

# Family Violence in San Francisco FY 2017

July 1, 2016 – June 30, 2017

The 8<sup>th</sup> Comprehensive Report of the  
San Francisco Family Violence Council



Image: Herschell Larrick

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



**Written by:**

Lucy Snow, Public Policy Fellow, Department on the Status of Women

Minouche Kandel, Esq. Women's Policy Director, Department on the Status of Women

**Editing assistance by:**

Elise Hansell, Grants Associate, Department on the Status of Women

Kyoko Peterson, Anti-Human Trafficking Fellow, Department on the Status of Women

Adaeze Eze, Family Violence Fellow, Department on the Status of Women

**The Family Violence Tri-chairs are:**

Katie Albright, Executive Director, Safe & Sound (formerly San Francisco Child Abuse Prevention Center)

Shawna Reeves, Director of Elder Abuse Prevention, Institute on Aging

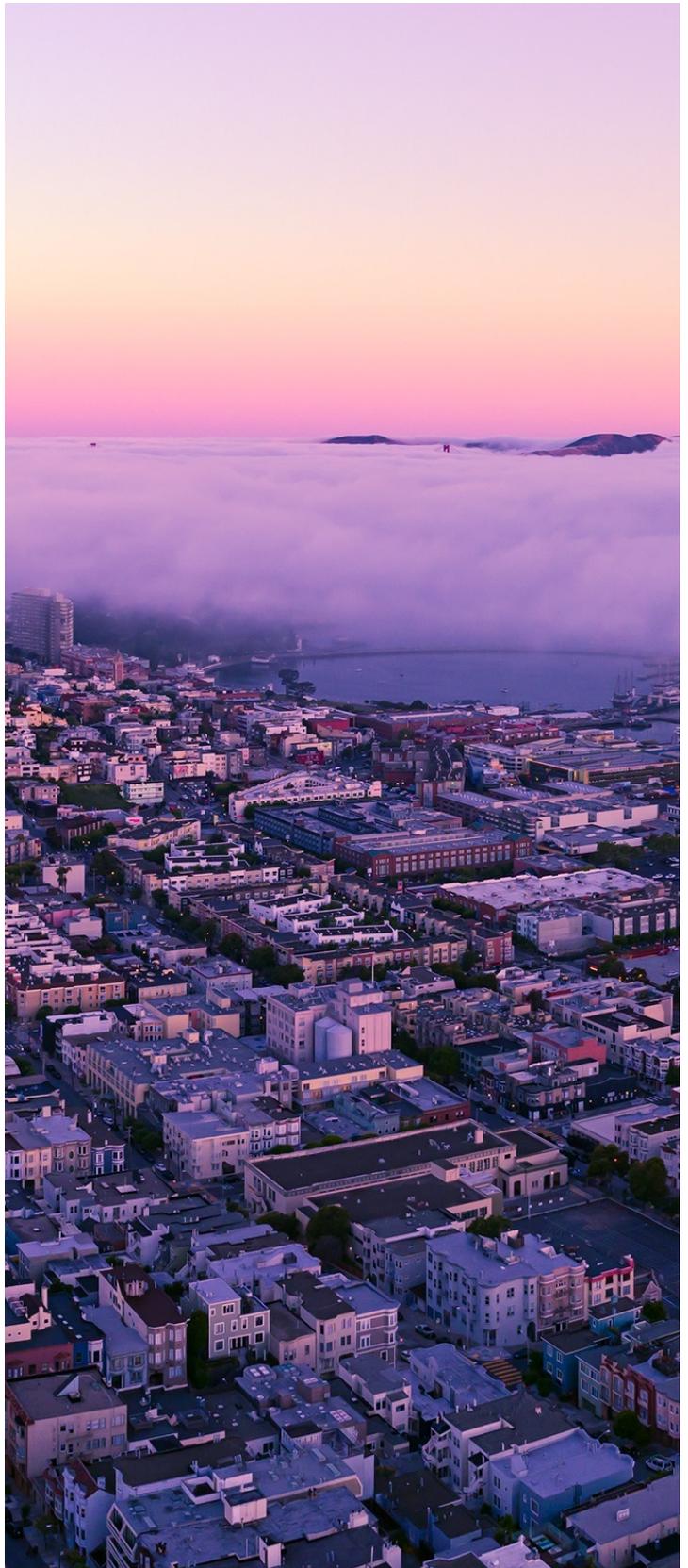
Beverly Upton, Executive Director, San Francisco Domestic Violence Consortium

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

Visit <https://sfgov.org/dosw/family-violence-reports> to download a copy of this report.

Issued January 2019

© 2019 San Francisco Department on the Status of Women



# Table of Contents

- Table of Figures ..... v
- Executive Summary..... 1
- Introduction ..... 3
- Recommendations for 2019 ..... 6
- Achievements of the Family Violence Council in 2018..... 14
- Progress on 2017 recommendations ..... 16
- Chapter 1: Domestic Violence..... 20
- Key findings ..... 20
- Introduction ..... 21
- What are the levels of domestic violence in San Francisco? ..... 23
- What are domestic violence victims experiencing? ..... 25
- Forms of abuse..... 25
- Use of weapons..... 27
- Homicide ..... 30
- Where are victims seeking support? ..... 34
- The criminal justice system..... 35
- Healthcare services ..... 44
- Community-based services ..... 47
- What are some unmet needs?..... 50
- Other sources of support for victims ..... 54
- Who is experiencing domestic violence?..... 57
- Who are the perpetrators?..... 70
- What support is available for perpetrators? ..... 73
- Chapter 2: Child Abuse..... 80
- Key findings ..... 81
- What are the levels of child abuse in San Francisco? ..... 83
- Child abuse reports ..... 85
- Where do those affected seek support? ..... 90
- What happens to offenders? ..... 92
- What are children experiencing?..... 95

Who is experiencing child abuse?.....	100
What support is there for families? .....	111
Who are the offenders?.....	116
What support is available for offenders? .....	121
Chapter 3: Elder Abuse .....	122
Key findings.....	123
Introduction .....	124
What are the levels of elder abuse in San Francisco? .....	125
What are victims experiencing?.....	129
Where are victims getting help?.....	132
Who is experiencing elder abuse?.....	139
Who are the perpetrators?.....	146
What support is there for perpetrators? .....	147
Appendix A: List of Family Violence Council Members in FY 2017 .....	148

