

File No. 110613

Committee Item No. 4

Board Item No. _____

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee PUBLIC SAFETY

Date 6/2/11

Board of Supervisors Meeting

Date _____

Cmte Board

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Completed by: Gail Johnson

Date 5/27/11

Completed by: _____

Date _____

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INTRODUCTION FORM

By a member of the Board of Supervisors or the Mayor

Time Stamp or
Meeting Date

I hereby submit the following item for introduction:

- 1. For reference to Committee:
An ordinance, resolution, motion, or charter amendment
- 2. Request for next printed agenda without reference to Committee
- 3. Request for Committee hearing on a subject matter
- 4. Request for letter beginning "Supervisor _____ inquires..."
- 5. City Attorney request
- 6. Call file from Committee
- 7. Budget Analyst request (attach written motion).
- 8. Substitute Legislation File Nos.
- 9. Request for Closed Session
- 10. Board to Sit as A Committee of the Whole
- 11. Question(s) submitted for Mayoral Appearance before the BOS on _____

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

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| <input type="checkbox"/> Small Business Commission | <input type="checkbox"/> Youth Commission |
| <input type="checkbox"/> Ethics Commission | <input type="checkbox"/> Planning Commission |
| <input type="checkbox"/> Building Inspection Commission | |

Note: For the Imperative Agenda (a resolution not on the printed agenda), use a different form.]

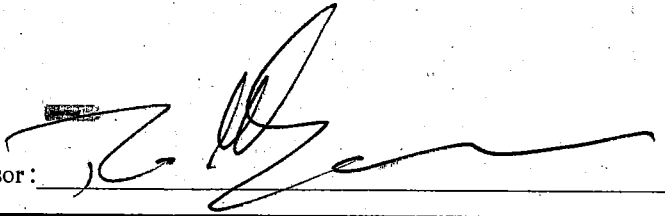
Sponsor(s): Mirkarimi

The comprehensive San Francisco Family Violence Report, 2010

SUBJECT: _____

The text is listed below or attached:

Attached


Signature of Sponsoring Supervisor: _____

For Clerk's Use Only:



City and County of San Francisco

Department on the Status of Women

Mayor Gavin Newsom

Executive Director Emily M. Murase, PhD

FAMILY VIOLENCE COUNCIL

Addressing Violence throughout the Lifespan

Comprehensive Report on Family Violence in San Francisco 2010

© November 2010, San Francisco Department on the Status of Women

Written by Laura Marshall, MSW

The San Francisco Family Violence Council is administered by the Department on the Status of Women. Visit www.sfgov.org/dosw for more information about the Family Violence Council and to download a copy of this report.

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INTRODUCTION

The Family Violence Council is pleased to provide the 2nd annual *Comprehensive Report on Family Violence in San Francisco*. The first report, released in June 2009, marked a major milestone for San Francisco and created a model for surrounding communities. In 2007, San Francisco was the first county to broaden the scope of its Attorney General-mandated Family Violence Council to include child abuse and elder abuse as well as domestic violence, and the *Comprehensive Report on Family Violence in San Francisco* is the first and only report to take a broad view of the statistics and trends related to the full spectrum of family violence in the City.

The Work of the Family Violence Council

Policy Reform

During Fiscal Year 2009-2010 (FY09-10), the 21-member Council addressed several major policy issues affecting families in San Francisco. Notably, the Council made the creation of a child abuse intervention program a priority, forming the Intervention Committee at the beginning of FY09-10. The California Penal Code requires individuals who have been convicted of child abuse to attend a 1-year intervention program, similar to the batterer's intervention program requirement for individuals convicted of domestic violence. Like the majority of counties in California, San Francisco does not have a child abuse intervention program to be compliant with this code.

The Intervention Committee dedicated FY09-10 to interviewing key informants from several counties that operate child abuse intervention programs to learn best practices, challenges with implementation, and other information that would support local adoption of such programs. Additionally, the Committee heard presentations from San Francisco-based programs that offer services and education to parents. For example, the Parent Training Institute, a project of the Human Services Agency, Department of Public Health's Community Behavioral Health Services, and First 5 San Francisco, is implementing an evidence-based parent education pilot project within San Francisco's Family Resource Centers that may align with the goals of the Intervention Committee.

The value of the Intervention Committee is its multidisciplinary nature. Members include representatives from the District Attorney's Office, the Adult Probation Department, the Police Department, Human Services Agency's Family and Children's Services, the Department of Child Support Services, and advocates from community-based organizations. The broad membership allowed a nuanced discussion of the issue, which will eventually lead to a program that meets the unique and specific needs of San Francisco. The Committee's work continues, but a report of its findings and recommendations is expected in FY10-11.

Tracking Data

The Family Violence Council has made the tracking and analysis of family violence data a major aspect of its work. The release of the 2009 report highlighted the need of the Council to gain a "real-time" understanding of the scope and nature of help-seeking among San Francisco's survivors of family violence, leading to the development of Family Violence Dashboards.

A dashboard is a tool that agencies and groups use to assess the current status of and determine trend lines for specific indicators. The Family Violence Dashboards track basic data from selected City

agencies on a semi-annual basis. The Council determined that the most relevant data to track semi-annually includes the following:

- Number of calls made to community-based crisis lines
- Number of calls made to 911 or county protective services
- Family Court restraining order statistics
- City social service provision statistics
- Number of cases received by the Police Department's Domestic Violence Response Unit
- District Attorney's Office statistics related to cases received, filed, pled, and brought to trial

The Council used FY09-10 to draft a template that meets the needs of stakeholders, and will continue to expand its use of this important tool in coming years.

About the Report

The 2nd annual Comprehensive Report on Family Violence in San Francisco serves as an important tool for policy-makers and community advocates in San Francisco and beyond. By understanding how residents access services, and how City and community-based agencies meet the needs of survivors and hold perpetrators of abuse accountable, the City is better equipped to create meaningful policies, fund appropriate programs, and keep San Francisco residents safe in their homes.

The original annual report, released in June 2009, documented data relating to FY07-08. With the support and cooperation of the members of the Council, and through the implementation of the Dashboards, which allow more timely collection of data, the 2010 annual report includes data for FY07-08, FY08-09, and FY09-10 for most departments and agencies.

This report also expands the sources of data, engaging new agencies in the process of data tracking. For example, data from the CalWORKs office and from the Department of Child Support Services has been included, as has restraining order data from the Family Court. These agencies and programs represent important access points for survivors or perpetrators of family violence.

Throughout FY09-10, the Council has had extensive discussions about the potential duplication of reports between agencies. Currently, no method for tracking individuals from system to system exists, and it is possible, and even likely, that a survivor of domestic violence may be counted in the CalWORKs Domestic Violence Unit statistics, as well as in the Department of Child Support Services caseload, as well as in the 911 or Police Department reports.

This report does not seek to provide an unduplicated count of family violence victims in San Francisco. Rather, it attempts to show the broad scope of family violence, and the type and degree of service-seeking that occurs in San Francisco. There can be some measure of linear analysis when examining criminal justice statistics, as most cases follow a standard path from a 911 call, to a Police Department report, to a case prosecuted by the District Attorney. However, the complexities of family violence and the variables involved make even this well-defined route prone to twists and turns. Though the report is structured in such a way for ease of reading, straight progressions cannot be assumed.

Through an analysis of the data in this report, the Council has drawn a number of conclusions, and suggested key recommendations to address this epidemic of violence. The Family Violence Council hopes that this annual report will focus additional attention on the deleterious impact of family violence on society as a whole. Through education, activism, and systems change, we aspire to end family violence once and for all.

San Francisco Family Violence Council Members

(San Francisco Administrative Code Article XIX SEC. 5.190-3)

- Presiding Judge of the Superior Court
- Mayor
- President of the Board of Supervisors
- District Attorney
- Public Defender
- Chief of Police
- Sheriff
- President of the Commission on the Status of Women
- Chief of the Adult Probation Department
- Chief of the Department of Emergency Management
- Director of the Department of Animal Care and Control
- Director of the Department of Public Health
- Director of the Human Services Agency
- Director of the Department of Aging and Adult Services
- Director of the Department of Children, Youth, and Their Families
- Director of Child Support Services
- Superintendent of the San Francisco Unified School District
- Director of the Domestic Violence Consortium
- Director of the Consortium for Elder Abuse Prevention
- Director of the San Francisco Child Abuse Council
- Chair of the Batterer's Intervention Programs Subcommittee

**Members may be represented by an official designee.*

CRIMINAL JUSTICE AGENCIES

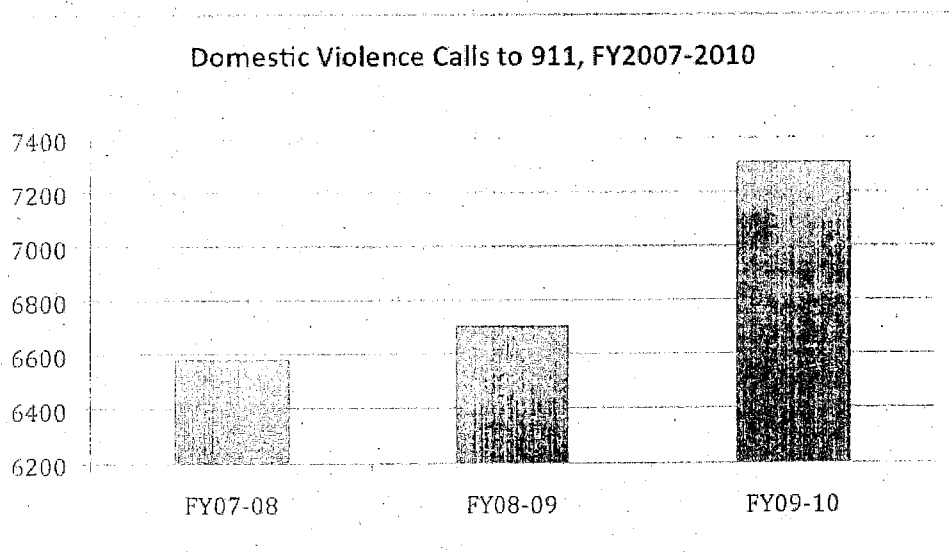
Department of Emergency Management

Dispatchers at the Department of Emergency Management's (DEM) Emergency Communications Division assign a code to each call made to 911. There are 14 call types related to domestic violence, with the individual codes indicating whether weapons were used, the type of weapon used, the type of unarmed incident (i.e. assault, threats, break-in), and other requests for assistance. Dispatchers use scripts to determine how calls should be coded. For example, a preliminary question to callers asks the identity and relationship of the perpetrator. If the caller indicates a spouse or partner is involved, the dispatcher uses domestic violence codes. Additional questions clarify the type of domestic violence incident happening.

In Fiscal Year 2009-2010 (FY09-10), 911 dispatchers fielded 7,311 domestic violence calls. Dispatchers labeled over half of these calls (56%) with the 418DV code, indicating a fight or dispute with no weapons involved. Another 34% of domestic violence calls received the 240DV code, indicating an assault of some type occurred. The remaining 9% of calls (474) were dispersed across the remaining domestic violence call types, as shown in Table 1 below.

Over a 3-year period, the types of calls received by 911 have been fairly constant. However, the total number of calls has steadily increased since FY07-08, rising 10% from 6,583 to 7,311.

