San Francisco: Meeting the Needs of Survivors* documents a need to invest more resources in San Francisco violence against women service delivery systems. The report clearly documents barriers that**

**survivors of domestic violence face when seeking support and the need for additional programs and funding to reduce or eliminate these barriers.**

The Department on the Status of Women's funding for community based domestic violence agencies has increased 25% from \$3,298,927 in fiscal year 2012-2013 to \$4,120,630 in fiscal year 2013-2014. However, funding from state and federal sources has been reduced. As more resources are still needed and this work is ongoing, this recommendation was considered to have had substantial progress.

**(14) Evaluate civil and criminal justice and social service systems regarding their accessibility to people who do not speak and/or read English. Develop and implement a plan to improve access to services for non-English speakers and/or readers.**

As described in the Limited English Proficient Services section, several criminal justice agencies have completed this recommendation. The Bridges to Freedom program and the training video developed by the Police Department in conjunction with community service providers are prime examples of this work. However, there is still work to be done in other criminal justice agencies in San Francisco. Consequently, this recommendation was identified to have had substantial progress.

**(27) Update all Victim Resource Cards to include the District Attorney's Victim Services Division and 311 (non-emergency City services). In addition, all translations of criminal justice system documents should include pictures where possible, since direct translations from English to another language may be confusing or inaccurate. (Pictures may also benefit illiterate victims.)**

Currently, the Victim resources Cards include the number for the District Attorney's Victim Services Division. However, the 311 number is not provided. The card is translated into other languages without pictures. Consequently, this recommendation is only partially complete.

## **Police Department**

**(63) The Police Department should review data collection procedures and, where necessary, expand data collection to include documentation of the number of:**

- e) domestic violence calls to the police,**
- f) domestic violence police reports,**
- g) domestic violence related arrests,**
- h) misdemeanor domestic violence charges,**
- i) felony domestic violence charges,**
- j) Emergency Protective Orders (EPOs) requested,**
- k) EPOs granted,**
- l) domestic violence reports investigated by the DVRU, and**
- m) domestic violence cases presented to the District Attorney's Office regardless of outcome.**

The Police Department collects data on all of these items except the number of Emergency Protective Orders that are requested or granted. As a result, the Police Department has made substantial progress towards fulfilling this recommendation.



## **District Attorney's Office**

**(87) Review and evaluate existing training on domestic violence. Mandatory initial trainings (recommend 40 hours) and annual advanced trainings (recommend eight hours) should be provided for all prosecutors, investigators and advocates assigned to domestic violence misdemeanor and felony cases. In addition to these trainings, the District Attorney should make funds available for staff assigned to domestic violence cases to attend specialized and advanced trainings provided by organizations and trainers outside the department.**

As of April 2014, the Domestic Violence Team Managing Attorney, Elizabeth Aguilar Tarchi, is currently developing an in-house curriculum on domestic violence. Therefore, this recommendation is still in progress.

## **Adult Probation Department**

**(106) Review data collection procedures currently used by the Adult Probation Department and, where necessary, expand data collection to include documentation of the following domestic violence statistics:**

- a) probationers on domestic violence felonies,**
- b) probationers on domestic violence misdemeanors,**
- c) probation revocations,**
- d) probationers sent to jail for violations of probation,**
- e) probationers whose probation is extended after violation of probation;**
- f) probationers convicted of another crime while on probation and the type of crime committed,**
- g) cases where revocation is denied, and**
- h) cases of offenders who completed probation and were later sentenced to an additional probation sentence for another crime.**

The Adult Probation Department is in the process of developing a new case management system. Currently, the Adult Probation Department has the capability to collect data on all of the recommended items except for the number of probationers convicted of another crime while on probation and the type of crime committed, cases where revocation is denied, and cases of offenders who completed probation and were later sentenced to an additional probation sentence for another crime. The Adult Probation Department is exploring the possibility of expanding data collection to include the recommended items in the new case management system. As a result, this recommendation is still in progress.

**(108) Develop an evaluation tool for offender treatment programs. Batterer intervention programs should be required to maintain and submit, on a regular basis, information on offenders sufficient for the Adult Probation Department to evaluate the effectiveness of the program's interventions. The Adult Probation Department should maintain data on program assignments, dropouts, completion**

**records, and recidivism rates of offenders assigned to each program. This information should be available to the public.**

In 2012, Chief Adult Probation Officer Wendy Still appointed a Batterer Intervention Program review team to assist with the observation and audit of all batterer intervention programs, provide recommendations for the batterer intervention program certification process, make recommendations for responsive training, and review and modify all batterer intervention program forms to ensure adherence to state law and the Adult Probation Department's standards for batterer intervention programs. Additionally, the forms and protocols that the Domestic Violence Unit supplies to batterer intervention programs were revised and are modified as needed.

As previously mentioned, the Adult Probation Department is developing a new case management system. The current system already documents the number of clients that were referred to a program, and who enrolled, failed, or completed the program. The new system will build upon this model and include the capability of gathering and maintaining data on program assignments, dropouts, and completion records. Therefore, this recommendation is still in progress.

**(111) Include a domestic violence risk/danger assessment tool in the Adult Probation Department's Probation Supplemental Reports, and institute risk assessment protocol for all criminal justice agencies, including training to cover the usage of such assessments.**

The Adult Probation Department is in the process of implementing a domestic violence risk assessment tool. The Department plans to use either the supplemental domestic violence risk/danger assessment tool (DVSI-R) from COMPAS or the ODARA after staff is trained on the proper use of the tool. Consequently, this recommendation is in progress.

## **Criminal Division Court**

**(132) The Superior Court should review data collection procedures and, where necessary, expand data collection to include documentation of the following statistics regarding domestic violence:**

- n. domestic violence cases handled by the courts each year;**
- o. arrest warrants for domestic violence issued by the court;**
- p. dismissals of domestic violence cases;**
- q. domestic violence cases plea-bargained;**
- r. convictions resulting in state prison sentences, county jail terms, suspended sentences, probation, community services, mandated participation in offender treatment programs, and/or assessment of fines;**
- s. total amount of fines assessed by the court annually;**
- t. probationers who have probation revoked and the reasons for the revocation;**
- u. defendants who have Stay Away Orders issued against them;**
- v. defendants who have Stay Away Orders against them lifted;**
- w. defendants who fail to successfully complete an offender treatment program;**
- x. domestic violence defendants who fail to pay fines assessed against them;**
- y. domestic violence defendants who fail to appear in court as ordered; and**
- z. average jail and prison sentences for convictions resulting in jail or prison time**

The Criminal Division of the Superior Court reported that date collection is limited due to its current criminal case management system. They are in the process of developing a new case management system which will enable them to capture most, if not all of the recommended data. This new system is anticipated to launch in April 2016. Therefore, this recommendation is still in progress.

**(136) Refurbish the domestic violence courtroom and devote adequate resources to the dedicated domestic violence court (including personnel, technological resources, and safe waiting places for victims).**

As of April 2014, all of the courtrooms at the Hall of Justice are in the process of being refurbished. Thus, this recommendation is still in progress.

## **Family Division Court**

**(142) Establish protocols for regular and effective communication between Family Court and the Criminal Domestic Violence Court, the Police Department, the District Attorney's Office, the Adult Probation Department, the Sheriff's Department and the Department of Human Services. These protocols should minimally provide a mechanism for interdepartmental tracking of cases and sharing of information regarding changes in departmental processes and protocols.**

The Family Division of the Superior Court reported that it communicates and works closely with the other criminal justice agencies to ensure that information is shared effectively. However, there are no written protocols outlining this process. The lack of formal protocols resulted in this recommendation being identified as having had substantial progress.

**(148) Enhance communication between criminal justice system agencies by developing written protocols on communication between criminal court and family court, including updated technological communication, such as access to all court-related computer networks.**

As of April 2014, the Family Court is working on obtaining a new content management system which will facilitate information sharing between criminal justice agencies and departments. Although the Court does not have any written protocols for this communication, this recommendation is identified as in progress due to the development of a new content management system.

## **Child Protective Services**

**(157) Establish protocols for regular and effective communication between the Department of Human Services and the Police Department, the District Attorney's Office, the Adult Probation Department, the Sheriff's Department and the courts (civil and criminal divisions). At a minimum, these protocols should provide a mechanism for interdepartmental tracking of cases and sharing of information regarding changes in departmental processes and protocols.**

The San Francisco Human Services Agency's Family and Children's Services Division (Child Protective Services) is developing a law enforcement protocol related to the investigation of child abuse cases. This process will include the creation of a regular forum for meetings with the Police Department and

potentially could include the District Attorney's Office. Additionally, the newly opened Child Advocacy Center is forming a multidisciplinary advisory committee, which will include representatives from the Human Services Agency, the Police Department, and the District Attorney's Office, that will meet regularly to provide oversight of the operations of the advocacy center. This developing protocol and multidisciplinary advisory committee indicate that this recommendation is in progress.

## **Community-Based Organizations**

**(161) Review protocols, policies, and statutory requirements regarding confidentiality and communication between victim services and law enforcement to ensure that information about ongoing criminal incidents is provided where appropriate.**

Currently, confidential information is shared on a case-by-case basis between community-based providers and law enforcement. While information is not shared through formal protocols or policies, the case-by-base practice was deemed to be substantial progress towards fulfilling this recommendation.

**(162) Provide intervention, shelter, transitional housing, and legal services for victim/survivors of domestic violence who have histories or current experiences with substance abuse or sex work.**

Through the work of the Justice and Courage Oversight Panel, shelter services for those with current or past experience with substance abuse and sex work have been strengthened. Additionally, the Department on the Status of Women funds Women in Dialogue's In Defense of Prostitute Women's Safety Project, which provides advocacy services in San Francisco. Yet it is still difficult to place survivors who are currently abusing substances in a group shelter. Consequently, this recommendation was identified as having had substantial progress.

## **Oversight Panel**

**(168) By the end of 2011, create a protocol for responding to domestic violence incidents for all City-, State-, or Federally-funded housing sites, including single room occupancy sites and other affordable housing units.**

- a) **Convene a work-group of Justice and Courage Panel members, representatives from the Housing Authority, the Mayor's Office of Housing, the Human Services Agency's Housing and Homelessness Division, and housing and domestic violence advocates from the community to determine an appropriate and effective protocol for use at housing sites when domestic violence incidents occur.**
  - i. **Utilize/start from the plan developed by Bay Area Legal Aid that outlines many of the current safety needs at housing sites.**
- b) **Conduct training at housing sites and other appropriate places regarding the protocol, once developed and formalized.**
  - i. **Engage the Police Department in both the creation of the protocol as well as in training of housing site staff members to support the building of good relationships and communication between housing sites and the Police Department.**

The Justice and Courage Housing for Domestic Violence Survivors committee members have been successfully working on this recommendation. Domestic violence advocates conducted a domestic violence training for subsidized housing sites in San Francisco in 2011, and in 2014 trained all San Francisco Housing Authority staff on domestic violence. In 2014, the City allocated funding for the first time for two community-based domestic violence advocates to be placed at the San Francisco Housing Authority. However, the protocol is still being developed. As a result, this recommendation was considered in progress.

**(170) Ensure that all San Francisco judges and commissioners receive the training necessary to understand the dynamics of domestic violence cases, both criminal and civil.**

- a) Build partnerships with the Family Violence Prevention Fund, which offers training for judges nationally, to engage local judges in these efforts.**
- b) Advocate with the Presiding Judge and others for the creation of a formalized local policy requiring training about domestic violence for all judicial officer.**

As described in the Judicial Participation section, the Justice and Courage Oversight Panel successfully engaged with the Superior Court judges and facilitated the creation of a domestic violence bench book. Furthermore, a lethality assessment training for domestic violence cases was held with all of the San Francisco Superior Court judges in May of 2013. However, a formalized, local policy that requires all judicial officers to receive training on domestic violence was not accomplished. Therefore, this recommendation was deemed as having substantial progress.

**(171) Cultivate relationships with judges and stakeholders in the judicial system to build a peer network that can advocate for changing the culture of the San Francisco judicial system to consider the safety of victims above judicial neutrality concerns.**

- a) Outreach to key judicial stakeholders, including Deputy Presiding Judge Feinstein, Judge Lee, Judge Morgan, and others to encourage their engagement with the work of Justice and Courage.**
- b) Formally recognize those judges that make a clear effort to address the safety concerns of victims and hold batterers accountable through resolutions and other forms of acknowledgement.**
- c) Support local Court Watch efforts to visibly pressure the courts to address victims' safety concerns and hold batterers accountable for their crimes.**

The Justice and Courage Oversight Panel has successfully engaged with several of the key judicial stakeholders. For example, Judge Kelly of the criminal domestic violence court participates in the Family Violence Council, which will continue the work of Justice and Courage. Similarly, the San Francisco Commission on the Status of Women recognized Presiding Judge Cynthia Lee in 2014 for the domestic violence training she mandated for all superior court judges. Oversight Panel members also participate in the Domestic Violence Consortium's Court Watch activities. Therefore, the Oversight Panel has made substantial progress towards this recommendation.

**(172) Work with the Adult Probation Department, the Judiciary, and Batterer Intervention Programs to develop improved accountability and oversight mechanisms for Batterer Intervention Programs.**

- a) **Participate in Adult Probation Department’s Batterer Intervention Program-Community Advisory Committee and Adult Probation Department’s Batterer Intervention Program Committee (for all currently certified batterer intervention programs).**
- b) **Engage batterer intervention program providers in Justice and Courage efforts by attendance at Batterer Intervention Program Committee Meetings, extending invitations to Panel and committee meetings, and other activities to utilize the knowledge and insight of the staff at these programs.**
- c) **Review Adult Probation Department statistics to determine intervention program effectiveness—review completion rates, bench warrant rates, stay-away order rates, batterer program payment rates, and identify key areas for improvement.**
- d) **Explore possibility of County augmentation and amendments to state legislation regarding batterer intervention.**
  - i. **Review literature regarding the efficacy of the 52-week model and batterer intervention programs in general to determine best practices for which Justice and Courage can advocate.**

In 2012, the Adult Probation Department appointed a batterer intervention program review team, which included Justice and Courage Oversight Panel members and leaders of domestic violence community-based service providers. This team audited each batterer intervention program, provided recommendations for the batterer intervention program certification process and for responsive training, and reviewed and modified all batterer intervention program forms to ensure adherence to state law and the Adult Probation Department’s standards. The Adult Probation Department has been very responsive to the audit and is currently working to fill the gaps it identified, such as the lack of batterer intervention program services provided in Cantonese. Through these efforts, the Oversight Panel was judged to have had substantial progress fulfilling this recommendation.

**(174) Establish stable, long-term funding for the Domestic Violence Response Cross-Training Institute.**

- a) **Seek out and apply for grant opportunities as they arise.**
- b) **Advocate for general fund support for the Institute with the Mayor, Board of Supervisors, and department heads.**

The Department on the Status of Women has applied for funding from the Office on Violence Against Women to re-establish the cross-training institute. Therefore, this recommendation was considered in progress.

**(180) Engage in committee-based and Panel-wide activities to address the issues and goals laid out in the Strategic Plan.**

- a) **Hold quarterly meetings of the Oversight Panel to discuss, plan for, and respond to domestic violence response issues.**
- b) **Continue to meet regularly (2-4 times annually) with department heads of each of the criminal justice agencies to inform them of concerns and build cross-departmental collaboration.**
- c) **Utilize the Media Committee ad hoc to respond to specific “high-profile” domestic violence events.**
- d) **Hold annual hearings at the Board of Supervisor’s Public Safety Committee to draw attention and raise awareness about the ways that funding creates gaps in the system response to**

**domestic violence and develop “champions” amongst government and elected San Francisco leadership.**

The Justice and Courage Oversight Panel worked tirelessly to fulfill the goals laid out in the *Strategic Plan*. Panel members attended quarterly meetings to address domestic violence response issues and met with department heads to facilitate cross-department collaboration across the City. However, the Media Committee was not reconvened after 2008 and the Panel was unable to hold annual hearings at the Board of Supervisor’s Public Safety Committee. Therefore, this recommendation was judged to have had substantial progress.

## Appendix D: Unfinished Recommendations to be Addressed by the Family Violence Council

| INTERAGENCY                          |   |                      |
|--------------------------------------|---|----------------------|
| Source                               | Recommendation  | Status               |
| <i>Justice and Courage</i><br>(2002) | 1. Establish written protocols for regular and effective communication between the Police Department, the District Attorney’s Office, the Adult and Juvenile Probation Departments, the Sheriff’s Department and the courts (civil, criminal and juvenile divisions). At a minimum, these protocols should provide a mechanism for interdepartmental tracking of cases and criminal history of defendants and regular communication between the heads of the specialized domestic violence units to share information regarding changes to processes and protocols of each department. (#2 in 2002 Justice and Courage Report; #2 in Appendix A)  | Substantial Progress |
| <i>Justice and Courage</i><br>(2002) | 2. Establish written protocols for agreements between the Police Department, the District Attorney’s Office and the Adult Probation Department regarding how each department will address probationers who are involved in new offenses or violations of probation. At a minimum protocols should provide: <ul style="list-style-type: none"> <li>a) a mechanism for sharing of information,</li> <li>b) an outline of each department’s role in responding to these situations,</li> <li>c) timelines for sharing information and action to be taken,</li> <li>d) guidelines that address both prosecution for new offenses and revocation of probation or parole,</li> <li>e) a tracking system to document interdepartmental communication, and</li> <li>f) the resolution of each case.</li> </ul> <p>This documentation should be reviewed regularly to ensure that the protocols are adequate to affect a timely and effective response and that cases are resolved satisfactorily. (#3 in 2002 Justice and Courage Report; #2 in Appendix A)</p> | Substantial Progress |
| <i>Justice and Courage</i><br>(2002) | 3. Develop collaborative agreements between the components of the criminal justice system (Police Department, District Attorney’s Office, Adult Probation Department, and Superior Court) and social service and victim service programs. These agreements should establish effective referral processes and coordinate communication to victim/survivors of domestic violence. At a minimum, this referral process should specify how victim/survivors will be informed of their full options and legal rights, how victim/survivors will be referred to existing support services, what types of follow-up contacts will be made, and how referral and communication with victim/survivors will be documented. (#4 in 2002 Justice and Courage Report; #4 in Appendix A)  | In Progress          |
| <i>Justice and Courage</i>           | 4. Establish an evaluation process to monitor the implementation of individual agency and interdepartmental protocols regarding domestic violence and   | Incomplete           |



|                                   |  |                      |
|-----------------------------------|--|----------------------|
| (2002)                            | regularly evaluate the effectiveness of existing policies and service delivery systems. Evaluation procedures may include auditing individual agency performance, evaluation of individual cases, spot checks, or other methods. (#5 in 2002 Justice and Courage Report; #5 in Appendix A)   |                      |
| <i>Justice and Courage</i> (2002) | 5. Establish departmental complaint procedures for each component of the criminal justice and social service systems that victim/survivors can use to address instances in which they feel that they have not received adequate response to a domestic violence situation. Departments should develop internal databases to track complaints and resolution of complaints. Complaints should be reviewed regularly within the individual departments to assess for breakdowns in the policies and procedures and/or for individual performance issues and between departments to assess the service delivery systems overall. (#6 in 2002 Justice and Courage Report; #6 in Appendix A)  | Incomplete           |
| <i>Justice and Courage</i> (2002) | 6. Cooperate in the development and implementation of a compatible computer system(s), such as the Justice Information System (JUS.T.I.S.), to ensure that effective tracking of current and accurate data can be shared between the Police Department, the District Attorney's Office, the Adult Probation Department, the Sheriff's Department, and the courts (civil and criminal divisions). This system should allow for access to information regarding criminal activity within the City and County of San Francisco as well as jurisdictions outside of San Francisco. This system should provide instant notification to the appropriate departments when a probationer or parolee is involved in any reported crime. (#7 in 2002 Justice and Courage Report; #7 in Appendix A) | In Progress          |
| <i>Justice and Courage</i> (2002) | 7. Review existing policies, and where needed, establish new policies for the Police Department, the District Attorney's Office, the courts and social services related to child witnesses of family violence. Training should be provided to all staff in all departments on the effect of exposure to domestic violence on children. Where possible and appropriate, departments and programs should work collaboratively with SafeStart and the Greenbook Project as well as other child welfare programs. (#8 in 2002 Justice and Courage Report; #8 in Appendix A)  | Substantial Progress |
| <i>Justice and Courage</i> (2002) | 8. Review and enforce employee policies on domestic violence and violence in the workplace to ensure that employees who are victim/survivors of domestic violence are accorded their full legal rights. Ensure that every legal effort is made to hold employees who are domestic violence offenders accountable in their workplace. (#9 in 2002 Justice and Courage Report; #9 in Appendix A)   | In Progress          |
| <i>Justice and Courage</i> (2002) | 9. Review domestic violence training for staff in all components of the civil and criminal justice and social service systems. Advocates who work against domestic violence must be included in the review of existing trainings, in developing new or revised training protocols, and in providing trainings. Funding should be made available to ensure that advocates and domestic  | Substantial Progress |

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|                                   | <p>violence experts are able to participate fully in developing and implementing trainings. All trainings must include:</p> <ul style="list-style-type: none"> <li>a) victim sensitivity;</li> <li>b) cultural diversity;</li> <li>c) dynamics of domestic violence;</li> <li>d) the connections between domestic violence and substance abuse; and</li> <li>e) cross-training on the role of other services and/or systems which victim/survivors of violence encounter. (#10 in 2002 Justice and Courage Report; #10 in Appendix A).</li> </ul>  |                      |
| <i>Justice and Courage (2002)</i> | 10. Develop programs to reduce the burn-out and secondary trauma of staff assigned to domestic violence units. Work on issues of domestic violence is extremely challenging, personally and professionally. Staff of any criminal justice agency, social service agency, or community-based program who deal with domestic violence issues on a regular basis should have access to stress reduction programs, counseling, and other programs or services which address or reduce the impact of secondary trauma. In addition, staff assigned to work in specialized units or programs should be given the opportunity to rotate assignments frequently and/or other accommodations should be made available to reduce burnout and vicarious trauma. (#11 in 2002 Justice and Courage Report; #11 in Appendix A) | Substantial Progress |
| <i>Justice and Courage (2002)</i> | 11. Increase resources for community based domestic violence agencies. A recent study completed by the Department on the Status of Women titled <i>Violence Against Women and Girls in San Francisco: Meeting the Needs of Survivors</i> documents a need to invest more resources in San Francisco violence against women service delivery systems. The report clearly documents barriers that survivors of domestic violence face when seeking support and the need for additional programs and funding to reduce or eliminate these barriers. (#13 in 2002 Justice and Courage Report; #13 in Appendix A)   | Substantial Progress |
| <i>Justice and Courage (2002)</i> | 12. Evaluate civil and criminal justice and social service systems regarding their accessibility to people who do not speak and/or read English. Develop and implement a plan to improve access to services for non-English speakers and/or readers. (#14 in 2002 Justice and Courage Report; #14 in Appendix A)   | Substantial Progress |
| <i>Justice and Courage (2002)</i> | 13. Establish clear protocols and tools for components of the criminal justice system, social service system, victim services programs, and batterer treatment programs to assess for the primary aggressor. Review criminal justice statistics regarding mutual arrests to evaluate for systemic problems related to the determination of primary aggressor and/or situations erroneously defined as mutual battery/combat. Evaluate protocols and tools regularly, including feedback from victim service programs and offender treatment programs. (#15 in 2002 Justice and Courage Report; #15 in Appendix A)  | Incomplete           |

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|--------------------------------------|--|----------------------|
| <i>Justice and Courage</i><br>(2002) | 14. Evaluate civil and criminal justice and social service systems regarding their accessibility to people with physical and mental disabilities. Develop and implement plans to improve access to services for people with disabilities. (#16 in 2002 Justice and Courage Report; #16 in Appendix A)  | Incomplete           |
| <i>Courage to Change</i><br>(2010)   | 15. Identify and allocate more money for quality domestic violence training across all criminal justice system agencies, including dedicated funding for ongoing, regular domestic violence training. (#1 of Training Recommendations in Courage to Change Report; #17 in Appendix A)  | Incomplete           |
| <i>Courage to Change</i><br>(2010)   | 16. Enhance communication between criminal justice system agencies and victims by creating written protocol and training for all departments on victim contact. Protocols should consider victim contact by multiple criminal justice agencies and strive to reduce repeat or contradictory phone contacts with victims. (#3c of Communication Recommendations in Courage to Change Report; #18 in Appendix A)   | Incomplete           |
| <i>Courage to Change</i><br>(2010)   | 17. Provide mandatory training and cross-training for all criminal justice system interveners on stalking as part of the Stalking Task Force or a separate group. All training should be in conjunction with criminal justice practitioners and community-based organizations. (#4 of Stalking Recommendations in Courage to Change Report; #20 in Appendix A)   | Incomplete           |
| <i>Courage to Change</i><br>(2010)   | 18. Create a systematized way of ensuring that all identified stalking victims are identified as such despite the level of crime charged (e.g., misdemeanor or felony) and are connected with community-based advocacy services (e.g. La Casa de las Madres and/or other organizations). (#5 of Stalking Recommendations in Courage to Change Report; #21 in Appendix A)   | Incomplete           |
| <i>Courage to Change</i><br>(2010)   | 19. Review the certification and training requirements for the “City certified interpreter roster” to determine if domestic violence training is included, available, and/or required for City certified interpreters, and determine whether the roster is accessible to all Departments. (#2 of Language Access and Cultural Competency Recommendations in Courage to Change Report; #23 in Appendix A)   | Incomplete           |
| <i>Courage to Change</i><br>(2010)   | 20. Update all Victim Resource Cards to include the District Attorney’s Victim Services Division and 311 (non-emergency City services). In addition, all translations of criminal justice system documents should include pictures where possible, since direct translations from English to another language may be confusing or inaccurate. (Pictures may also benefit illiterate victims.) (#5 of Language Access and Cultural Competency Recommendations in Courage to Change Report; #26 in Appendix A) | Substantial Progress |
| <i>Courage to Change</i><br>(2010)   | 21. Establish ongoing and regularly updated cultural competency training in all criminal justice system departments in conjunction with community-based organizations that have a history of working with LEP domestic violence  | Incomplete           |

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|---------------------------------|--|------------|
|                                 | victims. Domestic violence training could be incorporated into existing cultural competency training provided by CBOs at the Police Academy and elsewhere within the criminal justice system. (#7 of Language Access and Cultural Competency Recommendations in Courage to Change Report; #27 in Appendix A)   |            |
| <i>Courage to Change</i> (2010) | 22. Establish a Task Force made up of key agencies and community-based organizations to ensure Audit Team recommendations regarding LEP victims are implemented within San Francisco and its relevant criminal justice agencies. (#8 of Language Access and Cultural Competency Recommendations in Courage to Change Report; #28 in Appendix A)  | Incomplete |
| <i>Courage to Change</i> (2010) | 23. Provide education and training for all criminal justice practitioners on traditionally underserved and underrepresented communities, including the impact of domestic violence in these communities. (#1 of Complexity of Risk Recommendations in Courage to Change Report; #30 in Appendix A)   | Incomplete |
| <i>Courage to Change</i> (2010) | 24. Conduct additional research on criminal justice system responses to traditionally underserved and underrepresented communities in San Francisco, including how issues of victim safety and batterer accountability are or are not accounted for by city departments. (#3 of Complexity of Risk Recommendations in Courage to Change Report; #32 in Appendix A)   | Incomplete |
| <i>Courage to Change</i> (2010) | 25. Convene a local dialogue group in collaboration with the California Partnership to End Domestic Violence – Bay Area Public Policy Research Committee, and the San Francisco Domestic Violence Consortium, to include batterer intervention programs, victim service programs, criminal justice system agencies, children’s groups, elder abuse groups, and other groups as identified, to explore the following questions: What is accountability? What does safety mean in different communities? (#4 of Complexity of Risk Recommendations in Courage to Change Report; #33 in Appendix A) | Incomplete |

**SAN FRANCISCO POLICE DEPARTMENT**

| <b>Source</b>                     | <b>Recommendation</b>  | <b>Status</b>        |
|-----------------------------------|--|----------------------|
| <i>Justice and Courage</i> (2002) | 26. The Police Department should review data collection procedures and, where necessary, expand data collection to include documentation of the number of: <ul style="list-style-type: none"> <li>a) domestic violence calls to the police;</li> <li>b) domestic violence police reports;</li> <li>c) domestic violence related arrests;</li> <li>d) misdemeanor domestic violence charges;</li> <li>e) felony domestic violence charges;</li> <li>f) Emergency Protective Orders (EPOs) requested;</li> <li>g) EPOs granted;</li> <li>h) domestic violence reports investigated by the DVRU; and</li> <li>i) domestic violence cases presented to the District Attorney’s Office</li> </ul> | Substantial Progress |

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|                                   | regardless of outcome. (#15 in 2002 Justice and Courage Report; #49 in Appendix A)  |               |
| <b>DISTRICT ATTORNEY'S OFFICE</b> |   |               |
| <b>Source</b>                     | <b>Recommendation</b>   | <b>Status</b> |
| <i>Justice and Courage</i> (2002) | 27. Review and evaluate existing training on domestic violence. Mandatory initial trainings (recommend 40 hours) and annual advanced trainings (recommend eight hours) should be provided for all prosecutors, investigators and advocates assigned to domestic violence misdemeanor and felony cases. In addition to these trainings, the District Attorney should make funds available for staff assigned to domestic violence cases to attend specialized and advanced trainings provided by organizations and trainers outside the department. (#10 in District Attorney's Office section of 2002 Justice and Courage Report; #87 in Appendix A)  | In Progress   |
| <b>ADULT PROBATION DEPARTMENT</b> |   |               |
| <b>Source</b>                     | <b>Recommendation</b>   | <b>Status</b> |
| <i>Justice and Courage</i> (2002) | 28. Review data collection procedures currently used by the Adult Probation Department and, where necessary, expand data collection to include documentation of the following domestic violence statistics: <ul style="list-style-type: none"> <li>a) probationers on domestic violence felonies;</li> <li>b) probationers on domestic violence misdemeanors;</li> <li>c) probation revocations;</li> <li>d) probationers sent to jail for violations of probation;</li> <li>e) probationers whose probation is extended after violation of probation;</li> <li>f) probationers convicted of another crime while on probation and the type of crime committed;</li> <li>g) cases where revocation is denied; and</li> <li>h) cases of offenders who completed probation and were later sentenced to an additional probation sentence for another crime. (#14 in Adult Probation Department section of 2002 Justice and Courage Report; #106 in Appendix A)</li> </ul> | In Progress   |
| <i>Justice and Courage</i> (2002) | 29. Develop an evaluation tool for offender treatment programs. Batterer intervention programs should be required to maintain and submit, on a regular basis, information on offenders sufficient for the Adult Probation Department to evaluate the effectiveness of the program's interventions. The Adult Probation Department should maintain data on program assignments, dropouts, completion records, and recidivism rates of offenders assigned to each program. This information should be available to the public. (#16 in Adult Probation Department section of 2002 Justice and Courage Report; #108 in Appendix A)   | In Progress   |
| <i>Courage to</i>                 | 30. Include a domestic violence risk/danger assessment tool in the Adult  | In Progress   |