## Table of Figures

Figure 1 Domestic Violence in San Francisco, FY 2015 – 2017 .....	24
Figure 2 VAW Grant-Funded Community-Based Organizations: Adult Clients’ History of Abuse Where Known, FY 2017 .....	26
Figure 3: VAW Grant-Funded Legal Services: Proportion of Supportive Hours Spent on Different Interventions, Excluding Family Law and Restraining Orders, .....	26
Figure 4 Department of Emergency Management: Number of Calls for Each, FY 2014 - 2017 .....	28
Figure 5 Department of Emergency Management: 911 Family Violence Calls Involving Weapons.....	29
Figure 6 San Francisco Police Department: Gender of Domestic Violence Suspects* Where Known .....	30
Figure 7 San Francisco Police Department: Gender of Domestic Violence Suspects* Where Known, Where Weapon Involved.....	30
Figure 8 Total Confirmed Cases of Domestic Homicide in San Francisco, by Gender of Victim, CY 2014 - 2017 .....	32
Figure 9 Total Confirmed Cases of Domestic Homicide in San Francisco by Gender of Perpetrator, CY 2014 - 2017.....	32
Figure 10 Women Killed due to Intimate Partner Violence in San Francisco, CY 1991-2017 .....	33
Figure 11 Domestic Violence Cases in Different Systems, FY 2017 .....	34
Figure 12 Number of Clients Served by Community-Based Organizations and Calls to Crisis Lines, Compared to Calls to 911, FY 2015 - 2017 .....	35
Figure 13 Department of Emergency Management: Domestic Violence or Stalking Related 911 Calls ....	35
Figure 14 Department of Emergency Management: Number of Police Officer Requests for Translation Services from Domestic Violence Scenes, CY 2015 - 2017 .....	37
Figure 15 Department of Emergency Management: Number of Translation Requests for Incoming 911 Domestic Violence Calls, CY 2015 - 2017 .....	38
Figure 16 Department of Emergency Management: Geographical Distribution of Domestic Violence Related 911 Calls, FY 2015 - 2017 .....	39
Figure 17 Percentage Change in 911 Domestic Violence Calls Compared to Latinx Population of Neighborhood .....	40
Figure 18 Flow of Domestic Violence Cases through the Criminal Justice System, FY 2017 .....	41
Figure 19 San Francisco Police Department: Domestic Violence Cases Responded to and Number of Arrests, FY 2015 - 2017.....	42
Figure 20 District Attorney’s Domestic Violence Unit: Prosecution Rate for Domestic Violence, Elder Abuse and Stalking, FY 2014 - 2017.....	43
Figure 21 District Attorney’s Domestic Violence Unit: New Filings by Crime Type, FY 2014-2017 .....	43
Figure 22 District Attorney Domestic Violence Unit: Domestic Violence and Stalking Trials, Resolved Cases, FY 2015 - 2017 .....	44
Figure 23 Department of Public Health: Number of Patients Screened for Intimate Partner Violence in Primary Care and Women's Clinics, FY 2014-2017 .....	46
Figure 24 Department of Public Health: Number of Patients who Screened Positively for Intimate Partner Violence in Primary Health and Women's Clinics, FY 2014-2017 .....	46
Figure 25 Community-Based Organizations: Individuals Served by VAW Grant-Funded Programs, FY 2014 - 2017.....	47
Figure 26 Number of Crisis Line Calls in San Francisco, FY 2015 - 2017 .....	48

Figure 27 Individuals (including adults and children) Provided with Emergency Shelter, FY 2015 - 2017	49
Figure 28 Hours of Counseling/Advocacy Provided by VAW Grant-Funded Programs, FY 2015 - 2017	50
Figure 29 Number of Individuals Turned Away from Emergency Shelter and Number Served by Emergency Shelter, Plus Turn-Away Rate (%), FY 2015 - 2017	51
Figure 30 Reasons for Turn-Away from Emergency Shelter, FY 2017	52
Figure 31 Reasons for Turn-Away from Transitional Housing	53
Figure 32 Sheriff's Department: Survivor Restoration Project Clients, FY 2015 - 2017	54
Figure 33 Sheriff Department Survivor Restoration Program: Outcomes for Clients, FY 2015 - 2017	55
Figure 34 District Attorney Victim Services: Clients Affected by Domestic Violence, FY 2013 - 2017	56
Figure 35 Trauma Recovery Center: Number of Clients by Primary Trauma Type, FY 2014 - 2017	57
Figure 36 Gender, Where Known, of Domestic Violence Victims Presenting at Different Agencies, FY 2017	58
Figure 37 Total Victims Across Different Systems by Gender, Where Known, FY 2017	59
Figure 38 Gender of Adult Survivors Supported by Community-Based Organizations, Where Known, FY 2017	59
Figure 39 San Francisco Police Department: Domestic Violence Cases by Age and Gender of Victim, Where Known, FY 2017	60
Figure 40 San Francisco Police Department: Domestic Violence Cases by Victims' Age and Ethnicity, Where Known, FY 2017	61
Figure 41 San Francisco Police Department: Cases of Domestic Violence by Victim Age-Group and Ethnicity, Where Known, FY 2017	62
Figure 42 Sexual Orientation of Clients Served by VAW Grant-Funded Community-Based Programs, Where Known, FY 2017	63
Figure 43 Department of Public Health, Trauma Recovery Center: Trauma Type by Sexual Orientation of Client, Where Known, FY 2017	64
Figure 44 High School Youth Risk Behavior Survey, CY 2017	65
Figure 45 Ethnic Breakdown of Domestic Violence Victims in District Attorney Victim Services and in SFPD Cases, Where Known, Compared to the General Population of San Francisco, FY 2017	66
Figure 46 Ethnic Breakdown (%), Where Known, of Clients in Criminal Justice Support Services and Community-Based Support Services, Compared to San Francisco Population, FY 2017	67
Figure 47 Number of Victims Served by Community-Based Organizations and by Criminal Justice Services, FY 2017	68
Figure 48 Primary Language (when not English) of Those Served by Grant-Funded Community-Based Organizations, FY 2017	69
Figure 49 San Francisco Police Department: Gender of Domestic Violence Suspects, Where Known, FY 2017	70
Figure 50 San Francisco Police Department: Gender of Domestic Violence Victims, Where Known, FY 2017	70
Figure 51 Sheriff Department Survivor Restoration Program: Female Clients Charged with Domestic Violence, and a Percentage of Total Clients, FY 2016 - 2017	71
Figure 52 Ethnic Breakdown Domestic Violence Probationers and RSVP Participants, Compared to San Francisco Population, FY 2017	72
Figure 53 Persons Supervised by Adult Probation Department Domestic Violence Unit, FY 2014 – 2017	74
Figure 54 Adult Probation Department Domestic Violence Unit: Non-Compliance Figures, FY 2017	75
Figure 55 Juvenile Probation: Petitions Sustained for Domestic Violence, by Gender, FY 2010 - 2017	76