911 Domestic Violence Calls by Type FY2007-2010							
Call Type	Description	FY07-08		FY08-09		FY09-10	
		#	%	#	%	#	%
418DV	Fight or Dispute – No Weapons Used	3,430	52%	3,616	54%	4,118	56%
240DV	Assault (includes battery or any unwanted physical contact)	2,129	32%	2,163	32%	2,466	34%
650DV	Threats (includes written, verbal, or recorded)	230	3%	199	3%	253	3%
	Miscellaneous Codes	499	8%	363	5%	96	1%
594DV	Vandalism or Malicious Mischief (property damage only)	63	1%	64	1%	78	1%
245DV	Aggravated Assault (severe injuries or objects used to injure)	68	1%	56	1%	70	1%
910DV	Well-Being Check (often at the request of another individual)	26	0%	34	1%	51	1%
416DV	Civil Standby (officer requested to accompany person to retrieve belongings, for example)	29	0%	53	1%	48	1%
222DV	Armed Assailant – Knife	15	0%	24	0%	39	1%
602DV	Break-In	43	1%	74	1%	36	0%
419DV	Fight or Dispute – Weapons Used	17	0%	22	0%	20	0%
219DV	Stabbing	13	0%	11	0%	18	0%
646DV	Stalking	0	0%	16	0%	10	0%
221DV	Armed Assailant – Gun	5	0%	5	0%	5	0%
100DV	DV Alarm (a push-button alarm given to a victim to alert 911)	16	0%	6	0%	3	0%
	TOTAL	6,583		6,706		7,311	



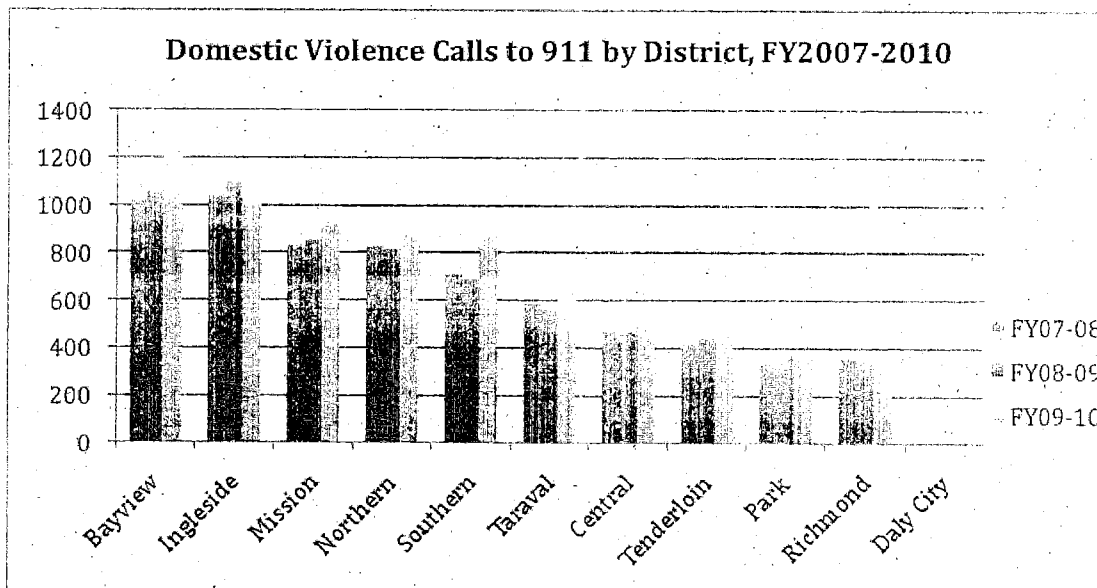
DEM instituted a new call code in October 2008, 646, to track cases of stalking and domestic violence stalking (646DV). Dispatchers have been trained in identifying signs of stalking, to be able to appropriately track these cases from their first entry into the criminal justice system. In FY08-09, dispatchers coded 16 calls for domestic violence stalking, dropping to 10 calls in FY09-10. However, dispatchers used the 646 (non-domestic violence) code much more frequently, coding 440 calls as stalking in FY09-10.

911 Calls Coded for Stalking FY08-10		
	FY08-09	FY09-10
646	302	440
646DV	16	10
Total Stalking Calls	318	450

Though stalking is often a component of domestic violence cases, the call code used represents the most severe aspect of any particular call. For example, if a caller reports elements of stalking but also reports an assault, the call will be coded with 240DV to indicate assault. Because of the method of tracking calls, it is unclear how many serious cases of domestic violence also contain elements of stalking. Also, though a call may be coded as stalking without the DV indicator, police officers often receive additional information about the situation when responding to the call that will lead them to refer such cases to the Police Department's Domestic Violence Response Unit once more of the facts of the case are known.

Though domestic violence occurs in all cultures, socioeconomic brackets, and City neighborhoods, clear trends related to help-seeking among survivors emerge when 911 calls are examined by the station dispatched. Bayview and Ingleside Stations consistently receive the most domestic violence calls. In FY09-10, for the first time, the number of calls dispatched to Bayview Station exceeded those dispatched to Ingleside.

911 Domestic Violence Calls by District FY2007-2010						
District	FY07-08		FY08-09		FY09-10	
	#	%	#	%	#	%
Bayview	1,019	15%	1,054	16%	1,230	17%
Ingleside	1,040	16%	1,096	16%	1,068	15%
Mission	831	13%	852	13%	931	13%
Northern	825	13%	815	12%	869	12%
Southern	709	11%	687	10%	865	12%
Taraval	586	9%	560	8%	611	8%
Central	467	7%	472	7%	559	8%
Tenderloin	413	6%	442	7%	461	6%
Park	334	5%	374	6%	376	5%
Richmond	354	5%	344	5%	327	4%
Daly City ¹	5	0%	10	0%	14	0%
TOTAL	6,583		6,706		7,311	



There are no 911 call codes specific to child abuse or elder abuse. Any call that has elements of family violence receives a "DV" code.

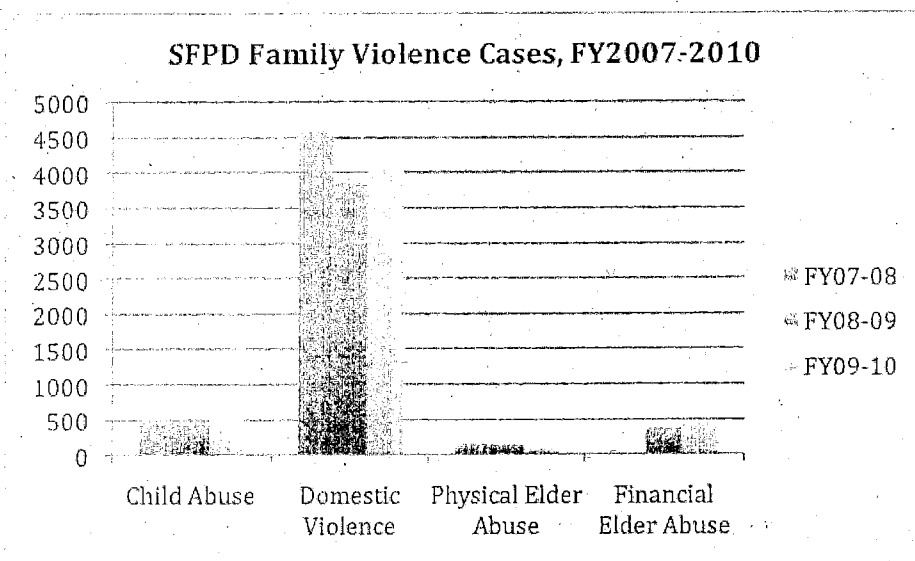
San Francisco Police Department

Three divisions within the San Francisco Police Department (SFPD) review and investigate felony family violence crimes. Felony child abuse cases are referred to the Child Abuse Unit of the Juvenile Section of the Special Victims Unit, felony domestic violence and physicals elder abuse and neglect

¹ 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.

cases are referred to the Domestic Violence Response Unit (DVRU), and cases of financial abuse of elders are referred to the Financial Crimes Unit.

San Francisco Police Department Family Violence Statistics FY2007-2010			
Child Abuse			
	FY07-08	FY08-09	FY09-10
Cases Received and Assessed	513	488	564
Cases Investigated by Child Abuse Unit	380	408	515
Percent Investigated by Child Abuse Unit	74%	84%	91%
Domestic Violence			
	FY07-08	FY08-09	FY09-10
Cases Received and Assessed	4,576	3,856	4,027
Misdemeanor Arrests Referred to DA's Office	555	503	474
Cases Investigated by DVRU	1,653	1,674	1,540
Percent Investigated by DVRU	41%	50%	43%
Elder Physical Abuse			
	FY07-08	FY08-09	FY09-10
Cases Received and Assessed	150	140	95
Cases Investigated by DVRU	38	38	41
Percent Investigated by DVRU	25%	27%	43%
Elder Financial Abuse			
	FY07-08	FY08-09	FY09-10
Cases Received and Assessed		369	439
Cases Investigated by Financial Crimes Unit	Data not available	96	140
Percent Investigated by Financial Crimes Unit		26%	32%



Child Abuse Unit

The Child Abuse Unit received 564 felony child abuse cases in FY09-10.² Of these, 515 (91%) merited investigation. This represents a 3-year high for felony child abuse cases, up 13% from FY08-09. The percent of cases warranting investigation has also risen. For example, in FY07-08, the Child Abuse Unit investigated 74% of cases receive, jumping to 84% in FY08-09, and 91% in FY09-10.

San Francisco Police Department Child Abuse Unit Statistics FY2007-2010			
Child Abuse	FY07-08	FY08-09	FY09-10
Cases Received and Assessed	513	488	564
Cases Investigated by Child Abuse Unit	380	408	515
Percent Investigated by Child Abuse Unit	74%	84%	91%

The Police Department restructured certain investigative functions during FY10-11. For the FY09-10 period under review for this report, the Child Abuse Unit had 9 inspectors and sergeants to investigate sexual and physical abuse cases. An additional inspector reviewed all child abuse referral reports and was the liaison with various agencies that also investigate or provide services for these cases. A lieutenant oversaw the work of the Child Abuse Unit.

A considerable amount of investigative time and coordinated effort is involved in the investigation of child sexual and physical abuse cases. They are complicated cases involving victims who have often been intimidated, threatened or manipulated by an abuser who is a family member or a person in a position of trust in relationship to the victim. These factors cause victims to be reluctant to disclose their ongoing or past abuse. Many victims are also unable to communicate their abuse because of their age. The amount of time a Child Abuse Unit inspector spends on a case varies depending upon the severity of the crimes, how complicated the case is, the number and age of victims, the timeframe of when the crime was committed versus when it was reported, the cooperation of the involved parties, and other unexpected variables.

In FY10-11, the Child Abuse Unit handles all felony sexual assault cases committed against children under age 18. District station investigation teams handle all felony physical assault cases committed against juveniles.

Domestic Violence Response Unit

In FY09-10, the Domestic Violence Response Unit (DVRU) received 4,027 cases of domestic violence. All of the domestic violence cases received by the DVRU are reviewed and assessed for investigation according to the protocols established by that unit. For each of the 4,027 cases, DVRU inspectors contacted or attempted to contact the victims identified. Following review and assessment, 1,540 (43%) of the domestic violence cases received by the DVRU were assigned to the DVRU inspectors for active investigation, and 474 (12%) were directed to the District Attorney's Misdemeanor Unit for assignment and investigation by that agency.

² Felony sexual assaults committed against juveniles ages 14 to 17 by adult strangers and non-family members are investigated by the Sexual Assault Unit, and these statistics are not included in this report.

The DVRU has received a relatively steady number of cases, with a high of 4,576 in FY07-08, a low of 3,856 in FY08-09, and a 3-year average of 4,153 cases received annually. Similarly, the number of cases investigated has remained steady, ranging from 41% to 50%.