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|---|---|---------------|
| <i>Change</i><br>(2010)                                 | Probation Department’s Probation Supplemental Reports, and institute risk assessment protocol for all criminal justice agencies, including training to cover the usage of such assessments. (#5 of Administrative Practices Recommendations in Courage to Change Report; #111 in Appendix A)  |               |
| <b>SAN FRANCISCO SUPERIOR COURT – CRIMINAL DIVISION</b> |   |               |
| <b>Source</b>   | <b>Recommendation</b>   | <b>Status</b> |
| <i>Justice and Courage</i><br>(2002)                    | 31. Establish a Domestic Violence Court to handle felony and misdemeanor domestic violence cases. This court would build upon the model of the existing Domestic Violence Misdemeanor Court allowing for closer supervision of all domestic violence defendants and probationers. (#2 in Criminal Court section of 2002 Justice and Courage Report; #122 in Appendix A)   | Incomplete    |
| <i>Justice and Courage</i><br>(2002)                    | 32. The Superior Court should review data collection procedures and, where necessary, expand data collection to include documentation of the following statistics regarding domestic violence: <ul style="list-style-type: none"> <li>a. domestic violence cases handled by the courts each year;</li> <li>b. arrest warrants for domestic violence issued by the court;</li> <li>c. dismissals of domestic violence cases;</li> <li>d. domestic violence cases plea-bargained;</li> <li>e. convictions resulting in state prison sentences, county jail terms, suspended sentences, probation, community services, mandated participation in offender treatment programs, and/or assessment of fines;</li> <li>f. total amount of fines assessed by the court annually;</li> <li>g. probationers who have probation revoked and the reasons for the revocation;</li> <li>h. defendants who have Stay Away Orders issued against them;</li> <li>i. defendants who have Stay Away Orders against them lifted;</li> <li>j. defendants who fail to successfully complete an offender treatment program;</li> <li>k. domestic violence defendants who fail to pay fines assessed against them;</li> <li>l. domestic violence defendants who fail to appear in court as ordered; and</li> <li>m. average jail and prison sentences for convictions resulting in jail or prison time. (#13 in Criminal Court section of 2002 Justice and Courage Report; #132 in Appendix A)</li> </ul> | In Progress   |
| <i>Courage to Change</i><br>(2010)                      | 33. Refurbish the domestic violence court and devote adequate resources to the dedicated domestic violence court (including personnel, technological resources, and safe waiting places for victims). (#14 of Batterer Accountability Recommendations in Courage to Change Report; #136 in Appendix A)  | In Progress   |
| <b>SAN FRANCISCO SUPERIOR COURT – FAMILY DIVISION</b>   |   |               |

| <b>Source</b>   | <b>Recommendation</b>   | <b>Status</b>        |
|---|---|----------------------|
| <i>Justice and Courage</i> (2002)                               | 34. Establish protocols for regular and effective communication between Family Court and the Criminal Domestic Violence Court, the Police Department, the District Attorney's Office, the Adult Probation Department, the Sheriff's Department and the Department of Human Services. These protocols should minimally provide a mechanism for interdepartmental tracking of cases and sharing of information regarding changes in departmental processes and protocols. (#1 in Family Court section of 2002 Justice and Courage Report; #142 in Appendix A)         | Substantial Progress |
| <i>Courage to Change</i> (2010)                                 | 35. Enhance communication between criminal justice system agencies by developing written protocols on communication between criminal court and family court, including updated technological communication, such as access to all court-related computer networks. (#1a of Communication Recommendations in Courage to Change Report; #148 in Appendix A)   | In Progress          |
| <b>DEPARTMENT OF HUMAN SERVICES – CHILD PROTECTIVE SERVICES</b> |   |                      |
| <b>Source</b>   | <b>Recommendation</b>   | <b>Status</b>        |
| <i>Justice and Courage</i> (2002)                               | 36. Establish protocols for regular and effective communication between the Department of Human Services and the Police Department, the District Attorney's Office, the Adult Probation Department, the Sheriff's Department and the courts (civil and criminal divisions). At a minimum, these protocols should provide a mechanism for interdepartmental tracking of cases and sharing of information regarding changes in departmental processes and protocols. (#1 in Child Protective Services section of 2002 Justice and Courage Report; #157 in Appendix A) | In Progress          |
| <b>COMMUNITY-BASED SERVICES</b>                                 |   |                      |
| <b>Source</b>   | <b>Recommendation</b>   | <b>Status</b>        |
| <i>Justice and Courage</i> (2002)                               | 37. Review protocols, policies, and statutory requirements regarding confidentiality and communication between victim services and law enforcement to ensure that information about ongoing criminal incidents is provided where appropriate. (#1 in Community-Based Services section of 2002 Justice and Courage Report; #161 in Appendix A)   | Substantial Progress |
| <i>Justice and Courage</i> (2002)                               | 38. Provide intervention, shelter, transitional housing, and legal services for victim/survivors of domestic violence who have histories or current experiences with substance abuse or sex work. (#2 in Community-Based Services section of 2002 Justice and Courage Report; #162 in Appendix A)   | Substantial Progress |
| <i>Justice and Courage</i> (2002)                               | 39. Review existing criminal justice advocacy services provided to victim/survivors to ensure that advocacy services are comprehensive, coordinated, seamless, and support victim/survivors throughout their interaction with the criminal justice system. (#5 in Community-Based Services section of 2002 Justice and Courage Report; #165 in Appendix A)  | Incomplete           |

| JUSTICE AND COURAGE OVERSIGHT PANEL |   |                      |
|-------------------------------------|---|----------------------|
| Source                              | Recommendation  | Status               |
| <i>Strategic Plan (2009)</i>        | <p>40. In 2010, establish a Resource Committee to identify resource gaps and pursue additional resources.</p> <ul style="list-style-type: none"> <li>a) Partner with the Controller’s City Services Auditor to conduct an audit of the City and County of San Francisco’s investment in domestic violence services, possibly focusing on one aspect of these services, such as training or housing;</li> <li>b) Assess the impact of recent and impending cuts, including state and federal cuts, to determine new gaps in services;</li> <li>c) Use tools developed in the original Resources Committee to research possible sources of income, such as the Real Estate Fraud Fund. (Section A Objective 1 in Strategic Plan; #167 in Appendix A)</li> </ul>   | Incomplete           |
| <i>Strategic Plan (2009)</i>        | <p>41. By the end of 2011, create a protocol for responding to domestic violence incidents for all City-, State-, or Federally-funded housing sites, including single room occupancy sites and other affordable housing units.</p> <ul style="list-style-type: none"> <li>a) Convene a work-group of Justice and Courage Panel members, representatives from the Housing Authority, the Mayor’s Office of Housing, the Human Services Agency’s Housing and Homelessness Division, and housing and domestic violence advocates from the community to determine an appropriate and effective protocol for use at housing sites when domestic violence incidents occur; <ul style="list-style-type: none"> <li>i. Utilize/start from the plan developed by Bay Area Legal Aid that outlines many of the current safety needs at housing sites.</li> </ul> </li> <li>b) Conduct training at housing sites and other appropriate places regarding the protocol, once developed and formalized. <ul style="list-style-type: none"> <li>i. Engage the Police Department in both the creation of the protocol as well as in training of housing site staff members to support the building of good relationships and communication between housing sites and the Police Department. (Section B Objective 1 in Strategic Plan; #168 in in Appendix A)</li> </ul> </li> </ul> | In Progress          |
| <i>Strategic Plan (2009)</i>        | <p>42. Ensure that all San Francisco judges and commissioners receive the training necessary to understand the dynamics of domestic violence cases, both criminal and civil.</p> <ul style="list-style-type: none"> <li>a) Build partnerships with the Family Violence Prevention Fund, which offers training for judges nationally, to engage local judges in these efforts;</li> <li>b) Advocate with the Presiding Judge and others for the creation of a formalized local policy requiring training about domestic violence for all judicial officer. (Section C Objective 2 in Strategic Plan; #170 in Appendix A)</li> </ul>  | Substantial Progress |



|                                     |   |                             |
|-------------------------------------|---|-----------------------------|
| <p><i>Strategic Plan (2009)</i></p> | <p>43. Cultivate relationships with judges and stakeholders in the judicial system to build a peer network that can advocate for changing the culture of the San Francisco judicial system to consider the safety of victims above judicial neutrality concerns.</p> <ul style="list-style-type: none"> <li>a) Outreach to key judicial stakeholders, including Deputy Presiding Judge Feinstein, Judge Lee, Judge Morgan, and others to encourage their engagement with the work of Justice and Courage;</li> <li>b) Formerly recognize those judges that make a clear effort to address the safety concerns of victims and hold batterers accountable through resolutions and other forms of acknowledgement;</li> <li>c) Support local Court Watch efforts to visibly pressure the courts to address victims’ safety concerns and hold batterers accountable for their crimes. (Section C Objective 3 in Strategic Plan; #171 in Appendix A)</li> </ul>  | <p>Substantial Progress</p> |
| <p><i>Strategic Plan (2009)</i></p> | <p>44. Work with the Adult Probation Department, the Judiciary, and batterer intervention programs to develop improved accountability and oversight mechanisms for batterer intervention programs.</p> <ul style="list-style-type: none"> <li>a) Participate in Adult Probation Department’s Batterer Intervention Program-Community Advisory Committee and Adult Probation Department’s Batterer Intervention Program Committee (for all currently certified batterer intervention programs);</li> <li>b) Engage batterer intervention program providers in Justice and Courage efforts by attendance at Batterer Intervention Program Committee Meetings, extending invitations to Panel and committee meetings, and other activities to utilize the knowledge and insight of the staff at these programs;</li> <li>c) Review Adult Probation Department statistics to determine intervention program effectiveness—review completion rates, bench warrant rates, stay-away order rates, batterer program payment rates, and identify key areas for improvement;</li> <li>d) Explore possibility of County augmentation and amendments to state legislation regarding batterer intervention. <ul style="list-style-type: none"> <li>i. Review literature regarding the efficacy of the 52-week model and Batterer Intervention Programs in general to determine best practices for which Justice and Courage can advocate. (Section D Objective 1 in Strategic Plan; #172 in Appendix A)</li> </ul> </li> </ul> | <p>Substantial Progress</p> |
| <p><i>Strategic Plan (2009)</i></p> | <p>45. Conduct an audit of training practices and resources within criminal justice agencies (as resources permit).</p> <ul style="list-style-type: none"> <li>a) Create a work-group to review curricula related to domestic violence, cultural competency, and responding to communities with complex risk factors, to determine appropriateness and efficacy of in-house training modules at each of the criminal justice agencies;</li> <li>b) Conduct a quantitative and qualitative assessment of both in-house and</li> </ul>  | <p>Incomplete</p>           |

|                              |  |                      |
|------------------------------|--|----------------------|
|                              | <p>external trainings attended by criminal justice staff responding to domestic violence incidents;</p> <ul style="list-style-type: none"> <li>c) Determine gaps and overlaps in training offerings, both in-house and external, to maximize resources;</li> <li>d) Submit a report of training-related recommendations to department heads. (Section E Objective 1 in Strategic Plan; #173 in Appendix A)</li> </ul>  |                      |
| <i>Strategic Plan (2009)</i> | <p>46. Establish stable, long-term funding for the Domestic Violence Response Cross-Training Institute.</p> <ul style="list-style-type: none"> <li>a) Seek out and apply for grant opportunities as they arise;</li> <li>b) Advocate for general fund support for the Institute with the Mayor, Board of Supervisors, and department heads. (Section E Objective 2 in Strategic Plan; #174 in Appendix A)</li> </ul>   | In Progress          |
| <i>Strategic Plan (2009)</i> | <p>47. Begin planning for the next Safety and Accountability Audit in 2010.</p> <ul style="list-style-type: none"> <li>a) Advocate for general fund support and/or seek other funding for a 2nd Safety and Accountability Audit;</li> <li>b) Conduct Safety and Accountability Audit by 2012. (Section F Objective 2 in Strategic Plan; #176 in Appendix A)</li> </ul>   | Incomplete           |
| <i>Strategic Plan (2009)</i> | <p>48. Participate in the District Attorney’s Stalking Task Force.</p> <ul style="list-style-type: none"> <li>a) Support the District Attorney’s Office and Stalking Task Force in distributing its Stalking Resource Guide to the wider community, including to the housing community, and others that may interact with stalking victims;</li> <li>b) In collaboration with the District Attorney’s Stalking Task Force, explore the benefits of holding a roundtable on the issue of stalking;</li> <li>c) Examine links between departments’ stalking protocols to highlight and close any gaps in the systemic response;</li> <li>d) Advocate with the Department of Public Health for the long-term continuation and expansion of the Center for Special Problems, currently the only intervention program certified to work with convicted stalkers. (Section H Objective 1 in Strategic Plan; #178 in Appendix A)</li> </ul> | Incomplete           |
| <i>Strategic Plan (2009)</i> | <p>49. Engage in committee-based and Panel-wide activities to address the issues and goals laid out in the Strategic Plan.</p> <ul style="list-style-type: none"> <li>a) Hold quarterly meetings of the Oversight Panel to discuss, plan for, and respond to domestic violence response issues;</li> <li>b) Continue to meet regularly (2-4 times annually) with department heads of each of the criminal justice agencies to inform them of concerns and build cross-departmental collaboration;</li> <li>c) Utilize the Media Committee ad hoc to respond to specific “high-profile” domestic violence events;</li> <li>d) Hold annual hearings at the Board of Supervisor’s Public Safety Committee</li> </ul>  | Substantial Progress |

|  |  |  |
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|  | <p>to draw attention and raise awareness about the ways that funding creates gaps in the system response to domestic violence and develop “champions” amongst government and elected San Francisco leadership. (Section J Objective 1 in Strategic Plan; #180 in Appendix A)</p> |  |
|--|--|--|

## **Appendix E: List of Accomplishments by Department**

### **All Criminal Justice Agencies**

- All agencies regularly share staff rosters with one another.
- All criminal justice agencies have internal protocols for addressing stalking cases, as well as for working with limited-English proficient and monolingual victims.

### **Adult Probation Department**

- Adult Probation adopted the Correctional Assessment and Intervention System (CAIS), which identifies probationer needs and risks, and officers perform the assessments during the intake session for each probationer.
- Adult Probation significantly improved communication practices between the department, the batterer intervention programs, and the Courts.
- Adult Probation strengthened accountability measures for batterers by instituting a more rigorous evaluation component for batterer intervention programs to complete for each probationer.
- The department implemented a domestic violence field protocol for officer safety in the field.
- To better analyze trends and outcomes, Adult Probation maintains monthly records and quarterly caseload reviews.

### **Child Protective Services**

- Child Protective Services developed protocols regarding all legal options for ensuring the safety and well-being of children in situations where a non-abusive parent may be victimized in a domestic violence situation.
- Child Protective Services reviewed and revised protocols for emergency response in situations where a parent(s) is killed, seriously injured, or arrested.
- Child Protective Services reviewed and evaluated its existing training on domestic violence.

### **Community Providers**

- Victim Advocates from La Casa de las Madres assigned to the Special Victims Unit are certified in the Jacquelyn Campbell Lethality Assessment tool and have begun training police officers in the use of this tool.

- The Mayor’s Office of Housing received a 3-year federal grant to engage a community provider to train 500 police officers and other criminal justice staff on domestic violence in later life.
- Domestic violence advocates trained subsidized housing providers and San Francisco Housing Authority staff on domestic violence.
- Domestic violence advocates successfully advocated for funding for community based advocates at the San Francisco Housing Authority.
- Domestic violence advocates successfully advocated for substantial increases in funding for community based victim services, with new funding for services for limited English proficient and LGBTQ survivors.

### **Criminal and Family Courts**

- Family Court developed a partnership with the Sheriff’s Department to provide escorts to victims when entering or leaving the court. Additionally, the Family Court adopted a 15-minute hold policy to allow the petitioner to leave 15 minutes ahead of the respondent to promote safety at the Court.
- The Domestic Violence Court Judge developed a bench book for new judges to understand the protocols for domestic violence cases, distributed to bench officers in 2009. The Domestic Violence Court Committee held several community meetings in 2008 and 2009 to assess San Francisco’s compliance with the Administrative Office of the Courts’ Recommended Guidelines and Practices for Improving the Administration of Justice in Domestic Violence Cases.
- The Courts have developed a San Francisco Restraining Order Database, allowing access for all criminal justice departments.
- In 2013, the Presiding Judge required all superior court judges to attend a training on lethality assessment in domestic violence cases.

### **Department of Emergency Management**

- The Department of Emergency Management developed a script for 911 dispatchers to use in cases of domestic violence, implemented in 2008.
- The Department of Emergency Management programmed two new call types for dispatchers to use to indicate stalking and domestic violence stalking. All dispatchers have been trained on their use.
- The Department of Emergency Management worked in collaboration with the Police Department to implement a Premise Hazard function into the dispatch system to broadcast alerts regarding locations specific to suspect in domestic violence and stalking cases.
- Every Department of Emergency Management staff member receives 4 hours of training on domestic violence.

- Department of Emergency Management dispatchers can now locate bilingual police officers and direct them to a scene involving a limited English proficient speaker.

### **Department of Public Health**

- Through the Family Violence Council, the Department of Public Health has created and distributed a Family Violence Resource Sheet that will be distributed to each of the criminal justice agencies each time it is updated to better link first responders with community providers.

### **Department on the Status of Women**

- The Department on the Status of Women received funding to develop and conduct the Domestic Violence Response Cross-Training Institute, training over 430 criminal justice personnel through an innovative curriculum that addresses the gaps found in the Audit.
- The Department on the Status of Women, in partnership with the Office of Civic Engagement and Immigrant Affairs, received funding from the Zellerbach Foundation and the Annie E. Casey Foundation to create the language fluency training program, Bridges to Freedom, offered in 2009 and 2010.
- The Department on the Status of Women has staffed the Justice and Courage Oversight Panel and staffs the Family Violence Council. The Department compiles the annual Family Violence Council Report, which details family violence statistics in San Francisco.
- Through staffing of the Housing Committee, the Department helped to obtain funding for two domestic violence advocates at the San Francisco Housing Authority, to improve Housing Authority policies for domestic violence survivors, and to present the domestic violence training for all Housing Authority staff.

### **District Attorney's Office**

- In 2009, the District Attorney's Office partnered with the Police Department to create a four-hour training about responding to scenes of domestic violence presented at each of the 11 police stations.
- The District Attorney's Office has made an additional interview room available to provide a safe space for meeting with victims, and also provides a safe waiting area for victims who are scheduled to attend Domestic Violence Court.
- The Victim Services Division created a flow-chart describing a victim's or a case's path through the criminal justice system to assist victims in understanding the legal system's processes.
- The District Attorney's Office restarted the Stalking Task Force, which meets quarterly with criminal justice and community participants to train about stalking and analyze current trends.

- The District Attorney's Office released the Stalking Resource Guide in 2009 to provide tips and resources to victims and advocates.
- In 2013, the District Attorney's Office created a unified Domestic Violence Unit, consolidating domestic violence felony and misdemeanor attorneys, victim witness advocates, and paralegals in one space.

### **Medical Examiner's Office**

- The Office of the Chief Medical Examiner investigates all deaths which occur within the jurisdiction of the City and County of San Francisco. Every death is individually assessed for contributing factors related to, or possibly connected to domestic violence, deaths from any type of violence or trauma, substance abuse, or suicide. In addition, the deaths of homeless people that may be related to domestic violence are evaluated.
- The Office of the Chief Medical Examiner Annual Report, dated FY 2014-2015 and subsequent editions, will include a new section documenting the connection between the experience of domestic violence and deaths from violence, suicide, or substance abuse. In addition, whenever possible, the Office of the Chief Medical Examiner will document the effect of domestic violence in the deaths of homeless people.

### **Office of the City Administrator**

- The City Administrator secured a master contract with Language Line Services, a highly-rated translation service that can supply translators in over 175 languages. This contract pairs with a donation of mobile phones from AT&T in 2007 that officers can use in the field to connect with Language Line Services when responding to a victim who is limited-English proficient or monolingual.

### **Police Department**

- The Police Department created a training video for officers on best practices for responding to Limited English Proficient victims.
- The Police Department now consistently completes and includes Supplemental Reports in case files.
- The Police Academy prioritized the domestic violence portion of the officer training program by moving it from Friday afternoons to Wednesdays, and extended the segment to include training on elder abuse and stalking.
- The Domestic Violence Response Unit has implemented a new form for Inspectors to use to communicate with the responding officers about the outcome of cases.

- The Police Department included a 2-hour POST-certified training about stalking in the bi-annual Continuing Professional Training course for officers, as well as in the Basic Recruit classes. A Department Bulletin on stalking further informed personnel about this issue.
- The Police Department eliminated the backlog of criminal stay-away orders from Police and Court data systems since 2003.

### **Sheriff's Department**

- In October 2008, the Sheriff's Department implemented a policy whereby a warrant check is conducted prior to release of every inmate who has been incarcerated for more than 24 hours.
- In December 2009, the Sheriff's Department implemented the Jail Management System as the initial user of the JUS.T.I.S. system.
- In 2013, the Sheriff's Department established the Victim Information and Notification Everyday (VINE) Program, which is a protocol for victim notification when an offender is being released.



## Appendix F: Justice and Courage Committee Members

### Justice and Courage Oversight Panel

Barbara Brooten Job (2002 – 2005)

Kathy Black (2008 – 2014)

Denise Castañeda (2005 – 2005)

Dr. Mary Cavanaugh (2008 – 2009)

Patti Chang (2002 – 2004)

Juana Flores (2005 – 2009)

Beverly Green-Simmons (2002 – 2004)

Allyson Hauck (2008 – 2010)

Dorka Keehn, Co-Chair (2002 – 2010)

Susan Leal, Co-Chair (2002 – 2004)

Fiona Ma, Co-Chair (2004 – 2005)

Marily Mondejar (2005 – 2008)

Dr. Emily Murase (2004 – 2014)

Belle Taylor-McGhee (2002 – 2004)

Clara Tempongko (2002 – 2003)

JaMel Perkins (2011 – 2014)

Antonio Ramirez (2005 – 2014)

Dion Roberts (2009 - 2014)

Andrea Shorter, Co-Chair (2011 – 2014)

Ken Theisen, Co-Chair (2002 – 2014)

Beverly Upton (2002 – 2014)

Manuel Vasquez (2002 - 2005)

### Audit Implementation Committee

Ken Theisen, Co-Chair, Bay Area Legal Aid

Maria Bee, District Attorney's Office

Kathy Black, Co-Chair, La Casa de las Madres

Emberly Cross, Cooperative Restraining Order Clinic

Captain John Ehrlich, Police Department

Susan Fahey, Sheriff's Department

Erika Falk, Institute on Aging

Arturo Faro, Adult Probation Department

Tina Gilbert, Adult Probation Department

Lisa Hoffman, Department of Emergency Management

Minouche Kandel, Bay Area Legal Aid

Laura Marshall, Department on the Status of Women

Lieutenant Molly Pengel, Police Department

Jean Roland, District Attorney's Office

James Rowland, District Attorney's Office

Anna Sop, Department of Emergency Management

Inspector Art Stellini, Police Department

Hediana Utarti, Asian Women’s Shelter

Andre Wood, Adult Probation Department

**Audit Team**

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Jim Hanna, Adult Probation Department

Capt. Marsha Ashe, Police Department

Barbara Kempster, Department of Emergency Management

Beverly Balos, Praxis Safety Audit

Colleen Montoya, Department on the Status of Women

Maria Bee, District Attorney’s Office

Sgt. Chris Pedrinie, Police Department

Carol Bernard, Department on the Status of Women

Jim Rowland, District Attorney’s Office

Andrea Bible, Free Battered Women

Kavitha Sreeharsha, Asian Pacific Islander Legal Outreach

Emberly Cross, Cooperative Restraining Order Clinic

Jill Tregor, Greenbook Project

Dr. Shamita Das Dasgupta, Praxis Safety Audit

Selena Urbina, La Casa de las Madres

Dr. Patricia E. Erwin, Department on the Status of Women

Hediana Utarti, Asian Women’s Shelter

Susan Fahey, Sheriff’s Department

Andre Wood, Adult Probation Department

**Batterer Accountability Committee**

Dr. Mary Cavanaugh, UC Berkeley

Antonio Ramirez, POCovi

Arturo Faro, Adult Probation Department

Ken Theisen, Bay Area Legal Aid

Juana Flores, Mujeres Unidas y Activas

**Data Collection Committee**

Captain Marsha Ashe, Police Department

Ellen Brin, Police Department

Jay Banfield, Treasurer’s Office

Kerry Dalrymple, Department of Emergency Management

Carol Bernard, Emergency Communications Department

Susan Fahey, Sheriff’s Department

Delia Ginorio, Sheriff's Department  
Eileen Hirst, Sheriff's Department  
Linda Klee, District Attorney's Office  
Nixon Lazaro, Adult Probation Department  
Samara Marion, Office of Citizen Complaints  
Belle Taylor-McGhee, Department on the Status of Women  
Justine McGonagle, Department on the Status of Women

Dr. Emily Murase, Department on the Status of Women  
Gianrico Pierucci, Police Department  
Sally Pina, Superior Court  
Oli Sadler, Chair, Department of Telecommunications and Information Systems  
Reginald Smith, District Attorney's Office  
Elena M. Simonian, Superior Court

### **Filipina Advisory Committee**

Father Fred Bitanga, St. Patrick's Church  
Agnes Briones, Small Business Commission  
Lynda Borromeo, International Museum of Women  
Sheryl Carrillo, Community Member  
Denise Castañeda, Wells Fargo  
Chris Cordero, Adult Probation Department  
Art Faro, Adult Probation Department  
JoAnn Florendo, UCSF  
Geene Gonzales, Asian Women's Shelter  
Ed Jocson, West Bay Pilipino Center  
Dorka Keehn, Commission on the Status of Women  
Joanna Maderazo, Community Member

Beckie Masaki, Asian Women's Shelter  
Mario Matillano, West Bay Pilipino Center  
Justine McGonagle, Department on the Status of Women  
Marily Mondejar, Filipina Women's Network  
Dr. Emily Murase, Department on the Status of Women  
Rosario Navarrette, Department on the Status of Women  
Blesilda Ocampo, Department of Child Support Services  
Kevin Pimentel, Asian Pacific Islander Legal Outreach  
Melinda Smith, Marin Abused Women's Services  
Ken Theisen, Bay Area Legal Aid

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Kathy Black, La Casa de las Madres

Dr. Emily Murase, Department on the Status of Women

Dorka Keehn, Commission on the Status of Women

Beverly Upton, Domestic Violence Consortium

Marily Mondejar, Filipina Women's Network

### **Housing for Domestic Violence Survivors Committee**

Maria Bee, District Attorney's Office

Claire McCullough, La Casa de las Madres

Jia Min Cheng, Bay Area Legal Aid

Irina Naduhovskaya, Bay Area Legal Aid

Linda Galbreth, Bay Area Legal Aid

Karlo Ng, National Housing Law Project

Minouche Kandel, Department on the Status of Women

Dion Roberts, Human Services Agency

Elizabeth Kirton, Asian Women's Shelter

Lindsay Sweetnam, La Casa de las Madres

Miyoung Kleine, Asian Women's Shelter

Beverly Upton, Domestic Violence Consortium

Laura Marshall, Department on the Status of Women

Jill Zawisza, WOMAN Inc.

### **Interdepartmental Communication and Coordination Committee**

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Quita Keller, UCSF

Carol Bernard, Emergency Communications Department

Justine McGonagle, Department on the Status of Women

Barbara Brooten Job, Justice and Courage Oversight Panel

Dr. Emily Murase, Department on the Status of Women

Caroline Donnola, Department on the Status of Women

Rosario Navarrette, Department on the Status of Women

Kerry Dalrymple, Emergency Communications Department

Oli Sadler, Department of Telecommunications and Information Systems

Trish Erwin, Community Member

Liz Tarchi, District Attorney's Office

Beverly Upton, Domestic Violence Consortium

Sharon Woo, District Attorney's Office

### **Media Committee**

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Marily Mondejar, Filipina Women's Network

Allyson Hauck, Rene Sloan Holtzman Sakai LLP

Ken Theisen, Bay Area Legal Aid

### **Protocols Committee**

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Donna Medley, District Attorney's Office

Captain Marsha Ashe, Police Department

Dr. Emily Murase, Department on the Status of Women

Barbara Brooten-Job, Justice and Courage Oversight Panel

Rosario Navarrette, Department on the Status of Women

Sergio Calizo, Adult Probation Department

Sally Pina, Superior Court

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Oli Sadler, Department of Telecommunications and Information Systems

Delia Ginorio, Sheriff's Department

Lieutenant Don Sloan, Police Department

Eileen Hirst, Sheriff's Department

Arthur Stellini, Police Department

Avis Jones, Emergency Communications Department

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Sharon Woo, District Attorney's Office

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Jay Banfield, Treasurer's Office

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Carol Bernard, Department of Emergency Management

Lt. Louis Cassanego, Police Department

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Susan Fahey, Sheriff's Department

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Sharon Woo, District Attorney's Office

## Appendix G: Case Synopsis of People v. Beltran

This history of the legal case against the man who murdered Claire Joyce Tempongko has followed an arduous path, lasting almost all of the time that the Justice and Courage Oversight Panel has been operating. Tare Ramirez, also known as Tare Beltran, killed Claire Joyce Tempongko, in front of her two young children in October 2000. Beltran had a documented history of domestic violence against Claire Joyce, and was on probation for domestic violence against her at the time of the murder. Immediately following the murder, Beltran fled to Mexico and it took six years to track him down and extradite him back to San Francisco.

Beltran's trial took place in September 2008. Elizabeth Aguilar Tarchi from the San Francisco District Attorney's office led the prosecution team, and the jury found Beltran guilty of second degree murder on September 30, 2008. Beltran appealed the conviction, arguing that he was only guilty of manslaughter, because he claimed he was "provoked" to kill Claire Joyce. The alleged provocation was that Claire Joyce supposedly told Beltran that she had aborted his baby, and that he had not known she was pregnant or had an abortion, and this sent him over the edge. Beltran argued that an improper jury instruction was given to the jury. The jury was given the instruction that to mitigate murder to manslaughter, the test is "whether a person of average disposition would have been provoked and how such a person would react in the same situation knowing the same facts." Beltran argued that this implied that the jury must conclude that the provocation must have been sufficient to induce a reasonable person to kill, and that this was not necessary, but rather that the test should be whether the provocation was sufficient to "induce a reasonable person to act from emotion rather than reason." On March 30, 2011, the Court of Appeal overturned the trial court's decision based on the jury instruction, which it held communicated an improper standard for provocation.

On May 6, 2011, the California Attorney General's office petitioned the CA Supreme Court to review the case, and the Supreme Court agreed to hear the case, to determine the proper standard for manslaughter provocation cases. Several amicus briefs were submitted in the case. The lead agency in the brief submitted on behalf of the domestic violence community was the San Francisco Domestic Violence Consortium, joined by California Women Lawyers, the California Partnership to End Domestic Violence, Queen's Bench Bar Association, and the Women Lawyers of Sacramento. The brief was co-written by Bay Area Legal Aid staff attorney Minouche Kandel and Lara Krieger of Greines, Martin, Stein & Richland LLP. The brief reviewed the history of domestic violence murders being downplayed as "heat of passion" manslaughter even when there is an extensive history of previous acts of violence, and the evolving norms of "reasonable" behavior in the context of intimate partner violence. Another brief in support of maintaining Beltran's conviction was authored by Albert Locher, on behalf of the California District Attorneys Association.

On June 3, 2013, the California Supreme Court issued its unanimous opinion. The Supreme Court agreed with Beltran that the proper standard for provocation was whether a reasonable person would be provoked to react from passion, not judgment, and not, as argued by the Attorney General, that a reasonable person be provoked to kill. However the Supreme Court disagreed with the Court of Appeal that the particular jury instruction given to Beltran miscommunicated the standard, and upheld Beltran's conviction. The Supreme Court remanded the case to the Court of Appeal for further proceedings consistent with its opinion. On December 11, 2013, the Court of Appeal affirmed the trial court's judgment. On January 13, 2014, Beltran petitioned the California Supreme Court for review again. On

March 19, 2014, the California Supreme Court denied the petition for review, thus concluding the state court proceedings in this case.





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This report is available online at: <http://sfgov.org/dosw/justice-and-courage-oversight-panel>

# Comprehensive Report on Family Violence in San Francisco 2012 & 2013



## Family Violence Council Addressing Violence throughout the Lifespan



Emily M. Murase, PhD  
Executive Director

City and County of San Francisco  
Department on the Status of Women

Compiled by Kristin Snell & Minouche Kandel  
January 2015



Edwin M. Lee  
Mayor

## Acknowledgements

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- Kathy Baxter, Director, Child Abuse Council at the San Francisco Child Abuse Prevention Center;
- Beverly Upton, Executive Director, San Francisco Domestic Violence Consortium; and
- Talitha Guinn, former Director, Elder Abuse Prevention at the Institute on Aging.

The 2012 and 2013 *Comprehensive Report on Family Violence in San Francisco* would not have been possible without the tremendous effort of Department on the Status of Women graduate policy fellow Kristin Snell, who put her heart and soul into cajoling data from all sectors of San Francisco, and compiled and edited the report. Council Tri-Chairs provided important feedback, and Women's Policy Director Minouche Kandel supervised the production of this report. Policy Fellow Allison Ipsen contributed to the cover design. Also thanks to Dr. Colleen Henry, who shared the results of her unpublished, original research into domestic violence cases at Family and Children's Services.

The Family Violence Council is staffed by the San Francisco Department on the Status of Women, under the supervision of Dr. Emily M. Murase, Executive Director.