Figure 56 Manalive Program: Individuals Participating, FY 2015 - 2017 .....	77
Figure 57 Manalive Program: Exit Outcomes, FY 2015 - 2017.....	77
Figure 58 Manalive Program Outcomes, FY 2015 - 2017.....	78
Figure 59 Sheriff Department RSVP: Participant Breakdown, FY 2014 - 2017 .....	79
Figure 60 Child Abuse in San Francisco, FY 2015 - 2017 .....	84
Figure 61 Family and Children's Services: Number of Child Abuse Allegations in San Francisco, CY 2003 - CY 2017 .....	85
Figure 62 Department of Emergency Management: Breakdown of 911 Child Abuse Call Types, FY 2017	86
Figure 63 Family and Children's Services: Children with Maltreatment Reports by School Reporter, Type and School Year, SY 2015 – 2017.....	87
Figure 64 Family and Children's Services: Substantiated Cases of Child Abuse in San Francisco, CY 2003 – 2017 .....	88
Figure 65 Number of Substantiated Child Abuse Cases per 1,000 in San Francisco, CY 2003 - 2017 .....	89
Figure 66 Family and Children's Services: Number of Allegations by Outcome of Investigation, with Percentage Substantiated, CY 2015 - 2017 .....	90
Figure 67 Child Abuse Cases in Different Systems, 2017 .....	91
Figure 68 San Francisco Police Department: Child Abuse Cases, FY 2017.....	92
Figure 69 Flow of Child Abuse Cases through the Criminal Justice System, FY 2017 .....	93
Figure 70 District Attorney: Cases of Child Abuse Received and Prosecuted, with Prosecution Rate (%), FY 2014 - 2017.....	94
Figure 71 District Attorney's Office: Prosecutions Rate for Child Abuse Compared to Domestic Violence, Stalking and Elder Abuse, FY 2015 - 2017 .....	94
Figure 72 Family and Children's Services: Substantiated Allegations by Allegation Type, CY 2015 - 2017	96
Figure 73 Family and Children's Services: Child Abuse Allegations by Type, CY 2015 - 2017.....	97
Figure 74 Child Advocacy Center: Type of Abuse Based on Interview, by Number of Children Who Experienced It, 2016 - 2017 .....	98
Figure 75 District Attorney's Office: Child Abuse Prosecutions by Crime Type, FY 2015 - 2017 .....	99
Figure 76 CCWIP: Race/Ethnicity of Children with Substantiated Allegation of Child Abuse, as a Percentage of Total, Where Race/Ethnicity Known, Compared to San Francisco Population, CY 2015 - 2017 .....	100
Figure 77 San Francisco Police Department: Race/Ethnicity of Child in Child Abuse Cases, Where Known, FY 2017 .....	101
Figure 78 District Attorney Victim Services Division: Number of Child Abuse Victims of Each Race/Ethnicity, Where Known, FY 2017.....	101
Figure 79 Children's Advocacy Center: Ethnicity of Child Victims, Where Known .....	102
Figure 80 CCWIP: Number of Children Abused per 1,000 Children in San Francisco, by Ethnicity, CY 2003 and CY 2015 - 2017 .....	103
Figure 81 CCWIP: Ethnicity of Children with Allegations of Abuse Against Them Substantiated in San Francisco and California, as a Percentage of Total Children with Substantiated Allegations, Compared to Ethnic Breakdown of General Population, CY 2017 .....	103
Figure 82 CCWIP: Gender of Child Abuse Victims,* CY 2017.....	104
Figure 83 San Francisco Police Department: Child Abuse Cases** by Gender Victims, Where Known...	104
Figure 84 CCWIP: Number of Children with Substantiated Child Abuse Allegations in Every 1,000, by Age- Group, CY 2015-2017 .....	105

Figure 85 CCWIP: Number of Substantiated Allegations by Type of Abuse and Age-Group of Child, Excluding General Neglect, FY 2017 .....	106
Figure 86 CCWIP: Substantiated Allegations of General Neglect by Child Age, FY 2017.....	106
Figure 87 District Attorney Victim Services Division: Gender of Child Sexual Abuse Victims, Where Known, FY 2017 .....	107
Figure 88 District Attorney Victim Services Division: Gender of Child Physical Abuse Victims, FY 2017 .	107
Figure 89 CCWIP: Type of Substantiated Child Abuse by Gender of Child, FY 2017.....	108
Figure 90 Children's Advocacy Center: Abuse Type by Gender, FY 2017 .....	109
Figure 91 Family and Children's Services: Suspects Relationship to Child, FY 2017 .....	110
Figure 92 Family and Children's Services: Substantiated Cases of Abuse by Parents, by Type of Abuse, FY 2017 .....	110
Figure 93 TALKLine: Number of Times Different Issues Discussed, FY 2017 .....	112
Figure 94 Safe Start: Percentage of Families who Experienced Improvement in Overall Protective Factors, FY 2015-2017 .....	114
Figure 95 Child Trauma Research Program: Primary Type of Trauma Experienced by Children, FY 2015-2017 .....	115
Figure 96 San Francisco Police Department: Child Abuse Suspects by Gender, Where Known, FY 2017	116
Figure 97 District Attorney: Child Abuse Prosecutions by Crime Type and Gender, FY 2017 .....	117
Figure 98 Child Advocacy Center: Ethnicity of Alleged Perpetrators, Where Known,.....	118
Figure 99 Adult Probation Endangered Children Caseload: Ethnicity of Probationers, FY 2017.....	118
Figure 100 Family and Children's Services: Substantiated Allegations by Alleged Offender Relationship to Child, FY 2017 .....	119
Figure 101 Children's Advocacy Center: Type of Abuses Based on Interview, by Relationship Between Child and Alleged Abuser .....	120
Figure 102 Elder Abuse and Dependent Adult Abuse in San Francisco, FY 2015-2017 .....	126
Figure 103 Adult Protective Services: Total Substantiated Cases of Abuse, FY 2017.....	127
Figure 104 Adult Protective Services: Reports of and Substantiated Cases of Elder and Dependent Adult Abuse, FY 2014 - 2017 .....	128
Figure 105 Adult Protective Services: Elder Abuse Reports and Substantiations, FY 2015 – 2017 .....	128
Figure 106 Adult Protective Services: Dependent Adult Abuse Reports and Substantiations, FY 2015 - 2017 .....	129
Figure 107 Adult Protective Services: Substantiated Cases of Elder Abuse by Abuse Type, Excluding Self-Neglect, FY 2015 - 2017 .....	130
Figure 108 Adult Protective Services: Substantiated Cases of Elder Abuse - Self-Neglect Only, FY 2015 - 2017 .....	131
Figure 109 Adult Protective Services: Percentage of Cases Where Form of Abuse by Others Was Experienced, in Elder Abuse and Dependent Adult Abuse Cases,* FY 2017.....	132
Figure 110 Elder Abuse Cases in Different Systems, FY 2017 .....	133
Figure 111 Department of Emergency Management: Calls to 911 Relating to Elder Abuse, by Call Type FY 2015 – 2017 .....	134
Figure 112 San Francisco Police Department: Reports of Elder Physical Abuse and Elder Financial Abuse, FY 2015 - 2017 .....	135
Figure 113 Flow of Elder Physical Abuse Cases Through the Criminal Justice System, FY 2017 .....	136
Figure 114 Flow of Elder Financial Abuse Cases Through the Criminal Justice System, FY 2017 .....	136
Figure 115 District Attorney: Prosecutions for Elder Abuse, FY 2014 - 2017 .....	137