San Francisco Police Department Domestic Violence Statistics FY2007-2010			
Domestic Violence	FY07-08	FY08-09	FY09-10
Cases Received and Assessed	4,576	3,856	4,027
Misdemeanor Arrests Referred to DA's Office	555	503	474
Cases Investigated by DVRU	1,653	1,674	1,540
Percent Investigated by DVRU	41%	50%	43%

The DVRU is a centralized police investigative unit located at the Hall of Justice. The DVRU had a staff of 15 Inspectors until November 2009, when it was reduced to 11 through attrition and transfers. One Inspector serves as the Assignment Officer, reviewing 350 to 400 incident reports each month, compiling statistics for the unit, and running background searches on all suspects involved in the cases. Because all felony arrest reports are time sensitive and must be presented to the District Attorney's Office within forty-eight hours, each arrest case is assigned to an Inspector for immediate investigation.

The DVRU investigates all felony arrest cases involving abuse committed against any person, including minors, by either a current or former spouse, cohabitant, dating partner, fiancé, or person with a child in common. This includes cases of same sex relationships. The DVRU also investigates cases of physical abuse or neglect of elders, as well as cases of stalking.

No domestic violence report is "just filed." As mentioned above, DVRU inspectors attempt to contact all victims in every domestic violence, elder abuse, and stalking case. 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. If the case meets the DVRU criteria for immediate or active investigation, the Assignment Officer assigns it to an Inspector who conducts a thorough investigation and then presents the case to the District Attorney's Office for warrant consideration.

An investigation consists of interviews with the victim, witnesses, and suspects. DVRU Inspectors seek to corroborate evidence in an attempt to bring an un-biased 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. The DVRU handles misdemeanor cases only when a victim specifically requests that the DVRU open a filed, unassigned misdemeanor case for warrant consideration.

In non-arrest cases that are not assigned for investigation, the Assignment Officer telephones every victim in an attempt to advise her/him about follow-up procedures and referrals. The Assignment Officer makes attempts to contact all victims in every domestic violence, elder abuse, and stalking case.

As mentioned above, the DVRU houses 11 Inspectors. One inspector reviews physical elder abuse and elder neglect cases, meeting bi-weekly with the Elder Abuse Forensic Center to discuss progress in the

criminal investigations. Another inspector oversees the U-Visa program for the entire police department, which assists immigrants who are victims of domestic violence in obtaining temporary visas. All inspectors in the unit are cross-trained in these various duties. In addition to their daily caseload, 3 DVRU inspectors teach Continued Professional Training at the San Francisco Police Academy twice each week, as well as providing training at hospitals, schools, businesses, and advocacy groups. The remaining DVRU inspectors handle the unit's domestic violence, stalking, and elder abuse cases. After business hours (Inspectors are assigned until 10:00 PM), Inspectors are rotated to work "on-call." On-call Inspectors are available to respond directly to the scene of a domestic violence, elder abuse, or stalking incident at any time of day if the incident meets the DVRU Call-Out criteria.

Two domestic violence advocates from La Casa de las Madres have been assigned to work at the DVRU. 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 6 and under who has been exposed to domestic violence. The SafeStart staff person contacts each family and offers services by members of the SafeStart Collaborative. The DVRU also works closely with Victim Services and Adult Protective Services to ensure victims receive the support services they require.

Elder Abuse and the Financial Crimes Unit

The San Francisco Police Department does not have a unit dedicated to elder abuse cases. Instead, the Domestic Violence Response Unit responds to physical abuse cases, and the Financial Crimes unit oversees financial abuse cases. The Financial Crimes Unit receives all cases of financial abuse of elders and dependent adults. However, the statistics in this report only include those cases of financial abuse perpetrated by a family member.

In FY09-10, the DVRU received 95 cases of physical elder abuse, investigating 43% of these. The number of cases received by the unit represents a 3-year low, down from 150 case received in FY07-08 and 140 in FY08-09. However, FY09-10 also saw a 3-year high in the number of cases investigated, up from 25% and 27%, respectively.

The Family Violence Council did not request financial abuse data in the *First Comprehensive Report on Family Violence in San Francisco*, and FY07-08 statistics are not available. Over the last 2 years, the Financial Crimes Unit saw a 16% increase in the number of financial abuse cases perpetrated by a family member, from 369 in FY08-09 to 439 in FY09-10. The number of cases investigated also rose, from 26% in FY08-09 to 32% in FY09-10.

San Francisco Police Department Elder Abuse Statistics FY2007-2010			
Elder Physical Abuse	FY07-08	FY08-09	FY09-10
Cases Received and Assessed	150	140	95
Cases Investigated by DVRU	38	38	41
Percent Investigated by DVRU	25%	27%	43%
Elder Financial Abuse	FY07-08	FY08-09	FY09-10
Cases Received and Assessed	Data not available	369	439
Cases Investigated by Financial Crimes Unit		96	140
Percent Investigated by Financial Crimes Unit		26%	32%

Office of the District Attorney

The Office of the District Attorney (DA) has 3 units to oversee the prosecution of family violence crimes: a Child Assault Unit, a Domestic Violence Unit, and an Elder Abuse Unit. Once received, a case is generally filed for prosecution, referred for probation revocation or parole violation, or declined. Cases might be declined in order to do further investigation, because a witness is uncooperative, for insufficient evidence, or some other reason. This is consistent with other counties, depending on whether the cases submitted are screened prior to submission to the DA's Office.

The data included in the following charts refers to a specific fiscal year. For example, a case may be received and filed in FY07-08, but the case may not be concluded, either through plea bargain, trial, or dismissal, until a subsequent year.

District Attorney's Office Family Violence Statistics			
FY2007-2010			
Child Abuse Unit	FY07-08	FY08-09	FY09-10
Cases Received	93	109	163
Cases Filed	57	72	69
Cases Pled	10	15	22
Cases Brought to Trial	1	8	5
Convictions After Trial	1	6	5
Domestic Violence Unit			
	FY07-08	FY08-09	FY09-10
Cases Received	1,553	1,767	1,886
Cases Filed	472	467	488
Cases Pled	444	326	373
Cases Brought to Trial	23	9	22
Convictions After Trial	15	4	14
Elder Abuse Unit			
	FY07-08	FY08-09	FY09-10
Cases Received	17	34	68
Cases Filed	16	20	45
Cases Pled	10	12	10
Cases Brought to Trial	0	1	2
Convictions After Trial	0	0	1

Child Abuse Unit

The DA's Child Abuse unit has received an increasing number of cases each year, including a 33% increase from FY08-09 to FY09-10. The Child Abuse Unit received 163 cases in FY09-10 and filed 69. The number of cases resulting in conviction from a plea bargain more than doubled between FY07-08 and FY09-10, from 10 to 22. The District Attorney brought 5 child abuse cases to trial in FY09-10, and received 5 convictions after trial during that same time period.

District Attorney's Office Family Violence Statistics FY2007-2010			
Child Abuse Unit	FY07-08	FY08-09	FY09-10
Cases Received	93	109	163
Cases Filed	57	72	69
Cases Pled	10	15	22
Cases Brought to Trial	1	8	5
Convictions After Trial	1	6	5

Domestic Violence Unit

The Domestic Violence Unit of the DA's Office handles felony and misdemeanor domestic violence cases, including cases of stalking. In FY09-10, the DA's Office received a total of 1,886 domestic violence cases. Beginning in January 2010, the Domestic Violence Unit began tracking stalking cases separately. During this 6-month time period, the DA's Office received 30 stalking cases. Also during this period, 13 stalking cases saw convictions through plea bargains and 2 reached a conviction after trial. Stalking cases handled by the Domestic Violence Unit include both domestic violence stalking and non-domestic violence stalking.

In examining domestic violence cases overall, the DA's Office filed approximately 26% of the domestic violence cases it received and referred 6%. The majority (76%) of cases that were filed resulted in a plea bargain. Of the 22 cases brought to trial, 14 (63%) resulted in a conviction.

District Attorney's Office Domestic Violence Statistics FY2009-2010			
	Domestic Violence Cases³	Stalking Cases⁴	Total Cases
Cases Received	1,856	30	1,886
Cases Filed	479	9	488
Cases Referred	111	2	113
Cases Pled	360	13	373
Cases Brought to Trial	19	3	22
Convictions After Trial	12	2	14

The Domestic Violence Unit has received increasing numbers of cases each year, up 18% from FY07-08. In contrast, the percentage of cases filed for prosecution has declined from approximately 30% in FY07-08 to 26% in FY09-10.

³ This column refers to domestic violence cases worked from July 2009 through June 2010 and stalking cases worked from July 2009 through December 2009.

⁴ This column refers to stalking cases worked from January to June 2010. Stalking cases worked from July to December 2009 can not be separated out from general domestic violence statistics.

District Attorney's Office Family Violence Statistics FY2007-2010			
Domestic Violence Unit	FY07-08	FY08-09	FY09-10
Cases Received	1,553	1,767	1,886
Cases Filed	472	467	488
Cases Pled	444	326	373
Cases Brought to Trial	23	9	22
Convictions After Trial	15	4	14

The DA's Office faces challenges to prosecuting domestic violence cases that have led to a reduction in the number of cases filed. Notably, the 2004 United States Supreme Court decision in *Crawford v. Washington* prohibits the use of a victim's statement in court if the victim fails or refuses to testify. Before the *Crawford* ruling, victims did not have to come to court for prosecutors to use their statements made to police officers, Inspectors, or others. Now, victims must testify and be cross-examined for their statements to be used, something many victims are reluctant to face, as the courtroom experience can be re-traumatizing.

In addition to *Crawford*, the Legislature amended the Code of Civil Procedure Section 1219 in 2008 to prohibit law enforcement from compelling testimony from uncooperative victims. This amendment became effective on January 1, 2009, further limiting the DA's Office's ability to file domestic violence cases.

To combat these hurdles, the DA's Office has implemented intensive domestic violence training to first responders at the Police Department to enhance their ability to gather admissible statements and encourage victim cooperation. This intensive training, provided all officers at 2 of the 10 police stations in 2009, will improve the initial police response to domestic violence calls, and should also serve to encourage victim cooperation with prosecution.

Elder Abuse Unit

The Elder Abuse Unit of the District Attorney's Office has received and filed more cases each year over a 3-year period. The number of cases received in FY09-10 increased 300% since FY07-08. The number of cases filed increased 181% since FY07-08. The number of cases pled, cases brought to trial, and convictions after trial has remained relatively consistent over the 3-year period, with 2 cases brought to trial and 1 conviction after trial in FY09-10.