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Compiled by Kristin Snell, MSW Candidate, UC Berkeley &  
Minouche Kandel, Esq., Women's Policy Director

The San Francisco Family Violence Council is administered by the Department on the Status of Women.

Visit <http://sfgov.org/dosw/family-violence-council> for more information about the Family Violence Council and to download a copy of this report.

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## Executive Summary

The 4<sup>th</sup> *Comprehensive Report on Family Violence in San Francisco* covers two years' worth of data from government agencies and community service providers, from July 1, 2011- June 30, 2013 (Fiscal Years 2011-12 and 2012-13). The report demonstrates the continued prevalence of family violence in San Francisco. The following summarizes the detailed data in this report.

### Child Abuse

The Department of Public Health launched a 52-week **Child Abuse Intervention Program** in November 2012, marking a major advance in addressing child abuse. Even though state law mandates that persons convicted of child abuse participate in a 52 week Child Abuse Intervention Program, San Francisco is one of only a few counties in California to establish such a program. The Adult Probation Department also established a first time Child Abuse Unit in FY2011-12.

The opening of the San Francisco **Children's Advocacy Center** in January 2014 represents a momentous accomplishment in San Francisco's efforts to provide a coordinated, holistic response to victims of child abuse. The Children's Advocacy Center provides a calm and safe place for children and families to receive a broad range of trauma-informed services, including high quality pediatric medical care, behavioral health services, case management and other essential services.

| <b>Child Abuse</b>   | <b># in FY11-12</b>               | <b>% change from FY10-11</b> | <b># in FY12-13</b> | <b>% change from FY11-12</b> |
|--|-----------------------------------|------------------------------|---------------------|------------------------------|
| Department of Emergency Management: 911 Calls                        | 26                                | N/A <sup>1</sup>             | 33                  | 27%                          |
| Police Department: Cases Received & Assessed                         | 2,959                             | N/A                          | 5,078               | N/A <sup>2</sup>             |
| District Attorney: Cases Received                                    | 171                               | 0%                           | 204                 | 19%                          |
| District Attorney: Cases Filed                                       | 61                                | -13%                         | 56                  | -8%                          |
| District Attorney Victim Services: Clients Assisted                  | 339                               | -3%                          | 270                 | -20%                         |
| Adult Probation Department: Child Abuse Unit                         | 30                                | 30% <sup>3</sup>             | 30                  | 0%                           |
| DPH: Child Abuse Intervention Prevention Program                     | Program launched in November 2012 |                              | 12                  | N/A                          |
| Child Protective Services Referrals                                  | 6,025                             | 1%                           | 6,239               | 3%                           |
| San Francisco Child Abuse Prevention Center TALK Line Calls Received | 17,852                            | -3%                          | 15,691              | -12%                         |

### Domestic Violence

The number of domestic violence cases has fluctuated over the past two fiscal years: 911 calls increased by 3% in FY2011-12 and FY2012-13, while the District Attorney's Office saw a moderate decrease in the number of domestic violence cases received in both FY2011-12 and FY2012-13. The San Francisco Police Department saw a 15% increase in cases received in

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<sup>1</sup> Department of Emergency Management added child abuse call codes midway through FY2010-11, therefore data not applicable for comparison.  
<sup>2</sup> Increase in cases due to improved Police Department data collection and analysis, and not necessarily due to increased number of cases received.  
<sup>3</sup> This 30% increase refers to the FY2010-11 Adult Probation Department general supervision cases related to child abuse, prior to the Child Abuse Unit being established.

FY2011-12, which then decreased by 12% in FY2012-13. The caseload for Adult Probation remained relatively steady. There has been a substantial 32% increase in probation revocations over the past five years. Domestic violence shelters provided 30% more bed nights to survivors.

Perhaps the most significant data point was the 32% decrease in the average monthly caseload numbers for the domestic violence advocates at the CalWORKS program, a division of San Francisco’s Human Service Agency.

One remarkably hopeful note around domestic violence prevention and intervention efforts during these past two fiscal years is the lack of a single domestic violence related homicide in San Francisco during these years. For 44 months, from May 2010 to January 2014, San Francisco experienced an unprecedented streak without a domestic violence related homicide. This compares with the statewide average of 37.5% of all female homicides, and 47.6% of female homicides where the contributing circumstance is known,<sup>4</sup> attributable to domestic violence. For the first time, this report tracks family violence related homicides in San Francisco.

| <b>Domestic Violence</b>   | <b># in FY11-12</b>          | <b>% change from FY10-11</b> | <b># in FY12-13</b> | <b>% change from FY11-12</b> |
|--|------------------------------|------------------------------|---------------------|------------------------------|
| 911 Calls  | 7,719                        | 3%                           | 7,979               | 3%                           |
| Police Department: Cases Received & Assessed   | 4,560                        | 15%                          | 4,031               | -12%                         |
| District Attorney: Cases Received  | 1,856                        | -10%                         | 1,735               | -7%                          |
| District Attorney: Cases Filed   | 496                          | -17%                         | 478                 | -4%                          |
| District Attorney Victim Services: Clients Assisted                                  | 1,137                        | 22%                          | 990                 | -13%                         |
| Adult Probation: General Supervision Statistics                                      | 540                          | 1%                           | 522                 | -3%                          |
| Sheriff’s Department: RSVP participants referred for Violence Prevention Programming | Data not previously captured |                              | 29                  | N/A                          |
| Family Court: Requests for Domestic Violence Restraining Orders                      | 1,258                        | -8%                          | 1,182               | -6%                          |
| Department of Public Health: Trauma Recovery Center Clients                          | 738                          | -3%                          | 742                 | 1%                           |
| Child Support Services: Cases with Family Violence                                   | 1,611                        | -6%                          | 1,574               | -2%                          |
| CalWORKS: Average Monthly Caseload of Domestic Violence Advocates                    | 246                          | 5%                           | 167                 | -32%                         |
| Domestic Violence Crisis Line Calls  | 32,612                       | N/A <sup>5</sup>             | 24,461              | N/A <sup>6</sup>             |
| Domestic Violence Shelter Bed Nights   | 5,228                        | 9%                           | 6,814               | 30%                          |

### **Elder Abuse**

Data shows an overall increase in the number of elder abuse cases received between FY2011-12 and FY2012-13: Adult Protective Services saw a 9% increase in the number of cases received,

<sup>4</sup> California Department of Justice, *California Homicide Statistics for 2011*, by Kamala D. Harris, Sacramento, CA, 2011, <http://oag.ca.gov/sites/all/files/agweb/pdfs/cjsc/publications/homicide/hm11/hm11.pdf>.

<sup>5</sup> Previous reports tracked only the crisis calls at hotlines funded by the Department on the Status of Women. To get a more accurate picture, this year’s report includes all crisis calls received by the crisis lines, and makes comparison to prior years inapplicable.

<sup>6</sup> Though it appears “Crisis Line Calls” fielded decreased, this change was due to several agencies modifying the way in which they track their service data rather than a reduction in services.

and 911 calls regarding elder abuse rose by 30%. Conversely, the District Attorney’s Office saw a modest decrease in the number of cases received in both fiscal years, which mirrors the Elder Abuse Forensic Center trends, whose new cases decreased by approximately 10% each year. However, the District Attorney’s Office nearly doubled the number of cases filed, and convictions have increased by 34% from FY2010-11. Requests for restraining orders in elder abuse cases climbed significantly, more than doubling from FY2010-11 to FY2011-12, then remained relatively steady through FY2012-13.

In December 2012, the Institute on Aging partnered with the Center of Excellence on Elder Abuse and Neglect at UC Irvine to release an innovative smartphone application, **368+**. Designed to help California law enforcement respond to abuse of elders and dependent adults, this technology reflects a significant stride in providing first responders tools they can use in the field to provide appropriate response and referrals to victims of elder abuse.

| <b>Elder Abuse</b>   | <b># in FY11-12</b> | <b>% change from FY10-11</b> | <b># in FY12-13</b> | <b>% change from FY11-12</b> |
|--|---------------------|------------------------------|---------------------|------------------------------|
| 911 Calls  | 100                 | N/A <sup>7</sup>             | 130                 | 30%                          |
| Police Department: Elder Physical Abuse Cases Received     | 57                  | -15%                         | 65                  | 14%                          |
| Police Department: Elder Financial Abuse Cases Received    | 70                  | N/A <sup>8</sup>             | 62                  | -11%                         |
| District Attorney: Cases Received                          | 99                  | -1%                          | 92                  | -7%                          |
| District Attorney: Cases Filed                             | 69                  | 97%                          | 60                  | -13%                         |
| District Attorney Victim Services: Clients Assisted        | 248                 | 9%                           | 205                 | -17%                         |
| Probate Court: Requests for Elder Abuse Restraining Orders | 83                  | 124%                         | 79                  | -5%                          |
| Adult Protective Services: Cases Received                  | 5,924               | 2%                           | 6,455               | 9%                           |
| Elder Abuse Forensic Center New Cases                      | 40                  | -9%                          | 36                  | -10%                         |



<sup>7</sup> Call codes introduced mid-way through FY2010-11, percentage comparison not applicable.

<sup>8</sup> Cases of Elder financial abuse received at SFPD now overseen by SVU Financial Crimes Unit, and were not tracked in the same method as prior years for this report.



### **Recommendations for the Upcoming Year**

Each agency participating in the Family Violence Council committed to an objective related to family violence it would implement in 2015, resulting in a record 23 objectives for the upcoming year. These objectives are detailed in the Recommendations section of this report, and are summarized below:

1. Create a Justice and Courage Committee within the Family Violence Council;
2. Advocate for change in federal tracking data in the Minimum Data Set system to capture questions related to elder abuse;
3. Develop a factsheet on family violence to distribute to San Francisco Unified School District;
4. Establish a victim/survivor program within the San Francisco Adult Probation;
5. Seek active involvement of Board of Supervisors in the Family Violence Council;
6. Increase services and trainings, improve mental health access, and develop shared database at Children’s Advocacy Center;
7. Amend the Family Violence Council Ordinance to include the Public Defender, the Juvenile Probation Department, the Animal Care and Control Department, and the San Francisco Unified School District as official members;
8. Develop a joint outreach campaign on all forms of family violence including child abuse, domestic violence, and elder abuse; and advocate for increased state funding of Adult Protective Services;
9. Share Department of Child Support Services training with a broader community;
10. Refine violence prevention funding from the Department of Children, Youth & Families to better serve juvenile justice system involved youth;
11. Provide family violence refresher training to Department of Emergency Management staff;
12. Develop a joint protocol between the Police Department and the Family & Children’s Services on the handling of child abuse investigations;
13. The Department of Public Health will train staff on trauma informed systems of care and improve its intimate partner violence data collection;
14. The District Attorney’s Office will train attorneys on domestic violence and child abuse; develop policies, protocols, and state legislation on elder abuse, and develop protocols for use of the new courthouse dog;
15. The Domestic Violence Consortium will continue its domestic violence court watch program, work on language access with the police department, and continue work with the Adult Probation Department on monitoring Batterer’s Intervention Programs;
16. The Elder Abuse Forensic Center will increase attendance at its Multidisciplinary Teams; host experts on consumer law and Medi-Cal, and focus on elder abuse prevention;
17. The Juvenile Probation Department will train its officers and investigate best practices on responding appropriately to commercially, sexually exploited youth;
18. The Mayor’s Office will light up City Hall purple annually for domestic violence awareness month in October;
19. The Police Department will create referral cards for cases when a parent is arrested; and finalize policies for updated domestic violence general order and new officer involved general order;
20. The Public Defender’s Office will expand its community re-entry program for defendants;

21. The Sheriff's Department will prioritize inmates with domestic violence histories in its in-custody and in community violence prevention and substance abuse recovery programs; provide case managers for persons who are victims of family violence; create new vocational programs for inmates with histories of domestic violence and develop new programs for children of incarcerated parents.
22. The Superior Court will continue to host justice partner meetings.
23. The School District will focus on LGBTQ youth who are disproportionately victims of violence; initiate a young men's health program; evaluate dating violence programming to ensure it address LGBTQ youth; and investigate best practices for supporting unaccompanied minors.



## Introduction

The Family Violence Council is pleased to provide the 4<sup>th</sup> *Comprehensive Report on Family Violence in San Francisco*, covering Fiscal Years 2012 and 2013. Since the report was first released in June 2009, it has expanded to include data from an increasing number of city departments, providing a more nuanced picture of the current status of family violence in San Francisco, and the agencies and services in place to respond to this complex issue. Child abuse, domestic violence, and elder or dependent adult abuse are all forms of family violence and describe abuse that may be physical, sexual, psychological, or economic. Family violence has serious and traumatizing effects on individuals, families, and entire communities, and is defined as a pattern of behavior in any relationship that is used to isolate, neglect, or exercise power and control over an intimate partner, child, elder, or dependent adult.

### About the Council

The San Francisco Family Violence Council (Council) was established by local ordinance to increase awareness and understanding of family violence and its consequences; and to recommend programs, policies, and coordination of City services in order to reduce the incidence of family violence in San Francisco. In 2007, San Francisco became the first county to broaden the scope of its Attorney General-mandated Domestic Violence Council to include child abuse and elder abuse along with domestic violence. The Family Violence Council is tri-chaired by three community-based experts in these different forms of family violence and has become a key body in coordinating enhanced communication and collaborative efforts among its many partners. The Council recommends and helps implement family violence-related policy changes to the City and issues this report annually. The current report combines two years' worth of data, as no report was issued in 2013. The report remains the only document that provides a broad view of the statistics and trends related to the full spectrum of family violence in San Francisco.

### About this Report

This report fulfills one of Council's priorities - the tracking and analyzing of family violence data. The report provides a snapshot of where and how survivors of violence seek help and how perpetrators of violence are held accountable and monitored. Trends identified in the report serve as an important tool for policy-makers, agencies serving victims and perpetrators of family violence, and community advocates throughout San Francisco. This report summarizes data from July 1, 2011 to June 30, 2013 (FY2011-12 and FY2012-13), and includes information from 11 City public agencies and 25 community-based organizations. The data in this report includes:

- Calls to 911;
- Cases received and investigated by the San Francisco Police Department;
- Child Abuse, Domestic Violence, and Elder Abuse cases at the District Attorney's Office;
- Victims of family violence who received advocacy and support from the District Attorney's Victim Services Division;
- Caseloads of the Adult Probation Department's Domestic Violence Unit;
- Caseloads of the violence prevention programs at the Sheriff's Department;
- Domestic Violence Restraining Order requests and dispositions from Family Court;

- Elder Abuse Restraining Order requests and dispositions from Probate Court;
- Child abuse allegation and substantiation data from Family and Children's Services;
- Elder and dependent adult abuse and neglect data from Adult Protective Services;
- Data on individuals identified as experiencing domestic violence in programs of the Department of Public Health;
- Family Violence caseloads from the Department of Child Support Services;
- CalWORKs Domestic Violence advocate caseloads;
- Child abuse reports and programming on healthy relationships at San Francisco Unified School District;
- Child Abuse community-based support services;
- Domestic Violence community-based support services;
- Elder Abuse community-based support services.

San Francisco recognizes the importance of providing a broad range of access points for survivors of abuse. Our network of public agencies and non-profit providers are all key parts of a system intended to protect and support those who seek help, and to hold accountable those who perpetrate family violence. By understanding how and where residents access family violence-related services, and how service providers meet the needs of survivors and hold perpetrators of abuse accountable, the City is better able to create impactful policies, fund appropriate programs, and keep San Francisco residents safe in their homes.

It is important to note that this report does not provide an unduplicated count of victims of family violence as there is currently no method for tracking an individual from program to program or service to service. For example, it is possible that a survivor of elder abuse could be counted in the Adult Protective Services data, as well as in the 911 call data and the Probate Court Restraining Order data. Therefore, the possibility of the duplicated count of some, or even many, individuals is likely. There can be some measure of linear analysis when examining the criminal justice statistics, as most cases follow a standard path from a 911 emergency call, to a Police Department report, to a case referred to the District Attorney's Office. However, the complexities of family violence, and the many variables involved in these cases, make even this well-defined route prone to twists and turns. Though the report is structured in this order for ease of reading, straight progressions cannot and should not be assumed.

San Francisco's prioritization of responding to family violence manifests in the active involvement of so many City departments and non-profits in the work of the Family Violence Council. This year's report includes a record 23 recommendations for the upcoming year, generated by each department. Through education, collaboration, advocacy, and systems change, the Council aspires to eliminate family violence and make San Francisco a safer place for residents of all ages.

## **Work of the Council – Major Achievements in Fiscal Years 2012 & 2013**

During Fiscal Years 2011-2012 (FY11-12) and 2012-2013 (FY12-13), the Family Violence Council made significant progress towards fulfilling the policy recommendations identified in prior reports or at Family Violence Council meetings.

### **Increased Data Collection**

The Council expanded its data collection as a direct result of Recommendations 1-3 identified in the *2011 Annual Report*. For the first time, the *2012 and 2013 Report* includes:

- The number of family violence related homicides;
- Data from the Sheriff's Department on its domestic violence programs;
- Expanded data from the San Francisco Unified School District on violence prevention programming;
- Expanded data from the Department of Public Health's emergency room at San Francisco General Hospital and outpatient clinics.

### **Increased Training**

The Council also identified increased training and outreach efforts as key priorities in the 2011 Report. Community advocates and subject experts have conducted joint trainings with the Department of Emergency Management 911 dispatchers on the topics of child abuse, domestic violence and elder abuse over the course of the past two years. Additionally, the Victim Services Division of the District Attorney's Office and SafeStart collaborated on training all SafeStart advocates in assisting youth who witness community violence with accessing the state victim compensation program.

### **Child Abuse Intervention Program**

A primary goal of the Council that has been carried out over the past two years has been the development of a child abuse intervention program. Although the California Penal Code requires individuals who have been convicted of child abuse to attend a one-year intervention program, San Francisco, like the majority of California counties, was not in compliance with this law for a number of years. After several years of work by an Intervention Committee, the 52-week Child Abuse Intervention Program launched in November 2012, and has enrolled 12 clients since this time. San Francisco is one of only a handful of counties in California that offer a certified child abuse intervention program.

## San Francisco Family Violence Council Members Fiscal Years 2012 & 2013

| Agency  | Family Violence Council Representative   |
|---|--|
| Adult Probation Department                          | Chief Wendy Still, Tina Gilbert, Sergio Calizo   |
| Batterer's Intervention Programs                    | Dr. Antonio Ramirez  |
| Board of Supervisors                                | Supervisor David Chiu, Catherine Rauschuber  |
| Commission on the Status of Women                   | Stephanie Simmons, Julie Soo, Nancy Kirshner-Rodriguez, Alicia Gamez   |
| Department of Aging and Adult Services              | Teresa Guillen, Anne Hinton  |
| Department of Child Support Services                | Dir. Karen Roye, Thomas Wolf   |
| Department of Children, Youth, and Their Families   | Veronica Martinez, Jasmine Dawson, James Baird   |
| Department of Emergency Management                  | Teresa Castora, Lisa Hoffman, Cecile Soto  |
| Department of Public Health                         | Dr. Leigh Kimburgh, Carol Schulte  |
| District Attorney's Office                          | Jean Roland, Marshall Khine, Tara Anderson, Marianne Barrett, Maria Bee  |
| Domestic Violence Consortium                        | Beverly Upton  |
| Human Services Agency                               | Dan Kelly, Sophia Isom   |
| Juvenile Probation Department*                      | Chief Allen Nance  |
| Mayor's Office                                      | Paul Henderson, Edwin Lindo  |
| Police Department                                   | Capt. Jason Fox, Capt. Joseph McFadden, Sgt. Antonio Flores, Capt. Antonio Parra, Sgt. Arturo Stellini, Commander John Loftus, Lt. Michelle Jean |
| Public Defender's Office*                           | Simin Shamji   |
| San Francisco Child Abuse Prevention Council        | Kathy Baxter   |
| San Francisco Consortium for Elder Abuse Prevention | Mary Twomey, Talitha Guinn   |
| San Francisco Unified School District*              | Ilsa Bertolini/Laurie Vargas   |
| Sheriff's Department                                | Sunny Schwartz, Delia Ginorio  |
| Superior Court                                      | Judge Ronald Albers, Judge Kathleen Kelly  |

\*These agencies participate in the Council but are not designated members in the Ordinance, San Francisco Administrative Code Article XIX SEC. 5. 190-3

### Family Violence-Related Homicides

For the 2012 and 2013 Report, we have begun collecting data on the number of homicides in San Francisco related to child abuse, domestic violence, or elder abuse as well as demographic information on gender, age, and race/ethnicity of the victims. There were no family violence-related homicides committed during FY2011-12 or FY2012-13.

| Family Violence-related Homicide Statistics |          |          |
|---|----------|----------|
|   | FY11-12  | FY12-13  |
| Child Abuse Homicides                       | 0        | 0        |
| Domestic Violence Homicides                 | 0        | 0        |
| Elder Abuse Homicides                       | 0        | 0        |
| <b>Total</b>                                | <b>0</b> | <b>0</b> |

## Criminal Justice Agencies

### Department of Emergency Management

The San Francisco Department of Emergency Management houses the Division of Emergency Communications, which receives approximately 3,000 calls every day.<sup>9</sup> Department of Emergency Management dispatchers use scripts to determine which of the 35 family violence-related call codes to assign each 911 call. A preliminary question asks callers the identity of and relationship to the perpetrator, and if the caller indicates a spouse or partner is involved, the dispatcher uses one of the 14 domestic violence call codes. If the caller indicates a family member or caregiver of a child, an elder, or a dependent adult is involved, the dispatcher uses one of the 18 elder abuse or 3 child abuse call codes. Dispatchers ask additional questions to clarify the type of family violence incident that is happening and determine which specific code to assign to the call.

| <b>911 Family Violence Calls by Type<br/>FY2010-2013</b> |  |              |     |              |     |              |     |
|--|--|--------------|-----|--------------|-----|--------------|-----|
| Call Type  | Description  | FY10-11      |     | FY11-12      |     | FY12-13      |     |
|  |  | #            | %   | #            | %   | #            | %   |
| <b>DOMESTIC VIOLENCE CALLS</b>                           |  |              |     |              |     |              |     |
| 418DV  | Fight or Dispute - No Weapons Used                             | 4,039        | 54% | 4,193        | 54% | 4,370        | 55% |
| 240DV  | Assault/Battery (includes unwanted physical contact)           | 2,758        | 37% | 2,798        | 36% | 2,826        | 36% |
| 650DV  | Threats (written, verbal, or recorded)                         | 296          | 4%  | 298          | 4%  | 272          | 3%  |
| 594DV  | Vandalism/Malicious Mischief (property damage only)            | 106          | 1%  | 93           | 1%  | 106          | 1%  |
| 245DV  | Aggravated Assault (severe injuries or objects used to injure) | 73           | 1%  | 81           | 1%  | 109          | 1%  |
| 222DV  | Armed Assailant – Knife  | 68           | 1%  | 62           | 1%  | 70           | 1%  |
| 602DV  | Break-In   | 56           | 1%  | 64           | 1%  | 63           | 1%  |
| 416DV  | Civil Standby (officer takes a person to retrieve belongings)  | 46           | 1%  | 45           | 1%  | 41           | 1%  |
| 419DV  | Fight or Dispute – Weapons Used                                | 20           | <1% | 22           | 0%  | 25           | <1% |
| 219DV  | Stabbing   | 18           | <1% | 23           | 0%  | 10           | <1% |
| 100DV  | DV Alarm given   | 17           | <1% | 0            | 0%  | 0            | 0%  |
| 221DV  | Armed Assailant – Gun  | 11           | <1% | 14           | <1% | 19           | <1% |
| 910DV  | Well-Being Check (often at the request of another individual)  | 2            | <1% | 13           | <1% | 10           | <1% |
| 646DV  | Stalking   | 0            | 0%  | 13           | <1% | 58           | 1%  |
|  | Miscellaneous DV Codes   | 0            | 0%  | 0            | 0%  | 0            | 0%  |
| <b>Total Domestic Violence Calls</b>                     |  | <b>7,510</b> |     | <b>7,719</b> |     | <b>7,979</b> |     |

<sup>9</sup> San Francisco Department of Emergency Management Annual Report Fiscal Year 2012-2013. Retrieved April 21, 2014 from <http://sfdem.org/modules/showdocument.aspx?documentid=2045>.

| <b>911 Family Violence Calls by Type<br/>FY2010-2013</b>             |  |                        |     |              |     |              |     |
|--|--|------------------------|-----|--------------|-----|--------------|-----|
| Call Type  | Description  | FY10-11                |     | FY11-12      |     | FY12-13      |     |
|  |  | #                      | %   | #            | %   | #            | %   |
| <b>CHILD ABUSE CALLS</b>   |  |                        |     |              |     |              |     |
| 240CA  | Assault/Battery (includes any unwanted physical contact)       | 21                     | 91% | 17           | 65% | 29           | 88% |
| 910CA  | Well-Being Check (often at the request of another individual)  | 2                      | 9%  | 6            | 23% | 4            | 12% |
| 245CA  | Aggravated Assault (severe injuries or objects used to injure) | 0                      | 0%  | 3            | 12% | 0            | 0%  |
| <b>Total Child Abuse Calls</b>                                       |  | <b>23<sup>10</sup></b> |     | <b>26</b>    |     | <b>33</b>    |     |
| <b>ELDER ABUSE CALLS</b>   |  |                        |     |              |     |              |     |
| 368EA  | Elder Abuse  | 30                     | 59% | 48           | 48% | 55           | 55% |
| 240EA  | Assault/Battery  | 7                      | 13% | 21           | 21% | 36           | 36% |
| 470EA  | Fraud  | 5                      | 10% | 11           | 11% | 17           | 17% |
| 910EA  | Well-Being Check   | 4                      | 8%  | 7            | 7%  | 10           | 10% |
| 488EA  | Petty Theft  | 2                      | 4%  | 3            | 3%  | 4            | 4%  |
| 650EA  | Threats  | 2                      | 4%  | 2            | 2%  | 4            | 4%  |
| 418EA  | Fight or Dispute – No Weapons Used                             | 1                      | 2%  | 6            | 6%  | 4            | 4%  |
| 100EA  | Alarm (given to a victim to alert 911)                         | 0                      | 0%  | 0            | 0%  | 0            | 0%  |
| 211EA  | Robbery  | 0                      | 0%  | 0            | 0%  | 0            | 0%  |
| 212EA  | Strong-Arm Robbery   | 0                      | 0%  | 1            | 1%  | 0            | 0%  |
| 213EA  | Purse snatch   | 0                      | 0%  | 0            | 0%  | 0            | 0%  |
| 219EA  | Stabbing   | 0                      | 0%  | 0            | 0%  | 0            | 0%  |
| 221EA  | Armed Assailant – Gun  | 0                      | 0%  | 0            | 0%  | 0            | 0%  |
| 222EA  | Armed Assailant – Knife  | 0                      | 0%  | 0            | 0%  | 0            | 0%  |
| 245EA  | Aggravated Assault (severe injuries or objects used to injure) | 0                      | 0%  | 1            | 1%  | 0            | 0%  |
| 419EA  | Fight or Dispute – Weapons Used                                | 0                      | 0%  | 0            | 0%  | 0            | 0%  |
| 487EA  | Grand Theft  | 0                      | 0%  | 0            | 0%  | 0            | 0%  |
| 646EA  | Stalking   | 0                      | 0%  | 0            | 0%  | 0            | 0%  |
| <b>Total Elder Abuse Calls</b>                                       |  | <b>51<sup>11</sup></b> |     | <b>100</b>   |     | <b>130</b>   |     |
| <b>Total Family Violence Calls<br/>(Calls Coded with DV, CA, EA)</b> |  | <b>7,584</b>           |     | <b>7,845</b> |     | <b>8,142</b> |     |

When stalking calls are included, the number of calls has increased by 30% over the past five fiscal years, ranging from 6,583 in FY07-08, to 8,535 calls in FY2012-13.

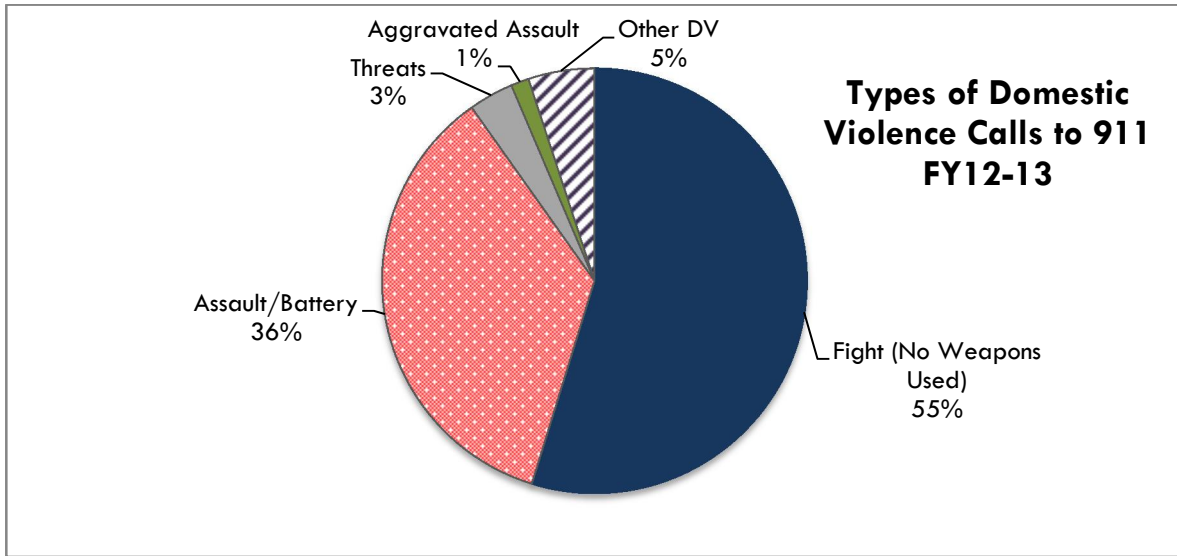
<sup>10</sup> Call codes introduced February 2011; represent data captured from Feb-June 2011 for FY2010-11.

<sup>11</sup> Call codes introduced February 2011; represent data captured from Feb-June 2011 for FY2010-11.

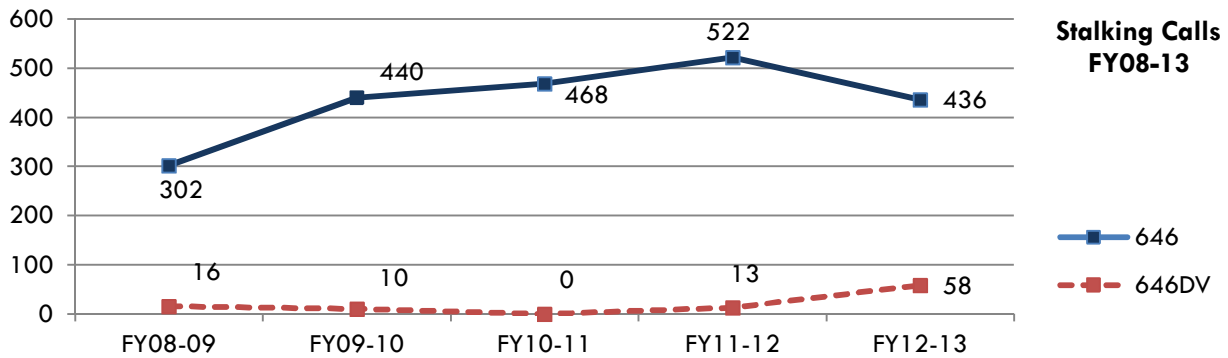


**Domestic Violence**

In FY2012-13, 911 dispatchers received 7,979 domestic violence-related calls. This marks the fifth year of an increase in domestic violence calls to 911. As noted earlier, it is difficult to gauge whether the increase reflects increased awareness / willingness to report domestic violence, or an actual increase in the incidence of domestic violence. Of these calls, 55% were coded 418DV indicating a fight or dispute with no weapons involved. This percentage is consistent with the prior five years in which 418DV calls accounted for more than half of all DV-coded calls. The second most frequent type of domestic violence incident reported was assault and battery (240DV), which accounted for 36% of DV-coded calls. Of the remaining 10%, one third (3%) were coded as threats with the remaining 7% dispersed among 10 other domestic violence incident types.



There were 58 calls coded as domestic violence stalking (646DV) in FY2012-13, up from 0 calls coded as domestic violence stalking in FY2010-11, and 13 calls coded as domestic violence stalking in FY2011-12. This increase may represent better understanding of when to use the domestic violence stalking code. The non-domestic violence stalking code (646) continues to be frequently used, though the number of calls coded decreased by 17% from FY2011-12 to FY2012-13.