Figure 116 Elder Abuse Forensic Center: Number of Cases, FY 2014 - 2017.....	138
Figure 117 District Attorney Victim Services Division: Number of Elder Abuse Clients Supported, FY 2014 - 2017.....	139
Figure 118 Elder Abuse Forensic Center: Ethnic Breakdown of Elder Abuse Victims (including self-neglect) Compared to Ethnicity of Victims in Different Systems and General Population of San Francisco, FY 2017 .....	140
Figure 119 Elder Abuse Forensic Center: Number of Victims of Self-Neglect, by Race/Ethnicity, FY 2017 .....	141
Figure 120 Elder Abuse Forensic Center: Number of Victims of Abuse by Others, by Race/Ethnicity, FY 2017.....	141
Figure 121 Elder Abuse Forensic Center: Gender of Combined Victims, FY 2014 - 2017.....	142
Figure 122 Elder Abuse Forensic Center: Number and Gender of Victims Experiencing Different Forms of Abuse, FY 2017 .....	143
Figure 123 VAW Grant-Funded Programs: Clients Aged 65+ by Gender, FY 2017 .....	145
Figure 124 VAW Grant-Funded Programs: Clients Aged 18 - 64 by Gender, FY 2017 .....	145
Figure 125 Elder Abuse Forensic Center: Relationship Between Victim and Perpetrator of Abuse, Where Known, by Gender, FY 2017 .....	146

# Executive Summary

## RATES

- 11% increase in survivors supported by community-based agencies specializing in domestic violence, sexual violence and human trafficking.
- Substantiated cases of child abuse reduced by 25% compared to CY 2016, and 37% compared to CY 2014. Overall, rates of abuse per thousand children have declined by 67% since 2003.
- 18% increase in substantiated cases of Dependent Adult abuse.

## KEY ISSUES ARISING

### GENDER

- Females far more likely to be victims of domestic violence – and more likely than males to be victimized younger.
- Girls far more likely to experience all forms of sexual child abuse and exploitation.
- In elder abuse, overall rates are not strongly gendered. But women tend to experience more ‘severe’ forms of abuse and are more likely to have experienced multiple forms of abuse.

### RESOURCING

- For every individual served in emergency shelter, four were turned away.
- SFPD Special Victims Unit has just 60% of the staff capacity recommended by the Police Executive Research Forum.
- The number of 911 dispatch staff reduced from around 150 in prior years to below 120 in FY 2017. There was an 11% reduction in domestic violence 911 calls.

### ACCOUNTABILITY

- Over last three years, 56% of domestic violence offenders in the Manalive Batterer Intervention Program were terminated or returned to custody.
  - 40% (171) of domestic violence probationers exhibited noncompliant behavior that was addressed by the Court in 2017.

### RACE

- 28 in every 1,000 Black children have had cases of abuse involving them substantiated. For Native American children, it is 25; Latinx is seven; White children is two.
- San Francisco compares unfavorably to California. Both have Black populations of around 6%, yet Black children made up 38% of substantiated abuse allegations in San Francisco, compared to 15% in California.
- Since 2014, 98% of all victims of sexual abuse have been children of color.
- Age intersects with race: of the Police domestic violence cases involving victims under 18, 47% of all victims were Latinx. Of cases where the victim was over 60, 37% were Black.
- Black survivors are more likely than any other race to receive support from a criminal justice agency rather than an independent, confidential community-based service.

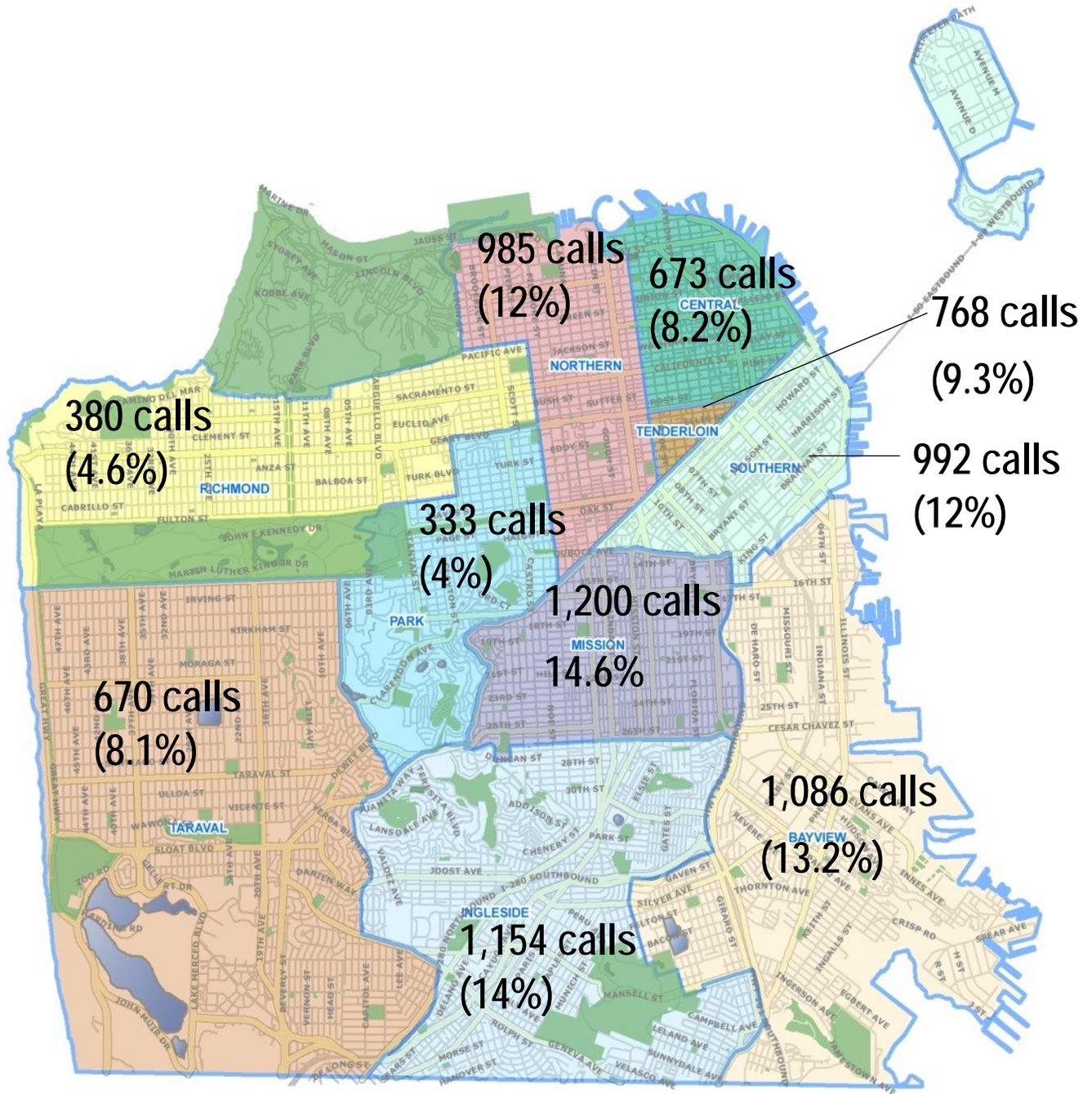
### RESPONSE FROM AGENCIES

- Domestic violence prosecutions decreased by 19%.
- Arrest rate for child abuse fell by five percentage points to 15%.
- Female domestic violence victims are sometimes arrested after calling the police on their partners, with charges never filed or quickly dropped.