District Attorney's Office Family Violence Statistics FY2007-2010			
Elder Abuse Unit	FY07-08	FY08-09	FY09-10
Cases Received	17	34	68
Cases Filed	16	20	45
Cases Pled	10	12	10
Cases Brought to Trial	0	1	2
Convictions After Trial	0	0	1

In 2007, the District Attorney's Office began participating in the Elder Abuse Forensics Center in San Francisco. Housed at the Department of Aging and Adult Services, the Forensics Center brings

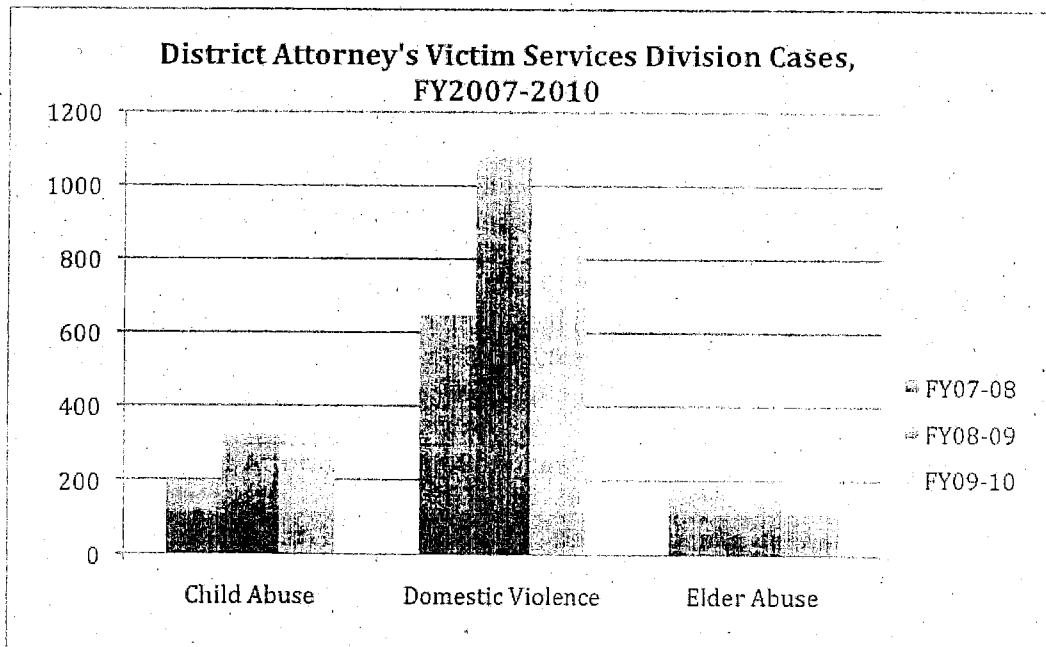
together a multi-disciplinary team to identify and intervene in cases of elder abuse by providing a forum for case reviews, action planning, in-home medical and mental health status evaluations, and evidentiary investigation. The rise in the number of cases received by and filed by the District Attorney's Office Elder Abuse Unit may be attributed to the effectiveness of the Forensics Center in intervening in cases of abuse.

Office of the District Attorney - Victim Services Division

The Victim Services Division of the DA's Office helps victims of crimes navigate the criminal justice system by offering advocacy and support. All of the advocates have been trained in domestic violence dynamics, with 2 advocates specializing in child abuse and 2 advocates specializing in elder abuse. The advocates handle 480-600 cases each year, some cases requiring little time to orient the client to the criminal justice system and assist with victim compensation, while others can require many, many hours of support long after a case has concluded. Victim Services offers services not only to victims whose cases have been charged, but also to victims whose cases have not and will not be charged, providing access to services regardless of whether the criminal case is strong enough for prosecution.

In FY09-10, Victim Services provided services to 1,519 victims of family violence. Though this number of clients changed little between FY08-09 and FY09-10, the distribution of cases differed year to year. For example, Victim Services saw a 38% increase in the number of elder abuse cases between FY08-09 and FY09-10. This is paired with a 17% drop in domestic violence cases.

District Attorney Victim Services Family Violence Statistics FY2007-2010			
	FY07-08	FY08-09	FY09-10
Child Abuse	200	325	360
Domestic Violence	649	1081	921
Elder Abuse	196	154	238
Total	1,045	1,560	1,519



The table below highlights some demographic data about the clients served by Victim Services in FY09-10. The majority of clients seen for family violence are female, except in cases of elder abuse. Of elders seen by Victim Services, 40% are White and 30% are Asian. Between 27% and 29% of domestic violence victims seen by Victim Services are Black, White, or Latino. Victims seen for child abuse are most frequently Latino or Black.

District Attorney Victim Services Family Violence Statistics FY2009-2010					
Client Demographics		Child Abuse	Domestic Violence	Elder Abuse	Total
GENDER	Female	272	769	116	1157
	Male	88	152	122	362
	Transgender	0	0	0	0
TOTAL		360	921	238	1,519
		Child Abuse	Domestic Violence	Elder Abuse	Total
RACE	Black	127	257	40	424
	White	42	269	95	406
	Latino	129	253	24	406
	Asian	50	119	72	241
	Unknown	5	14	7	26
	Other	7	9	0	16
	TOTAL		360	921	238
		Child Abuse	Domestic Violence	Elder Abuse	Total
AGE	0-17	191	86	0	277
	18-64	145	819	41	1,006
	65+	0	4	167	111
	Unknown	23	12	30	65
	TOTAL		360	921	238

Adult Probation Department

The Adult Probation Department (APD) supervises individuals convicted of domestic violence as they complete the requirements of probation. The number of cases supervised by probation officers fluctuates throughout the year as the court refers new probationers and as others complete the requirements of probation. As of June 2010, APD supervised 459 individuals, a decrease of 15% from June 2009. The number of individuals referred to APD for domestic violence supervision increased by 6%, from 239 in FY08-09 to 253 in FY09-10.

Adult Probation Department Domestic Violence Unit FY2008-2010 ⁵		
	FY08-09	FY09-10
Total Cases at Year-End	539	459
Total New Intakes during Year	239	253
Completions	127	127
Revocations	46	57
Certified BIPs	7	7
DV Unit Staffing	12	8

When a person convicted of domestic violence is referred to APD, that person is automatically referred to a batterer intervention program (BIP), a 52-week program run by a community agency and certified by APD. If a probationer fails to attend the BIP, or if the probationer commits a crime that violates his or her probation, leading to the issuance of a bench warrant, APD will begin a procedure called a Motion to Revoke Probation. In FY09-10, 57 probationers had their probation revoked and were sentenced to jail time. In the same time period, 127 individuals completed the requirements of their probation.

The Domestic Violence Unit at APD has seen a decline in staffing over the last several years. As of June 2010, there were 6 deputy probation officers handling cases, 1 deputy probation officer assigned to the court, and 1 supervisor for the unit, for 8 total staff members. This is down from 12 at the beginning of FY08-09. The average caseload in the Domestic Violence Unit is 77 cases per officer, up from 62 cases per officer in 2008.

In September 2010, responding to reports of an increasing number of cases of domestic violence in the Bayview neighborhood of San Francisco, APD received a grant of federal Violence Against Women Act (VAWA) funds, awarded through the California Emergency Management Agency (CalEMA), to intensively supervise small caseloads of probationers with a higher emphasis on domestic violence crimes. APD analyzed the social factors of the probationers supervised by the Domestic Violence Unit and found that 33% of these probationers resided in 3 districts: Bayview (14%), South of Market (10%), and Mission (9%). Based on the high service needs of the Bayview neighborhood, APD identified this region as the primary service area for the grant. Using evidence-based practices to design a victim-centered supervision model, and with a 40:1 probationer to officer ratio, this specialized caseload will eventually be replicated throughout the Domestic Violence Unit.

No dedicated units exist for child abuse, elder abuse, or stalking cases. Instead, these are referred for general supervision. In CY2008, the Adult Probation Department received 19 new stalking cases, 12 new child abuse cases, and 0 new elder abuse cases. In FY09-10, APD supervised 27 active stalking cases, 16 active child abuse cases, and 35 active elder abuse cases. The rise in the number of elder abuse cases corresponds to a general trend of more cases of this type moving through the criminal justice system.

⁵ Due to changes in the APD database, reliable data is not available for FY07-08 and cannot be tracked for the purposes of this report.

Family Court Restraining Orders

Restraining orders can be an important element of finding safety for survivors of abuse. Both the Family Court and the Criminal Court issue restraining orders. However, only Family Court restraining order information could be collected for this report. The Family Court issues restraining order for domestic violence and for elder or dependent adult abuse.

Domestic Violence Restraining Orders

Survivors of domestic violence can request a temporary restraining order (TRO) from the Family Court. In general, a judge will grant the majority of TROs requested, and the restraining order will remain in place until a hearing scheduled within 25 days of issuance to determine if a permanent restraining order will be granted. There are a number of dispositions possible at the hearing.

- **Granted:** The petitioner receives a permanent restraining order.
- **Denied:** The petitioner does not receive a permanent restraining order, and the temporary order is removed.
- **Off-Calendar:** A case may be removed from the calendar if the petitioner does not attend the hearing, or if the petitioner indicates that s/he no longer wants a restraining order.
- **Pending:** A case may not have been resolved by the close of the fiscal year, June 30.

Other dispositions include some of the following:

- **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 may determine the case should be dismissed, or it could be dismissed at the request of the petitioner.
- **Set for Trial:** Instead of a hearing in front of a judge, some restraining order requests require a trial with witnesses and testimony to determine a disposition.

In FY09-10, the Family Court received 1,372 TRO-DV requests. A large amount of these requests (45%) were taken off calendar, and another 37% were granted. Both the number of requests and the dispositions of cases remain relatively constant from FY08-09 to FY09-10.

Permanent Dispositions of Domestic Violence Temporary Restraining Order Requests by Family Court FY2008-2010				
	FY08-09		FY09-10	
	#	%	#	%
Requests for TRODV	1,358		1,372	
Granted	481	35%	503	37%
Denied	212	16%	139	10%
Off Calendar	596	44%	624	45%
Other Disposition	66	5%	88	6%
Pending	3	0%	18	1%

The table only includes information related to domestic violence TROs. It does not include TROs requested for civil harassment, for elder abuse, or those requested of the Criminal Court. Domestic

violence TROs are only granted for cases involving intimate partners and family to the second degree, which includes in-laws but not cousins.

Elder and Dependent Adult Abuse Restraining Orders

The Probate Court grants restraining orders in cases of elder abuse. In FY09-10, that Court received 70 requests for restraining orders, granting 37%, denying 4%, and taking 13% off calendar. A large number of cases were continued in FY09-10, just one of the other dispositions for cases.

The number of requests for restraining orders more than tripled between FY08-09 to FY09-10, rising from 23 requests to 70. The percent of orders granted rose slightly, while the number of cases taken off calendar declined by half. In general, the percent of restraining orders granted for elder abuse mirrors that for domestic violence.

Permanent Dispositions of Elder Abuse Temporary Restraining Order Requests by Family Court FY2008-2010				
	FY08-09		FY09-10	
	#	%	#	%
Requests for TRO-EA	23		70	
Granted	7	30%	26	37%
Denied	2	9%	3	4%
Off Calendar	6	26%	9	13%
Other Disposition	8	35%	29	41%
Pending	0	0%	3	4%

CITY AND COUNTY SOCIAL SERVICES

The City and County of San Francisco administers agencies designed to protect the welfare of vulnerable populations, such as children, elders, and dependent adults. Statistics from these agencies are included below. Additionally, the Family Violence Council began tracking data from several new service access points for survivors of family violence in FY09-10, including the Department of Child Support Services, the CalWORKs Domestic Violence Unit, and the San Francisco Unified School District.

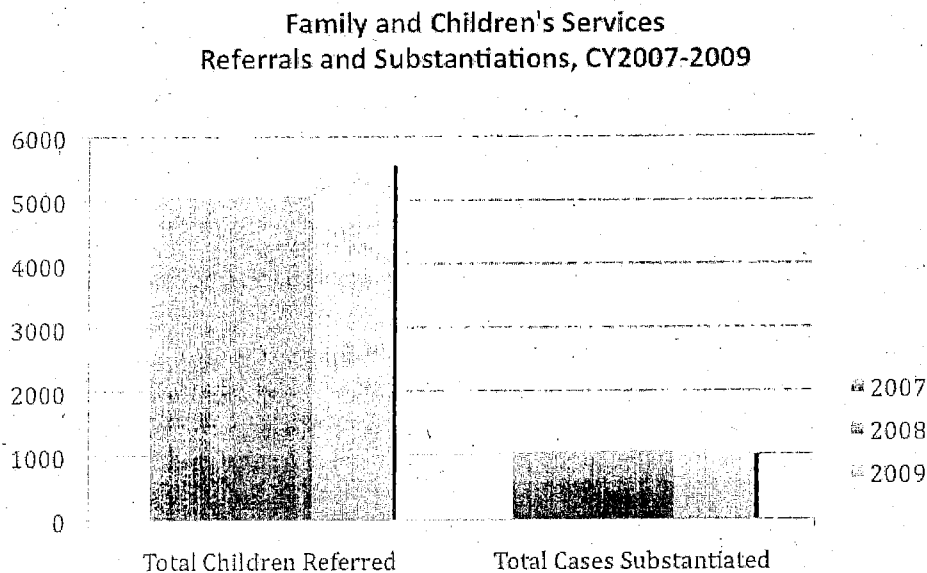
Family and Children’s Services

San Francisco Family and Children’s Services (FCS), a division of the Human Services Agency, protects children from abuse or neglect, and supports families in raising their children in safe and nurturing homes, in partnership with community-based services. Whenever possible, FCS helps families stay together by providing a range of services from prevention through aftercare to keep children safe within their families or with families who can provide permanency.