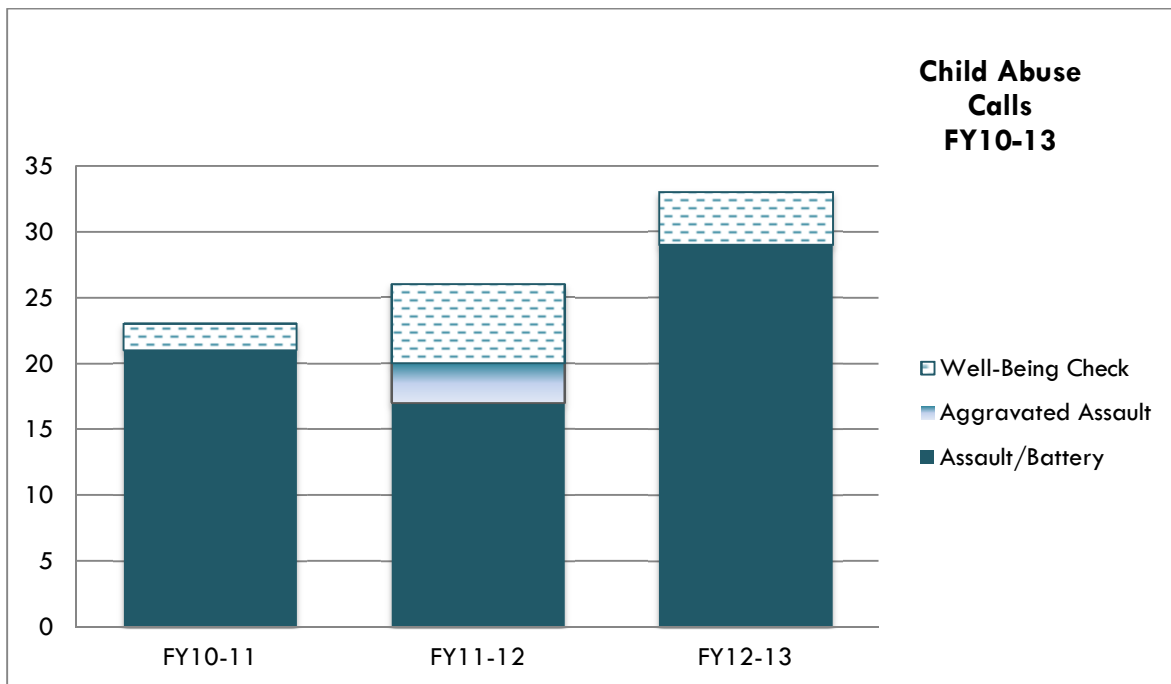
Though stalking is often a component of domestic violence cases, the code assigned to each call represents the most severe aspect of that particular call. For example, if a caller reports elements of stalking but also reports an assault, the call will be coded as 240DV- Assault/Battery to indicate an assault. Due to this method of coding, it is unclear how many serious domestic violence

cases also contain elements of stalking. In addition, though a call may be coded as stalking without the DV indicator, responding officers may receive additional information at the scene that will lead them to refer those cases to the San Francisco Police Department’s Domestic Violence Response Unit.

**Child Abuse**

In February 2011, the Department of Emergency Management and the Police Department instituted three new child abuse call codes:

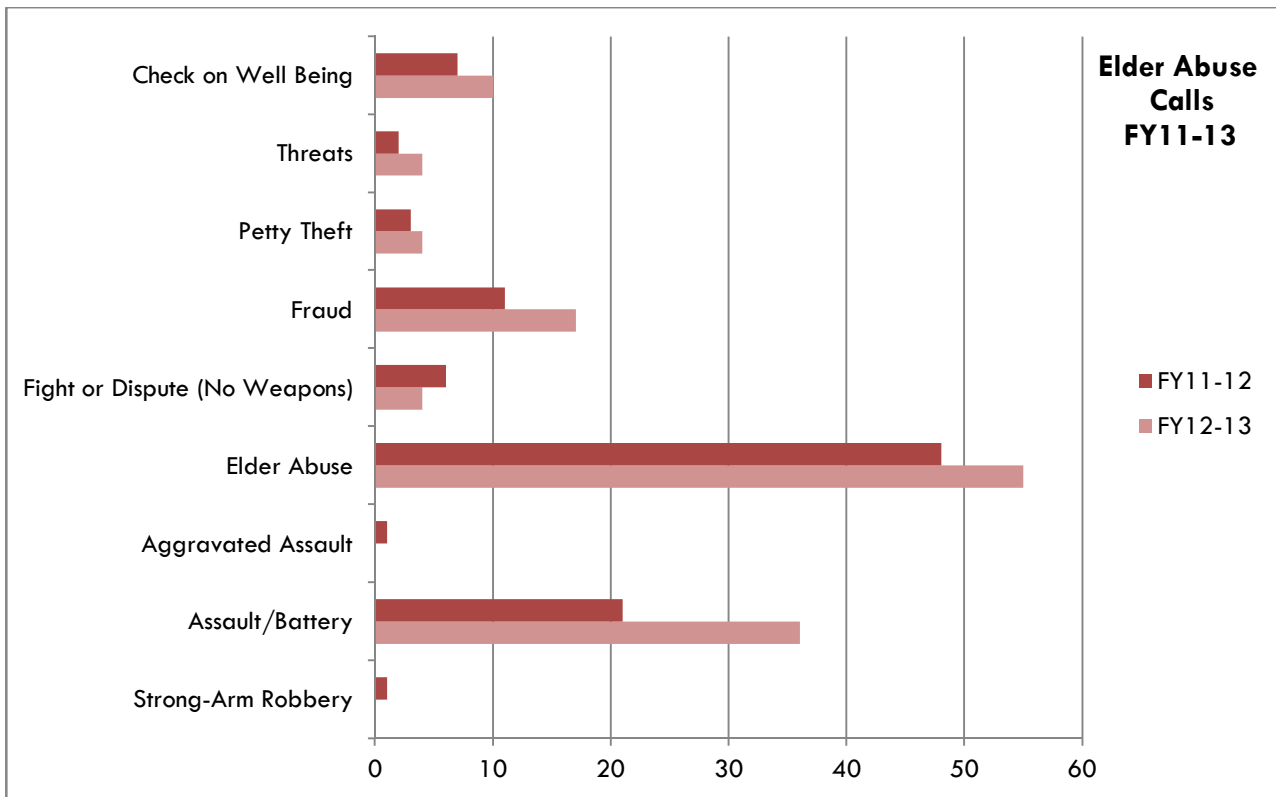
- 240CA - Assault/Battery (includes any unwanted physical contact)
- 245CA - Aggravated Assault (severe injuries or objects used to injure)
- 910CA - Well-Being Check (often at the request of another individual)



In the first four-and-a-half months after introducing these call codes, Department of Emergency Management received 23 calls coded for child abuse, the majority (91%) for assault or battery. Total child abuse calls decline appreciably in FY2011-12 (26), when compared to year-to-date calls from FY2010-11. Sixty-five percent of calls in FY2011-12 were Child Abuse-coded assault or battery, a significant decrease from the prior fiscal year. This number increased by 71% to 29 calls received for assault or battery against a child in FY2012-13. There were 33 calls reporting child abuse made to Department of Emergency Management in FY2012-13, representing a 27% increase from FY2011-12. Distinguishing these calls from domestic violence calls allows the Department of Emergency Management and the Police Department to capture a more accurate picture of the frequency and type of child abuse incidents in San Francisco that they are called to respond to. It is worth noting that because Family and Children’s Services, commonly known as Child Protective Services, is well-known within the community, the vast majority of child abuse calls go to Child Protective Services directly. The Child Protective Services hotline receives over 5,000 referrals of possible child abuse or neglect each year.

**Elder Abuse**

In February 2011, Department of Emergency Management and the Police Department instituted 18 new elder abuse call codes to better differentiate between the various child and elder abuse 911 call types. The introduction of new codes specific to child abuse and elder abuse has been an important step in refining the criminal justice response to victims of violence who seek help. Though the majority of reports for these crimes go directly to Child Protective Services and Adult Protective Services, 911 does receive calls related to these incidents as well. Coding these as such allows the number of calls to be tracked over time, and provides a better understanding of the scope and rate of these incidents as reported to the police. These codes also serve to better inform officers in the field who are responding to these calls.



In FY2012-13, Department of Emergency Management received a total of 130 reports of elder abuse across these 18 call codes, which represents an increase of 30% over the 100 total calls in FY2011-12. The most frequently used call codes in FY2012-13 were elder abuse (42%); assault/battery (27%) and fraud (13%).

**Family Violence and Stalking Calls by Neighborhood Police Stations**

Though family violence occurs in all cultures, socioeconomic brackets, and City neighborhoods, clear trends emerge when 911 calls are examined by the Police Department station districts that respond to calls. As in previous years, the Bayview and Ingleside Stations received the most calls, and the distribution of responses across district stations remained similar to that of the previous five years.

| <b>District Unit Responses to 911 Family Violence and Stalking Calls<br/>FY2010-2013</b> |                |          |                |          |                |          |
|--|----------------|----------|----------------|----------|----------------|----------|
| <b>District</b>  | <b>FY10-11</b> |          | <b>FY11-12</b> |          | <b>FY12-13</b> |          |
|  | <b>#</b>       | <b>%</b> | <b>#</b>       | <b>%</b> | <b>#</b>       | <b>%</b> |
| Bayview  | 1,299          | 16%      | 1,314          | 16%      | 1,191          | 14%      |
| Ingleside  | 1,125          | 14%      | 1,173          | 14%      | 1,277          | 15%      |
| Mission  | 996            | 12%      | 1,048          | 13%      | 1,098          | 13%      |
| Southern   | 949            | 12%      | 996            | 12%      | 1,046          | 12%      |
| Northern   | 900            | 11%      | 1,011          | 12%      | 1,040          | 12%      |
| Taraval  | 721            | 9%       | 747            | 9%       | 824            | 10%      |
| Central  | 610            | 8%       | 648            | 8%       | 619            | 7%       |
| Tenderloin   | 578            | 7%       | 551            | 7%       | 589            | 7%       |
| Richmond   | 431            | 5%       | 401            | 5%       | 401            | 5%       |
| Park   | 398            | 5%       | 422            | 5%       | 430            | 5%       |
| Daly City <sup>12</sup>  | 20             | <1%      | 26             | <1%      | 20             | <1%      |
| <b>Total</b>   | <b>8,027</b>   |          | <b>8,337</b>   |          | <b>8,535</b>   |          |

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<sup>12</sup> Dispatchers may refer a call to Daly City if an incident occurs on or over the City's southern boundary, or if a suspect is known to have traveled into Daly City.

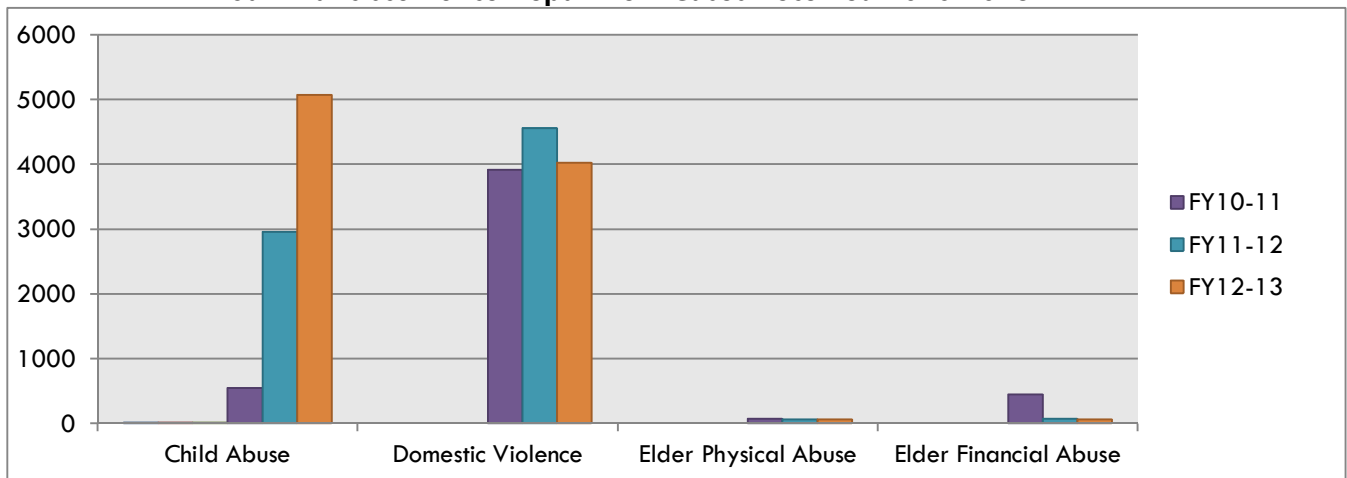
## San Francisco Police Department

The San Francisco **Police Department Special Victims Unit** reviews and investigates felony family violence cases. The Department of Emergency Management may receive multiple calls to 911 for the same incident, or callers may call back to cancel a request for assistance, which explains the drop in numbers from 911 calls to cases received and investigated by the Police Department. In October 2011, the Police Department restructured certain investigative functions, including making significant changes to the organization of the Special Victims Unit. In FY2012-13, the Special Victims Unit had a staff of 66 individuals, including: one Captain; three Lieutenants; 39 Inspectors; nine Police Officers; three Police Services Aides; and six Interns.

The Special Victims Unit has become a more cohesive unit, which includes a Domestic Violence Section, a Child Abuse Section, a Sex Crimes Section, and an Elder Abuse and Financial Crimes Section. Under this new structure, all inspectors and officers working in the Special Victims Unit are cross-trained in the special skills and techniques necessary for investigating all types of cases that fall under the purview of the Special Victims Unit. Special Victims Unit inspectors are all trained to investigate child abuse cases, elder abuse cases, and domestic violence cases, so that there is always a qualified individual available to respond to these cases. Though the inspectors may not be exclusively assigned to domestic violence cases, for example, there is still a Domestic Violence Section with a Lieutenant responsible for overseeing the investigation of all domestic violence cases, regardless of which individual inspectors and officers are actually assigned to these cases. Under this structure, the SVU Elder Abuse and Financial Crimes Section investigates elder and dependent adult physical abuse cases, financial abuse cases, as well as all fraud-related crimes in the City and County of San Francisco.

| <b>San Francisco Police Department Family Violence Statistics FY 2010-2013</b> |                |                |                |
|--|----------------|----------------|----------------|
| <b>Child Abuse</b>   | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Cases Received and Assessed  | 545            | 2,959          | 5,078          |
| Cases Investigated by Child Abuse Unit   | 492            | 130            | 204            |
| Percent Investigated by Child Abuse Unit                                       | 90%            | 4%             | 4%             |
|  |                |                |                |
| <b>Domestic Violence</b>   | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Cases Received and Assessed  | 3,922          | 4,560          | 4,031          |
| Misdemeanor Arrests Referred to DA's Office                                    | 529            | 444            | 348            |
| Cases Investigated by Special Victims Unit                                     | 1,538          | 3,129          | 2,655          |
| Percent Investigated by Special Victims Unit                                   | 45%            | 69%            | 66%            |
|  |                |                |                |
| <b>Elder Physical Abuse</b>  | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Cases Received and Assessed  | 67             | 57             | 65             |
| Cases Investigated by Special Victims Unit                                     | 39             | 30             | 37             |
| Percent Investigated by Special Victims Unit                                   | 58%            | 53%            | 57%            |
|  |                |                |                |
| <b>Elder Financial Abuse</b>   | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Cases Received and Assessed  | 445            | 70             | 62             |
| Cases Investigated by Financial Crimes Unit                                    | 167            | 36             | 27             |
| Percent Investigated by Financial Crimes Unit                                  | 38%            | 51%            | 44%            |

**San Francisco Police Department Cases Received 2010-2013**



**Special Victims Unit - Child Abuse Section**

The Special Victims Unit Child Abuse Section handles all felony child abuse cases and all felony sexual assault crimes committed against children under the age of 18. In FY2012-13, the Unit received and assessed 5,078 cases. This substantial increase in cases received and assessed over the past two fiscal years can be accounted for due to a variety of factors. Most significantly, in 2011 SFPD began using the new Crime Data Warehouse (CDW) online records and management system, which has allowed for better tracking of incident reporting city-wide, better coding of incidents and routing to appropriate units for follow up, and significantly more accurate record keeping. Additionally, legal protocols around mandated reporting have resulted in an increase in both the number and kind of referrals SFPD gets from city government and community-based agencies. Not all of these cases meet the Special Victims Unit’s criteria for investigation.

| <b>San Francisco Police Department Child Abuse Statistics<br/>FY2010-2013</b> |                   |                |                |
|---|-------------------|----------------|----------------|
| <b>Child Abuse</b>  | <b>FY10-11</b>    | <b>FY11-12</b> | <b>FY12-13</b> |
| Cases Received and Assessed   | 545 <sup>13</sup> | 2,959          | 5,078          |
| Cases Investigated by Child Abuse Unit  | 492               | 130            | 204            |
| Percent Investigated by Child Abuse Unit                                      | 90%               | 4%             | 4%             |

From FY2010-2011 to FY2011-2012, there was a significant decrease in the number of cases investigated. This was due to a decrease in staff assigned to investigate these types of cases. During this time, the District Attorney’s Office took over the investigation of a number of these cases.

<sup>13</sup> The number of cases received, assessed, and investigated by the Child Abuse Unit in FY2010-11 include cases of felony sexual assault committed against children under 18, regardless of the identity of the perpetrator. In previous years, the numbers of cases received, assessed, and investigated did not include those cases in which the assault was committed against children between 14 and 17 years of age by adult strangers and non-family members.

**Special Victims Unit – Domestic Violence Section**

The Special Victims Unit Domestic Violence Section investigates all felony arrest cases involving abuse committed against any person, including minors, by a current or former spouse, cohabitant, dating partner, fiancé, or person with a child in common, and includes cases of same sex relationships.

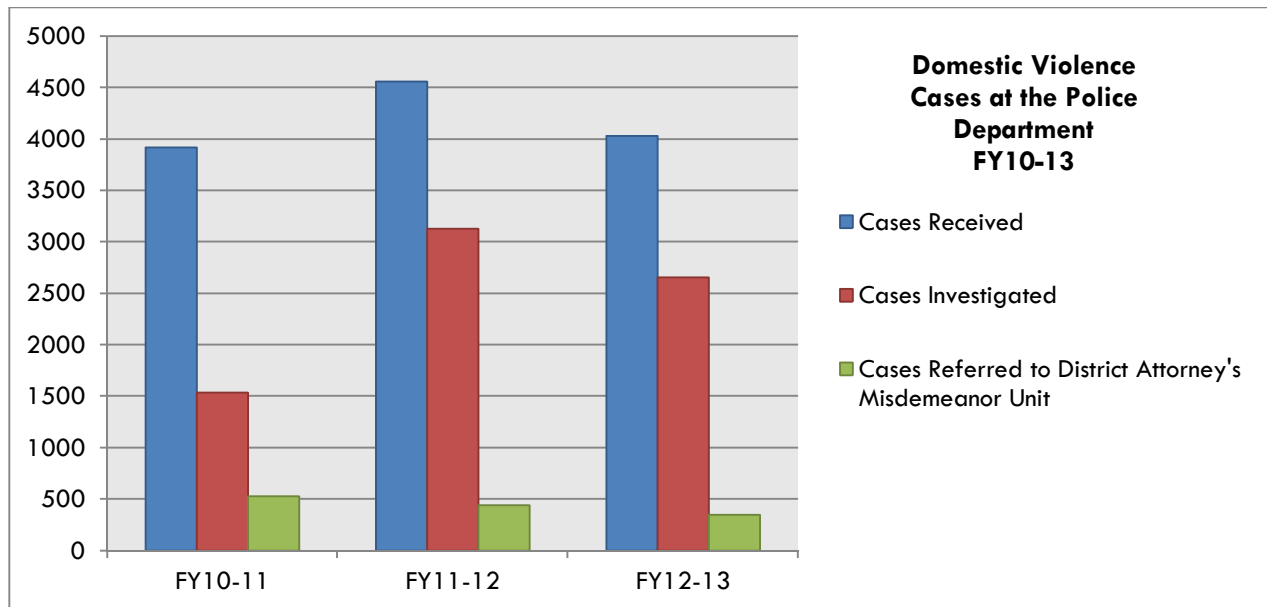
The **Domestic Violence Response Section** includes one Assignment Officer, an inspector who is responsible for reviewing 350 to 400 incident reports each month, compiling statistics for the Section, and running background searches on all the suspects involved in the cases. The Assignment Officer reviews all reports, checking suspects for probation and parole status. If the suspect is found to be on probation or parole, the Assignment Officer notifies the appropriate agency.

An investigation consists of interviews with the victim, witnesses, and suspects. Inspectors seek to corroborate evidence in an attempt to bring an unbiased case to the District Attorney’s Office. Inspectors also collect evidence and do computer background checks on all parties involved. The Police Department sends all misdemeanor arrest cases directly to the District Attorney’s Office. Misdemeanor cases are only assigned for investigation when a victim specifically requests that an unassigned misdemeanor case receive warrant consideration. Because all felony arrest reports are time-sensitive and must be presented to the District Attorney’s Office within 48 hours, if the case meets the criteria for active investigation, it is immediately assigned to an inspector who conducts a thorough investigation. The case is then presented to the District Attorney’s Office for warrant consideration or formal charging if the suspect is already in custody. In non-arrest cases that are not assigned for investigation, the Assignment Officer calls every victim in an attempt to advise him or her about follow-up procedures and referrals. Special Victims Unit inspectors attempt to contact all victims in every domestic violence and stalking case.

In FY2012-13, the Special Victims Unit received and assessed 4,031 domestic violence cases. Of the cases received, 2,655 were assigned to Special Victims Unit inspectors for active investigation, and 348 were directed to the District Attorney’s Misdemeanor Unit for assignment and investigation by that agency.

The Special Victims Unit averaged close to 4,000 cases in FY2010-11 and FY2012-13 with a slight spike to 4,560 in FY 2011-12. The percentage of cases investigated has increased steadily in the last three years, ranging from 45% in FY2010-11 to 66% investigated in FY2012-13.

| <b>San Francisco Police Department Domestic Violence Statistics<br/>FY2010-2013</b> |                |                |                |
|---|----------------|----------------|----------------|
| <b>Domestic Violence</b>  | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Cases Received and Assessed   | 3,922          | 4,560          | 4,031          |
| Misdemeanor Arrests Referred to District Attorney’s Office                          | 529            | 444            | 348            |
| Cases Investigated by Special Victims Unit  | 1,538          | 3,129          | 2,655          |
| Percent Investigated by Special Victims Unit  | 45%            | 69%            | 66%            |



In addition to the responsibilities outlined above, one inspector oversees the U-Visa program, which assists immigrants who are victims of domestic violence in obtaining visas available for certain victims of crime. In addition to their daily caseload, Special Victims Unit inspectors teach Continued Professional Training at the San Francisco Police Academy, and also provide trainings at hospitals, schools, businesses, and advocacy groups. Special Victims Unit investigators are assigned until 6:00PM, and after business hours they are rotated to work “on-call.” On-call investigators are available to respond directly to the scene of a domestic violence or stalking incident at any time of the day if the incident meets the call-out criteria.

Two domestic violence advocates from La Casa de las Madres have been assigned to work at the Special Victims Unit Domestic Violence Section located at the Hall of Justice. The advocates assist victims with shelter and numerous other services. SafeStart has one staff member who receives and reviews all cases where there is a child age six or younger who has been exposed to domestic violence. The SafeStart staff person contacts each family and offers services by members of the SafeStart Collaborative. The Special Victims Unit also works closely with the District Attorney’s Office Victim Services and Adult Protective Services to ensure victims receive the support services they require.

**Special Victims Unit - Elder Abuse and the Financial Crimes Section**

The Elder Abuse and Financial Crimes Section oversees elder and dependent adult physical abuse and financial abuse cases, as well as all fraud-related crimes. All financial and physical abuse reports with an elder or dependent adult victim are forwarded to Adult Protective Services as well. The figures captured for FY2011-12 and FY2012-13 represent only a portion of all elder abuse financial cases investigated, due to changes in the way data was collected and captured during this period.

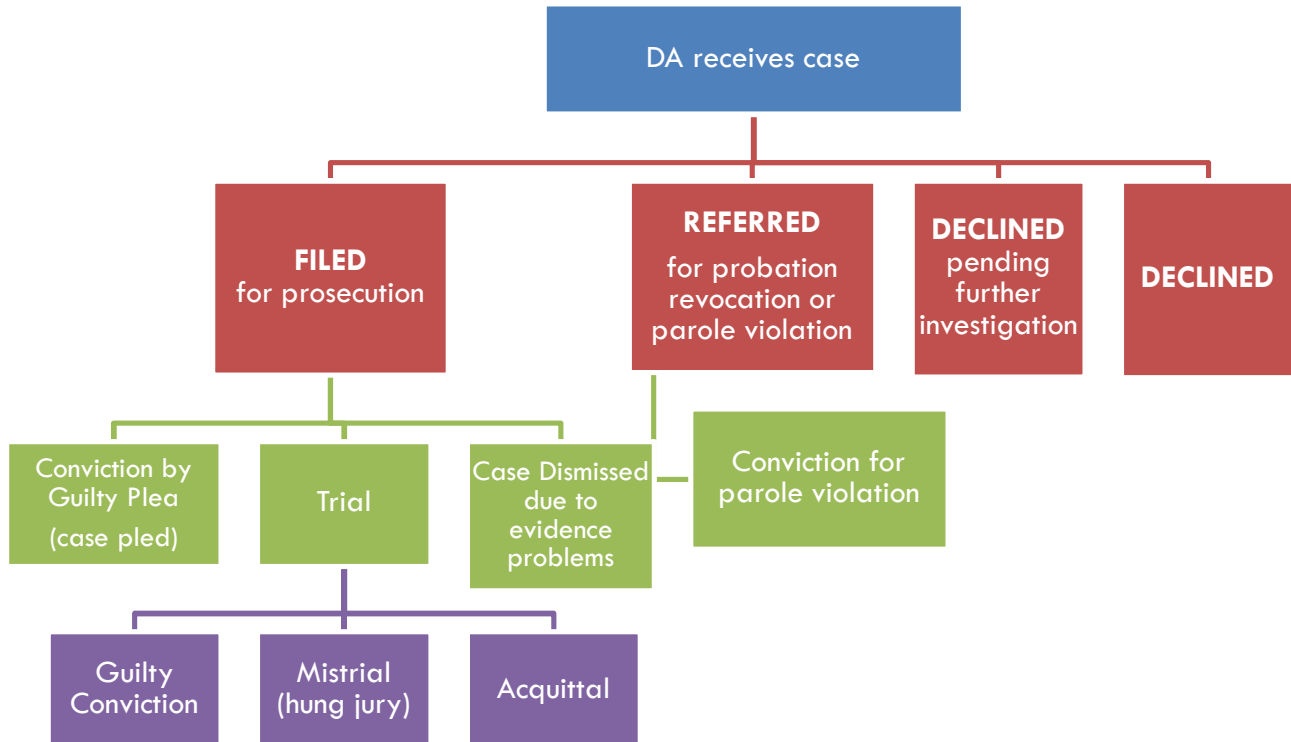
In FY2012-13, the Section received and assessed 65 cases of physical elder or dependent abuse, a 12% increase from the 57 received in FY2011-12. Elder financial abuse cases saw an appreciable decline in FY2012-13, with SFPD receiving 11% fewer reports than in FY2011-12.



| <b>San Francisco Police Department Elder Abuse Statistics<br/>FY 2010-2013</b> |                |                |                |
|--|----------------|----------------|----------------|
| <b>Elder Physical Abuse</b>  | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Cases Received and Assessed  | 67             | 57             | 65             |
| Cases Investigated by the Special Victims Unit                                 | 39             | 30             | 37             |
| Percent Investigated by the Special Victims Unit                               | 58%            | 53%            | 57%            |
|  |                |                |                |
| <b>Elder Financial Abuse</b>   | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Cases Received and Assessed  | 445            | 70             | 62             |
| Cases Investigated by Financial Crimes Unit/ Special Victims Unit              | 167            | 36             | 27             |
| Percent Investigated by Financial Crimes Unit/ Special Victims Unit            | 38%            | 51%            | 44%            |

### Office of the District Attorney

The District Attorney’s Office (DA) oversees the prosecution of family violence crimes and has four units to oversee those cases: the **Child Assault Unit**, the **Domestic Violence Unit**, the **Elder Abuse Unit**, and the **Special Prosecutions Unit**, which handles elder financial abuse cases. Cases received and accepted by the District Attorney’s Office will generally move through the following stages:



Once received by the DA’s Office, a case is generally filed for prosecution, referred for probation revocation or parole violation, or declined. A case may be declined in order to conduct further investigation due to an uncooperative witness, insufficient evidence, or other reasons. This is consistent with other counties and depends on whether cases received were screened prior to submission to the DA’s Office.

The data included in the following charts refers to the specific fiscal year, and cases pled or brought to trial during a specified fiscal year may or may not have been filed during that same time period. Similarly, trial convictions may be achieved for cases filed or trials initiated during a prior year. For example, a case may be received and filed in FY2012-13, but that case may not be concluded, either through plea bargain, trial, or dismissal, until a subsequent year.

| <b>Office of the District Attorney Family Violence Statistics<br/>FY2010-2013</b> |                |                |                |
|---|----------------|----------------|----------------|
| <b>Child Assault Unit</b>   | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Cases Received  | 170            | 171            | 204            |
| Cases Filed   | 70             | 61             | 56             |
| Convictions By Guilty Plea*   | 45             | 23             | 25             |
| Cases Brought to Trial  | 7              | 3              | 1              |
| Convictions After Trial   | 4              | 1              | 1              |
|   |                |                |                |
| <b>Domestic Violence Unit</b>   | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Cases Received  | 2,066          | 1856           | 1735           |
| Cases Filed   | 597            | 496            | 478            |
| Convictions By Guilty Plea*   | 502            | 462            | 371            |
| Cases Brought to Trial  | 18             | 41             | 47             |
| Convictions After Trial   | 13             | 21             | 24             |
|   |                |                |                |
| <b>Elder Abuse Unit</b>   | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Cases Received  | 100            | 99             | 92             |
| Cases Filed   | 35             | 69             | 60             |
| Convictions by Guilty Plea*   | 29             | 43             | 44             |
| Cases Brought to Trial  | 2              | 1              | 2              |
| Convictions After Trial   | 1              | 1              | 1              |

*\*Conviction by guilty plea includes convictions obtained by plea or probation violation.*

### **Child Assault Unit**

The District Attorney’s Child Assault Unit prosecutes felony cases of physical or sexual assault against children, child endangerment, human trafficking of children, and cases involving child pornography. The Child Assault Unit continued its upward trend of cases received with 204 cases received in FY2012-13. Of these cases, 27% (or 56) were filed for prosecution, compared with 41% in FY2010-11.

The Child Assault Unit works in conjunction with San Francisco General Hospital, Family and Children’s Services, and the San Francisco Police Department by participating in multi-disciplinary interviews, conducted by the Child and Adolescent Support and Advocacy Resource Center (CASARC). These multi-disciplinary interviews provide a coordinated forensic investigation and response to children abused or children exposed to violence in San Francisco.

### **Domestic Violence Unit**

The District Attorney’s Domestic Violence Unit prosecutes felony and misdemeanor domestic violence cases, as well as cases of stalking. In previous years, the domestic violence figures included stalking cases. This year, those figures have been separated out, though there is crossover because some stalking cases are also domestic violence-related.

After peaking in FY2010-11 at 2,066 cases, the Domestic Violence Unit received a total of 1,856 domestic violence and stalking cases in FY2011-12, which decreased to 1,735 in FY2012-13. In FY 2012-13, The District Attorney’s Office filed 478 domestic violence cases (29% of cases received), and obtained 395 convictions by plea or trial, for an 83% conviction rate overall. The number of cases tried in FY2011-12 and FY2012-13 doubled over the numbers in FY2009-10 and FY2010-11. The upward trend in cases brought to trial in FY2011-12 and FY2012-13 is indicative of the staunch efforts on the part of the District Attorney’s Office to put together robust cases that will result in convictions for these offenders. Of the cases that went to trial in FY2011-12 and FY2012-13, the conviction rate was 51%.