### GUNS

- 911 domestic violence calls involving guns reduced by just 1%. They remain 69% above 2014 level. Half of all San Francisco domestic violence homicides since FY 2014 have involved guns.

# Number of Family Violence 911 calls across San Francisco Police Districts, 1 FY 2017



<sup>1</sup> Includes domestic violence, elder abuse and child abuse, including Code 288 (sexual abuse of a minor), which has not been included in previous reports.

# Introduction

## Aims of this report

Individuals may be vulnerable to different forms of violence at different stages of life. Child abuse, domestic violence (also known as intimate partner violence or IPV), and elder or dependent adult abuse are all forms of family violence that have traumatizing and far-reaching effects on individuals, families, and entire communities. Family violence can include abuse that is physical, sexual, psychological, or economic, and is characterized by behaviors that are used to isolate, neglect, or exercise power and control over a person.

This comprehensive report, compiled by the San Francisco Department on the Status of Women and approved by the San Francisco Family Violence Council, includes data from more than 10 City public agencies and 27 community-based organizations.

The report aims to:

- Fulfill one of the Council's key priorities of tracking and analyzing of the levels of family violence in San Francisco and year-to-year trends;
- Provide qualitative and quantitative data on family violence in San Francisco, including information on what forms of abuse are taking place; which groups may be more vulnerable to violence; who is doing what to whom; what is happening to survivors, suspects, and known perpetrators following abuse; and the impact of violence on our community;
- Present San Francisco's successes in preventing family violence, including strategies for building stronger families, educating communities, and reducing risk factors;
- Inform policy-making and funding decisions by detailing where survivors of family violence access support and protection, and the extent to which providers meet survivors' needs and hold perpetrators accountable;
- Recommend systemic reform of policy, protocols and practice to prevent, and mitigate the impact of, family violence throughout our community.

## The San Francisco Family Violence Council

San Francisco's prioritization of family violence manifests in the active involvement of many City departments and non-profits in both their individual programs to prevent and respond to family violence and in the work of the Family Violence Council. In 2007, San Francisco became the first county in California to broaden the scope of its Attorney General mandated Domestic Violence Council to include child abuse and elder abuse along with domestic violence. The Council was originally established by local ordinance to increase awareness and understanding of family violence and its consequences,

and to recommend programs, policies, and coordination of City services to reduce family violence in San Francisco.

San Francisco recognizes the importance of providing a broad range of access points for survivors of abuse. As of 2018,<sup>2</sup> 26 agencies are official members of the Family Violence Council. (See Appendix X for a list of all member agencies.) The Council is tri-chaired by three community-based experts in the different forms of family violence. They are:

- Katie Albright, Executive Director of Safe & Sound
- Beverly Upton, Executive Director of the San Francisco Domestic Violence Consortium
- Shawna Reeves, Director of Elder Abuse Prevention at the Institute on Aging

The Family Violence Council meets four times a year, with its committees meeting more frequently. It recommends family violence-related policy reforms in its annual report and helps implement them in the City. (See page 14 for a list of the Council’s latest achievements.)

**The Council’s Recommendations for 2019 – based on insight from its agencies and the data contained in this report – are on page 6. For the Council’s progress on its 2017 Recommendations, see page 16.**

## The structure of this report

This year’s report is structured according to the important questions readers may have about family violence in San Francisco. It is divided up according to the three different forms, so that readers interested in a specific form of abuse can easily access the information they need. Each chapter includes a summary of its key findings.

This division is for the purposes of clarity; it does not seek to detract from the fact that all three forms of family violence are deeply interconnected, and often rooted in the same issues. Factors in both individuals’ lives and the communities in which they live can leave people more or less vulnerable to all forms of abuse.<sup>3</sup> The Center for Disease Control’s *Connecting the Dots* report details how violence can be ‘transmitted’ inter-generationally. It is important to note that most people who are victims of violence do not act violently. Yet research tells us that those who experience or are exposed to one form of violence are at a higher risk of both being a victim of other forms of violence and of inflicting harm on others.<sup>4</sup> One purpose of a Family Violence Council that encompasses child abuse, domestic violence, and

---

<sup>2</sup> Three new members were added in 2018, when the Family Violence Council Ordinance was renewed. These were: the San Francisco Medical Examiner; the Department of Homelessness and Supportive Housing; and First Five. The Chair of the Consortium of Batterer Intervention Programs was removed from the Council, as this consortium no longer exists.

<sup>3</sup> For more on risk factors, see Wilkins, N., Tsao, B., Hertz, M., Davis, R., Klevens, J. (2014). *Connecting the Dots: An Overview of the Links Among Multiple Forms of Violence*. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention Oakland, CA: Prevention Institute. Available here:

[https://www.cdc.gov/violenceprevention/pdf/connecting\\_the\\_dots-a.pdf](https://www.cdc.gov/violenceprevention/pdf/connecting_the_dots-a.pdf)

<sup>4</sup> Ibid.

elder abuse is to recognize this interconnectedness, and address the silos that can exist in intervening in and preventing abuse across the lifespan.

For this year's report, additional data was requested from agencies in order to delve further into victims' experiences of abuse. It presents data on the specific forms of abuse individuals are experiencing – including who the abuse is perpetrated by – and the extent to which demographic factors impact these experiences. To present a broad range of data in a readable form, this report generally includes the past three to four years of data. Data from earlier years in prior reports can be accessed online at <http://sfgov.org/dosw/family-violence-reports>.

In FY 2016, the Family Violence report covered child abuse first, then domestic violence, then elder abuse. This year's report begins with domestic violence, and next year's will begin with elder abuse. The placement order of each form of abuse is not intended to attribute importance. Neither is the length of chapter: there is more data available for domestic violence and child abuse than for elder abuse, for example, as elder abuse has, historically, been less recognized.

## Note on language

Agencies that contributed data to this report use different language to describe those who have experienced or perpetrated abuse. We recognize that language is important, and that each person affected by abuse should have the right to identify as they see fit. However, for the purposes of this report, we will refer to those individuals who have experienced abuse by the most appropriate word for the context. For example, when discussing data from the police or District Attorney, the report uses the word 'victims', as this is the term used in the legal system. When discussing data from community-based organizations, the report uses 'clients' or 'survivors'.

It is also important to note the difference between terms like 'cases', 'incidents,' and 'violations,' and individual people, particularly when it comes to the criminal justice system. One individual may be involved in several cases, or have committed several violations of probation, for example. Similarly, one survivor may have experienced several 'incidents'. The report endeavors to make clear when the data refers to individual people, and when it does not.

## Note on data

It is important to note that this report does not provide an unduplicated count of victims of family violence. There is currently no method for tracking an individual from program to program or service to service. For example, it is possible that a domestic violence survivor could be counted in data from the Police Department, the Trauma Recovery Center and a community-based organization. The possibility of the duplicated count of some, or even many, individuals is likely.