Researchers from the University of California at Berkeley Center for Social Services Research tabulate and publicize all child welfare data for the state on an annual basis. Source data included in this section has been organized by calendar year (CY) rather than fiscal year.⁶

In CY2009, San Francisco had an estimated child population (0-17 years) of 136,104. Of those, 5,625 children had documented child welfare referrals, 20% of which were substantiated by FCS. The number of referrals to FCS grew 10% between CY2008 and CY2009, though the rate of substantiation remained relatively constant.

Family and Children's Services Referrals and Substantiations CY2007-2009			
	2007	2008	2009
Total Children Referred	5,058	5,074	5,625
Total Cases Substantiated	1,071	1,081	1,102
% Substantiated	21%	21%	20%



General neglect, at 30%, and physical abuse, at 29%, were the most commonly reported types of abuse in CY2009, a trend that has remained stable over a 3-year span. Of the 5,626 referrals made in CY2009, FCS substantiated 20%; 44% did not meet the definition of abuse or neglect and were unfounded; FCS evaluated 31% of the referrals and found that they did not warrant further

⁶ Source for all subsequent child welfare data: Needell, B., Webster, D., Armijo, M., Lee, S., Dawson, W., Magruder, J., Exel, M., Cuccaro-Alamin, S., Williams, D., Zimmerman, K., Simon, V., Hamilton, D., Putnam-Hornstein, E., Frerer, K., Lou, C., Peng, C. & Moore, M. (2010). *Child Welfare Services Reports for California*. Retrieved 9/29/2010, from University of California at Berkeley Center for Social Services Research website. URL: <http://cssr.berkeley.edu/ucb_childwelfare>

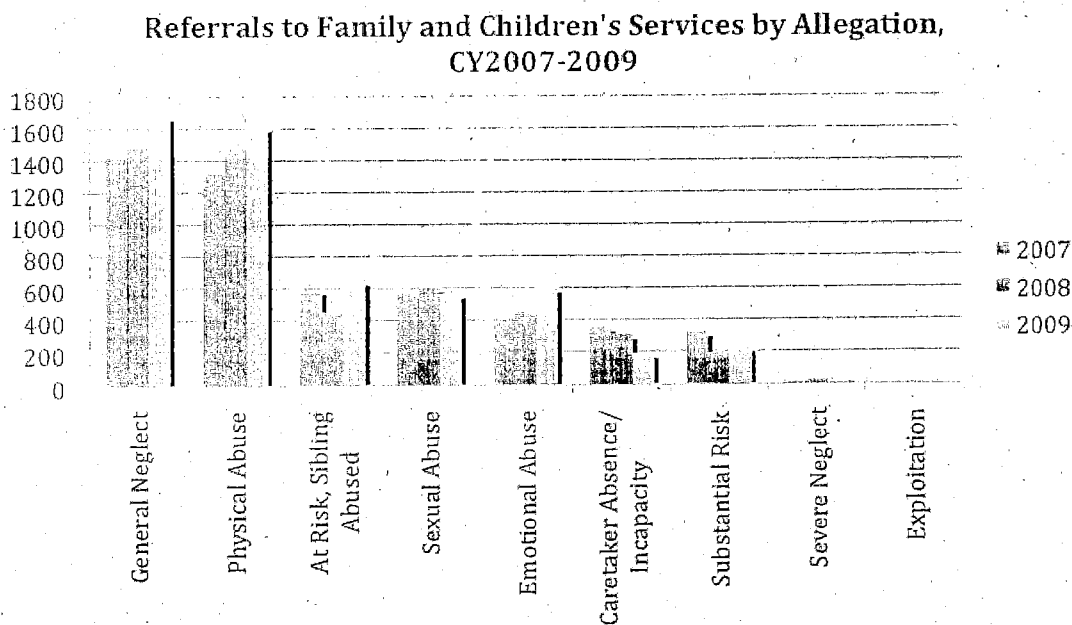
investigation; and 6% of the referrals did not have sufficient evidence to substantiate the abuse (inconclusive).⁷

Family and Children's Services Referrals by Allegation and Finding CY2009					
Allegation Type	Substantiated	Inconclusive	Unfounded	Assessment Only	Total Referrals
General Neglect	386	116	646	540	1,688
Physical Abuse	134	79	882	524	1,619
At Risk, Sibling Abused	56	26	457	118	657
Emotional Abuse	141	72	219	177	609
Sexual Abuse	38	23	197	315	573
Substantial Risk	218	2	8	5	233
Caretaker Absence/ Incapacity	113	5	45	33	196
Severe Neglect	16	2	18	6	42
Exploitation	0	1	0	7	8
TOTAL	1,102	326	2,472	1,725	5,625

A review of the types of allegations made over a 3-year time period shows a marked increase in referrals for emotional abuse, rising 33% from 411 referrals in CY2007 to 609 in CY2009. Internal changes in the coding of cases may account for some of this increase. The number of referrals for caretaker absence or incapacity has declined 46% since CY2007, from 362 to 196. Despite these fluctuations, in general, the types of allegations made to CPS remains constant from year to year.

Referrals to Family and Children's Services by Allegation Type CY2007-2009						
Allegation Type	2007		2008		2009	
	#	%	#	%	#	%
General Neglect	1,439	28%	1,485	29%	1,688	30%
Physical Abuse	1,320	26%	1,508	30%	1,619	29%
At Risk, Sibling Abused	602	12%	455	9%	657	12%
Sexual Abuse	569	11%	611	12%	573	10%
Emotional Abuse	411	8%	457	9%	609	11%
Caretaker Absence/ Incapacity	362	7%	317	6%	196	3%
Substantial Risk	329	7%	198	4%	233	4%
Severe Neglect	16	0%	31	1%	42	1%
Exploitation	10	0%	12	0%	8	0%
TOTAL	5,058		5,074		5,625	

⁷ Reports count each child with a child maltreatment allegation once for each analysis year. If a child has more than one allegation in a specific year, they are counted one time in the category of the most severe occurrence.



CY2008 is the most recent year that geo-coded child welfare data is available.⁸ As in CY2007, referral rates in San Francisco vary widely by ZIP code. The citywide incident rate for CY2008 is 45.8 per 1,000 children, a decrease of 0.9 from CY2007. The neighborhoods that contain the most children with allegations of child abuse or neglect are the Bayview, Ingleside/Excelsior, Visitacion Valley, the Mission, Hayes Valley/Tenderloin, Pacific Heights/Western Addition/Japantown, Potrero Hill, and SOMA. The 94124 ZIP code (Bayview) has an incidence rate of 92.7 per 1,000 children.

⁸ The child population data used in this table is from the 2000 Census and may not accurately reflect San Francisco's 2008 child population.

Children with Child Maltreatment Allegations and Incidence Rates by ZIP Code CY2008				
ZIP Code	City	Children with Allegations	Child Population	Incidence per 1,000 Children
94124	Bayview	845	9,112	92.7
94112	Ingleside/ Excelsior	569	15,093	37.7
94134	Visitacion Valley	529	8,783	60.2
94110	Mission	499	13,000	38.4
94102	Hayes Valley/ Tenderloin	233	3,133	74.4
94115	Pacific Heights/ Western Addition/ Japantown	181	3,806	47.6
94107	Potrero Hill	163	2,719	59.9
94103	SOMA	133	2,852	46.6
94109	Nob Hill/Russian Hill	107	4,126	25.9
94117	Haight/Cole Valley	99	2,944	33.6
94122	Inner Sunset	98	7,713	12.7
94132	Lake Merced	96	3,942	24.4
94131	Twin Peaks/Glen Park	95	3,459	27.5
94130	Treasure Island	89	177	502.8
94116	Outer Sunset	82	6,584	12.5
94121	Outer Richmond	77	5,757	13.4
94133	North Beach/ Fisherman's Wharf	72	2,764	26.0
94127	West Portal	62	3,105	20.0
94118	Inner Richmond	55	5,117	10.7
94114	Castro/Noe Valley	39	2,423	16.1
94108	Chinatown	24	1,140	21.1
94123	Marina/Cow Hollow	24	2,058	11.7
94105	Embarcadero/SOMA	11	159	69.2
94111	Embarcadero	8	163	49.1
94129	Presidio	5	584	8.6
94104	Financial District	2	26	76.9
94158		1	101	9.9
ZIP Code Missing, or Out of County		876		
San Francisco		5,074	110,840	45.8
California		486,989	9,739,952	50

Differential Response

FCS uses a method called "Differential Response" when responding to allegations of abuse. Based on information received during a hotline call or referral, FCS social workers assess the evidence of neglect or abuse. If sufficient evidence does not exist to suspect neglect or abuse, the social worker closes the referral and the case is "evaluated out of the system." In these cases, the family may be referred to voluntary services in the community. If there does appear to be sufficient evidence of abuse or neglect, then FCS opens the case and conducts further assessment and investigation.

Under San Francisco's Differential Response model, the hotline social worker 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 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: FCS and Community Response** - When the safety threat is assessed as moderate to high, FCS opens a referral. The response team may include a Public Health Nurse, CalWORKs worker or other community representative who may already be working with the family.
- **Path 3: FCS Only (and possible law enforcement) Response** - When the safety threat is assessed as high to very high, FCS opens a referral.

FCS began using Differential Response for Path 1 and 2 cases in 2006. This model serves as a strong tool for prevention by supporting families at risk of abuse or neglect even when cases do not rise to the level of FCS action. In FY09-10, the number of cases referred through the Differential Response protocols doubled over the prior 2 years, with the majority seen through Path 1 community responses.

Family and Children's Services Differential Response Referrals FY 2007 - 2010			
Type of Referral	FY07-08	FY08-09	FY09-10
Path 1: Community Response	162	76	529
Path 2: Community and FCS Response	202	216	239
Other Actions	0	19	6
Total Differential Response Referrals	364	311	774

Emerging Trends in Child Welfare

FCS reports an emerging trend of seeing more cases of adolescents involved in the child welfare system, including in the foster care system, referrals for abuse, and through Differential Response protocols.

Consistently over the past several years, the number of children referred to FCS in the 11-17 age group has topped the number in children in younger age groups. In 2009, referrals in the 11-17 age group made up 39% of all referrals, slightly down from 40% in 2007 and 2008.

Child Abuse Referrals by Age Group CY 2007 - 2009			
Age Group	2007	2008	2009
0 - 5	1,626	1,569	1,788
6 - 10	1,415	1,459	1,617
11 - 17	2,001	2,044	2,214
Total Referrals	5,042	5,072	5,619

Foster care entries by children 11-17 represented 38% of all entries in 2009, slightly down from 40% in 2008.