As mentioned above, the Domestic Violence Unit also handles all stalking cases whether or not they are related to domestic violence. The District Attorney’s Office received 54 stalking cases in FY2012-13, and filed 67% of the cases. One stalking case was referred for parole violation or probation revocation, and 20 received guilty convictions by way of a guilty plea bargain. Two stalking cases were brought to trial during FY2012-13, and both cases resulted in convictions.

| <b>Office of the District Attorney Domestic Violence Unit Statistics<br/>FY2012-13</b> |  |                           |                        |
|--|--|---------------------------|------------------------|
|  | <b>Domestic<br/>Violence<br/>Cases</b> | <b>Stalking<br/>Cases</b> | <b>Total<br/>Cases</b> |
| Cases Received   | 1681                                   | 54                        | 1735                   |
| Cases Filed  | 442                                    | 36                        | 478                    |
| Cases Referred for Probation / Parole violation  | 140                                    | 1                         | 141                    |
| Convictions By Guilty Plea (Cases Pled)  | 175                                    | 20                        | 195                    |
| Convictions by Guilty Plea (Cases Violated on Probation)                               | 176                                    | N/A                       | 176                    |
| Cases Brought to Trial   | 45                                     | 2                         | 47                     |
| Convictions After Trial  | 22                                     | 2                         | 24                     |

**Elder Abuse Unit**

The District Attorney’s Elder Abuse Unit prosecutes elder and dependent adult abuse cases and is separated into two units. One unit prosecutes elder or dependent adult physical abuse and is overseen by the Domestic Violence Unit’s Managing Attorney, and the second unit prosecutes elder or dependent adult financial abuse cases and is overseen by the Special Prosecutions Unit. While the number of cases received in FY2011-12 and FY2012-13 remained relatively stable over the prior year, the number of elder abuse cases filed rose significantly. In FY2011-12, the District Attorney’s Office almost doubled the numbers in the prior year by filing 69 cases and maintained a similar number in FY2012-13 (60). The number of elder abuse convictions increased by 50% from 30 cases in FY2010-11 to 45 cases in FY2012-13.

**Victim Services Division**

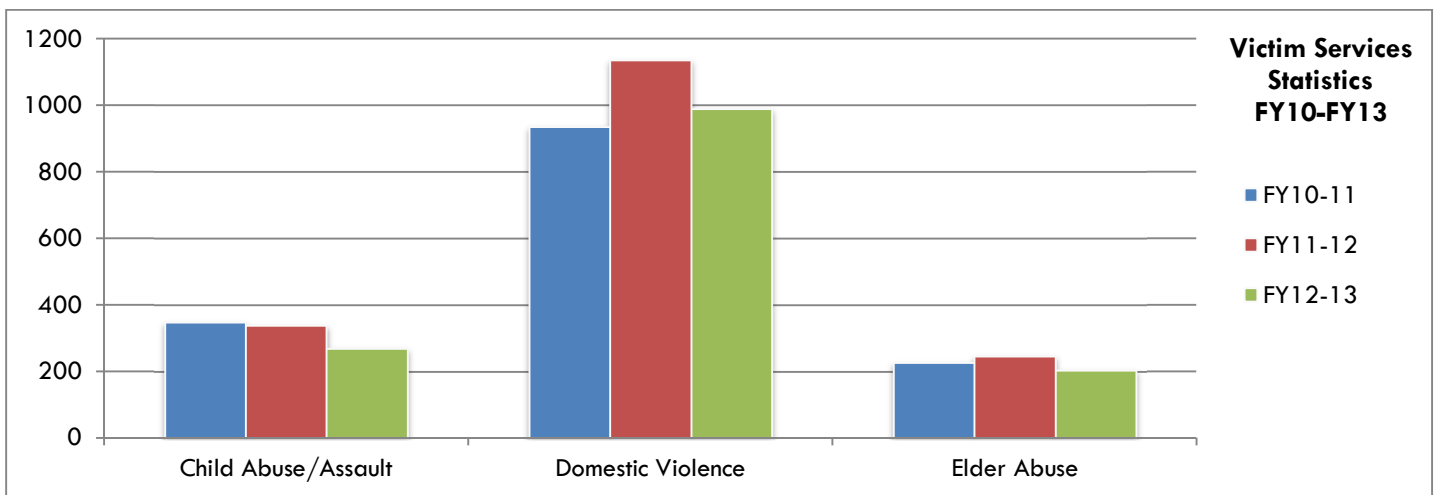
The District Attorney’s Victim Services Division provides comprehensive advocacy and support to victims and witnesses of crime. Trained advocates help these individuals navigate the criminal justice system by assisting with crisis intervention, Victim Compensation Program claims, court escort, case status, transportation, resources, referrals, and more. The Victim Services Division has 14 trained advocates to assist victims of crime, with three specializing in child sexual assault and

physical abuse cases, two specializing in elder abuse cases, and two specializing in sexual assault cases. All advocates are trained in domestic violence dynamics, and each is assigned between 40 and 50 new cases per month, in addition to any ongoing cases that remain open. Services are offered not only to victims whose cases have been charged, but also to victims whose cases have not and will not be charged.

To be eligible for compensation, a person must be a victim of a qualifying crime involving physical injury, or threat of physical injury or death. For certain crimes, emotional injury alone is all that needs to be shown. Certain family members or other loved ones who suffer an economic loss resulting from an injury to, or death of, a victim of a crime may also be eligible for compensation. There is no requirement that the suspect be apprehended or the case charged by the District Attorney's Office to be eligible.

Generally, victims must report the crime to the police, sheriff, child protective services, or some other law enforcement agency. However, mental health and medical records may be sufficient in cases involving domestic violence, human trafficking, and crimes against children. Applicants/victims must cooperate with law enforcement during the investigation and prosecution of the crime, and cannot have participated in or been involved in committing the crime.

During FY2012-13, Victim Services provided support and services to victims and witnesses in 1,604 family violence cases<sup>14</sup> with 70% of clients seen for domestic violence or child witnessing domestic violence, 17% for child abuse, and 13% for elder abuse cases.



As in past years, the majority of Victim Services clients were seen for domestic violence cases. In FY2012-13, this included 990 domestic violence cases, and 139 child witness to domestic violence cases. Of the 270 child abuse cases that received services, 76% (206 cases) were for sexual assault and 24% (64 cases) were for physical abuse.

<sup>14</sup> The number of clients served is not a unique count of individuals receiving Victim Services. For example, if an individual is a victim of three crimes in FY12-11 and receives Victim Services following each incident, he or she would be captured three times in the data for that fiscal year.

The following tables highlight demographic data of clients served in both FY2011-12 and FY2012-13. These data show that for these two fiscal years, the majority of clients were female (78%) and represented the following race: Latino/a (30%), African American (25%), White (25%) and Asian (15%). The data also shows that most clients were between the ages of 18-64 (70%) followed by 0-17 (17%).

| <b>Office of the District Attorney Victim Services Division<br/>Family Violence Statistics<br/>FY2011-2012</b> |                    |                         |                          |                    |              |
|--|--------------------|-------------------------|--------------------------|--------------------|--------------|
| <b>Gender</b>  | <b>Child Abuse</b> | <b>Child Witness DV</b> | <b>Domestic Violence</b> | <b>Elder Abuse</b> | <b>Total</b> |
| Female   | 279                | 82                      | 982                      | 146                | 1489         |
| Male   | 60                 | 101                     | 155                      | 102                | 418          |
| Transgender  | 0                  | 0                       | 0                        | 0                  | 0            |
| Unknown  | 0                  | 0                       | 0                        | 0                  | 0            |
| <b>Total</b>   | <b>339</b>         | <b>183</b>              | <b>1,137</b>             | <b>248</b>         | <b>1,907</b> |
| <b>Race</b>  | <b>Child Abuse</b> | <b>Child Witness DV</b> | <b>Domestic Violence</b> | <b>Elder Abuse</b> | <b>Total</b> |
| White  | 58                 | 24                      | 295                      | 80                 | 432          |
| Latino/a   | 166                | 75                      | 329                      | 15                 | 416          |
| African American   | 75                 | 45                      | 325                      | 19                 | 372          |
| Asian  | 25                 | 15                      | 129                      | 119                | 211          |
| Unknown  | 7                  | 13                      | 27                       | 5                  | 38           |
| Other  | 5                  | 8                       | 14                       | 5                  | 22           |
| Filipino   | 3                  | 3                       | 13                       | 5                  | 16           |
| Indian   | 0                  | 0                       | 4                        | 0                  | 6            |
| Cambodian  | 0                  | 0                       | 1                        | 0                  | 0            |
| <b>Total</b>   | <b>339</b>         | <b>183</b>              | <b>1,137</b>             | <b>248</b>         | <b>1,907</b> |
| <b>Age</b>   | <b>Child Abuse</b> | <b>Child Witness DV</b> | <b>Domestic Violence</b> | <b>Elder Abuse</b> | <b>Total</b> |
| 0-17   | 156                | 167                     | 2                        | 1                  | 326          |
| 18-64  | 160                | 4                       | 1,114                    | 47                 | 1,325        |
| 65+  | 0                  | 0                       | 0                        | 179                | 179          |
| Unknown  | 23                 | 12                      | 21                       | 21                 | 77           |
| <b>Total</b>   | <b>339</b>         | <b>183</b>              | <b>1,137</b>             | <b>248</b>         | <b>1,907</b> |

| Office of the District Attorney Victim Services Division<br>Family Violence Statistics<br>FY2012-13 |             |                  |                   |             |              |
|---|-------------|------------------|-------------------|-------------|--------------|
| Gender  | Child Abuse | Child Witness DV | Domestic Violence | Elder Abuse | Total        |
| Female  | 198         | 62               | 853               | 125         | 1238         |
| Male  | 72          | 77               | 137               | 80          | 317          |
| Transgender   | 0           | 0                | 0                 | 0           | 0            |
| Unknown   | 0           | 0                | 0                 | 0           | 0            |
| <b>Total</b>  | <b>270</b>  | <b>139</b>       | <b>990</b>        | <b>205</b>  | <b>1,604</b> |
| Race  | Child Abuse | Child Witness DV | Domestic Violence | Elder Abuse | Total        |
| White   | 55          | 14               | 276               | 59          | 404          |
| Latino/a  | 114         | 58               | 280               | 16          | 468          |
| African American  | 63          | 54               | 284               | 23          | 424          |
| Asian   | 26          | 7                | 110               | 96          | 239          |
| Unknown   | 4           | 3                | 23                | 3           | 33           |
| Other   | 7           | 1                | 5                 | 0           | 13           |
| Filipino  | 0           | 2                | 7                 | 7           | 16           |
| Cambodian   | 0           | 0                | 1                 | 0           | 1            |
| Indian  | 0           | 0                | 4                 | 1           | 5            |
| <b>Total</b>  | <b>270</b>  | <b>139</b>       | <b>990</b>        | <b>205</b>  | <b>1,604</b> |
| Age   | Child Abuse | Child Witness DV | Domestic Violence | Elder Abuse | Total        |
| 0-17  | 121         | 137              | 3                 | 1           | 262          |
| 18-64   | 128         | 1                | 975               | 31          | 1,135        |
| 65+   | 0           | 0                | 0                 | 162         | 162          |
| Unknown   | 21          | 1                | 12                | 11          | 45           |
| <b>Total</b>  | <b>270</b>  | <b>139</b>       | <b>990</b>        | <b>205</b>  | <b>1,604</b> |

### Child Abuse

Child abuse case clients include individuals who have experienced either physical abuse or sexual assault as a child. The majority of child abuse cases were for sexual assault (206), in which 86% of clients were female. Child abuse case clients were most frequently Latino/a (45%), followed by African American (24%), and White (15%).

Individuals can apply for and receive services as an adult for child abuse or assault they have experienced previously as a minor under the age of 18. It may also be the case that a child abuse or assault crime was committed in previous years and the victim seeks services later in life, or that a case is charged and more past victims are revealed during the investigation process. For these reasons, and because Victim Services clients can continue to receive services after their case has concluded, should it be charged, it is not uncommon for child abuse clients to be over 17 years

of age. In cases of child physical abuse, 56% of clients were between the ages of 0 and 17 years, 37% were between the ages of 18 and 64, and 7% were of unknown age.

| <b>Office of the District Attorney Victim Services Division<br/>Child Abuse Statistics<br/>FY2012-13</b> |                             |                             |              |
|--|-----------------------------|-----------------------------|--------------|
| <b>Age</b>   | <b>Child Physical Abuse</b> | <b>Child Sexual Assault</b> | <b>Total</b> |
| 0-17   | 29                          | 92                          | 121          |
| 18-64  | 32                          | 96                          | 128          |
| 65+  | 0                           | 0                           | 0            |
| Unknown  | 3                           | 18                          | 21           |
| <b>Total</b>   | <b>64</b>                   | <b>206</b>                  | <b>270</b>   |

**Domestic Violence**

Domestic violence clients include individuals who have experienced domestic violence, including childhood exposure to domestic violence, or stalking. In FY2012-13, 81% of domestic violence clients were female. In cases of domestic violence, the majority of clients were female, while in cases of child exposure to domestic violence, the majority of clients were male. Domestic violence clients were most frequently African American (30%), Latino/a (30%), or White (26%).

**Elder Abuse**

Elder abuse case counts include cases of dependent adult abuse as well. In FY2012-13, elder abuse cases involved 61% female clients and 39% male clients, and the majority (79%) were over the age of 65. Nearly half of elder abuse clients identified as Asian (47%), followed by 29% identifying as White.



## Adult Probation Department

The San Francisco Adult Probation Department supervises individuals convicted of domestic violence as they complete the requirements of probation. As of June 2013, the Adult Probation Department Domestic Violence Unit was supervising 522 individuals, a decrease of 9.6% from June 2012.

| <b>Adult Probation Department Domestic Violence Unit<br/>FY2010-2013</b> |                |                |                |
|--|----------------|----------------|----------------|
|  | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Total Cases at Year-End  | 535            | 540            | 522            |
| Total New Intakes during Year  | 268            | 297            | 252            |
| Completions  | 122            | 79             | 88             |
| Revocations  | 42             | 58             | 61             |
| Certified Batterers Intervention Programs                                | 7              | 11             | 10             |
| Domestic Violence Unit Staffing  | 10             | 10             | 10             |

When a person convicted of domestic violence is referred to Adult Probation Department for supervision, they are automatically referred to a 52-week batterer’s intervention program, run by a community agency and certified by Adult Probation Department. If a probationer fails to attend the batterer’s intervention program or commits a crime that violates their probation, a bench warrant is issued and Adult Probation Department begins a procedure to revoke probation. Probation revocations increased by 45% in the past two fiscal years. The following were certified batterer’s intervention programs in San Francisco as of the end of Fiscal Year 2013:<sup>15</sup>

1. Antolino Family Wellness Center, Inc.<sup>16</sup>
2. John Hamel and Associates
3. Men in Progress
4. moMENTum
5. Programa de hombres contra la violencia intrafamiliar (P.O.C.O.V.I.)
6. San Francisco Bay Counseling
7. Startrac
8. SWAP/PREP (SF Sheriff's Department)
9. Violence Intervention Program (V.I.P.)
10. Womanalive

The Adult Probation Department created a **Batterer’s Intervention Program Audit Team** in 2012 to complete an extensive audit of all batterer’s intervention programs, and to provide critical feedback and recommendations for programs to ensure adherence to state law and the Adult Probation Department’s Standards for Batterers Intervention Programs. The review covered four areas: (1) Facility; (2) Program and agency accountability; (3) Facilitator and

<sup>15</sup> After June 30, 2013, Adult Probation Department certified three new batterer’s intervention programs: Adult Probation’s CASC (Community Assessment and Services Center), San Francisco Veteran’s Administration Medical Center At Ease, and Pathways Institute.

<sup>16</sup> Antolino was decertified in November 2013.

staff accountability, including records and maintenance; and (4) Recommendations and remedies for compliance.

At the start of the audit, there were 11 certified Batterer Intervention Programs in San Francisco. One program was decertified during the process, leaving ten certified batterer's intervention programs. The review team visited approximately 30 group sessions and provided the Chief Probation Officer with an audit report.

At the end of the FY2012-2013, the Domestic Violence Unit had a staff of nine Deputy Probation Officers, one Domestic Violence Court officer, and one Supervising Probation Officer. During the year, Deputy Probation Officers handled an average of 58 cases, down from 67 cases per officer in FY2011-12.

In September 2010, the Adult Probation Department received a federal grant to address the increasing number of domestic violence cases in the Bayview neighborhood, which was home to 14% of the Domestic Violence Unit probationers. The department used evidence-based practices to design a victim-centered supervision model and a 40:1 probationer to officer ratio. The grant period ended September 30, 2013. The Mayor's Office funded the continuation of this position to enable Adult Probation Department to continue to support the reduced caseload, and its successful approach of the victim-centered supervision model.

In November 2012, Adult Probation Department established an endangered child specific caseload, which is supervised in the Domestic Violence Unit. When an individual convicted of child abuse is referred to Adult Probation Department, he or she is directed to a **Child Abuse Intervention Program**, a 52-week program run by the Department of Public Health at the Community Justice Center through the Violence Intervention Program. This innovative program was also launched in November 2012, and is one of very few certified child abuse programs in the state. Child Abuse Intervention Program complies with the current California Penal Code Section 273.1 relating to the treatment of court ordered child abuse offenders. The program is certified by the Adult Probation Department. As with domestic violence cases, a bench warrant is issued if a probationer who is on probation for a child abuse related crime commits a crime that violates his or her probation and Adult Probation Department initiates the Motion to Revoke Probation. As of June 2013, 30 clients were being supervised on the child abuse-specific caseload. Sixty-four percent of cases are misdemeanor and 36% are felony. Adult Probation Department will provide more information on the success rate of clients on the new child abuse caseload and Child Abuse Intervention Program in future reports.

Following up on a recommendation of the *2011 Family Violence Report*, Adult Probation Department established an **advisory team of domestic violence intervention and prevention experts** to assist in the development and implementation of an Adult Probation Department Victim Service Program. These representatives include the Survivor Restoration Director from the San Francisco Sheriff's Department, the Director of Victim Services from the District Attorney's Office, the Director of the Domestic Violence Consortium, and the Division Director and Supervisor from Adult Probation Department's Investigations Unit. Survivors of violence will soon join this advisory team. The objective of the proposed Adult Probation Department Victim Service Program is to provide comprehensive gender specific, trauma informed services to victims of violent crimes perpetrated by those currently on probation within the Adult Probation Department.

### San Francisco Sheriff's Department

On the recommendation of the Family Violence Council in the *2011 Report*, the San Francisco Sheriff's Department provided data on three innovative programs related to family violence that it currently operates through its Custody and Community Programs Divisions: the Resolve to Stop the Violence Project, an in-custody program; the out of custody violence prevention program, and the Survivor Restoration Program for victims.

The **Resolve to Stop the Violence Project (RSVP)** is a survivor-centered program for in-custody offenders based on a restorative justice model. The mission of RSVP is to bring together all those harmed by crime, including victims, communities, and offenders. RSVP is driven by victim restoration, offender accountability, and community involvement. The goals of the program include empowering victims of violence, reducing recidivism among violent offenders, and restoring individuals and communities through community involvement and support in order to prevent future violence. Currently, 22 percent of the RSVP participants are in custody for a family violence related offense.

The Sheriff's Department utilizes the Manalive Violence Prevention Program curriculum both in the jails and at community-based sites. Manalive utilizes a male-role violence reeducation curriculum, which emphasizes:

- Raising awareness of the belief systems that promote violence;
- Teaching that violence is learned behavior which can be unlearned. Offenders can choose alternatives to violence;
- Improving communication skills;
- Empathy for victims and their families – each week offenders and survivors of violent crime participate in Victim Impact sessions, frank discussions about the consequences of violence for victims;
- Accountability and the need to make positive contributions to the community;
- Understanding, taking responsibility for, and working to repair the harm done.

| <b>San Francisco Sheriff's Department<br/>Resolve to Stop the Violence Project In-Custody Statistics</b> |     |
|--|-----|
| <b>FY12-13</b>   |     |
| Total Participants   | 139 |
| Participants with Domestic Violence charges  | 29  |
| Participants With Elder Abuse charges  | 1   |
| Participants With Child Abuse charges  | 1   |
| Participants on Parole   | 18  |

| <b>San Francisco Sheriff's Department<br/>Out of Custody Community Program (Manalive)</b> |     |
|---|-----|
| <b>FY12-13</b>  |     |
| Total Clients   | 186 |
| New Clients   | 29  |
| Clients Exiting   | 150 |
| Clients referred from RSVP jail program   | 23  |

The **Sheriff Department's Survivor Restoration Program (SRP)** is a component of the RSVP whose focus is to support survivors through their own process of restoration and empowerment, while providing opportunities for them to contribute to the development, implementation, and evaluation of all RSVP components. To this end, SRP offers direct services to the survivors of the violent offenders participating in RSVP's Offender Restoration component.

| <b>San Francisco Sheriff's Department<br/>Survivor Restoration Program Statistics</b> |                     |
|---|---------------------|
|   | <b>FY12-13</b>      |
| New Clients   | 276                 |
| Ongoing Clients   | 1,589 <sup>17</sup> |
| Total U-Visas Obtained  | 56                  |
| Political Asylum Granted  | 4                   |
| Permanent Residence Granted   | 10                  |
| Graduated from Empowerment Program  | 44                  |

**California State Victim Information and Notification Everyday System (VINE)**

In August 2013, as part of the Sheriff Department's effort to enhance its customer service information system, it inaugurated the California State Victim Information and Notification Everyday System (VINE). This allows victims of crimes in San Francisco to receive email or telephone notifications of offenders' custody status in California jails and prisons. This free and anonymous service allows victims to be notified within 30 minutes when an offender is released from custody and within eight hours if an inmate is transferred to another facility. Knowing this information can help alleviate a victim's uncertainty or concern about an offender's status.

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<sup>17</sup> These cases vary from a weekly phone call check to on-going long term critical cases from previous years.

## **Public Defender's Office**

The Public Defender's Office in San Francisco utilizes a "holistic model" of indigent defense services, focusing not only on legal representation, but also on helping clients address the root causes of problems that may have led to their arrest. The Public Defender recognizes that contact with the criminal justice system offers a rare moment in which to address an individual's needs, including those beyond the realm of the legal system. By taking advantage of the unique relationship as a counselor to the client, public defenders can refer individuals to services for addiction, mental illness and unemployment, thereby providing alternatives to incarceration that promise better client, family, and community outcomes through decreased recidivism and healthier reentry into communities.

San Francisco Deputy Public Defenders are trained in evidence-based practices and understand the wide range of service needs of their clients. They are effective advocates for the use of alternative sentencing strategies and equally well versed in the legal issues and advocacy techniques required in the criminal justice process. Deputy Public Defenders are also responsible for designing alternative sentencing strategies and identifying clients who are eligible for collaborative courts and other evidence based programs aimed at improving social and legal outcomes.

## **Coordination with Existing Reentry Programs**

Deputy Public Defenders work closely with the office's existing reentry programs and coordinate its efforts with other criminal justice agencies and community partners. The Public Defender's Reentry Unit provides an innovative blend of legal, social and practical support through its Clean Slate and Social Work components. The Reentry Unit's social workers provide high quality clinical work and advocacy, effectively placing hundreds of individuals in treatment, housing and other services each year with the goal of improving legal outcomes and reducing recidivism. Reentry Social Workers conduct psycho-social assessments that delve into historical circumstances, family history, previous treatment, and long-term medical and mental health issues. The Reentry Social Workers have extensive knowledge of San Francisco social services and treatment networks as well as deep relationships with community based services staff and directors to which they connect their clients.

## **Children of Incarcerated Parents Program**

Public Defender clients in the county jail avail themselves to the services of the Children of Incarcerated Parents Program, which is part of the office's Reentry Unit. The goals of these services are to insulate children from the risks associated with parental incarceration, maintain family bonds through the period of incarceration, and improve the ability of clients to participate in family life upon their release. The Children of Incarcerated Parents Program staff works with clients, their families, deputy public defenders, Human Services Agency, Child Support Services, Family Court, and a network of community-based treatment providers to respond to the needs of incarcerated parents and their families. The staff is uniquely positioned to address family needs that are created when a parent is taken into custody. Services provided include addressing the urgent needs of children, setting up contact visitation, assisting clients with family court issues, child support, reunification plans, connecting clients with Child Protective Services case managers, and connecting clients and their families to additional social services. Since its inception in 2000, the Children of Incarcerated Parents Program has helped hundreds of families in San Francisco overcome the numerous obstacles created as a result of the incarceration of a family member.

### **Clean Slate Program**

The office's Clean Slate Program assists over 3,000 individuals each year who are seeking to "clean up" their records of criminal arrests and/or convictions. Clean Slate helps remove significant barriers to employment, housing, public benefits, civic participation, immigration and attainment of other social, legal and personal goals. The program, now in operation for over a decade, prepares and files over 1,000 legal motions in court annually, conducts regular community outreach, distributes over 6,000 brochures in English and Spanish and holds weekly walk-in clinics at five community-based sites, in predominantly African American and Latino neighborhoods most heavily impacted by the criminal justice system. The Clean Slate Program has been instrumental in helping individuals obtain employment and housing, factors that help stabilize and strengthen families.

As shown by a growing body of scientific research, interventions that address the underlying causes of violent behavior and victimization are effective in preventing new instances of family violence. Without compromising the due process rights of individuals as guaranteed by the Constitution, the Public Defender is committed to utilizing evidence-based alternatives that address individual-level risks that perpetuate family violence. As a participating agency of the Family Violence Council, the Public Defender is committed to engaging in interagency collaboration and implementing preventative measures aimed at addressing family violence in San Francisco.

## San Francisco Superior Court Family Law Division and Probate Division

The Family Law Division of the San Francisco Unified Family Court is responsible for issuing civil domestic violence restraining orders. Family Law handles domestic relations cases including dissolutions, separations, nullity, domestic violence prevention, paternity actions, child custody, child support, visitation arrangements, spousal support, family support and adoptions.

### Domestic Violence Restraining Orders

Survivors of domestic violence can request a restraining order from the Family Court. Domestic violence restraining orders are available for cases involving a current or former intimate partner or spouse, a person with a child in common, or family to the second degree, which include in-laws but not cousins. The majority of persons requesting a domestic violence restraining order receive a temporary restraining order, which remains in place from the date of filing until a hearing scheduled within 25 days, to determine if a permanent restraining order will be granted. There are a number of dispositions possible at the hearing:

- **Granted:** The Court grants a restraining order after hearing, which can last up to five years.
- **Denied:** The petitioner does not receive a restraining order after hearing, and the temporary order is dissolved.
- **Off-Calendar:** A case may be removed from the calendar if the petitioner does not attend the hearing, or if the petitioner indicates that he or she no longer wants the restraining order.
- **Continued:** The most common reason for a continuance, or a rescheduling of the hearing, is the inability to find and serve the respondent with the order prior to the hearing date.
- **Dismissal:** The judge decides to dismiss a case, or the petitioner requests a dismissal.
- **Set for Trial:** Instead of a short hearing, some restraining order requests require an evidentiary hearing or trial with evidences and witnesses testimony to determine a disposition.

In FY2012-13, the Family Court received 1,182 requests for Restraining Orders. Of these requests, 339 were granted, 29% of the total requests, and 55% of the requests that remain on calendar. The total number of domestic violence restraining order requests received by the Family Court has seen a modest decrease over the past three years, declining by 14% between FY2010-11 and FY2012-13.

| Dispositions of Domestic Violence Restraining Order Requests to Family Court FY2010-2013 <sup>18</sup> |         |     |         |     |         |     |
|--|---------|-----|---------|-----|---------|-----|
|  | FY10-11 |     | FY11-12 |     | FY12-13 |     |
|  | #       | %   | #       | %   | #       | %   |
| Requests for ROs   | 1,369   |     | 1,258   |     | 1,182   |     |
| Granted  | 471     | 34% | 414     | 33% | 339     | 29% |
| Denied   | 113     | 8%  | 112     | 9%  | 132     | 11% |
| Off Calendar   | 661     | 48% | 562     | 45% | 564     | 48% |
| Other Disposition  | 119     | 9%  | 79      | 6%  | 87      | 7%  |
| Pending*   | 5       | 0%  | 2       | 0%  | 4       | 0%  |

A case may not have been resolved by the close of the fiscal year, June 30.

<sup>18</sup> The information in this table includes only domestic violence restraining order requests received by Family Court. It does not include restraining orders requested for civil harassment, for elder abuse, or those requested in the Criminal Court as part of a criminal prosecution.

**Elder and Dependent Adult Abuse Restraining Orders**

The Probate Court grants restraining orders in cases of elder and dependent adult abuse. Restraining order requests can be submitted to protect any individual 65 years of age and older from elder abuse. Requests for dependent adults can be made for all individuals between the ages of 18 and 64 who have physical or mental limitations that restrict their ability to carry out normal activities or to protect their rights.

In FY2012-13, the Probate Court received 79 requests for elder or dependent abuse restraining orders (TRO-EA). For disposition at conclusion of hearing: 17 (22%) of these requests were granted, and 27% of those that remained on calendar. The number of elder and dependent abuse restraining order requests received over the last five years has fluctuated greatly. In FY08-09, 23 requests were received, and this number nearly quadrupled to 83 requests received in FY2011-12. Another significant trend appears to be the variance in the percentage of cases receiving other dispositions, which means these cases were either continued, dismissed, or set for trial. These rates dropped to 3% in FY2010-11, then surged to 85% of cases in FY2012-13.

| <b>Permanent Dispositions of Elder Abuse Restraining Order Requests to Family Court<br/>FY2010-2013</b> |         |     |         |     |         |     |
|---|---------|-----|---------|-----|---------|-----|
|   | FY10-11 |     | FY11-12 |     | FY12-13 |     |
|   | #       | %   | #       | %   | #       | %   |
| Requests for TRO-EA   | 37      | -   | 83      | -   | 79      | -   |
| Granted   | 16      | 43% | 26      | 31% | 17      | 22% |
| Denied  | 5       | 14% | 17      | 20% | 22      | 28% |
| Off Calendar  | 13      | 35% | 15      | 18% | 15      | 19% |
| Other Disposition   | 1       | 3%  | 30      | 36% | 67      | 85% |
| Pending   | 2       | 5%  | 0       | 0%  | 0       | 0%  |



## Public Service Agencies

The City and County of San Francisco administers agencies designed to protect the welfare of vulnerable populations such as children, elders, and dependent adults. The following are statistics from those agencies, as well as public agencies that interact with a significant population of child abuse, elder abuse or domestic violence survivors.

### Family and Children's Services

San Francisco Family and Children's Services, also known as Child Protective Services (CPS), is a division of the Department of Human Services within the Human Services Agency that protects children from abuse and neglect, and works in partnership with community-based service providers to support families in raising children in safe and nurturing homes. Whenever possible, Family and Children's Services helps families stay together by providing a range of services from prevention through aftercare, to keeping children safe with their families or with families who can provide permanency.

Researchers from the Center for Social Services Research (CSSR) at the University of California at Berkeley aggregate and provide access to all child welfare data for the state on an annual basis as part of a joint venture between the University and the California Department of Social Services. The data included in this section comes from this database and has been organized by calendar year rather than fiscal year.<sup>19</sup>

### Differential Response

Family and Children's Services uses a method called "differential response" to respond to allegations of abuse. Based on information received during a hotline call or referral, Family and Children's Services social workers assess the evidence of neglect or abuse. If there is insufficient evidence to suspect neglect or abuse, the case is "evaluated out of the system" and the family may be referred to voluntary services in the community. If there appears to be sufficient evidence of abuse or neglect, Family and Children's Services opens the case and conducts further assessment and investigation. Under this differential response model, the social worker taking the hotline report or referral determines the initial response path for all referrals. There are three possible initial response paths:

- **Path 1: Community Response** – When there are no known safety issues and a low-to-moderate risk level of future maltreatment, the social worker refers the family to voluntary support services in the community. This is the path for all referrals that are "evaluated out of the system."
- **Path 2: Family and Children's Services and Community Response** – When the safety threat is assessed as moderate-to-high, Family and Children's Services opens a referral.

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<sup>19</sup> Source for all subsequent calendar year (CY) child welfare data: Needell, B., Webster, D., Armijo, M., Lee, S., Dawson, W., Magruder, J., Exel, M., Cuccaro-Alamin, S., Putnam-Hornstein, E., Williams, D., Simon, V., Hamilton, D., Lou, C., Peng, C., Moore, M., King, B., Henry, C., & Nuttbrock, A. (2014). Child Welfare Services Reports for Children. Retrieved 3/6/2014, from University of California at Berkeley Center for Social Services Research website. URL: [http://cssr.berkeley.edu/ucb\\_childwelfare](http://cssr.berkeley.edu/ucb_childwelfare).