# Recommendations for 2019

(New recommendations are in red.)

Recommendation	Rationale	Responsible Agency
<b>Protocols and Practice</b>		
<p>1. <b>Implement a firearms surrender program</b> to remove guns from domestic violence offenders who have restraining orders issued against them.</p>	<p>There has not been any significant drop in the number of 911 domestic violence calls involving firearms since FY 2016, and 69% more calls than in FY 2014. Half of the domestic violence related homicides in San Francisco from 2014-2017 involved guns.</p>	<p>Sheriff Department</p>
<p>2. <b>Ensure the cross-referring of domestic violence cases to Child Protective Services</b> Update the supplemental domestic violence form used by San Francisco Police Department to include a check box on whether a child, in the home during a domestic violence call, has been referred to Child Protective Services, and why.</p>	<p>The Police Department Domestic Violence General Order was updated in 2014 to add guidance on which domestic violence cases should trigger a referral to Family and Children’s Services. However, data suggests that many officers are not familiar with these provisions. Including the information on the supplemental domestic violence form will help ensure that the General Order is followed and that appropriate referrals are made to Family and Children’s Services.</p>	<p>San Francisco Police Department</p>
<p>3. <b>Enhance accountability around Batterer Intervention Programs</b> Adult Probation Department to present to the Family Violence Council on how outcomes are tracked across certified batterer intervention and child abuse intervention programs in San Francisco, and what those outcomes are. Family Violence Council to seek funding for a recidivism study, to establish how</p>	<p>We would like to expand on the batterer intervention program data we received from the Sheriff’s Department, and include data from the Adult Probation Department, which oversees the majority of batterer intervention programs.</p>	<p>Adult Probation Department</p>

<b>Recommendation</b>	<b>Rationale</b>	<b>Responsible Agency</b>
effective the city’s batterer intervention and child abuse intervention programs are.		
<p>4. <b>Institute a domestic violence assessment tool to be used by criminal court judges in pre-trial bail/release decisions and in sentencing domestic violence cases.</b></p>	<p>With recent state-wide bail reform, it is critical to put in place mechanisms to ensure the safety of domestic violence victims pending trial.</p> <p>Adult Probation Department has a current pilot project using the ODARA (domestic violence risk assessment tool) for those on supervision. The Court has requested that the ODARA tool be expanded for pretrial use.</p>	<p>Superior Court; District Attorney; Public Defender; Department on the Status of Women; Domestic Violence Consortium; Adult Probation</p>
<p>5. <b>Ensure adequate and consistent staffing at the Special Victims Unit:</b></p> <p><b>A.</b> Maintain consistent leadership with Captains and Lieutenants at Special Victims Unit for at least 2 years.</p> <p><b>B. Increase staffing at the San Francisco Police Department Special Victims Unit, to the level recommended by the Police Executive Research Forum.</b></p>	<p>It is extremely challenging to enact the important policy and protocol changes at the Special Victims Unit when leadership is constantly rotating.</p> <p>In 2008, the Police Executive Research Forum performed an organizational audit of the San Francisco Police Department and included staffing recommendations for various units. The recommendations for the units that now comprise the Special Victims Unit amount to 65 investigators, which is roughly double the staffing currently in the unit.</p>	<p>San Francisco Police Department</p>
<p>6. <b>Ensure San Francisco Police Department complies with Family Code section 6228:</b></p> <p><b>A.</b> Implement immediately a system that provides the enumerated victims their incident report within the statutory deadline;</p> <p><b>B.</b> Provide information on SFPD’s website about how victims of domestic violence, sexual</p>	<p>Family Code section 6228 requires the Police Department to provide survivors of domestic violence, elder abuse, and sexual assault copies of their police report within five days of a request, and 10 if there is good cause. SFPD is currently not in compliance with this law; numerous advocates have assisted clients who have not been able to get their reports in a timely manner.</p>	<p>San Francisco Police Department</p>

<b>Recommendation</b>	<b>Rationale</b>	<b>Responsible Agency</b>
<p>assault, stalking, human trafficking, elder/dependent adult abuse can obtain their incident report pursuant to Family Code § 6228;</p> <p>C. Monitor compliance with the statutory deadline and report to the Police Commission its compliance with the Family Code §6228 on a quarterly basis.</p>		
<p>7. Prioritize implementation of the finalized Police Department/Adult Protective Services cross-reporting protocol for investigating elder abuse.</p>	<p>To ensure prompt coordination between the two agencies responsible for investigating elder abuse in San Francisco, the cross-reporting protocol should be implemented.</p>	<p>San Francisco Police Department Adult Protective Services Institute on Aging</p>
<p>8. Finalize Domestic Violence Manual for Police Department</p>	<p>The existing Police Department General Order on domestic violence does not contained detailed guidance for patrol officers on best practice for responding to domestic violence calls, so a detailed manual is needed to provide that guidance.</p>	<p>San Francisco Police Department; District Attorney’s Office; Department on the Status of Women; Domestic Violence Consortium</p>
<p>9. Finalize Elder Abuse Manual for Police Department</p>		<p>San Francisco Police Department; Adult Protective Services; Institute on Aging</p>
<p>10. Support the work of the Children’s Advocacy Center public-private partnership to implement best practices</p> <ul style="list-style-type: none"> <li>o Recommend that the Children’s Advocacy Center partners continue their work</li> </ul>		<p>Family Violence Council and the partners of the Children’s Advocacy Center</p>

<b>Recommendation</b>	<b>Rationale</b>	<b>Responsible Agency</b>
<p>to improve protocols, practices, data-sharing, and training, as well as invest in needed medical staff and equipment, to ensure that children and dependent adults receive forensic interviews and supportive services at the accredited Children's Advocacy Center located at 3450 Third Street.</p>		
<p>11. Develop Unit Orders at the Police Department Special Victims Unit for the Assignment of Child Abuse and Elder Abuse cases for investigation.</p>	<p>Assignment Orders for Domestic Violence cases has helped ensure that cases do not fall through the cracks, particularly when defendants are gone by the time police arrive on scene. Similar standardization would benefit elder abuse and child abuse cases.</p>	<p>San Francisco Police Department; Family &amp; Children's Services; Safe &amp; Sound; Adult Protective Services; Institute on Aging</p>
<p>12. <b>Standardize criteria for which deaths should be considered by death review teams</b> to be child abuse, domestic violence, or elder abuse deaths. Create standards for cases that should be reviewed, reporting protocols, and cross-county collaboration protocols.</p> <p>A. Convene a subcommittee of the Justice and Courage Committee to explore policy solutions and models of domestic violence death review teams.</p> <p>B. Death review teams should also outline team objectives, roles, and responsibilities.</p>	<p>San Francisco went 44 months without a domestic violence homicide, between 2010-2104. However there have been 13 domestic violence related homicides from 2014-2017, and an ongoing death review team could help identify patterns or factors which could be used to inform prevention or response strategies.</p>	<p>Justice and Courage Committee</p>