Foster Care Entries by Age Group CY 2007 - 2009			
Age Group	2007	2008	2009
0 - 5	202	197	181
6 - 10	82	60	64
11 - 17	155	177	153
Total Referrals	439	434	398

While the overall number of children in foster care has been declining in recent years, due both to demographic changes in San Francisco and to new policies emphasizing early intervention and family support, the number of adolescents coming into foster care has climbed. Youth now form the majority of all children in foster care.

According to FCS, many adolescents come into care for short periods, are reunified with parents, and subsequently return to foster care. FCS conducted a review of case files in 2008 that found that many youth are out of control at home, participating in dangerous behavior without effective parenting to keep them safe. This is an emerging need for a system that has historically intervened with families that have children ages birth to five. In families with younger children, the focus is usually on protecting vulnerable children from mistreatment. In families with older children, the focus is often on helping parents learn how to contain their adolescent's behavior.

A significant number of FY09-10 referrals for Differential Response involved youth 12-17 who faced issues related to truancy, substance use, running away, or police contact. Liaisons implementing Differential Response protocols have had to assist parents in finding appropriate services for the youth, as well as providing proper supervision in communities heavily affected by violence and other criminal activity. Many parents have had to cope with under-employment and debt issues that increase family stress and threaten the families' ability to provide shelter and basic needs.

While many of the City's services for adolescents are geared toward youth development, youth at risk of foster care or other FCS interventions require family support services. FCS is working with Family Resource Centers to adjust to the needs of these families with adolescents.

Adult Protective Services

The Department of Aging and Adult Services – a division of the Human Services Agency – operates the Adult Protective Services (APS) for the county, and is charged with responding to allegations of abuse for seniors and adults 18 to 64 who are dependent or have disabilities.

There are approximately 110,028 seniors age 65 and older living in San Francisco, over 14% of San Francisco's population.⁹ This is a growing population, with growing needs. Ensuring the safety of this protected class is one such need. National data suggests that just 1 in 5 cases of elder abuse and neglect are officially reported. Abuse of the "oldest old," those individuals over 85 years old, is believed to occur at a higher rate than other elders, and family members are the most common abusers.¹⁰

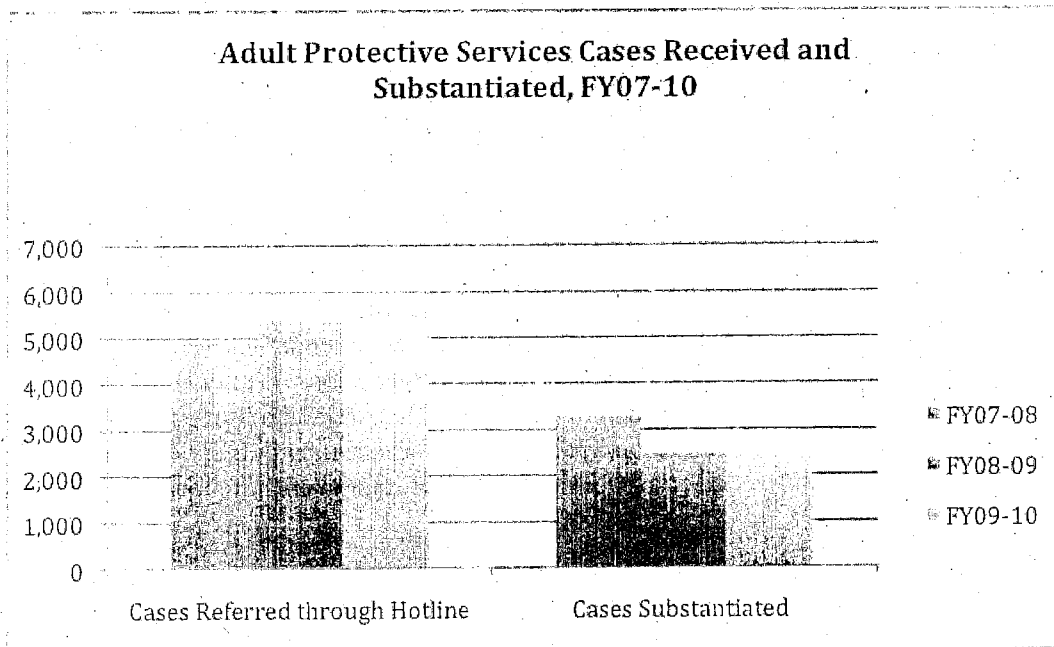
According to the DAAS Needs Assessment of 2006, self-neglect is the most commonly reported type of elder abuse, making up about half of the total reports.

In FY09-10, APS received 5,758 reports of elder abuse or neglect. Though APS responds to all reports made, social workers do not investigate all of them because the individual may have left the county, the allegations may not rise to the threshold of elder abuse, or the police may be the lead investigators. Some reports only require a phone interview. Of the 5,758 reports made, APS investigated 79%. APS workers substantiated the abuse in 2,407 cases (53% of cases investigated).

⁹ U.S. Census Bureau, 2005-2007 American Community Survey, retrieved December 29, 2008 from <http://factfinder.census.gov/>.

¹⁰ SafeState (n.d.). Elder Abuse Facts. Retrieved January 5, 2009 from <http://www.safestate.org/index.cfm?navId=58>.

Adult Protective Services Statistics FY 2007-2010			
	FY07-08	FY08-09	FY09-10
Cases Received	4,893	5,378	5,758
Cases Investigated	n/a	3,722	4,559
Percent Investigated	n/a	69%	79%
Cases Substantiated	3,278	2,469	2,407
Percent Substantiated	n/a	66%	53%



The number of cases received by APS has increased by 15% over the 3-year time period, seeing a high of 5,758 calls to the hotline in FY09-10. Similarly, the percent of calls meriting investigation has also increased by 10% in the last 2 years. However, the number of substantiations has declined by 13% in the past 2 years from 66% in FY08-09 to 53% in FY09-10. This suggests that awareness of the program may be increasing, but actual cases of elder abuse may not be on the rise.

Department of Public Health

The San Francisco General Hospital (SFGH) Emergency Department created a model program to address intimate partner violence and the San Francisco Department of Public Health (DPH) Primary Care clinics adopted a routine domestic violence screening protocol that was endorsed by the Health Commission in 1998. However, there has not been funding to develop a digital tracking system for cases of family violence in the healthcare setting. The logistics of recording family violence-related diagnoses in an electronic medical record in a way that protects the safety and privacy of victims are complicated and protocols for this are still under construction.

Several DPH programs do collect relevant statistics to give a small sense of individuals served for family violence. In FY09-10, the Trauma Recovery Program served 772 victims of interpersonal

violence: 372 were seen for sexual assaults, and 400 were seen for either domestic violence or other assaults.

The Child Trauma Research Project (CTRP), operated out of University of California, San Francisco, provides intensive mental health services to children exposed to trauma. In FY09-10, CTRP treated children exposed to domestic violence, and physical and sexual abuse. The following list shows the rate of exposure to this type of violence among the project's participants:

- Exposure to Intimate Partner Violence: 67
- Exposure to Physical Maltreatment: 31
- Exposure to Sexual Maltreatment: 7
- Exposure to 2 or More of These: 30

Child Support Services

The Department of Child Support Services helps parents provide economic support for their children by locating parents, establishing paternity and support obligations, and enforcing support obligations in order to contribute to the well being of families and children. As of June 30, 2010, Child Support Services had 17,915 open cases.

In cases of domestic violence or family violence, enforcing support obligations can lead to elevated levels of risk for survivors and their children. Child Support Services developed the "family violence indicator" (FVI) to be used by case managers to flag cases of domestic violence where the enforcement of child support obligations may be dangerous.¹¹

In FY08-09, case managers saw 391 clients exposed to family violence. In FY09-10, 569 new clients were flagged for family violence, a 31% increase.

CalWORKs Domestic Violence Unit

The Human Services Agency administers CalWORKs, the state's welfare and benefits program. CalWORKs operates a Domestic Violence Unit to provide special services to survivors of domestic violence accessing benefits. For example, the welfare program requires recipients to seek and attain employment as a condition of receiving benefits. Survivors of domestic violence may have special needs that could limit their ability to carry out this requirement, such as Post Traumatic Stress Disorder. If a domestic violence survivor applies for CalWORKs, her case is automatically referred to the Domestic Violence Unit, where she can receive specialized case management and a waiver of the work requirement in order to attend counseling services that will help her heal from her trauma.

¹¹ When a case participant (the guardian receiving child support) claims domestic or family violence, the case manager marks the FVI in the Child Support Services database. This automatically updates this information in the records of any dependent children in that family as well as the case participant. Therefore, the counts included are participant counts, not case counts. For example, if a case participant makes a claim of family violence and has 1 dependent child, the FVI would be marked in the case participants' file and in the dependent child's file, for a total FVI count of 2.

Human Services Agency Active CalWORKs and Domestic Violence Client Caseloads FY2008-2010		
	FY08-09	FY09-10
Average CalWORKs Caseload	4,607	4,795
Average Domestic Violence Unit Caseload	262	275
Percent of Total	6%	6%

In FY09-10, CalWORKs had an average of 4,795 cases on its rolls, though this number fluctuates month to month as individuals apply for benefits or complete their term. About 6% (an average of 275) of all CalWORKs clients have been referred to the Domestic Violence Unit for case management. In FY09-10, the number of domestic violence cases reached a high of 284 in October 2009 and a low of 251 in January 2010.

The average number of cases seen by CalWORKs as a whole and by the Domestic Violence Unit specifically have increased slightly since 2008, though the percent of domestic violence cases remains at 6% each year.

San Francisco Unified School District

Every 2 years, the San Francisco Unified School District (SFUSD) participates in the Center for Disease Control's Youth Risk Behavior Survey. The survey uses questionnaires to examine risk factors in students' lives. In addition to questions related to substance use, bullying, and exposure to community violence, the survey also asks students to reflect on intimate partner violence they have experienced. The data related to teen dating violence included below has been drawn from the survey administered during the 2008-2009 school year.

Of the 15,777 high school students who responded, 8% indicated they have been hit, slapped, or physically hurt on purpose by their boyfriend or girlfriend during the past 12 months. Of the 10,627 middle school students who responded, 7% indicated some form of physical assault by an intimate partner. This statistic can be broken down by both gender and sexual orientation, as seen in the chart below. Students identifying as lesbian, gay, or bisexual are significantly more likely to experience and/or report intimate partner violence than students identifying as heterosexual.

San Francisco Unified School District Percent of Students Physically Assaulted by an Intimate Partner SY2008-2009		
Middle School (N=10,627)	Male	Female
Heterosexual	8%	5%
Lesbian, Gay or Bisexual	34%	16%
High School (N=15,777)	Male	Female
Heterosexual	8%	6%
Lesbian, Gay or Bisexual	27%	18%

With 15,827 respondents, 6% of high school students were forced to have sex during their lifetime. Additionally, 51% of high school students experienced violence in their communities 1 or more times, with 18% experiencing incidents of community violence 4 or more times during a 12-month period.