The response team may include a public health nurse, a CalWORKs worker, or other community representatives who may already be working with the family.

- **Path 3: Family and Children’s Services Only (and possible law enforcement) Response** – When the safety threat is assessed as high-to-very high, Family and Children’s Services opens a referral.

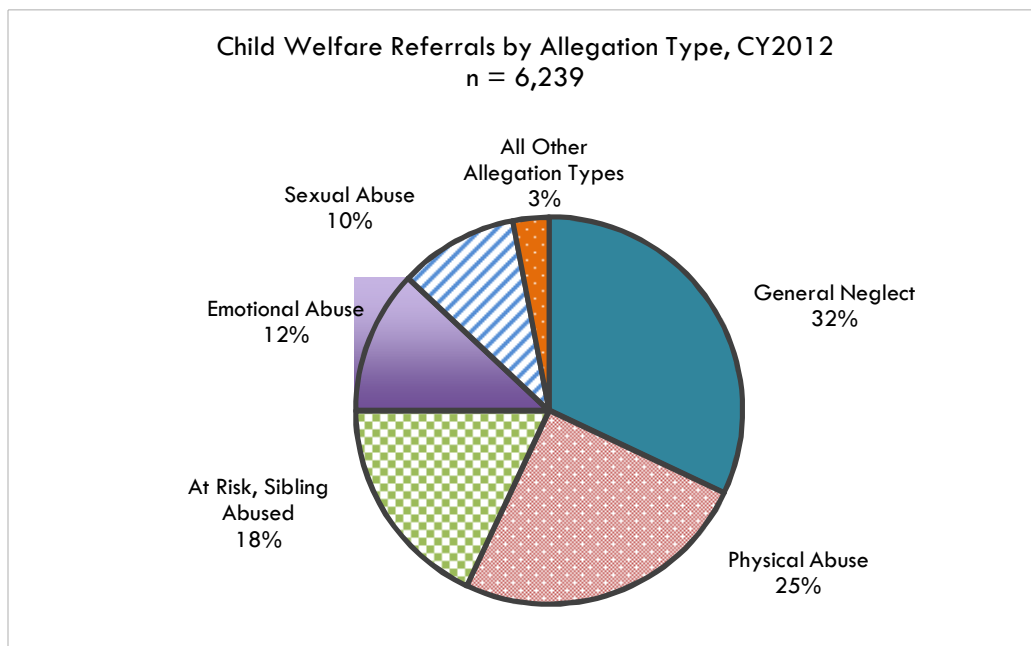
Family and Children’s Services began using differential response for Path 1 and 2 cases in 2006. This model serves as a strong tool for child abuse prevention by supporting families at risk of abuse or neglect even when cases do not rise to the level of Family and Children’s Services action.

**Child Welfare Referrals**

During Calendar Year 2012 (CY2012), Family and Children’s Services received 6,239 referrals for suspected child abuse or neglect.<sup>20</sup>

| <b>Family and Children’s Services Referrals and Substantiations<br/>CY2010-2012</b> |       |       |       |
|---|-------|-------|-------|
|   | 2010  | 2011  | 2012  |
| Total Children Referred   | 5,950 | 6,025 | 6,239 |
| Total Cases Substantiated   | 833   | 659   | 717   |
| Percent Substantiated   | 14%   | 11%   | 11.5% |

The majority of referrals received by Family and Children’s Services were for general neglect (32%) and physical abuse (25%). Children at-risk due to abuse of a sibling (18%), emotional abuse (12%), and sexual abuse (10%) accounted for an additional 2,438 referrals. Other allegation types reported in CY2012 included caretaker absence or incapacity (3%), severe neglect (1%), and exploitation (less than 1%).



<sup>20</sup> This figure counts each child with a child maltreatment allegation once for each analysis year. If a child has more than one allegation in a specific year, that child is counted one time in the category of the most severe occurrence.

The breakdown among the different types of referrals received in CY2012 is similar to that of previous years during which general neglect and physical abuse were the most frequently received referrals. Since CY2010, general neglect and physical abuse allegations have each accounted for between 25% and 32% of referrals every year.

| <b>Family and Children's Services Referrals by Allegation Type<br/>CY2010-2012</b> |               |          |               |          |               |          |
|--|---------------|----------|---------------|----------|---------------|----------|
| <b>Allegation Type</b>   | <b>CY2010</b> |          | <b>CY2011</b> |          | <b>CY2012</b> |          |
|  | <b>#</b>      | <b>%</b> | <b>#</b>      | <b>%</b> | <b>#</b>      | <b>%</b> |
| General Neglect  | 1,850         | 31%      | 1,893         | 31%      | 2,019         | 32%      |
| Physical Abuse   | 1,569         | 26%      | 1,628         | 27%      | 1,572         | 25%      |
| At Risk, Sibling Abused  | 927           | 16%      | 973           | 16%      | 1,096         | 18%      |
| Emotional Abuse  | 776           | 13%      | 735           | 12%      | 730           | 12%      |
| Sexual Abuse   | 613           | 10%      | 583           | 10%      | 612           | 10%      |
| Caretaker Absence/Incapacity   | 175           | 3%       | 158           | 3%       | 160           | 3%       |
| Severe Neglect   | 30            | 1%       | 47            | 1%       | 43            | 1%       |
| Exploitation   | 10            | <1%      | 8             | <1%      | 7             | <1%      |
| Substantial Risk   | 0             | 0%       | 0             | 0%       | 0             | 0%       |
| <b>Total</b>   | <b>5,950</b>  |          | <b>6,025</b>  |          | <b>6,239</b>  |          |

Examining the data over the past three years from CY2010 to CY2012 reveals increases in the numbers of referrals for two allegation categories: the number of children referred who were at-risk due to abuse of a sibling, an increase of 18% over the three year period; and severe neglect, which increased by nearly 43%. The number of Child Protective Services referrals has climbed slightly in each of the past three years.

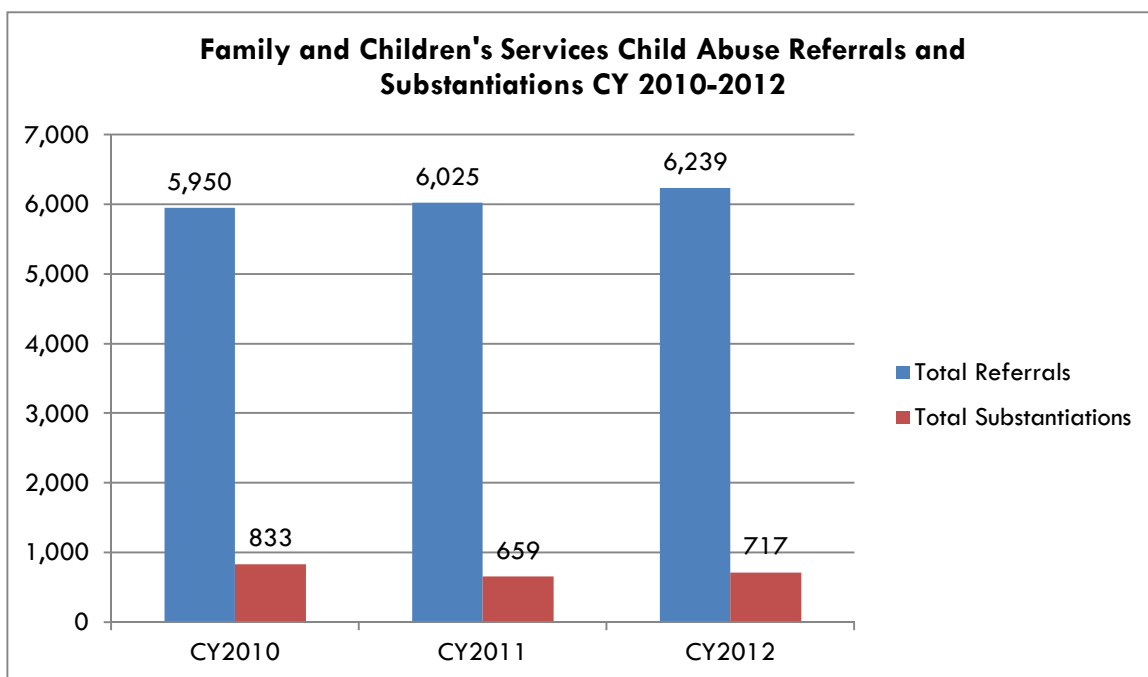
**Referral Findings**

Of the 6,239 referrals received during CY2012, 11% (717) were substantiated, or found to be true, following investigation by Family and Children's Services. During CY2012, 7% of referrals were inconclusive due to a lack of evidence to substantiate the abuse. Considered "unfounded," 38% of referrals did not meet the definition of abuse or neglect. An additional 39% of referrals were evaluated and not found to warrant further investigation and required an "assessment only" by Family and Children's Services.

**Substantiated Allegations of Abuse and Neglect**

Over half (55%) of substantiated referrals were for general neglect. Caretaker absence or incapacity and at-risk due to abuse of a sibling each accounted for 11% of substantiated referrals, and emotional abuse accounted for 10%. The remaining 13% of substantiated referrals were for physical abuse, sexual abuse, severe neglect, and exploitation.

| <b>Family and Children's Services Referrals by Allegation Type and Findings: CY2012</b> |                      |                     |                  |                        |                           |                        |
|---|----------------------|---------------------|------------------|------------------------|---------------------------|------------------------|
| <b>Allegation Type</b>  | <b>Substantiated</b> | <b>Inconclusive</b> | <b>Unfounded</b> | <b>Assessment Only</b> | <b>Not Yet Determined</b> | <b>Total Referrals</b> |
| General Neglect   | 397                  | 114                 | 667              | 840                    | 1                         | 2,019                  |
| Physical Abuse  | 59                   | 129                 | 708              | 676                    | 0                         | 1,572                  |
| At Risk, Sibling Abused   | 76                   | 68                  | 594              | 353                    | 5                         | 1,096                  |
| Emotional Abuse   | 71                   | 107                 | 239              | 313                    | 0                         | 730                    |
| Sexual Abuse  | 26                   | 26                  | 116              | 444                    | 0                         | 612                    |
| Caretaker Absence/Incapacity  | 77                   | 13                  | 23               | 47                     | 0                         | 160                    |
| Severe Neglect  | 11                   | 6                   | 21               | 5                      | 0                         | 43                     |
| Exploitation  | 0                    | 0                   | 0                | 7                      | 0                         | 7                      |
| Substantial Risk  | 0                    | 0                   | 0                | 0                      | 0                         | 0                      |
| <b>Total</b>  | <b>717</b>           | <b>463</b>          | <b>2,368</b>     | <b>2,685</b>           | <b>6</b>                  | <b>6,239</b>           |



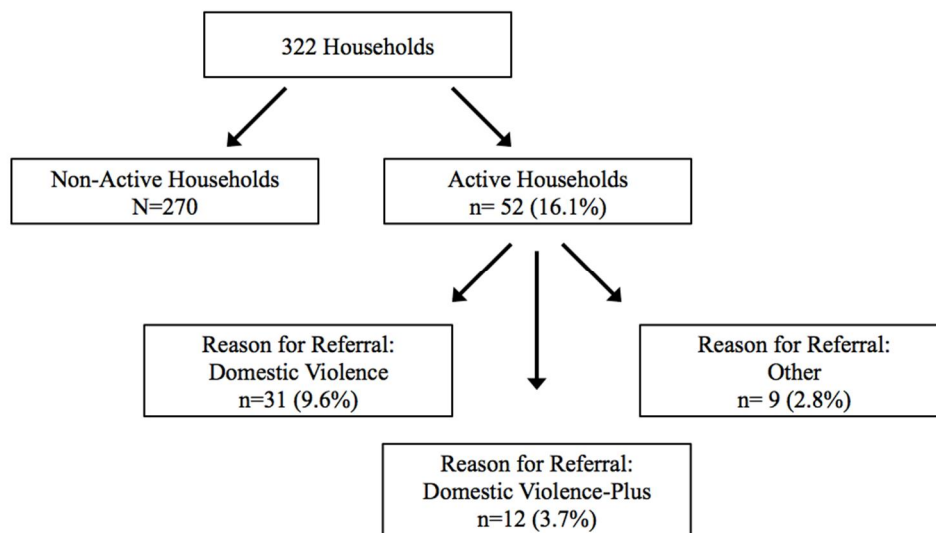
### **Domestic Violence Among Investigated Families**

In this year's report, we were able to include specialized data on prevalence of domestic violence in the Family and Children's Services caseload as a result of original research conducted by Dr. Colleen Henry at the University of California, Berkeley.<sup>21</sup> During fiscal year 2011, Family and

<sup>21</sup> Henry, C. (2014). Constructing Maltreatment: An Urban Child Welfare Agency's Response to Child Exposure to Domestic Violence. Unpublished manuscript, University of California, Berkeley. Available upon request at [colleen.elizabeth.henry@gmail.com](mailto:colleen.elizabeth.henry@gmail.com).

Children’s Services investigated approximately 2,000 households one or more times for allegations child maltreatment.<sup>22</sup> Dr. Henry analyzed a random sample of Family and Children’s Services case records from these households (n=322), and found that 30% (n=97) of households were experiencing or had experienced domestic violence prior to investigation: 16% (n=52) of investigated households reported experiencing active domestic violence at time of investigation (i.e. domestic violence experienced within the 12-months prior to investigation) and 14% (n=45) reported experiencing domestic violence in the past (i.e. prior experience of domestic violence, but not within the 12-months prior to investigation).

The following paragraphs compare differences between those households that reported experiencing domestic violence within the 12-months prior to investigation (active households) and those households who reported no domestic violence prior to investigation or no domestic violence within the 12-months prior to investigation (no-active households).



*Prevalence of active domestic among households investigated by Family and Children’s Services and reason for referral among households experiencing active domestic violence at time of investigation.*

Examination of differences between active households (n=52) and non-active households (n=270) found that active households were significantly more likely to consist of younger caregivers and younger children than were non-active households. Active households were also significantly more likely to be referred to the Agency by law-enforcement (39% vs. 8%) and to be assigned an allegation of emotional abuse (75% vs. 25%) than were non-active households.

Among households experiencing active domestic violence at time of investigation (n=52), 61% (n=31) or 10% of the sample were referred to the Agency for domestic violence, 24% (n=12) or 4% of the sample were referred to the Agency for domestic violence and another form of maltreatment (e.g., physical abuse, general neglect) (n=12), and 18% (n=9) or 3% of the sample were referred to the Agency for reasons other than domestic violence.

Overall, Family and Children’s Services assessed active households to be as safe as non-active

<sup>22</sup> During CY2011, 6,025 were referred to Family and Children’s Services for suspected abuse or neglect; approximately 2,000 of these referrals met criteria for further investigation.

households, however, active households required more services to maintain their children safely in their homes than did non-active households – 35% of active households required services (Family and Children’s Services or community-based) to maintain their children safely in their homes, whereas 11% of non-active households required services to maintain their children safely in their homes.

Of the 52 active households examined in this study, approximately one-third (29%, n=15) were substantiated by Family and Children’s Services for child maltreatment, another third (n=15) received ongoing formal child welfare services (i.e. the referral was promoted to case status), and six (12%) active households had one or more children removed from their homes and placed in out-of-home care. Of active households referred to FCS for domestic violence alone, one resulted in out-of-home placement. Regardless of substantiation or promotion to case status, many active households were referred to or received Family and Children’s Services or community-based domestic violence services. Over half (54%) of active households were contacted by Family and Children’s Services’s domestic violence liaison and nearly two-thirds (73%) were referred to or received community-based domestic violence services.

**Geo-Coded Data**

Data is also available from the Center for Social Services Research database that examines child abuse and neglect allegation rates by zip code.<sup>23</sup> The most recent geo-coded data for CY2012 is detailed in the table below and shows that referrals to Family and Children’s Services vary greatly by zip code. The neighborhoods with the highest number of children with allegations were Bayview (1,004), Ingleside/Excelsior (671), Mission (537), and Visitacion Valley (527). Together, these four areas accounted for 2,739 allegations of abuse, or 44% of the total allegations received by Family and Children’s Services during that year. However, the small community at Treasure Island has an incidence rate of 362 allegations per 1,000 children.

The citywide incidence rate for CY2012 was 53.8 per 1,000 children, an increase of 17% from CY2008 of 45.8 per 1,000 children. Among neighborhoods with the highest numbers of child abuse allegations, the incidence rates in CY2012 were 116.1 (Bayview), 40.9 (Ingleside/Excelsior), 44.0 (Mission), and 55.9 per 1,000 children (Visitacion Valley).

| <b>Family and Children’s Services Referrals, CY2012</b>                             |  |                         |                                  |                                     |
|---|--|-------------------------|----------------------------------|-------------------------------------|
| <b>Children with Child Maltreatment Allegations and Incidence Rates by ZIP Code</b> |  |                         |                                  |                                     |
| <b>ZIP Code</b>   | <b>Neighborhood</b>                    | <b>Child Population</b> | <b>Children with Allegations</b> | <b>Incidence per 1,000 Children</b> |
| 94124   | Bayview                                | 8,651                   | 1,004                            | 116.1                               |
| 94112   | Ingleside/ Excelsior                   | 16,407                  | 671                              | 40.9                                |
| 94110   | Mission                                | 12,211                  | 537                              | 44.0                                |
| 94134   | Visitacion Valley                      | 9,435                   | 527                              | 55.9                                |
| 94115   | Pac Heights/Western Addition/Japantown | 3,916                   | 281                              | 71.8                                |
| 94102   | Hayes Valley/Tenderloin                | 3,368                   | 228                              | 67.7                                |
| 94107   | Potrero Hill                           | 3,122                   | 222                              | 71.1                                |
| 94103   | SOMA                                   | 3,058                   | 148                              | 48.4                                |

|                                    |                               |                  |                |             |
|------------------------------------|-------------------------------|------------------|----------------|-------------|
| 94109                              | Nob Hill/Russian Hill         | 4,396            | 144            | 32.8        |
| 94132                              | Lake Merced                   | 4,357            | 136            | 31.2        |
| 94133                              | North Beach/Fisherman's Wharf | 2,855            | 114            | 39.9        |
| 94117                              | Haight/Cole Valley            | 3,021            | 113            | 37.4        |
| 94130                              | Treasure Island               | 279              | 101            | 362.0       |
| 94127                              | West Portal                   | 3,406            | 71             | 20.8        |
| 94118                              | Inner Richmond                | 5,263            | 62             | 11.8        |
| 94131                              | Twin Peaks/Glen Park          | 3,781            | 55             | 14.5        |
| 94108                              | Chinatown                     | 1,184            | 47             | 39.7        |
| 94123                              | Marina/Cow Hollow             | 2,333            | 46             | 19.7        |
| 94116                              | Outer Sunset                  | 6,774            | 45             | 6.6         |
| 94114                              | Castro/Noe Valley             | 2,727            | 40             | 14.7        |
| 94121                              | Outer Richmond                | 5,875            | 33             | 5.6         |
| 94122                              | Inner Sunset                  | 8,063            | 30             | 3.7         |
| 94129                              | Presidio                      | 607              | 12             | 19.8        |
| 94111                              | Embarcadero                   | 247              | 12             | 48.6        |
| 94104                              | Financial District            | 25               | 10             | 400.0       |
| 94105                              | Embarcadero/SOMA              | 275              | 4              | 14.5        |
| 94158                              | Mission Bay                   | 438              | 4              | 9.1         |
| ZIP Code Missing, or Out of County |                               | 1,552            |                |             |
|                                    |                               |                  |                |             |
| <b>San Francisco</b>               |                               | <b>116,074</b>   | <b>6,239</b>   | <b>53.8</b> |
| <b>California</b>                  |                               | <b>9,697,339</b> | <b>486,991</b> | <b>50.2</b> |

### Emerging Trends in Child Welfare

Over the past few years, Family and Children's Services has seen a rise in the number of adolescents becoming involved in the child welfare and foster care systems as the subject of referrals for abuse and through Differential Response. During CY2012, adolescents aged 11 to 17 years were the age group with highest number of referrals to Family and Children's Services (2,410) and made up 39% of the referrals.

| <b>Family and Children's Services Referrals by Age Group<br/>CY2010-2012</b> |              |              |              |
|--|--------------|--------------|--------------|
| <b>Age</b>   | <b>2010</b>  | <b>2011</b>  | <b>2012</b>  |
| 0 - 5  | 1,807        | 1,928        | 1,986        |
| 6 - 10   | 1,699        | 1,710        | 1,843        |
| 11 - 17  | 2,444        | 2,387        | 2,410        |
| <b>Total</b>   | <b>5,950</b> | <b>6,025</b> | <b>6,239</b> |

This trend will likely increase as California revamps its response to commercially sexually exploited youth. The California Child Welfare Council has called for Child Welfare Agencies rather than juvenile justice systems to take jurisdiction over these youth. Commercial sexual exploitation of children (CSEC) has emerged as a serious human rights and social welfare issue at the national, state and local level. The FBI has identified the San Francisco Bay Area as a

high-concentration area for domestic minor sex trafficking. It is estimated that between 50-80% of children who become victims have prior involvement with the child welfare system.<sup>24</sup>

The Office of the Mayor has identified creating a comprehensive, coordinated city-wide response to human trafficking as a significant priority for San Francisco, and established the San Francisco Mayor’s Task Force on Anti-Human Trafficking in March 2013. This Task Force, which includes a Child Sex Trafficking Subcommittee, is comprised of a variety of stakeholders across the public, nonprofit and private sector that collaborate to shape policy and strengthen protocols around San Francisco’s response to victims of trafficking.

CY2012 continued the downward trend of adolescents entering foster care in the past 10 years with 139 ages 11 to 17 entering the system, down 23% from CY2010 of 179. Conversely, the number of children ages 0-5 entering foster care increased to 191, a 22% increase over CY2011.

| <b>Family and Children’s Services Foster Care Entries<br/>by Age Group<br/>CY2010-2012</b> |             |             |             |
|--|-------------|-------------|-------------|
| <b>Age Group</b>   | <b>2010</b> | <b>2011</b> | <b>2012</b> |
| 0 - 5  | 183         | 156         | 191         |
| 6 - 10   | 100         | 88          | 74          |
| 11 - 17  | 179         | 138         | 139         |
| <b>Total</b>   | <b>462</b>  | <b>382</b>  | <b>404</b>  |

The number of children involved with Family and Children’s Services and the child welfare system has declined overall since the initial data capture in 1998. In January 1998, there were 3,049 children in foster care in San Francisco. With the exception of 2003, the point-in-time caseload count has decreased every year since then, reaching a low of 1,076 children in January 2012. The number of children in foster care in January 2013 rose very slightly to 1,099. There are several changes that have likely contributed to this overall decline: San Francisco’s decreasing child population, and new Family and Children’s Services policies that emphasized early intervention and providing increased family support services to keep more children safely in their homes, when appropriate, rather than placing them in foster care.

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<sup>24</sup> Kate Walker, California Child Welfare Council, *Ending the Commercial Sexual Exploitation of Children: A Call for Multi-System Collaboration in California* (2013), p. 11, available at [http://www.youthlaw.org/fileadmin/ncyl/youthlaw/publications/Ending-CSEC-A-Call-for-Multi-System\\_Collaboration-in-CA.pdf](http://www.youthlaw.org/fileadmin/ncyl/youthlaw/publications/Ending-CSEC-A-Call-for-Multi-System_Collaboration-in-CA.pdf).



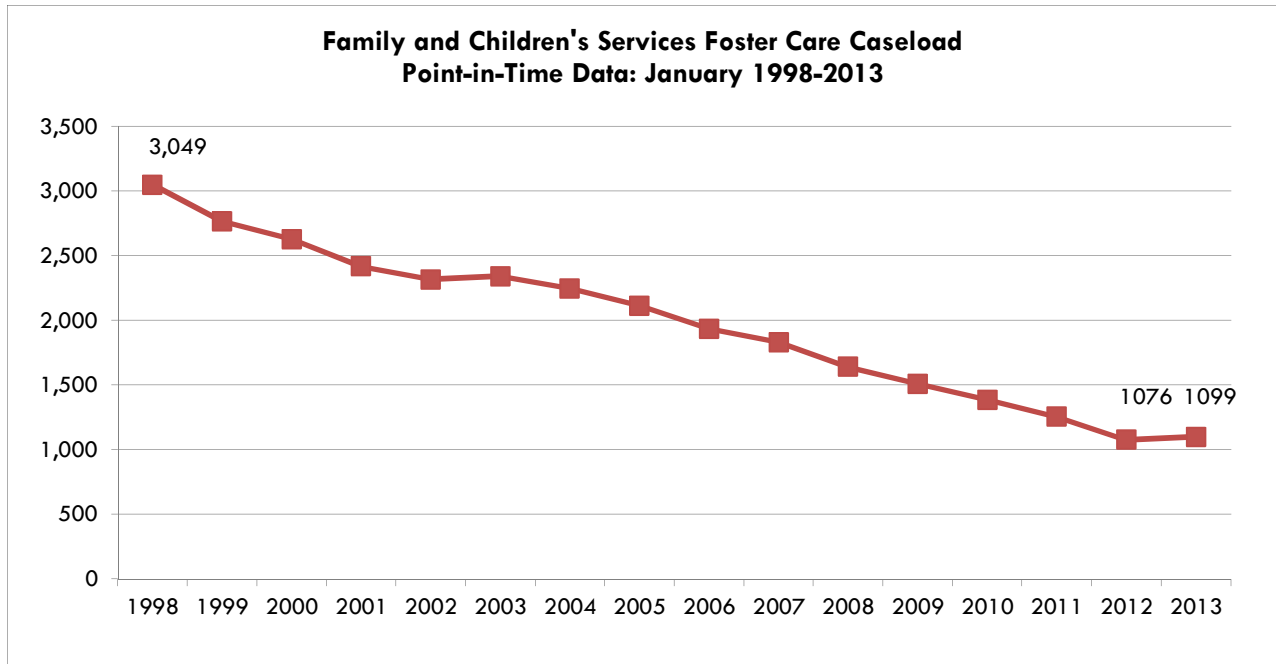


Figure provided by San Francisco Human Services Agency

Another significant change to the child welfare system that remains relevant today came with the passage of State Assembly Bill 12 (AB 12), the California Fostering Connections to Success Act, in August 2010. Under AB 12, eligible foster youth have the option to remain in care until age 21 and receive transitional support. Youth who continue in extended foster care will remain under the jurisdiction of the juvenile court as “non-minor dependents,” and will continue to work with a county child welfare worker to maintain their eligibility and fulfill their Independent Living Case Plan, a plan to develop independent living skills and permanent connections with caring and committed adults. Non-minor dependents in extended foster care can live in a number of different types of supervised placements, all of which must be either approved or licensed under new standards. This extended foster care program has been incrementally implemented over a three-year period. In January 2012, eligible youth were able to extend their foster care until age 19, and in January 2013, until age 20. With the passage of AB 787 in October 2013, as of January 2014 eligible youth were able to remain in foster care until age 21.

### **CalWORKs Domestic Violence Advocates**

The Department of Human Services within the San Francisco Human Services Agency administers California’s version of TANF, the welfare program for low-income families known as **CalWORKs (California Work Opportunity and Responsibility to Kids)**, which has two distinct components: eligibility benefits that consist of cash assistance, supplemental nutrition assistance (food stamps) and medical coverage to eligible members of the family; and employment services to those work eligible adults who are required to be engaged in welfare to work activities.

The CalWORKs program also includes domestic violence services that offer specialized support and resources to survivors of domestic violence who are on CalWORKs assistance. The intent is to balance the security and safety needs of survivors of domestic violence with the opportunities to participate in welfare-to-work activities to the full extent of their abilities. The domestic violence services include supportive services such as counseling to assist the survivors to achieve independence and economic self-sufficiency. The Domestic Violence Services are provided by a community agency that contracts with Human Services Agency to work with domestic violence survivors on-site at the CalWORKs office and in the agency’s community space.

| <b>Human Services Agency<br/>CalWORKs and Domestic Violence Advocate Caseloads<br/>FY2010-2013</b> |                |                |                |
|--|----------------|----------------|----------------|
|  | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Average Monthly CalWORKs Caseload  | 4,907          | 4,729          | 4,468          |
| Average Monthly Domestic Violence Advocate Caseload  | 234            | 246            | 167            |
| Percent of Caseload working with DV Advocate   | 5%             | 5%             | 3.7%           |

San Francisco’s CalWORKs caseload has not fluctuated widely in the past few years, despite the aftermath of a severe recession that began in December 2007. CalWORKs adult recipients currently time out after reaching a lifetime limit of 48 months, but children continue to receive cash assistance on a reduced scale. In 2011-12, the CalWORKs caseload rose by 8% with an increase of 371 families. The highest caseload was achieved in May 2012 at 5,089 families receiving aid. During 2012-13, the caseload gradually began to decline. Between July 2012 and June 2013, the caseload declined by 275 families (5%) to reach 4,526 in June 2013, the lowest in the fiscal year.

The case management of domestic violence services is contracted out to Homeless Prenatal Program (HPP). HPP advocates can assist domestic violence survivors in applying for waivers of various CalWORKS rules, including the lifetime limit on aid. HPP took over the domestic violence contract from Riley Center as of July 2012 and began providing case management services to CalWORKs clients. HPP worked with Riley Center closely, to smoothly transition all domestic violence cases so as to minimize the impact of change of provider. Despite sustained outreach, the domestic violence caseload declined from an average of 246 cases to 65 in July 2012 and gradually rose to 194 in December 2012, the highest in the fiscal year 2012-13. The average caseload has decreased by 32% from FY2011-12 to FY2012-13.

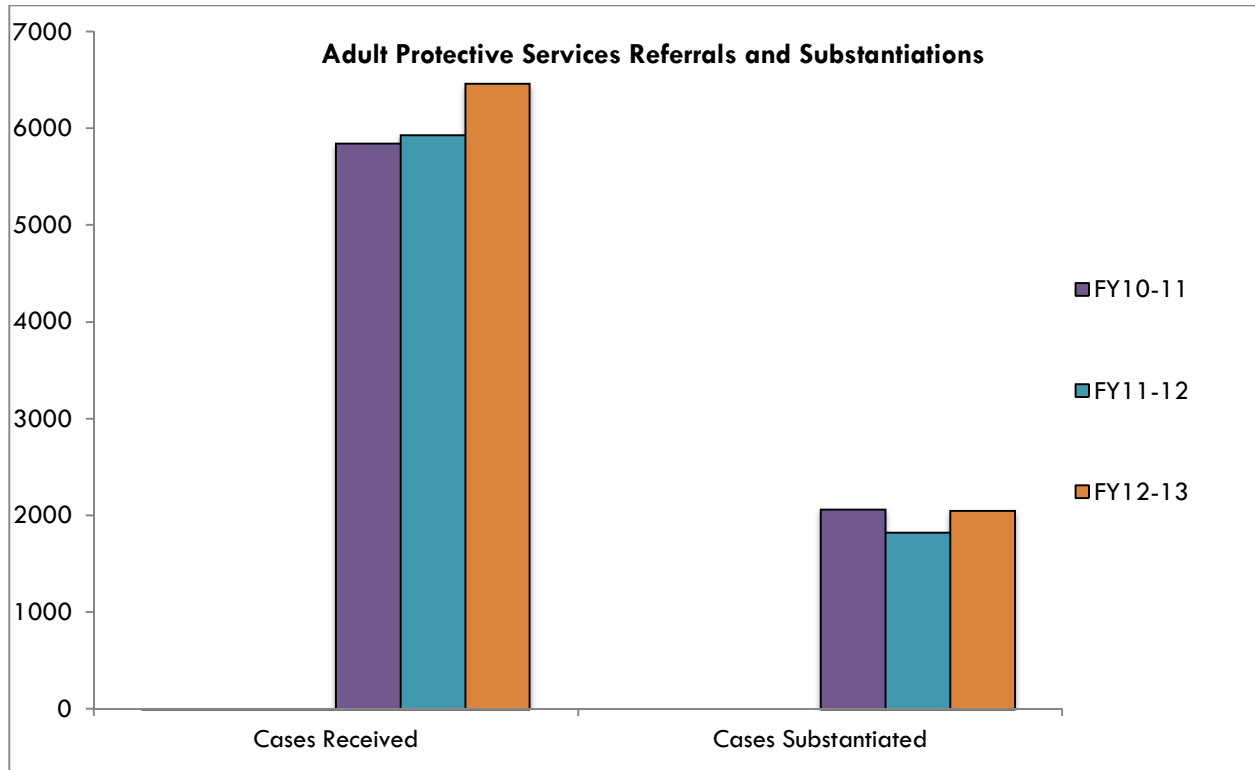
### **Adult Protective Services**

The Department of Aging and Adult Services within the Human Services Agency operates the Adult Protective Services (APS) program for the City and County of San Francisco. APS is a state mandated, county administered program that is charged with responding to reports of abuse, neglect, exploitation, and self-neglect of elders and of adults between the ages of 18 and 64 that have physical, mental, or cognitive disabilities. APS social workers in San Francisco may collaborate with local law enforcement, emergency medical services, the District Attorney’s Office, as well as experts from the Elder Abuse Forensic Center in order to effectively investigate and intervene in cases of elder and dependent adult abuse. APS social workers assist their clients to maintain the greatest level of independence possible while promoting their health, safety, and well-being.