## Training & Outreach

<p><b>13. Conduct targeted primary aggressor training for police officers arresting victims of domestic violence.</b></p> <p>A. Investigate any patterns to which police districts are arresting survivors who report abuse from their partners and are later released without charge, and obtain demographic data on these cases.</p> <p>B. Train first-response officers to recognize the primary aggressor in a domestic violence situation.</p>	<p>Data from the Sheriff Department’s Survivor Restoration Program shows that significant numbers of their survivor-clients had been arrested for domestic violence and released soon afterwards.</p>	<p>Sheriff Department (Survivor Restoration Program audit cases);</p> <p>Police Department (implement training)</p>
<p><b>14. Improve child abuse reporting trainings</b></p> <p>A. SFUSD will continue to provide annual Child Abuse Mandated Reporter Training for educators as required by California Education Code 44691. This online training will be completed within the first 6 weeks of each school year or the first 6 weeks of employment for new staff hired after school starts. An in-person training will be provided to student support professionals at least every other year.</p> <p>B. Recommend that the state Office of Child Abuse Prevention, division of Department of Social Services, translate the on-line child abuse reporting training into different languages and incorporate instruction on implicit bias.</p>	<p>AB 1432 and AB 1207 have taken the positive step of requiring mandated reporters, who are employees of school districts and licensed childcare facilities, to take an online training regarding mandated reporting (<a href="http://mandatedreporterca.com/">http://mandatedreporterca.com/</a>). Although this training covers the essential material, it lacks an interactive element and does not provide an opportunity for questions or dialogue. In order to overcome some of the barriers to reporting, in-person training for student support professionals will provide opportunities to ask questions about specific situations and past experiences.</p>	<p>San Francisco Unified School District and Children’s Council of San Francisco</p>

<p>15. <b>Increase awareness of elder victims of intimate partner violence</b>          Institute on Aging and Adult Protective Services to work on an awareness-raising campaign for 2019 World Elder Abuse Awareness Day (WEAAD) in June, to increase visibility of older people experiencing intimate partner violence, and the specific challenges they face. For example, partners using their capacity as caregivers to control and isolate. Explore the use of flashcards and information on intimate partner violence, control and isolation to educate adults with disabilities and older adults at senior centers and other key settings.</p>	<p>There were 550 clients over 65 served by community-based organizations that serve survivors of domestic and sexual violence, and human trafficking.</p>	<p>Adult Protective Services;          Institute on Aging</p>
<p>16. Conduct child abuse, domestic violence and elder abuse trainings led by community-based organizations at the Police Academy and other Police Department trainings</p> <p>A. <b>Raise needed funds to develop a directory of the trainings community-based organizations can offer, for distribution amongst Family Violence Council members.</b></p> <p>B. <b>Raise needed funds to convene a multi-disciplinary and cross-disciplinary committee to conduct a needs assessment for county-wide trainings on all forms of family violence.</b></p>	<p>Community based agencies can offer a vital perspective on the issues of family violence.</p>	<p>Family Violence Council,          Department on the Status of Women,          Safe &amp; Sound,          Institute on Aging,          and Domestic Violence Consortium</p>

## Planning, Research, & Data Collection

<p>17. Create a plan to offer batterers intervention programs for monolingual Cantonese speakers</p>	<p>There is currently no batterer intervention program for Chinese monolingual speakers.</p>	<p>Adult Probation Department; Superior Court</p>
<p>18. <b>Gather information on what service needs are not being met for domestic violence survivors and map existing services.</b> Expand tracking of shelter turn aways to include other services that survivors cannot access.</p>	<p>Every year, around 80% of those seeking emergency shelter due to domestic violence are turned away in San Francisco. We have not tracked other service “turn aways.”</p>	<p>Department on the Status of Women/Violence Against Women grantees</p>
<p>19. <b>Focus on ‘engineering for equity’ approach in Violence Against Women-Grant funded community services, particularly in relation to African American survivors of all forms of family violence.</b></p>	<p>Black adults are disproportionately represented in domestic violence victim data across all agencies. Twenty-eight in every 1,000 Black children have cases of child abuse involving them substantiated. However, less than twice as many Black victims are getting support in confidential, independent community-based organizations than are being supported via criminal justice agencies.</p>	<p>Department on the Status of Women/Violence Against Women grantees</p>
<p>20. <b>Recognize and support the Our Children Our Families Council (OCOF) action to adopt a county-wide child maltreatment target to reduce substantiated allegations of child maltreatment for all race/ethnicities to 3.0 per 1,000 children by 2023. Essential partner agencies of Family Violence Council should work to provide OCOF with necessary data and input and to participate in the working group that will develop an action plan to reach the target.</b></p>	<p>This target is aligned with the State of California Let's Get Healthy California initiative. The target would reflect a 25% decrease in substantiated cases of maltreatment for all children across the county. In terms of the impact relating to disproportionate rate of abuse reported in specific communities, the target -would reflect a reduction of 93% for African American children, 88% for Native American children, and 65% for Latinx children.</p>	<p>Family Violence Council with key support from the Our Children Our Families Council; Safe &amp; Sound; and Human Services Agency</p>

<p>21. <b>Compile and assess research regarding the root causes of neglect and community-wide solutions to effectively address these causes</b> Family Violence Council and its partner agencies seek to develop a plan for compiling and assessing this research.</p>	<p>General neglect continues to be the most common form of child abuse – it was present in 69% of substantiated child abuse cases in FY 2017.</p>	<p>Family Violence Council and its partner agencies with key support from Safe &amp; Sound; Human Services Agency; and First 5</p>
<p>22. <b>Recommend that the Police Department disaggregate data that it receives on allegations of child abuse perpetrated by an adult other than a family member.</b></p>	<p>In Family and Children’s Services data, ‘Other known person’ is the largest category when it came to the suspect’s relationship to the victim, for both boys and girls. This category should be disaggregated to describe the relationship to the child to better understand when and how children are encountering suspected abusers.</p>	<p>San Francisco Police Department</p>
<p>23. Work to improve data on LGBTQ families and individuals.</p>		<p>All</p>
<p>24. <b>Meet with key representatives from the Police Department Special Victims Unit bi-annually,</b> to discuss trends and challenges with investigations of child and elder abuse and domestic violence.</p>		<p>Family Violence Council members and San Francisco Police Department</p>
<p>25. Convene a workgroup to focus on capturing prevention measures for the Family Violence Council Annual Report. Workgroup will also expand the Family Violence Council’s focus on health equity, and social and racial justice.</p>		<p>Department on the Status of Women; First 5; Department of Public Health; and Human Services Agency</p>
<p>26. Organize a Strategic Planning Retreat for the Family Violence Council in 2019.</p>		<p>Department on the Status of Women Domestic Violence Consortium Safe &amp; Sound Institute on Aging</p>