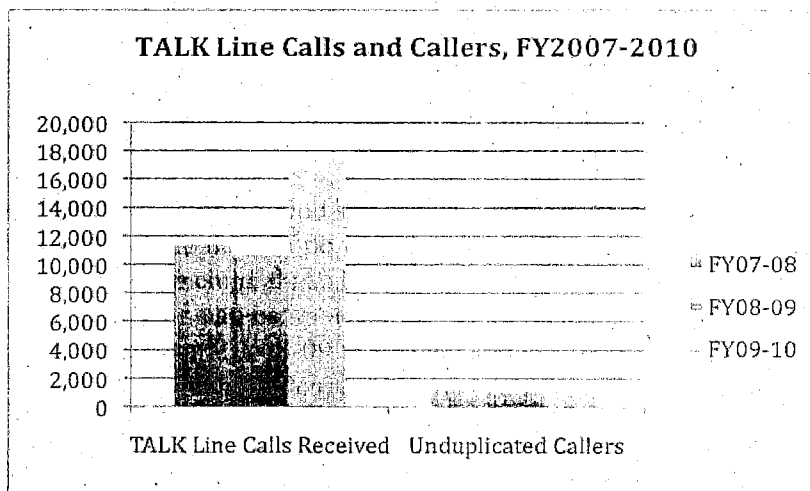
The SFUSD has a variety of violence prevention and intervention services to address the needs of students experiencing violence. Programs include professional development opportunities for teachers and staff, violence prevention curricula for teachers for all grade levels, on-site Wellness Programs, 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.

COMMUNITY-BASED SERVICES

Child Abuse Prevention and Support Services

The San Francisco Child Abuse Prevention Center (SFCAPC) operates the TALK Line, a 24-hour support hotline for parents to help them cope with the stress of parenting in healthy ways. This prevention measure seeks to stop child abuse before it happens. In FY09-10, the TALK Line had a call volume of 17,583 calls, supporting an estimated 1,161 unduplicated individuals.¹² Though the table shows a 40% increase in calls from FY08-09 to FY09-10, the increase is primarily due to a change in call documentation procedures that better captures actual call volume.

San Francisco Child Abuse Prevention Center Statistics FY2007-2010			
	FY07-08	FY08-09	FY09-10
TALK Line Calls Received	11,398	10,626	17,583 ¹³
Unduplicated Callers	1,250	1,093	1,161
SafeStart Families Served	153	153	164



¹² The TALK Line is anonymous and callers are not required to identify themselves.

¹³ As noted above, the increase in the number of calls received by the TALK Line in FY09-10 is primarily due to a change in call documentation procedures.

SFCAPC also operates the San Francisco SafeStart Initiative, a program aimed at reducing the incidence and impact of violence on young children, including exposure to domestic or community violence. The SafeStart providers are located at sites throughout San Francisco, including Family Resource Centers, Family Court, the San Francisco Police Department's Domestic Violence Response Unit, and other locations where children exposed to violence can be reached. In FY09-10, SafeStart served 164 families.

The 2009 *Comprehensive Report on Family Violence in San Francisco* noted that Family Resource Centers (FRCs) should be better equipped to meet the needs of families who have experienced violence. Though a continued focus on the training needs and capacity at these agencies remains necessary, the SafeStart program has made significant efforts to increase the capacity of FRCs to respond to children exposed to family and community violence.

SafeStart places advocates at 7 FRCs in San Francisco. These advocates receive special training and support specifically to work with families and children exposed to violence. SafeStart also has a full-time Education and Outreach Coordinator who has provided staff training to various agencies throughout the city. The SafeStart annual training event held in May 2010 focused exclusively on how to better serve families exposed to violence, reaching 110 providers from 43 family-focused agencies, including 20 FRCs in San Francisco.

Domestic Violence Prevention and Support Services

There are 3 emergency shelters for victims of domestic violence and their children in San Francisco, with a combined total of approximately 75 beds available. Through the Violence Against Women Prevention and Intervention (VAW) Grants Program, the Department on the Status of Women distributes City funding to these shelters and collects statistics about the services provided.¹⁴ In FY09-10, the VAW Grants Program supported 3,729 bed nights at the 3 emergency shelters for 192 women and children. The 3 shelters turned 1,130 women and children away, often for lack of space.

In addition to emergency shelter, the VAW Grants Program supported 1 permanent supportive housing program and 3 transitional housing programs for victims of domestic violence in FY09-10. These programs provided 12,801 bed nights, offering long-term shelter and housing to 61 women and children. The 4 programs turned away 247 women and children during FY09-10.

Survivors of violence require a significant amount of support in addition to shelter. In FY09-10, the VAW Grants Program funded 34 community programs to provide prevention and intervention services in San Francisco, including advocacy, legal assistance, case management, counseling, education, and crisis intervention. The 34 programs provided 46,010 hours of service to 29,823 individuals.

¹⁴ Several other City departments, including the Department of Children, Youth, and Their Families and the Human Services Agency, also support certain services provided by San Francisco's domestic violence programs. The numbers reported here only reflect the investment made through the Department on the Status of Women's VAW Grants Program.

VAW Grants Program Services FY2007-2010			
Emergency Shelter	FY07-08	FY08-09	FY09-10
Shelter Bed Nights	5,927	3,950	3,729
Individuals Served	228	122	192
Turn-aways	630	1,034	1,130
Transitional and Permanent Housing			
	FY07-08	FY08-09	FY09-10
Housing Bed Nights	9,748	13,307	12,801
Individuals Served	118	89	61
Turn-aways	23	347	247
Crisis Line			
	FY07-08	FY08-09	FY09-10
Crisis Line Calls	13,997	18,529	14,642
Supportive Services			
	FY07-08	FY08-09	FY09-10
Hours of Supportive Services	38,521	41,279	46,010

These numbers are limited in that they only capture the services funded by the VAW Grants Program. The 3 domestic violence shelters and the W.O.M.A.N., Inc. domestic violence crisis line responded to a total of 26,340 hotline calls during FY09-10. Additionally, victims may use other access points for services not specific to domestic violence. Many victims never access services at all.

Elder Abuse Prevention and Support Services

In 1997, the Consortium for Elder Abuse Prevention, through its lead coordinating agency, the Institute on Aging, collaborated with APS to establish the ElderShelter to help meet the growing need for emergency housing for elder abuse victims in San Francisco. Many abusers live with their elderly victims, and there are times when elders require temporary housing to protect them from abusive or neglectful situations.

The following table shows statistics for the 3-year period under review for this report, including the final year of the shelter's operation, FY09-10, when 3 senior residents occupied the shelter for 21 bed nights each. Over the last 3 years, 9 elderly victims of abuse have sought shelter there.

ElderShelter Statistics FY2007-2010				
	FY07-08	FY08-09	FY09-10	3-year Total
Total Residents	5	1	3	9
Gender F/M	3/2	0/1	1/2	4/5
Total Bed Nights	187	75	42	304
Average Bednights per Resident	37	75	21	34

The confidential ElderShelter had 2 beds available at any given time. To make a referral or self-referral to the ElderShelter, an individual needed to lodge a complaint of suspected or actual abuse or neglect of an elder or dependent adult with APS. Elders and dependent adults were often admitted to the ElderShelter for physical abuse, emotional abuse, financial abuse, neglect, or harassment or threats by

a caregiver. Additionally, the elder or dependent adult's housing may have needed repair or cleaning in cases of self-neglect or hoarding.

As all actual placements were made through APS, in 2009, APS took over operation of the EderShelter, but, faced with budget reductions, APS was forced to close its doors shortly thereafter. To meet the needs of elder victims of abuse after closing the shelter, APS now provides hotel vouchers and places victims in skilled nursing facilities, among other options.

MISSING PIECES

Victims access services in innumerable ways beyond the scope of this report. The multiple sections of this report highlight the true scope of the issue of family violence. Other sources of data have been considered, but were not included in this report due to time and data collection limitations. In future annual reports, the Council hopes to include information from these sources. For example, there are many other legal avenues for family violence cases in addition to the criminal proceedings. Probate Court records cases of financial abuse of elders. Dependency Court witnesses numerous cases of child abuse. While the Civil Court statistics may overlap with those of the Criminal Court, there are many victims that choose to only pursue civil remedies, and this data should be included.

Medical professionals in all areas of the Department of Public Health serve as first responders to victims of family violence, whether it is an individual receiving counseling at the Trauma Recovery Center, a child being examined by CASARC, an elder victim admitted to the Emergency Department for his or her injuries, or a patient reporting to a Healthy San Francisco primary care clinic for a routine check-up. There are innumerable medical access points for victims of family violence throughout the healthcare systems in the City and County, and the Council will make every effort to include this data in future reports. However, the first step is advocating for a centralized reporting structure. As previously reported, San Francisco General Hospital has a model program for addressing cases of intimate partner violence, and we must ensure we capture the full range of data available from this and other programs for the purpose of sharing best practices, as well as ascertaining ongoing gaps.

Family Resource Centers and other family-focused programs in the community, especially programs serving families with children, may not be specifically designed to provide services to victims of family violence, but advocates, in their roles building trusting relationships with individuals, are likely to be access points and providing services on an ad hoc basis. It is crucial that we identify sites and agencies that can intervene in families where children are exposed to parental intimate partner violence, as exposed children are at increased risk for becoming involved in future violent relationships.

The purpose in detailing the areas of missing information shows the pervasiveness of the problem, as well as the value of the Family Violence Council. This report, by simply showing the problem in all its facets, is the first step in helping policy makers and advocates see how much family violence truly occurs in San Francisco.

STATISTICAL SUMMARY

Selected Annual Family Violence Statistics in Summary FY2009-2010			
	Child Abuse	Domestic Violence	Elder Abuse
Calls Received by Community Providers ¹⁵	17,583	26,340	N/A
Calls Received by CPS, 911, and APS	5,625	7,311	5,758
Cases Substantiated by CPS or APS	1,102	N/A	2,407
Requests for TROs from Family and Probate Courts	N/A	1,372	70
Cases Referred to and Assessed by Police	564	4,027	534
Cases Investigated by Police	515	1,540	181
Cases Referred to District Attorney's Office ¹⁶	69	488	68
Cases Pled	22	373	10
Cases Brought to Trial	5	22	2
Convictions after Trial	5	14	1

CONCLUSIONS AND RECOMMENDATIONS

The statistics and information provided in this report makes it clear that family violence is a significant and pervasive problem affecting thousands of San Francisco residents. It is important to view these statistics as a continuum of the same system, as child abuse, domestic violence, and elder and dependent adult abuse have numerous intersections. Family violence is a "gateway crime." Children exposed to domestic violence experience significant trauma, and child abuse is often an indicator for future victimization or perpetration of violence, including community or gang violence. Seniors are not exempt from experiencing domestic violence in addition to other forms of abuse. Thus, we must view these systems of support and intervention as a whole, and attempt to strengthen the system to help keep the home safe for all San Franciscans.

Summary of Recommendations

The following list summarizes the recommendations the Family Violence Council makes for the City and County of San Francisco. Further discussion of the conclusions of this report and details outlining the implementation of these recommendations can be found below.

1. The Family Violence Council urges the completion of JUSTIS, the City and County's complex Information Technology system.
2. The Family Violence Council recommends that the Department of Emergency Management implement 911 call codes specific to child abuse and elder abuse.
3. The Family Violence Council urges the Department of Children, Youth and Their Families, through the San Francisco Violence Prevention Advisory Committee (VPAC) identified in the 2008 Violence Prevention Plan, to make family violence a priority issue and recognize the role

¹⁵ Call volumes provided by TALK Line and domestic violence providers noted in Table 11 above. There is no dedicated community-based hotline for elder abuse prevention.

¹⁶ Child abuse cases include felonies and misdemeanors. Domestic violence and elder abuse cases include only felonies.

of family violence as predictor of future community violence and other crimes and victimization.

4. The Family Violence Council supports the current efforts of the City's work to strengthen the capacity of the Family Resource Centers to address the needs of adolescents and their families, as well as the San Francisco Unified School District's work to provide prevention and intervention services in cases of teen dating violence. The Family Violence council urges these and other relevant agencies to address and highlight the unique needs of teens in the child welfare system, and in the realm of intimate partner violence.
5. Because training is a critical component of prevention, City-wide training efforts should be expanded and coordinated.
6. The budget for the City and County of San Francisco must reflect family violence as a priority and that the majority of victims utilize community support services in addition to or in lieu of a criminal justice response.
7. To improve the outcome of cases, the City's response must be coordinated with community providers.