The 2012 US Census found that 14% of the total population in San Francisco is 65 or over, and this is higher than the California average of 12%. The Center of Excellence on Elder Abuse and Neglect affiliated with the University of California Irvine estimates that an elder or dependent adult is abused once every three minutes in California. Abuse of the “oldest old,” those individuals over 85 years of age, is believed to occur at a higher rate than other elders, and family members are the most common perpetrators of abuse towards these individuals.

In FY2011-12, San Francisco APS received 5,924 cases of abuse, neglect, or self-neglect, and this number increased to 6,455 in FY2012-13. Overall, referrals rose 10% between FY2010-11 and FY2012-13. State level data mirrors this rising trend in case numbers. The Center for Excellence on Elder Abuse and Neglect reported that between January 2006 and September 2012, APS cases rose throughout the state of California by 20%. APS responds to all reports made, though APS social workers do not provide a face-to-face investigation on every report. A report may not warrant a face-to-face evaluation for a variety of reasons. This includes the fact that the elder or dependent adult who is the subject of the referral may not reside in San Francisco, and such reports are referred to the APS in the county of residence. Another reason might be that the individual referred may be in a skilled nursing facility and such reports are under the jurisdiction of the Long Term Care Ombudsman program.

| <b>Adult Protective Services Statistics<br/>FY2010-2013</b> |                |                |                |
|---|----------------|----------------|----------------|
|   | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| Cases Received  | 5,839          | 5,924          | 6,455          |
| Cases Substantiated   | 2,065          | 1,821          | 2,046          |
| Percent Substantiated                                       | 35%            | 31%            | 32%            |



The rates of substantiation have decreased steadily over the past six fiscal years, declining from a 67% rate of reports substantiated in FY07-08, to only 32% of referrals found to meet the standards of abuse in FY2012-13.

Elder abuse cases accounted for more than twice the number of dependent adult abuse cases in FY2012-13, 70% and 30% respectively.

| <b>Adult Protective Services Case Breakdown Statistics<br/>FY11-13</b> |                |                       |                |                       |
|--|----------------|-----------------------|----------------|-----------------------|
|  | <b>FY11-12</b> |                       | <b>FY12-13</b> |                       |
|  | Elder Abuse    | Dependent Adult Abuse | Elder Abuse    | Dependent Adult Abuse |
| Cases Received   | 4068           | 1856                  | 4531           | 1924                  |
| Cases Substantiated  | 1307           | 514                   | 1487           | 559                   |
| Percent Substantiated  | 32%            | 28%                   | 33%            | 29%                   |

| <b>Adult Protective Services Confirmed Cases of Abuse by Others</b> |             |     |                       |     |             |     |                       |     |
|---|-------------|-----|-----------------------|-----|-------------|-----|-----------------------|-----|
| Type of Abuse   | FY11-12     |     |                       |     | FY12-13     |     |                       |     |
|   | Elder Abuse | %   | Dependent Adult Abuse | %   | Elder Abuse | %   | Dependent Adult Abuse | %   |
| Psychological / Mental  | 257         | 35% | 93                    | 38% | 307         | 38% | 80                    | 33% |
| Financial   | 237         | 32% | 44                    | 18% | 256         | 31% | 50                    | 21% |
| Neglect   | 115         | 16% | 34                    | 14% | 126         | 15% | 31                    | 13% |
| Physical  | 109         | 15% | 67                    | 27% | 100         | 12% | 69                    | 28% |
| Isolation   | 9           | 1%  | 0                     | -   | 18          | 2%  | 5                     | 2%  |
| Abandonment   | 9           | 1%  | -                     | -   | 9           | 1%  | 2                     | 1%  |
| Sexual  | 4           | 1%  | 7                     | 3%  | 1           | 0%  | 6                     | 2%  |
| Abduction   | -           | -   | 1                     | 0%  | 1           | 0%  | -                     | -   |
| <b>Total</b>  | <b>740</b>  |     | <b>246</b>            |     | <b>818</b>  |     | <b>243</b>            |     |

Among the cases that were found to have confirmed findings of abuse by others, financial abuse and psychological abuse were the most prevalent types of abuse. Self-neglect is characterized by the failure to provide for basic needs such as food, clothing, medical care, and personal hygiene. In FY2012-13, APS confirmed 2,321 cases of reported self-neglect, and these allegations may be co-occurring alongside allegations of abuse, neglect, or exploitation from others.

| <b>Adult Protective Services<br/>Confirmed Cases of Self-Neglect<br/>FY2011-2013</b> |              |              |
|--|--------------|--------------|
| Type of Case   | FY11-12      | FY12-13      |
| Elder Abuse  | 1,344        | 1,613        |
| Dependent Adult Abuse  | 643          | 708          |
| <b>Total</b>   | <b>1,987</b> | <b>2,321</b> |

## Department of Public Health

The San Francisco Department of Public Health strives to reduce family violence both through public health prevention programs and by directly addressing family violence with patients seen in the Department of Public Health network of hospitals and healthcare clinics. Healthcare providers may be the first or only professionals to encounter and provide services to many victims of family violence. Although some victims of family violence may present with obvious injuries during a healthcare visit, it is far more common that they present with only subtle symptoms of repeated abuse or violence like chronic pain, depression, or exacerbation of chronic health problems. Therefore, treating and preventing family violence requires extensive training of healthcare staff, protocols to use in screening for and responding to family violence, and the development of educational materials for healthcare providers and staff.

Data on all forms of family violence in the healthcare setting can be captured in multiple different ways. Mention of family violence (child abuse, intimate partner violence, elder abuse) may be made in the text of a paper or electronic healthcare note. With charting of violence in the textual portion of a note, information on violence must be extracted by reading each healthcare note and, thus, is impossibly time-consuming to collect. Other ways of capturing data include the development of specific “standardized fields” in an electronic medical record that can be filled out to capture the results of a violence “screening” done by healthcare staff or providers. This method of capture makes digital extraction of the data possible. Yet healthcare providers may not fill out this “standardized field.” Finally, another way to capture data on all forms of family violence is through “billing code data” (called “ICD codes”). These are codes that describe the diagnoses made and counseling done during a healthcare encounter for purposes of billing. There are many diagnostic and counseling codes related to family violence. National data strongly suggests that these codes are underutilized in healthcare settings. For example, a provider may code a “fracture” that was the result of abuse but not the abuse itself.

Both the San Francisco General Hospital Emergency Department and the Department of Public Health outpatient clinics have begun to document intimate partner violence in standardized fields in newly adopted electronic medical records systems. Because learning to use new electronic medical record systems is quite challenging, it is not expected that there will be a high level of documentation at first. Department of Public Health is working on a plan to extract data from these electronic medical record systems. The following data are preliminary results from Department of Public Health electronic medical record systems. The Department of Public Health is excited to begin implementing the recommendations from the *2011 Family Violence Council Report* to gather family violence data from its Emergency Department and Outpatient Clinics.

The San Francisco General Hospital Emergency Department screens for intimate partner violence with triage nurses and other healthcare providers asking each patient about his/her intimate partner violence experiences. All patients identified as, or suspected to be, victims of intimate partner violence are offered treatment, counseling, and referrals to community services. Department of Public Health has not yet been able to extract the intimate partner violence billing code data for all healthcare encounters which may reveal further cases identified and documented. Data from the “standardized field” for intimate partner violence screening at the nurse triage area reveals that this method of recording data has resulted in the identification and documentation of a small percent of the expected number of victims of intimate partner violence.

| <b>Department of Public Health – Emergency Department Statistics<br/>August 2011-January 2012</b> |                      |
|---|----------------------|
| Clients Served  | 18,359               |
| Number of Clients with either “negative” or “not applicable” intimate partner violence screen     | 17,551 <sup>25</sup> |
| Number of Clients With “Positive” intimate partner violence screen                                | 86                   |
| Percentage of Clients with Positive intimate partner violence screen                              | .46%                 |

The Department of Public Health outpatient clinics also have an intimate partner violence protocol that was endorsed by the San Francisco Health Commission in 1998, mandating that healthcare providers in each clinic routinely screen for and address intimate partner violence with their patients. As with the San Francisco General Hospital Emergency Department model, all patients identified as, or suspected to be, victims of intimate partner violence are offered treatment, counseling, and community resources.

In the new electronic medical record system, Department of Public Health established “searchable” fields for: (1) Physical and emotional intimate partner violence; (2) Sexual abuse by an intimate partner or another person; and (3) Contraceptive coercion (whether a partner tried to interfere with contraceptive method or tried to force a female patient to become pregnant). In FY2011-2012 only three clinics started using the new electronic medical record system. In FY2012-2013, the new electronic record system was expanded to five more clinics.

| <b>Department of Public Health – Outpatient Clinic Statistics<br/>FY2011-2012<sup>26</sup></b>  |       |
|---|-------|
| <b>Female clients screened:</b> (number of female clients with completed standardized field in at least 1 of the 3 categories of abuse)   | 1,601 |
| <b>Female clients with <u>current</u> intimate partner violence:</b> number female clients with positive screen in any one of the 3 categories of abuse)                        | 14    |
| <b>Female clients with <u>past</u> intimate partner violence:</b> number female clients with positive screen for past abuse (> 1 year ago) in any one of 3 categories of abuse) | 140   |
| <b>Male clients screened:</b> number of male clients with completed standardized field in at least 1 of the 3 categories of abuse)  | 809   |
| <b>Male clients with <u>current</u> intimate partner violence:</b> number male clients with positive screen in any one of the 3 categories of abuse)                            | 9     |
| <b>Male clients with <u>past</u> intimate partner violence:</b> number male clients with positive screen for past abuse (> 1 year ago) in any one of 3 categories of abuse)     | 35    |

<sup>25</sup> Some “intimate partner violence screen” fields were left blank.

<sup>26</sup> Three clinics began using this electronic record system in FY11-12, and this data represents clients at those clinics.

| <b>Department of Public Health – Outpatient Clinic Statistics<br/>FY2012-2013<sup>27</sup></b>   |       |
|--|-------|
| <b>Female clients screened:</b> (number of female clients with completed standardized field in at least 1 of the 3 categories of abuse)  | 1,682 |
| <b>Female clients with <u>current</u> intimate partner violence:</b> (number female clients with positive screen in any one of the 3 categories of abuse)                        | 52    |
| <b>Female clients with <u>past</u> intimate partner violence:</b> (number female clients with positive screen for past abuse (> 1 year ago) in any one of 3 categories of abuse) | 148   |
| <b>Male clients screened:</b> (number of male clients with completed standardized field in at least 1 of the 3 categories of abuse)  | 603   |
| <b>Male clients with <u>current</u> intimate partner violence:</b> (number male clients with positive screen in any one of the 3 categories of abuse)                            | 5     |
| <b>Male clients with <u>past</u> intimate partner violence:</b> (number male clients with positive screen for past abuse (> 1 year ago) in any one of 3 categories of abuse)     | 15    |

To attempt to provide additional data for this report, an audit of diagnosis and counseling codes that refer to elder abuse and intimate partner violence was done at Laguna Honda Hospital. This audit revealed that data on elder abuse and intimate partner violence is not being captured by current coding practices. Further investigation revealed that, upon admission to Laguna Honda Hospital, data is collected and documented as mandated by a federal intake form called the “Minimum Data Set for Nursing Home Patient Assessment” or “MDS.” Data from the MDS is transmitted to the Centers for Medicare and Medicaid. Review of this federally mandated form reveals that the MDS does not include any questions related to elder abuse or intimate partner violence. Thus, data collection for this report has highlighted a federal policy that should be examined and addressed.

Because many survivors of family violence do not feel safe or ready to disclose their experiences of abuse when asked by a healthcare provider, not all family violence survivors may be identified in the healthcare setting. Once survivors of family violence and sexual assault are identified within the Department of Public Health system, they are treated by their primary health care team and referred to community services. However, there are also a number of **trauma-specific treatment programs** within Department of Public Health to assist patients in recovering from the physical and emotional trauma they have experienced.

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<sup>27</sup> Eight clinics used the electronic record system in FY2012-13 and this data represents clients at those clinics.



### Trauma Recovery Center

The Trauma Recovery Center provides mental health and case management services to survivors of interpersonal violence, including intimate partner, sexual and other physical assaults, gang-related violence, and more. In FY2011-12, Trauma Recovery Center provided services to 738 clients, 51% of whom were seen following experiences of sexual assault and 49% of whom were seen following experiences of domestic violence or other assaults. In FY2012-13, the Trauma Recovery Center provided services to 742 clients, evenly divided between survivors of sexual assault and survivors of domestic violence or other assaults.

| <b>Department of Public Health – Trauma Recovery Center Statistics<br/>FY2011-2013</b> |                |                |
|--|----------------|----------------|
|  | <b>FY11-12</b> | <b>FY12-13</b> |
| Clients Served   | 738            | 742            |
| Number of Clients Receiving Services Following Sexual Assault                          | 379            | 372            |
| Percent of Clients Receiving Services Following Sexual Assault                         | 51%            | 50%            |
| Number of Clients Receiving Services Following Domestic Violence or Other Assaults     | 359            | 370            |
| Percent of Clients Receiving Services Following Domestic Violence or Other Assaults    | 49%            | 50%            |

### Child Trauma Research Program

The Child Trauma Research Program (CTRP) is a program of the University of California, Department of Psychiatry that serves families at San Francisco General Hospital (SFGH) and at community centers throughout San Francisco. CTRP provides assessment and intensive mental health services to children birth through five years of age who have been exposed to trauma, including family violence.

During FY11-12, 271 children were referred to services at CTRP. By type of trauma: 136 were exposed to domestic violence, 42 experienced separation from a primary caregiver, 19 experienced child neglect, 16 experienced physical abuse, 16 were exposed to community violence, 14 experienced sexual abuse, 14 lost a close relation, and 14 experienced other traumas. Of these children, 165 (61% of all referred) were referred for multiple traumas.

During FY 2-13, 282 children were referred to services at CTRP. By type of trauma: 144 were exposed to domestic violence, 45 experienced separation from a primary caregiver, 20 experienced other traumas, 17 experienced physical abuse, 17 experienced sexual abuse, 14 experienced child neglect, 14 lost a close relation, and 11 were exposed to community violence. Of these children, 188 (67% of all referred) were referred for multiple traumas.

| <b>Department of Public Health – Child Trauma Research Project Statistics<br/>FY2011-2013</b>                          |                |                   |
|--|----------------|-------------------|
|  | <b>FY11-12</b> | <b>FY12-13</b>    |
| Families Served <sup>28</sup> at Child Trauma Research Program at San Francisco General Hospital and Community Centers | 271            | 282 <sup>29</sup> |

<sup>28</sup> Families served refers to the number of children served at the clinic.

<sup>29</sup> 147 of these families were for continued treatment begun in FY11-12.

| Department of Public Health – Child Trauma Research Program<br>Statistics by Type of Trauma<br>FY2011-2013 |           |           |
|--|-----------|-----------|
| Type of Trauma Endorsed  | FY 11-12  | FY 12-13  |
| Domestic Violence  | 136 (50%) | 144 (51%) |
| Physical Abuse   | 16 (6%)   | 17 (6%)   |
| Sexual Abuse   | 14 (5%)   | 17 (6%)   |
| Child Neglect  | 19 (7%)   | 14 (5%)   |
| Community Violence   | 16 (6%)   | 11 (4%)   |
| Loss of Close Relation   | 14 (5%)   | 14 (5%)   |
| Separation from Primary Caregiver  | 42 (16%)  | 45 (16%)  |
| Other Traumas  | 14 (5%)   | 20 (7%)   |

**Child and Adolescent Support Advocacy and Resource Center**

The Child and Adolescent Support Advocacy and Resource Center (CASARC) serves children and adolescents up to 24 years of age who have been sexually or physically abused, or have witnessed severe violence. Located at San Francisco General Hospital, CASARC provides forensic medical and crisis management services 24 hours a day; trauma-focused psychotherapy services to children and families; and educational training for community providers, including teachers, students, and health care and mental health professionals.

During FY2011-12, CASARC served 340 children and adolescents. Forensic interviews were conducted with 292 children and adolescents who were suspected victims of abuse. CASARC physicians and nurse practitioners conducted 89 sexual and 47 physical abuse medical exams. In FY2012-13 CASARC served 343 children and adolescents. Forensic interviews were conducted with 303 children and adolescents who were suspected victims of abuse. CASARC physicians and nurse practitioners conducted 87 sexual and 64 physical abuse medical exams.

| Department of Public Health – CASARC statistics<br>FY2011-2013 |          |          |
|--|----------|----------|
| Type of contact  | FY 11-12 | FY 12-13 |
| Total served   | 340      | 343      |
| Forensic interviews  | 292      | 303      |
| Sexual abuse exams   | 89       | 87       |
| Physical abuse exams   | 47       | 64       |

**Child Abuse Intervention Program (CAIP)**

The Department of Public Health runs the new child abuse intervention program discussed earlier in the report in the Adult Probation Department section. The Child Abuse Intervention Program (CAIP) is a part of the Violence Intervention Program (VIP), a San Francisco Health Network behavioral health program that provides treatment for individuals who are mainly court-ordered for treatment in relation to violent offenses involving child abuse and endangerment, domestic violence, sexual offenses, and other forms of interpersonal violence. The aim of the program is to

enhance the safety of children in the community by assisting at-risk individuals in improving their parenting skills and quality of life as to reduce the risk of future violence.

CAIP is designed in accordance with California Penal Code Section 273.1 requirements for treatment programs to which those convicted of a violation of Section 273a or 273d are referred as a condition of probation. As mandated by law, the program provides a minimum of 52 weeks of counseling, in a group setting, focusing on assisting clients to take responsibility for their child abuse offenses. The curriculum addresses, among other things, child abuse prevention methods, anger and violence, behavioral health issues, child development education, and parenting education. The program has the capability of identifying substance use problems and making the appropriate referrals for treatment to the extent that the court has not already done so. The program also provides psychiatric medication services and case management.

The Child Abuse Intervention Program began offering services to clients in November of 2012. By the end of FY2012-13, 10 out of the original 11 clients that were enrolled remained in treatment. One client had been terminated by program decision. Of the original 11 clients, seven were male and four female. They ranged in age from 21 years old to 64 years old (three clients in their 20s; one in their 30s; four in their 40s; two in their 50s; and one in their 60s). The criminal charges included child abuse or endangerment in nine cases, child abduction in one case, and child neglect in another case. In some cases involving endangerment, there were additional charges of abuse or willful cruelty/unjustifiable punishment.

| <b>Department of Public Health – Child Abuse Intervention Program</b> |                    |
|---|--------------------|
| <b>FY2012-2013</b>  |                    |
| <b>Characteristic</b>   | <b>Number</b>      |
| Clients Enrolled  | 12                 |
| Clients remaining enrolled for minimum of 52 weeks                    | 11                 |
| Criminal charges: Child Abuse/Endangerment                            | 9                  |
| Criminal charges: Child Abduction                                     | 1                  |
| Criminal charges: Child Neglect                                       | 1                  |
| Client Age Range:   | 21-64              |
| Client Gender:  | 7 male<br>4 female |

## Department of Child Support Services

The San Francisco Department of Child Support Services (DCSS) works with parents and legal guardians to ensure that families receive the court-ordered financial and medical support they need to raise their children. DCSS helps children and their families by locating absent parents, establishing paternity, and requesting and enforcing child support orders. During FY2012-13, DCSS provided case management services for 13,856 child support cases.

In cases where domestic violence or family violence has occurred, enforcing child support obligations can elevate risk for survivors of abuse and their children. Therefore, DCSS developed the **Family Violence Indicator** to be used by case managers to flag cases in which the enforcement of support obligations may be dangerous.<sup>30</sup> The number of cases identified with the Family Violence Indicator more than tripled from FY2009-10 to FY2010-11, increasing from 569 to 1,721. This represented 11% of the overall DCSS caseload, compared to 3% during the previous year. Since FY2010-11, this 11% caseload for cases flagged with Family Violence Indicator has remained steady, though the number of cases has decreased slightly to 1,574 in FY2012-13.

| <b>Department of Child Support Services Family Violence Statistics<br/>FY2010-2013</b> |         |         |         |
|--|---------|---------|---------|
|  | FY10-11 | FY11-12 | FY12-13 |
| Open cases at Fiscal Year-End  | 15,853  | 14,520  | 13,856  |
| Cases flagged with Family Violence Indicator   | 1,721   | 1,611   | 1,574   |
| Percent of caseload flagged with Family Violence Indicator                             | 11%     | 11%     | 11%     |

The dramatic increase in the number of cases flagged with the Family Violence Indicator in FY2010-11 prompted DCSS to create a ground-breaking special enforcement solution to ensure the safety and well-being of custodial parents who rely on child support to care for their children, but whose cases could qualify for good-cause closure due to the likelihood of intimidation, threats, or violence by the noncustodial parent in response to a child support order. In July 2011, DCSS launched its Family Violence Initiative case management model which introduced strategies to support special handling of cases that are flagged with the Family Violence Indicator.

DCSS also works closely with the Adult Probation Department on cases in which noncustodial parents are on probation or incarcerated for domestic violence. This collaboration allows both departments to work with noncustodial parents to ensure that they meet their support obligations and remain in compliance with their probation terms. DCSS and Adult Probation Department are also exploring video conferencing, to allow parents who are on probation for domestic violence incidents to participate in court proceedings without making a personal appearance.

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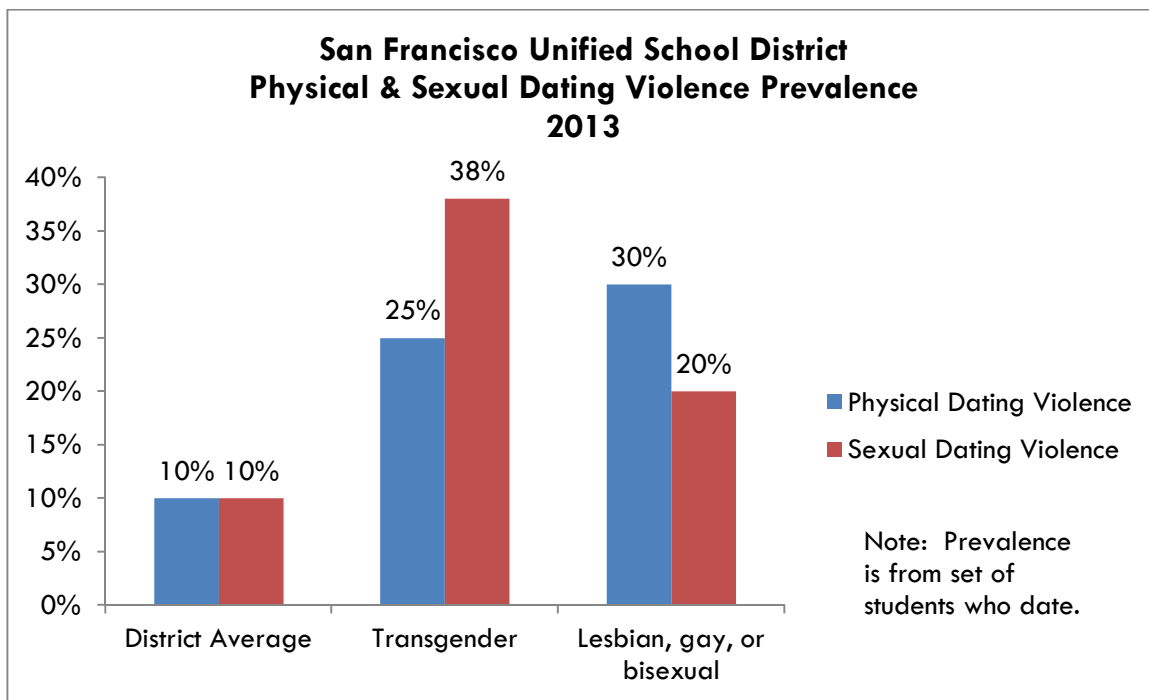
<sup>30</sup> When a case participant (noncustodial or custodial party) claims family violence, the case manager marks the case with a Family Violence Indicator in the Child Support Services database. This automatically updates the information in the records for any dependent children in that family as well as the case participant. The Family Violence Indicator counts listed are unique case counts, not participant counts. The count of individual participants with Family Violence Indicators is greater than the count of cases with Family Violence Indicators. For example, if a case participant with one dependent child makes a claim of family violence, the Family Violence Indicator would be marked at both the case and participant levels, for a Family Violence Indicator case count of one and a Family Violence Indicator participant count of two.

San Francisco's overall performance for child support payment compliance is 73% and the cases managed under this initiative perform comparably. DCSS has not received any new reports of family violence towards the custodial parents or children on this caseload. Further efforts by DCSS to increase participation and compliance for cases with family violence history are ongoing.

### San Francisco Unified School District

The San Francisco Unified School District (SFUSD) provides a broad range of specialized services and programs to support students and their families beyond the classroom. SFUSD has a variety of prevention and intervention services to address the needs of students experiencing violence. Programs include professional development opportunities for teachers and staff, violence prevention curricula for teachers, on-site Wellness Programs, Health Promotion Committees at the high schools and middle schools, Caring School Communities at the elementary schools, support services for lesbian, gay, bisexual, and transgender youth, and grant-funded projects such as School Community Violence Prevention.

Every two years, SFUSD administers the **Center for Disease Control and Prevention’s Youth Risk Behavior Survey (YRBS)** to a random sample of students across all SFUSD middle and high schools, and uses the data to examine risk factors present in students’ lives. Data from the 2012-2013 survey found, among high school students who dated, rates of physical dating violence at 10% for students overall, rising to 25% for transgender students and 30% for lesbian, gay or bisexual students.<sup>31</sup> Sexual dating violence occurred at 10% for students overall, 20% for lesbian, gay or bisexual students, and spiking to 38% of transgender students. Physical violence was defined as being physically hurt on purpose one or more times during the past year. Sexual violence was defined as being forced to do sexual things that they did not want to do one or more times in the past year.



As of April 2013, the SFUSD school district had 317 school-wide health events reported for School Year (SY) 2013-2014 across grades 6 through 12. “Violence Awareness” was among the top three focus areas for the presentations that were held, which included events such as

<sup>31</sup> Standard CDC Youth Risk Behavior Survey Questionnaires can be accessed at: [http://www.cdc.gov/healthyyouth/yrbs/questionnaire\\_rationale.htm](http://www.cdc.gov/healthyyouth/yrbs/questionnaire_rationale.htm)

workshops, student-led campaigns, and school-wide resource fairs among others. Elementary school data on violence prevention education efforts are available for SY2012-2013; in this year there were 1,627 violence prevention lessons taught across all SFUSD elementary schools.

SFUSD has designated November of each school year to be “Violence Prevention” month and each January to be “Building Friendships and Healthy Relationships” month. During these months, SFUSD puts forth coordinated efforts to provide classroom curricula around peer violence, family violence and teen relationship issues for its teachers to present to their students. Additionally, throughout the school year, Wellness Center staff and other school personnel put on a number of workshops at various elementary, middle and high schools throughout the district to educate, create public awareness, and equip students with tools and resources to recognize and address these issues as they present themselves in children’s lives.

School staff members are also among the most frequent reporters of child abuse to Family and Children’s Services. During SY12-13, public and private school staff members made 1,587 reports of suspected child abuse. SFUSD staff members made 1,354 of these reports: 59% were regarding public elementary school students, 17% regarding public middle school students, and 24% regarding public high school students. Only 4% of reports were from SFUSD child development centers and pre-schools. Private school and non-SFUSD preschool and day care center staff members were responsible for 175 reports of suspected child abuse or neglect. This breakdown has remained relatively consistent over the past ten years. SY12-13 saw a slight increase in the percentage of reports made regarding elementary school students as compared to previous years.

| <b>San Francisco Unified School District Child Abuse Reporting Statistics<br/>SY2010-2013<sup>32</sup></b> |                |                |                |
|--|----------------|----------------|----------------|
|  | <b>SY10-11</b> | <b>SY11-12</b> | <b>SY12-13</b> |
| Reports by Elementary Schools  | 672            | 725            | 802            |
| Reports by Middle Schools  | 252            | 270            | 231            |
| Reports by High Schools  | 300            | 325            | 321            |
| Reports by Private Schools   | 103            | 120            | 130            |
| Reports by SFUSD Child Development Centers and Pre-Schools   | 9              | 20             | 58             |
| Reports by Non-SFUSD Preschools and Day Care Centers   | 54             | 58             | 45             |
| <b>Total</b>   | <b>1390</b>    | <b>1518</b>    | <b>1587</b>    |

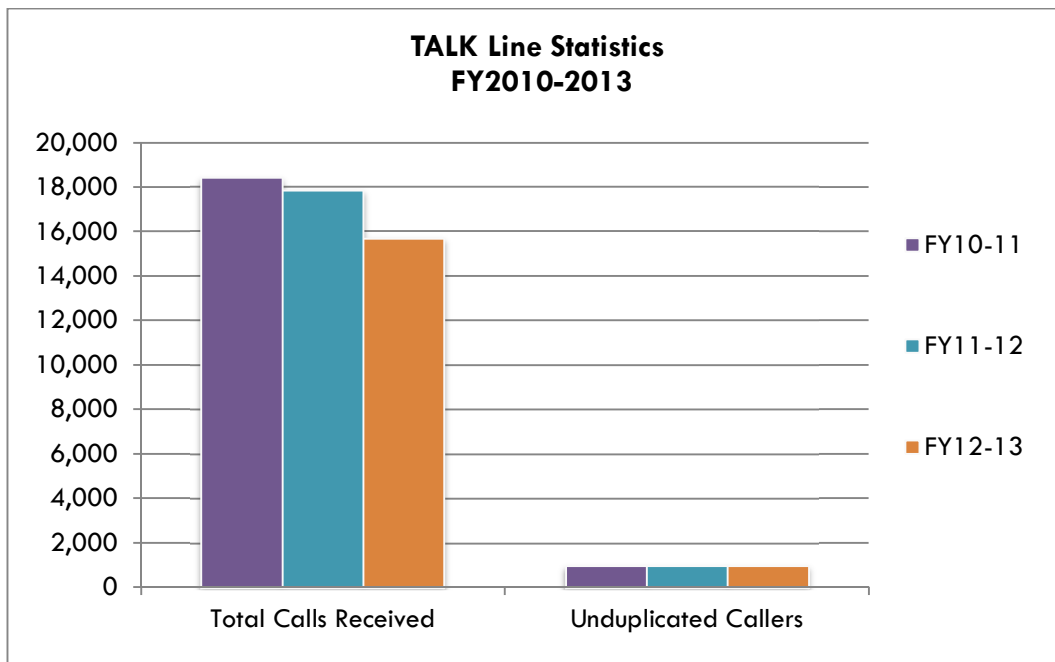
<sup>32</sup> SY refers to School Year. In SFUSD, the school year runs from August to the following May.