CONCLUSION: An efficient system for tracking data is critical. Without real-time information on suspects and victims, all San Franciscans and visitors are at risk.

RECOMMENDATION: The Family Violence Council urges the completion of JUSTIS, the City and County's complex Information Technology system.

- Within the next 3 months, the City and County of San Francisco must develop a plan to fund the completion of JUSTIS.
- By June 2011, all San Francisco Police Department data must be input into the hub, a step that will allow all criminal justice departments to begin to connect to the system and share critical information. Quality assurance measurements will be reported weekly on the lag time for input of dangerous felonies, restraining orders, warrants, and other criminal justice system actions.
- By December 2011, JUSTIS shall be entirely live, with complete data input and usage by all criminal justice departments.

RECOMMENDATION: The Family Violence Council recommends that the Department of Emergency Management implement 911 call codes specific to child abuse and elder abuse.

- Within the next 3 months, the Department of Emergency management should work with the San Francisco Police Department to develop codes and training for staff.
- By July 2011, the codes should be fully deployed, with data tracked about their usage.

CONTEXT: Gathering the data for this report required extensive support and time of numerous individuals at each of the agencies represented. A centralized data tracking system for the criminal justice agencies would streamline this process, an efficiency that would allow more time for investigating cases and supporting victims, and less time counting cases by hand. JUSTIS links the Department of Emergency Management, the Police Department, the Adult Probation Department, the Office of the District Attorney, the Sheriff's Department, and the Courts, providing each with current information about cases moving through the criminal justice system. It is important to note that this recommendation was made in the 2009 report, but only minor movement has been made in the implementation process. The City first began implementation of JUSTIS in 2000, with a 1-year

timeframe for roll-out in the original plans. The project is now nearly 10 years overdue, and its completion must be prioritized.

In the same spirit of data gathering, the Department of Emergency Management should work with the San Francisco Police Department and the child abuse and elder abuse communities to develop dispatch codes for child abuse and elder abuse. Currently, all family violence calls are coded as “domestic violence,” and not until the police report is written does it become clear what type of violence has occurred. Though the majority of reports for these crimes go to Child Protective Services and Adult Protective Services, 911 does receive calls for child and elder abuse, and they should be coded and tracked. This will support statistical data gathering, as well as better inform officers in the field responding to crisis calls.

CONCLUSION: Family violence can be seen as a precursor to future violence. and current research suggests that integrated and coordinated responses should address both the manifestations and root causes of the interrelated forms of violence against women and other violence within families.

RECOMMENDATION: The Family Violence Council urges the Department of Children, Youth and Their Families, through the San Francisco Violence Prevention Advisory Committee (VPAC) identified in the 2008 Violence Prevention Plan, to make family violence a priority issue and recognize the role of family violence as predictor of future community violence and other crimes and victimization.

- At a meeting within the next 3 months, the VPAC should approve a representative(s) of the Family Violence Council as an official member.
- Within the next 6 months, the VPAC must identify and implement plans for family violence prevention.

CONTEXT: The large scope of family violence requires City-wide and multi-dimensional solutions. Both media and City policymakers have focused primarily on street and community violence over the past several years, with little acknowledgement of the role that family violence, in all its forms, plays in perpetuating and normalizing those more blatant and newsworthy images of violence in our society. The *Violence Prevention Plan, 2008-2013*, a result of collaborative analyses of violence patterns in San Francisco, was a critical step forward for the City, since it included the varied voices of those whose lives have been most affected by violence, along with the point of view of criminal justice, health, education, jobs, and housing experts. The Family Violence Council enthusiastically supports San Francisco’s efforts to address violence in a comprehensive way, which will most certainly lead to improved services to those whose lives have been affected by violence, and which we all hope will eventually lead to a significant reduction in violence.

However, while the Council lauds the effort that went into developing the new plan, we urge that, as the process goes forward, the issue of family violence take a much more central role in plans for prevention, victim assistance, case management, and related issues. One of the essential premises of the approach proposed in the Violence Prevention Plan is described as follows: “Because street violence and youth violence often lead to homicide and thus captures almost daily media attention, there is a greater sense of urgency around addressing this type of violence over other forms.”¹⁷

¹⁷ City and County of San Francisco Mayor’s Office of Criminal Justice (2008). *2008-13 San Francisco Violence Prevention Plan*. Pg.19.

This report documents over 26,000 domestic violence crisis calls and over 5,000 cases of family violence received by the Police Department annually, demonstrating the magnitude of intimate partner and family violence in San Francisco, as well as its relationship to street and youth violence. The Violence Policy Center reports that “an analysis of female domestic homicides (a woman murdered by a spouse, intimate acquaintance, or close relative) showed that prior domestic violence in the household made a woman 14.6 times more likely...to be the victim of such a homicide.”¹⁸

The violence prevention efforts of San Francisco will not succeed if we fail to make the connection between the violence that occurs inside the home with the violence that occurs on the street. The City must recognize the intertwining of family and street violence, and view family violence with the same sense of urgency—particularly when the data suggests that it is plaguing the very same communities the Violence Prevention Plan proposes to target, as well as a significantly broader community as well. Studies show that abused and neglected children are more likely to have adult criminal records than those reared without abuse or neglect, and the offenses of these children are also more likely to be violent.¹⁹ It behooves us all to address violence before it starts, and to address it in the home.

RECOMMENDATION: The Family Violence Council supports the current efforts of City agencies to strengthen the capacity of the Family Resource Centers to address the needs of adolescents and their families, as well as the San Francisco Unified School District’s work to provide prevention and intervention services in cases of teen dating violence. The Family Violence council urges these and other relevant agencies to address and highlight the unique needs of teens in the child welfare system, and in the realm of intimate partner violence.

- The Family Violence Council shall devote a meeting during 2011 to the topic of the adolescent experience of family violence and intimate partner violence in order to build greater understanding of the issues.

RECOMMENDATION: Because training is a critical component of prevention, City-wide training efforts should be expanded and coordinated.

- In 2011, the Family Violence Council shall draft legislation to mandate that all agencies that contract with the City and County of San Francisco to provide services to children, families, elders, and/or dependent adults be required to:
 - Train relevant staff on issues of family violence, and
 - Screen for all forms of family violence during intake or other applicable assessment procedures.

CONTEXT: This report clearly documents the multitude of access points a survivor of family violence may use to find safety and support, including criminal justice agencies, county service agencies, medical service providers, and community-based social service providers. However, many agencies not specifically designed to support survivors of violence interact with these individuals and

¹⁸ Violence Policy Center (2008). Facts on firearms and domestic violence. Retrieved on August 18, 2008 from www.vpc.org/fact_sht/cdomviofs.htm.

¹⁹ Widom, C. (1994). Child abuse, neglect, and violent criminal behavior in a midwest metropolitan area of the United States, 1967-1988 [Computer file]. Compiled by Depts. of Criminal Justice and Psychology, Indiana University. ICPSR ed. Ann Arbor, MI: Inter-university Consortium for Political and Social Research [producer and distributor]. doi:10.3886/ICPSR09480.

may become a chosen venue for disclosure for a survivor. A large amount of trust is needed for a survivor of violence, or perhaps a child witness to violence, to reveal the abuse occurring at home, and that trust may develop with staff at a housing, employment, or education provider.

This recommendation seeks to ensure that City contractors whose staff may serve as confidants to survivors have the training needed to handle cases appropriately. However, if the question is never asked, many survivors or witnesses may never step forward. City contractors should also include basic screening for family violence, including child abuse and neglect, domestic violence, and elder/dependent adult abuse, into any relevant intake or assessment protocols.

Though screening for abuse occurs at many community agencies, it often focuses on the most immediate forms of violence: a senior center screens for elder abuse and a youth-focused program screens for child abuse. These practices discount the fact that any person in the home may disclose that families hidden violence. An adolescent may disclose the abuse of his or her grandparent. An elder in the home may disclose the mistreatment of a child. Providers must learn about and screen for all forms of family violence in order to keep the entire family system safe.

CONCLUSION: Collaboration between community and City agencies is critical to the success of prevention and intervention efforts.

RECOMMENDATION: The budget for the City and County of San Francisco must reflect family violence as a priority and that the majority of victims utilize community support services in addition to or in lieu of a criminal justice response.

- In the next 3 months, the Mayor and Board of Supervisors shall consider the long-ranging impacts and implications of family violence, prioritizing prevention and intervention services provided by the community.
- During 10-11, the Mayor and the Board of Supervisors should work with the Family Violence Council to seek ongoing, sustainable sources of funding for such services to supplement the general fund allocation.

RECOMMENDATION: To improve the outcome of cases, the City's response must be coordinated with community providers.

- The response to child abuse requires the intervention and coordination of social services, law enforcement, and medical treatment, a response currently operating on an ad hoc basis in the basement of San Francisco General Hospital. To speed the system's response, better coordinate services, and improve accountability in cases of abuse, the Family Violence Council recommends that the City supports and funds the Child Advocacy Center, a proposed 1-stop shop for the intervention in child abuse and neglect cases. Plans for this center have been developed, and FY11-12 funding would allow the City to improve its child abuse intervention and accountability track record.
- The Elder Abuse Forensic Center is a new program operating on a similar principle as the Child Advocacy Center, but its budget is in danger due to the current financial crisis. The intervention and prevention of family violence must be prioritized, and the Family Violence Council urges the Mayor and Board of Supervisors to maintain this critical program.

- The Intervention Committee of the Family Violence Council has developed a proposal for the implementation of a penal code-mandated child abuse intervention program, a year-long counseling program required for any individual convicted of felony child abuse. The Family Violence Council urges that the recommendations in this proposal be carried out by the named agencies during 2011, with an expected program start date in FY11-12.

CONTEXT: Community intervention services are a vital component to family violence intervention and prevention. This is easily seen by the number of calls made each year to just one of the domestic violence crisis lines as compared to the number of reports made to government entities (i.e. 911 or the police department). Criminal justice agencies, child and adult protective agencies, public health providers, and community-based service providers must work together closely, *and must be adequately resourced*, to meet the need for prevention and intervention services.

Violent crime, including family violence, has tremendous societal costs, both tangible and intangible. In 1996, the National Institute of Justice studied the cost of violent crime, and the numbers are startling. Tangible costs include medical care, police response and investigation, property damage, mental health care, victim services, and lost wages and productivity. Intangible costs include reduced quality of life, pain, and suffering. The study found that domestic crime against adults accounted for nearly 15% of the total costs associated with violent crime, \$67 billion annually. This included \$1.8 billion in medical costs, \$7 billion in other tangible costs, and \$58 billion in quality of life costs. Child abuse, including sexual, physical, and emotional abuse, accounted for over \$164 billion annually. As much as 20% of mental health care costs could be attributed to crime, with about half of those expenditures for adult survivors of child abuse.²⁰ Note that the costs cited reflect the worth of the dollar in 1993, and have not been adjusted for inflation. Also, none of the costs include criminal justice system operational costs.

City government absorbs many of these costs. Crisis services responding to these crimes are critical. However, prevention efforts cannot be ignored. Though current fiscal realities make adequate resources difficult to come by for all populations in need, prevention and intervention services for victims of family violence must be a priority for San Francisco. Safety in one's home is a basic human need that we, as a community, must strive to fulfill.

²⁰ Miller, T.R., Cohen, M.A., Wiesema, B. (1996). Victim costs and consequences: a new look. National Institute of Justice Research Report, NCJ 155282. Retrieved February 2, 2009 from <http://www.ncjrs.gov/pdffiles/victcost.pdf>.