**Community-Based Agencies**

**Child Abuse Prevention and Support Services**

The San Francisco Child Abuse Prevention Center is dedicated to the prevention of child abuse and neglect, the promotion of healthy families, and the mental health of parents and children. The San Francisco Child Abuse Prevention Center operates the TALK Line, a 24-hour support hotline for parents and caregivers to help cope with the stress of parenting in healthy ways and serve as a preventive measure to stop child abuse before it happens. During FY2012-13, TALK Line received 15,691 calls from an estimated 1,000 unduplicated callers.<sup>33</sup>

| <b>San Francisco Child Abuse Prevention Center Statistics<br/>FY2010-2013</b> |                |                |                |
|---|----------------|----------------|----------------|
|   | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| TALK Line Calls Received  | 18,422         | 17,852         | 15,691         |
| Unduplicated Callers  | 1,000          | 1,000          | 1,000          |
| SafeStart Families Served   | 174            | 232            | 209            |



The San Francisco Child Abuse Prevention Center also operates the San Francisco SafeStart Initiative, a city-wide program that seeks to reduce the incidence and impact of exposure to both community and domestic violence on children ages 6 and under. SafeStart providers are located at sites throughout the city, including Family Resource Centers, Family Court, the San Francisco Police Department’s Special Victims Unit, and other locations where children exposed to violence can be reached. Services for SafeStart families include case management, advocacy, support groups, parenting education, counseling, and more. In FY2012-13, SafeStart served 209 families.

<sup>33</sup> The TALK Line is anonymous and callers are not required to identify themselves.



The 2009 *Annual Report* noted that Family Resource Centers should be better equipped to meet the needs of families who have experienced violence, and the SafeStart program has made significant efforts to increase the capacity of the Family Resource Centers to respond to children exposed to family and community violence. SafeStart places advocates at six Family Resource Centers in San Francisco and provides advocates with special training and support specifically to work with these families and children. It also has a full-time staff person who provides training to service providers at family-focused agencies in San Francisco throughout the year, and an annual training held in May that focuses exclusively on how to better serve families with young children exposed to violence. The 2013 annual training was attended by 133 individuals representing 45 family-focused agencies, including 20 Family Resource Centers.

The most significant new accomplishment of the Child Abuse Prevention Center was the opening of the **Children's Advocacy Center** of San Francisco, located in the Bayview neighborhood, in 2014. The Children's Advocacy Center is modeled on the simple but powerful concept of multi-disciplinary coordination to create a best-in-class response to incidents of child abuse. Core services at the Children's Advocacy Center include:

- Coordinated response including criminal and child protective investigation, forensic medical exams and interviews, mental health evaluation, family support and advocacy, and parent education;
- A state-of-the-art database allowing partners to communicate and track cases electronically;
- Multi-disciplinary case conferences ensuring clear communication between all parties working with a family, even across organizational boundaries; and
- Education and training, research and evaluation, and public policy development.



## Domestic Violence Prevention and Support Services

Survivors of domestic violence often need significant support and resources to heal and rebuild a safer, healthier life. For victims of abuse, leaving the abusive relationship can be one of the most dangerous times, and San Francisco’s network of supportive services play a key role in helping protect these victims. Survivors, friends and neighbors call the community crisis hotlines three times as often as they call 911. Through the **Violence Against Women Prevention and Intervention (VAW) Grants Program**, the Department on the Status of Women distributes City funding to 24 agencies and collects statistics regarding the services provided.<sup>34</sup> For the FY2012-2013 report, we have expanded our data collection efforts to include all program services provided by our partner organizations, rather than just the services funded through the VAW grant. For this reason, comparison with previous years is inapplicable, as the data in those years did not account for the totality of services.

In FY2012-13, the three emergency shelters (with a combined total of 75 beds) provided 19,352 bed nights and delivered counseling, advocacy, case management, and other services to 500 women and children. Unfortunately, during the same time period, 3,245 individuals were turned away from the emergency shelters due to a lack of space.

The VAW Grants Program also partners with three transitional housing programs and one permanent supportive housing program that provided a total of 31,685 bed nights and delivered counseling, case management, advocacy, and other support services to 170 women and their children. As in the case of the emergency shelters, 823 individuals were turned away from these transitional and supportive housing programs due to a lack of space.

| <b>Violence Against Women Services<br/>FY2012-13</b> |                |                      |
|--|----------------|----------------------|
| <b>Emergency Shelter</b>                             | <b>FY11-12</b> | <b>FY12-13</b>       |
| Shelter Bed Nights                                   | 19,604         | 19,352               |
| Individuals Served                                   | 620            | 500                  |
| Turn-aways   | 2,559          | 3,245                |
|  |                |                      |
| <b>Transitional and Permanent Housing</b>            | <b>FY11-12</b> | <b>FY12-13</b>       |
| Housing Bed Nights                                   | 26,713         | 31,685               |
| Individuals Served                                   | 182            | 170                  |
| Turn-aways   | 794            | 823                  |
|  |                |                      |
| <b>Crisis Lines</b>                                  | <b>FY11-12</b> | <b>FY12-13</b>       |
| Crisis Line Calls                                    | 32,612         | 24,461 <sup>35</sup> |
|  |                |                      |
| <b>Supportive Services</b>                           | <b>FY11-12</b> | <b>FY12-13</b>       |
| Hours of Supportive Services <sup>36</sup>           | 35,251         | 39,116               |

<sup>34</sup> Several other City departments, including the Department of Children, Youth, and Their Families, the Mayor’s Office of Housing and Community Development, and the Human Services Agency, also support certain services provided by San Francisco’s domestic violence programs. The numbers reported here only reflect the agencies funded in part by the Department on the Status of Women.

<sup>35</sup> Though it appears “Crisis Line Calls” fielded decreased, this change was due to several agencies modifying the way in which they track their service data rather than a reduction in services.

<sup>36</sup> This figure includes solely VAW grant-funded services.

Crisis line call statistics from FY2011-12 and FY2012-13 were gathered from five community-based domestic violence prevention and intervention agencies. In FY2012-13, Department on the Status of Women-funded agencies Women Organized to Make Abuse Nonexistent, Inc. (WOMAN, Inc.) and San Francisco Women Against Rape (SFWAR), fielded 12,177 calls and 2,807 calls respectively. The other three crisis lines operated by La Casa de las Madres, the Riley Center, and Asian Women’s Shelter received an additional 9,477 calls, bringing the total number of crisis calls to 24,461 and demonstrating the crucial need for this simple and confidential way for victims of violence to reach out for help. Even with this tremendous volume of calls, it is important to remember that victims of abuse may use other access points for services not specific to domestic violence and that some victims may never access any services at all.

As evidenced by the thousands of service hours provided by the community agencies, much more is needed in addition to housing to support those who have experienced abuse. In FY2012-13, the VAW Grants Program partnered with 24 organizations to fund the operation of 31 different community programs that provided advocacy, case management, counseling, crisis intervention, education, and legal services, among others. These 31 programs provided a combined total of 39,116 hours of supportive services to an estimated 19,585 victims of violence.<sup>37</sup>



<sup>37</sup> This figure includes solely VAW grant-funded services.

## Elder Abuse Prevention and Support Services

The San Francisco Elder Abuse Forensic Center is a public/private partnership between the non-profit Institute on Aging and the following City and County of San Francisco Agencies: Department of Aging and Adult Services (Adult Protective Services and the Public Guardian), the District Attorney’s Office, the City Attorney’s Office, and the Police Department. The mission of San Francisco Elder Abuse Forensic Center is to prevent and combat the abuse, neglect, and exploitation of elders and dependent adults in San Francisco using the following strategies:

- Improve communication and coordination among the legal, medical, and social services professionals who investigate and intervene in cases of elder and dependent adult abuse;
- Increase access to potential remedies and justice for those who have been victimized;
- Educate policy makers, professionals, caregivers, older adults and their families about preventing, reporting and stopping elder and dependent adult abuse.

San Francisco Elder Abuse Forensic Center provides forensic review meetings, coordinated home visits, medical evaluations, medical record reviews, psychological/neuropsychological assessments, and collaboration and community outreach. The data from San Francisco Elder Abuse Forensic Center represents a subset of Adult Protective Services cases. San Francisco Elder Abuse Forensic Center uses a standardized intake form developed in collaboration with the other three forensic centers in California. Any member of San Francisco Elder Abuse Forensic Center may refer a case for consultation and referrals largely come from Adult Protective Services. Cases are accepted based upon the relative complexity and/or the need for specialized consultation.

In FY2012-13, there were 36 new cases and 72 follow-up cases presented at the San Francisco Elder Abuse Forensic Center during 19 meetings. Demographic data on gender, age, race/ethnicity, and zip code was identified in addition to categories of types of abuse. The median age of elder abuse victims was 77. The gender distribution indicated that 61% of victims were female and 39% males. Caucasians (44%), Pacific Islanders (22%) and African Americans (17%) present the highest rates of abuse within the case population. It should be noted that multiple types of abuse are found within a given case. Prevalence data indicates that Financial – Other and Self-Neglect, each with 16 cases are the most common types of abuse. Unknown/Other category (which includes Undue Influence), Neglect, and Psychological cases range from 7-10. The incidence of abuse cases were fairly distributed throughout San Francisco except for a slightly higher cluster occurring in the neighborhood of Russian Hill (zip code 94109), SOMA (94103), Mission (94110), Ingleside (94112) and Lake Merced (94132).

| <b>San Francisco Elder Abuse Forensic Center Case Statistics<br/>FY2010-2013</b> |                |                |                |
|--|----------------|----------------|----------------|
|  | <b>FY10-11</b> | <b>FY11-12</b> | <b>FY12-13</b> |
| New Cases  | 44             | 40             | 36             |
| Follow-Up Cases  | 54             | 64             | 72             |
| Number of Meetings   | 25             | 25             | 19             |
| Female Clients   | 31             | 25             | 22             |
| Male Clients   | 13             | 15             | 14             |
| Average Age of Clients   | 73.8           | 78             | 74             |
| Median Age of Clients  | 75             | 80             | 77             |

| <b>San Francisco Elder Abuse Forensic Center New and Follow Up Case Statistics<br/>FY2008-2013</b> |   |     |            |     |           |     |
|--|---|-----|------------|-----|-----------|-----|
|  | FY10-11                                 |     | FY11-12    |     | FY12-13   |     |
|  | #                                       | %   | #          | %   | #         | %   |
| Caucasian  | 21                                      | 48% | 20         | 50% | 16        | 44% |
| African American   | 12                                      | 27% | 10         | 25% | 6         | 17% |
| Native American  | 0                                       | 0%  | 0          | 0%  | 1         | 3%  |
| Asian  | 2                                       | 5%  | 3          | 8%  | 2         | 6%  |
| Latina/o   | 2                                       | 5%  | 6          | 15% | 2         | 6%  |
| Pacific Islander   | 2                                       | 5%  | 1          | 2%  | 8         | 22% |
| Other/Unknown  | 5                                       | 11% | 0          | 0%  | 1         | 3%  |
| <b>Total</b>   | <b>44</b>                               |     | <b>40</b>  |     | <b>36</b> |     |
| Financial - Other  | 28                                      | 26% | 17         | 20% | 16        | 24% |
| Other/Unknown  | 18                                      | 17% | 18         | 21% | 10        | 15% |
| Psychological  | 13                                      | 12% | 8          | 9%  | 7         | 10% |
| Self-Neglect   | 13                                      | 12% | 16         | 19% | 16        | 24% |
| Neglect  | 12                                      | 11% | 11         | 13% | 7         | 10% |
| Physical - Assault/Battery   | 10                                      | 9%  | 3          | 4%  | 3         | 4%  |
| Financial - Real Estate  | 9                                       | 8%  | 6          | 7%  | 3         | 4%  |
| Isolation  | 5                                       | 5%  | 4          | 5%  | 1         | 15  |
| Sexual   | DATA NOT<br>BROKEN OUT<br>UNTIL FY11-12 |     | 0          | 0%  | 2         | 3%  |
| Abandonment  |   |     | 1          | 1%  | 1         | 1%  |
| Abduction  |   |     | 0          | 0%  | 1         | 1%  |
| Physical - Restraint   |   |     | 1          | 1%  | 0         | 0%  |
| <b>Total</b>   |   |     | <b>108</b> |     | <b>85</b> |     |

The different types of abuse identified in San Francisco Elder Abuse Forensic Center are financial abuse, isolation, physical abuse, psychological/emotional abuse, neglect, self-neglect, and other/unknown abuses. At the end of 2012, San Francisco Elder Abuse Forensic Center completed the development of a more advanced database system that has allowed for more expansive reporting, and categories now include abandonment, abduction, physical restraint, and sexual abuse.

| <b>San Francisco Elder Abuse Forensic Center Statistics<br/>Number of Evaluations Per Fiscal Year<sup>38</sup><br/>FY2010-2013</b> |                       |               |                       |               |                       |               |
|--|-----------------------|---------------|-----------------------|---------------|-----------------------|---------------|
|  | Evaluations Requested |               | Evaluations Completed |               | Evaluations Cancelled |               |
|  | Medical               | Psychological | Medical               | Psychological | Medical               | Psychological |
| FY10-11  | 7                     | 30            | 6                     | 24            | 1                     | 6             |
| FY11-12  | 3                     | 31            | 1                     | 26            | 2                     | 5             |
| FY12-13  | 0                     | 27            | 0                     | 23            | 0                     | 4             |

<sup>38</sup> The category "medical" includes both physical evaluations and medical record evaluations combined.

| San Francisco Elder Abuse Forensic Center Statistics<br>New Cases of Elder Abuse by Zip Code<br>FY2010-2013 |  |           |           |           |
|---|--|-----------|-----------|-----------|
| Zip Code  | Neighborhood                               | FY10-11   | FY11-12   | FY12-13   |
| 94109   | Nob Hill/Russian Hill                      | 10        | 6         | 4         |
| 94122   | Inner Sunset                               | 7         | 2         | 1         |
| 94124   | Bayview                                    | 5         | 2         | 2         |
| 94110   | Mission                                    | 3         | 3         | 3         |
| 94103   | SOMA                                       | 3         | 2         | 3         |
| 94115   | Pacific Heights/Western Addition/Japantown | 2         | 1         | 2         |
| 94112   | Ingleside/Excelsior                        | 2         | 6         | 3         |
| 94134   | Visitacion Valley                          | 2         | 3         | 2         |
| 94121   | Outer Richmond                             | 2         | 4         | 1         |
| 94118   | Inner Richmond                             | 2         | 2         | 1         |
| 94102   | Hayes Valley/Tenderloin                    | 1         | 0         | 2         |
| 94116   | Outer Sunset                               | 1         | 2         | 2         |
| 94117   | Haight/Cole Valley                         | 1         | 3         | 0         |
| 94132   | Lake Merced                                | 1         | 0         | 3         |
| 94108   | Chinatown                                  | 1         | 0         | 0         |
| 94131   | Twin Peaks/Glen Park                       | 0         | 1         | 1         |
| 94127   | West Portal                                | 0         | 0         | 1         |
| 94107   | Potrero Hill                               | 0         | 0         | 0         |
| 94123   | Marina/Cow Hollow                          | 0         | 1         | 1         |
| 94114   | Castro/Noe Valley                          | 0         | 2         | 2         |
| 94133   | North Beach/Fisherman's Wharf              | 0         | 0         | 0         |
| Unknown   |  | 1         | 0         | 1         |
|   | <b>Total</b>                               | <b>44</b> | <b>40</b> | <b>36</b> |

In December 2012, the Institute on Aging partnered with the Center of Excellence on Elder Abuse and Neglect at UC Irvine to release an innovative smartphone application. Named after CA Penal Code 368, the **"368+ Elder and Dependent Adult Abuse Guide for CA Law Enforcement" app** was developed with the advice and assistance of colleagues in the fields of law enforcement, civil law, and medicine. The free app is available on Droid devices, iPhones, and iPads. It can also be viewed on a mobile web browser. This technology reflects a significant stride in providing first responders tools they can use in the field to provide appropriate response and referrals to victims of elder and dependent adult abuse.

Since its launch in December 2012, the 368+ app has been downloaded 3,130 times, and entities in three other states are creating apps based on it. A District Attorney investigator who attended a recent presentation on the app at the California District Attorney Association's Elder Abuse Symposium reported that he is using the app to train all the officers in his department about elder abuse. Not only did he share the app with those officers, but he also told a sheriff's deputy in Colorado about it, too. As word of the 368+ app spreads, leading to more downloads by tech-savvy law enforcement, elders and dependent adults who have experienced abuse will benefit.

## Limitations of the Data

Victims of family violence seek help and access services in many ways beyond those included in this report. The data contained in this report is meant to provide a broad overview of the scope of family violence in San Francisco. It does not, and cannot, include data from every agency and service with which these individuals may come into contact. The Family Violence Council is constantly looking to improve and expand the sources of data collected and referred to in this report.

There are other legal avenues for family violence cases in addition to the criminal justice proceedings outlined in this report. For example, cases of elder financial abuse may come under the jurisdiction of the Probate Court, and cases of child abuse fall under the jurisdiction of the Dependency Court. While these Civil Court statistics may overlap with those of the Criminal Court that are already included, there are some victims that choose to only pursue civil remedies. This data is currently not captured within the scope of this report.

We are still not tracking San Francisco Fire Department or Animal Care and Control statistics in a way that captures accurate prevalence data to better explain and understand the interaction between these emergency response cases and family violence issues.

Additional community-based organizations that are not included in this report also provide services to victims of family violence through the course of their work. Family Resource Centers and other family-focused programs in the community, particularly those serving families with children, may not be specifically designed to provide services to victim of family violence. However, advocates at these agencies are likely to be access points for victims and to provide services on an ad hoc basis, by way of the trusting relationships they often develop with their clients. It is important to identify these sites and agencies that can intervene in families where children are exposed to parental domestic violence, as exposed children are at increased risk for becoming involved in future violent relationships.

Identifying these information gaps further demonstrates the pervasiveness and complexity of the issue of family violence. However, despite these and other missing pieces, this report provides a broad overview for policy makers and advocates to use in assisting victims of family violence in San Francisco.

## Statistical Summary

| <b>2013 U.S. Census Bureau Data</b>   |                                      |
|---------------------------------------|--------------------------------------|
| <b>San Francisco</b>                  | <b>Population Count<sup>39</sup></b> |
| Children Ages 0-17 years              | 112,255                              |
| Adults Ages 18-64 years               | 606,277                              |
| Older Adults 65 years and older       | 118,910                              |
| <b>Total San Francisco Population</b> | <b>837,442</b>                       |

| <b>Selected Family Violence Statistics in Summary<br/>FY2011-2012</b>           |                    |                          |                    |
|---|--------------------|--------------------------|--------------------|
|   | <b>Child Abuse</b> | <b>Domestic Violence</b> | <b>Elder Abuse</b> |
| Crisis Calls Received by Community Providers <sup>40</sup>                      | 17,852             | 32,612                   | N/A                |
| Calls Received by Child Protective Services, 911, and Adult Protective Services | 6,051              | 7,719                    | 6,024              |
| Cases Substantiated by Child Protective Services and Adult Protective Services  | 717                | N/A                      | 1,821              |
| Requests for Restraining Orders from Family & Probate Courts                    | N/A                | 1,285                    | 83                 |
| Cases Received and Assessed by Police Department                                | 2,959              | 4,560                    | 127                |
| Cases Investigated by Police Department   | 130                | 3,129                    | 66                 |
| Cases Received by District Attorney's Office                                    | 171                | 1,856                    | 99                 |
| Cases Filed by District Attorney's Office                                       | 61                 | 496                      | 69                 |
| Convictions by Guilty Plea & Probation Revocation                               | 23                 | 462                      | 43                 |
| Cases Brought to Trial  | 3                  | 41                       | 1                  |
| Convictions After Trial   | 1                  | 23                       | 1                  |

<sup>39</sup> Calculated from U.S. Census Bureau 2013 population estimates program at <http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk>.

<sup>40</sup> Call volumes were provided by TALK Line (child abuse) and domestic violence providers (domestic violence hotlines). There is presently no dedicated community-based hotline for elder abuse.



| <b>Selected Family Violence Statistics in Summary<br/>FY2012-13</b>             |                    |                          |                    |
|---|--------------------|--------------------------|--------------------|
|   | <b>Child Abuse</b> | <b>Domestic Violence</b> | <b>Elder Abuse</b> |
| Calls Received by Community Providers <sup>41</sup>                             | 15,691             | 24,461                   | N/A                |
| Calls Received by Child Protective Services, 911, and Adult Protective Services | 6,272              | 7,979                    | 6,585              |
| Cases Substantiated by Child Protective Services and Adult Protective Services  | 717                | N/A                      | 2,046              |
| Requests for Restraining Orders from Family and Probate Courts                  | N/A                | 1,182                    | 79                 |
| Cases Received and Assessed by Police Department                                | 5,078              | 4,031                    | 127                |
| Cases Investigated by Police Department   | 204                | 2,655                    | 64                 |
| Cases Received by District Attorney's Office                                    | 204                | 1,735                    | 92                 |
| Cases Filed by District Attorney's Office                                       | 56                 | 478                      | 60                 |
| Convictions by Guilty Plea & Probation Revocation                               | 25                 | 371                      | 44                 |
| Cases Brought to Trial  | 1                  | 47                       | 1                  |
| Convictions After Trial   | 1                  | 24                       | 1                  |

<sup>41</sup> Call volumes were provided by TALK Line (child abuse) and domestic violence hotlines. There is presently no dedicated community-based hotline for elder abuse prevention.

## Conclusions and Recommendations

Family violence continues to affect tens of thousands of San Francisco residents. Child abuse, domestic violence, and elder and dependent adult abuse are inter-related. In many families, more than one type of family violence occurs simultaneously. For example, it is estimated that 30-60% of families with domestic violence also have child abuse. Recent research at Family and Children's Services determined that 30% of the cases included families that had experienced domestic violence in the past, and 16% had experienced domestic violence in the last year. Children exposed to parental domestic violence experience significant trauma and are at increased risk for future victimization or perpetration of violence. Children who are physically abused are at increased risk of committing violent crimes later in life, including community or gang violence. Seniors experience domestic violence in addition to other forms of abuse. It is imperative that we examine and strengthen all of the systems of support and intervention discussed in this report and that the recommendations identified for 2015 are prioritized without our respective organizations. Through collaborative policy and program improvement efforts we can increase the safety of all San Franciscans now and in the future.

This year, each Department participating in the Family Violence Council was asked to identify one family violence related objective for the upcoming year that would be incorporated into this report's recommendations. Council members came up with a record 23 objectives, more than double the number of recommendations in the last report. These recommendations are summarized on the following pages and include three unfinished recommendations from prior years (numbers 3, 4, and part of 7). Appendix A contains a summary of the status of recommendations from the 2011 Family Violence Council report.

**Family Violence Council Recommendations for 2015**  
 (Recommendations in grey are carry overs from the 2011 report)

|    | Department                 | Recommendation  |
|----|----------------------------|---|
| 1. | All                        | Create a Justice and Courage Committee within the Family Violence Council to continue the work of the Justice and Courage Oversight Panel.  |
| 2. | All                        | Advocate for change in federal tracking through the MDS system to capture questions related to elder abuse and intimate partner violence. The MDS (Minimum Data Set for Nursing Home Patient Assessment) is a federally mandated healthcare intake form, which currently does not ask any questions related to elder abuse or intimate partner violence.  |
| 3. | All                        | Develop a factsheet on family violence to distribute to San Francisco Unified School District.  |
| 4. | Adult Probation Department | The Adult Probation Department plans to establish a victim/survivor program within the Probation Department that will work collaboratively with other City and County departments and victim/survivor services, which include, but are not limited to, the Sheriff Department's Survivor Restoration Program and the District Attorney's Office of Victim Services. The estimated cost of this program is \$800,000.  |
| 5. | Board of Supervisors       | The Board of Supervisors has committed to sending a Supervisor or staff member to Family Violence Council meetings.   |
| 6. | Child Abuse Council        | The Child Abuse Council will: <ul style="list-style-type: none"> <li>• Continue to develop its scope by increasing the number of children served and expanding training of all referring partners on how to access the Children's Advocacy Center's services;</li> <li>• Provide services to expanded populations including Commercially Sexually Exploited Children (CSEC) and children exposed to violence via community collaboration, training, and protocol development;</li> <li>• Improve mental health access for Children's Advocacy Center kids through mental health screening and follow up conducted by partners; and</li> <li>• Develop shared database which provides information for providers working with children and also aggregate data used to direct systems improvement.</li> </ul> |

|     |   |   |
|-----|---|---|
| 7.  | Commission/<br>Department on the<br>Status of Women | <p>The Commission/Department on the Status of Women will:</p> <ul style="list-style-type: none"> <li>• Amend the Family Violence Council Ordinance to include the Public Defender’s Office, Juvenile Probation, Animal Care and Control, and San Francisco Unified School District as official members;</li> <li>• Ensure the annual publication of the Family Violence Council report;</li> <li>• Include the status of girls in the Family Violence Council report; and</li> <li>• Organize a presentation for the Family Violence Council on the connection between Adverse Childhood Experiences (ACEs) and toxic stress.</li> </ul>  |
| 8.  | Department of Aging<br>and Adult Services           | <p>The Department of Aging and Adult Services plans to:</p> <ul style="list-style-type: none"> <li>• Develop a joint outreach campaign on all forms of family violence including child abuse, domestic violence, and elder abuse; and</li> <li>• Advocate at the statewide level for budget augmentation and legislation to strengthen the infrastructure of Adult Protective Services.</li> </ul>  |
| 9.  | Department of Child<br>Support Services             | <p>The Department of Child Support Services plans to develop a training product to share with the community based on its models of collecting child support in families experiencing domestic violence.</p>   |
| 10. | Department of Children,<br>Youth, and Families      | <p>The Department of Children, Youth, and Families has committed to:</p> <ul style="list-style-type: none"> <li>• Focus on revising and refining its Violence Prevention and Intervention (VPI) funding to better meet the needs of youth involved with the juvenile justice system;</li> <li>• Continue to work with the Department of Public Health on this refinement work to prepare for its next funding cycle (DCYF is currently in year two of a three year funding cycle); and</li> <li>• Focus on the Family Resource Center which it funds through First 5 San Francisco, in hopes of collaborating with the Juvenile Probation Department on this refinement.</li> </ul> |
| 11. | Department of<br>Emergency<br>Management            | <p>Department of Emergency Management staff will receive refresher training on all three forms of family violence, including information on stalking, and explore the idea of training in partnership with other call centers in the area.</p>  |

|     |                              |  |
|-----|------------------------------|--|
| 12. | Department of Human Services | The Department of Human Services plans to develop a joint protocol between law enforcement and child welfare on how to handle child abuse investigations and then facilitate trainings on this protocol.   |
| 13. | Department of Public Health  | <p>The Department of Public Health will:</p> <ul style="list-style-type: none"> <li>• Become a national leader in its creation of a “trauma informed system of care” by training Department of Public Health’s 9,000 person workforce (1,700 in the upcoming year) on the principles of trauma informed systems; and</li> <li>• Continue to improve its intimate partner violence data collection system.</li> </ul>   |
| 14. | District Attorney’s Office   | <p>The District Attorney’s Office will:</p> <ul style="list-style-type: none"> <li>• Facilitate California District Attorney’s Association training on domestic violence with the Special Victims Unit (SFPD) for new attorneys;</li> <li>• Develop policies and protocols on elder abuse cases;</li> <li>• Develop legislation on elder abuse continuations to enable continuity of case staffing when a District Attorney who has been handling a case is busy with another case;</li> <li>• Continue collaboration with the Department of Human Services and the San Francisco Police Department at the Child Advocacy Center;</li> <li>• Facilitate California District Attorney’s Association Child Sexual Assault and Physical Abuse training for staff; and</li> <li>• Develop protocols for family violence cases for the new courthouse dog.</li> </ul> |
| 15. | Domestic Violence Consortium | <p>The Domestic Violence Consortium plans to:</p> <ul style="list-style-type: none"> <li>• Continue domestic violence court watch;</li> <li>• Work on language access with the Police Department;</li> <li>• Continue work with the Adult Probation Department on monitoring Batterer’s Intervention Programs.</li> </ul>  |
| 16. | Elder Abuse Forensic Center  | <p>The Elder Abuse Forensic Center is committed to:</p> <ul style="list-style-type: none"> <li>• Increase attendance at the Forensic Center Multidisciplinary Teams (MDT) by 25%;</li> <li>• Make Adult Protective Services workers presenting in teams feel more comfortable;</li> <li>• Bring expert speakers on topics such as consumer law and Medi-Cal; and</li> <li>• Focus on elder abuse prevention.</li> </ul>  |

|     |                               |  |
|-----|-------------------------------|--|
| 17. | Juvenile Probation Department | The Juvenile Probation Department plans to train 60 probation officers on responding appropriately to cases of child trafficking within the JPD system as well as investigate best practices.  |
| 18. | Mayor's Office                | The Mayor's Office will light up city hall purple during the month of October for National Domestic Violence Awareness month.  |
| 19. | Police Department             | <p>The Police Department plans to:</p> <ul style="list-style-type: none"> <li>• Procure referral cards for children when parents are arrested; and</li> <li>• Finalize policies for updated domestic violence general order and new officer involved general order.</li> </ul>   |
| 20. | Public Defender's Office      | The Public Defender's Office will expand its community re-entry program for defendants since many have a history of abuse as well as work more closely to collaborate with other Family Violence Council agencies.   |
| 21. | Sheriff's Department          | <p>The Sheriff's Department will:</p> <ul style="list-style-type: none"> <li>• Place inmates coming out of the Domestic Violence Court on the priority lists for the Resolve to Stop the Violence Project (RSVP) and the Sisters in Sober Treatment Empowered in Recovery (SISTER) Program;</li> <li>• Prioritize individuals with a history of family violence into the community re-entry program: No Violence Alliance Project (NoVA);</li> <li>• Provide case managers for persons who are victims of family violence;</li> <li>• Create new vocational programs for inmates with histories of family violence; and</li> <li>• Develop new programs for children of incarcerated parents.</li> </ul> |
| 22. | Superior Court                | The Superior Court will continue to host justice partner meetings.   |
| 23. | Unified School District       | <p>The Unified School District has committed to:</p> <ul style="list-style-type: none"> <li>• Focus on LGBTQ youth who are disproportionately victims of violence;</li> <li>• Initiate a young men's health program;</li> <li>• Evaluate the status of dating violence, ensuring that LGBTQ and trans youth are included; and</li> <li>• Investigate best practices for supporting unaccompanied minors.</li> </ul>  |

## Appendix A: Status of Implementation of Recommendations from 2011 Family Violence Council Report

|   |
|---|
| <p><b>RECOMMENDATION 1: Exploring new data collection from the Sheriff’s Department and the San Francisco Unified School District for future reports.</b></p> <p><i>Status: Completed</i></p>   |
| <p><b>RECOMMENDATION 2: Development of a data collection plan and the collection of data on intimate partner and family violence screenings and diagnosis rates at the San Francisco General Hospital and the San Francisco Department of Public Health community clinics.</b></p> <p><i>Status: Completed</i></p>  |
| <p><b>RECOMMENDATION 3: Department of Emergency Management provide monthly statistics on the number of domestic violence calls by district and by domestic violence call codes to the Department on the Status of Women.</b></p> <p><i>Status: Completed</i></p>  |
| <p><b>RECOMMENDATION 4: Joint trainings for 911 dispatchers by child abuse, domestic violence, and elder abuse experts and advocates.</b></p> <p><i>Status: Completed and future trainings to be planned</i></p>  |
| <p><b>RECOMMENDATION 5: The San Francisco Unified School District should work with the Family Violence Council to develop a one-page factsheet on how to recognize signs of family violence and how to report family violence to the appropriate authorities.</b></p> <p><i>Status: Not Completed – Recommendation carried over to 2012-13 report</i></p>   |
| <p><b>RECOMMENDATION 6: A joint outreach campaign on all forms of family violence including child abuse, domestic violence, and elder abuse.</b></p> <p><i>Status: Not Completed – Recommendation carried over to 2012-13 report</i></p>  |
| <p><b>RECOMMENDATION 7: The continued support of a multidisciplinary response to family violence in San Francisco.</b></p> <p><i>Status: Ongoing</i></p>  |
| <p><b>RECOMMENDATION 8: The creation of a victim/survivor program within the San Francisco Adult Probation Department that will work collaboratively with other city and county department victim/survivor services which includes, but is not limited to, the Sheriff Department’s Survivor Restoration Program and the District Attorney’s Office of Victim Services.</b></p> <p><i>Status: Not Completed – Recommendation carried over to 2012-13 report</i></p>   |
| <p><b>RECOMMENDATION 9: The collaboration between the District Attorney Victim Services and SafeStart to provide counseling to youth who witness violence in the home.</b></p> <p><i>Status: Completed - The District Attorney Victim Services Office and SafeStart collaborated on training for all SafeStart advocates in assisting the public in accessing their state victim compensation program for children/youth who witness community violence. They also collaborated on a new brochure that outlines this model program.</i></p> |



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This report is available online at: <http://sfgov.org/dosw/family-violence-council>