# Achievements of the Family Violence Council in 2018

- There has been significant progress made towards **the implementation of a Firearms Surrender Program** to remove guns from persons who commit domestic violence. The Adult Probation Department has created a firearm surrender unit to comply with the requirements of Proposition 63.<sup>5</sup> The Sheriff's Department will implement a program to pursue defendants who were ordered through a civil restraining order to return a firearm but have not.
- In May 2018, the Board of Supervisors passed an **Ordinance re-authorizing the Family Violence Council**, which was signed by the then Mayor Mark Farrell. The renewal recognized the critical work of the Council and expanded its membership. To further strengthen the City's collaborative approach to addressing abuse, the **new members are: First 5 San Francisco, the Medical Examiner's Office, and the Department of Homelessness and Supportive Housing.**
- The **Domestic Violence Lethality Assessment Program has been operating in the Bayview District** since June 2017 as part of a grant funded by the Department of Justice, Office of Violence Against Women. The aim of the project is to better identify domestic violence victims at high risk of death or serious injury, connect them to community-based services, and follow up with the most at-risk cases. The pilot partners are the Department on the Status of Women, the Police Department, District Attorney's Office, La Casa de las Madres, Glide, and the Bayview YMCA. Bayview District police officers responding to the scene of a domestic violence incident have now been trained to administer a screening tool developed by researchers who have identified high risk factors in domestic violence cases. Victims who are considered to be at higher risk based on the screening tool, or the officer's instinct, are immediately connected by phone with a domestic violence advocate from La Casa de las Madres. More than half of the victims whom police screened as at high risk of lethality chose to speak to a La Casa de las Madres advocate at the scene, and 77% of those accessed further services from La Casa.
- There have been regular meetings this year of a **Child Welfare and Domestic Violence workgroup**, made up of City agencies and community-based organizations. Representatives work together to develop best practices in responding to families where domestic violence and child abuse are co-occurring.

---

<sup>5</sup> Proposition 63 requires defendants convicted of firearm-prohibiting crimes, including domestic violence, to provide proof that they sold or transferred their firearms within specified timeframes after conviction, and that probation officers and courts to verify compliance. For the full text of the Proposition, see here: [http://downloads.capta.org/leg/BallotMeasures/Prop63\\_FullText.pdf](http://downloads.capta.org/leg/BallotMeasures/Prop63_FullText.pdf)

- The Council has begun to **explore primary prevention work**. It hosted a presentation from the Prevention Institute on a multi-sector, health equity approach to family violence in the Spring of 2018, and has convened a workgroup to further explore prevention efforts.
- **Child Death Review Team partners** successfully completed a review of child fatalities over the past 12 years since 2005. Its review determined that there was one child fatality as a result of abuse in 2010 and two in 2015. There have been no confirmed cases since that time.
- A collaborative of 7 Family Resource Centers and the Cooperative Restraining Order Clinic developed trainings and service delivery models to **integrate supportive services and education to those exposed to family violence**. This work was made possible because the Board of Supervisors awarded a one-time grant of \$250,000 to support child abuse prevention efforts following a presentation on the Family Violence Council.

## Progress on 2017 recommendations

	Recommendation	Progress
<i>Protocols and Practice</i>		
1.	Increase staffing for Police Department Special Victims Unit	In the fall of 2017, 13 additional sergeants were assigned to the Special Victims Unit. However, the Special Victims Unit is still staffed at roughly half the level it requires.
2.	Prioritize implementation of the finalized Police Department/Adult Protective Services cross-reporting protocol for investigating Elder Abuse	Cross reporting protocol has been folded into Elder Abuse Manual, which is in final stages of editing, and will then need to be reviewed and approved by the Police Department and District Attorney's Office. (See Recommendation 4 below.)
3.	Finalize Domestic Violence manual for Police Department Special Victims Unit	The Domestic Violence manual has been drafted and is being reviewed by the District Attorney's Office.
4.	Finalize Elder Abuse manual for Police Department Special Victims Unit	Manual is in final stages of editing and will then need to be reviewed and approved by the Police Department and District Attorney's Office.
5.	Review the Police Department's Special Victims Unit annually, to assess best practice for investigation of child abuse, elder abuse and domestic violence.	<ul style="list-style-type: none"> <li>The Police Department implemented an evidence-based best practice Domestic Violence Lethality Assessment Program in the Bayview District, which went live in June 2017. In the first year of the program: <ul style="list-style-type: none"> <li>55% of the victims who screened in as high lethality chose to speak to the La Casa hotline advocate on site; and</li> <li>77% of victims who spoke to a La Casa advocate from the scene accessed further services from La Casa;</li> <li>27% of the victims who spoke with the hotline advocate accessed shelter as part of their safety plan.</li> </ul> </li> </ul>

<p>6a.</p>	<p>Standardize criteria for which deaths should be considered by death review teams to be child abuse, domestic violence or elder abuse deaths. Create standards for deaths that should be reviewed, reporting protocol, and cross-county collaboration protocol, including outlining team objectives, roles and responsibilities.</p>	<ul style="list-style-type: none"> <li>• Members of the Child Death Review Team executed a confidentiality agreement and are finalizing a charter to establish the foundation of working together to on criteria for the reviewing and reporting of child deaths.</li> <li>• The Family Violence Council Tri-chairs met with Medical Examiner in December 2017, and the 2018 revisions to the Family Violence Council added the Medical Examiner as an official member of the Council.</li> </ul>
<p>6b.</p>	<p>Convene a subcommittee of the Justice and Courage committee to explore policy solutions and models of domestic violence death review teams.</p>	<ul style="list-style-type: none"> <li>• Members of the Justice and Courage committee have attended death review teams in other jurisdictions to learn about various models.</li> <li>• The Department on the Status of Women, Police Department, District Attorney’s Office, and several community-based organizations received a <del>3-year</del><u>3-year</u> continuation of an Office of Violence Against Women grant, which includes funding for staffing a death review team.</li> </ul>
<p>7.</p>	<p>Support the work of the Children’s Advocacy Center public-private partnership to implement updated practices for sharing information during a child abuse investigation, as well as use of a shared database.</p>	
<p>8.</p>	<p>Implement Firearms Surrender Program to remove guns from persons who have domestic violence restraining orders issued against them.</p>	<p>The Adult Probation Department has created a firearm surrender unit to comply with the requirements of Proposition 63, which came into effect in January 2018. The Sheriff’s Department will be able to use some overtime hours towards</p>

		removing firearms from restrained parties in the orders that it serves. The Sheriff's Department has developed a brochure on its availability to serve restraining orders, and the Court is providing these brochures to all persons filing restraining order requests.
9.	Finalize protocol for "gone on arrival cases" for Police Department, District Attorney's Office and Adult Probation Department.	This has been incorporated into the Domestic Violence Manual that is in progress.
10.	Offer Batterers Intervention Programs for monolingual Cantonese speakers, and for persons with mental health problems.	
11.	Finalize Elder Abuse Investigation Tool for Police Department Special Victims Unit.	Tool has been finalized but not implemented.
12.	Develop Unit Orders at the Police Department Special Victims Unit for the Assignment of child abuse and elder abuse cases for investigation.	Assignment order for child abuse cases is in progress. Assignment order for elder abuse cases is in progress.
13.	Work to improve data on LGBTQ families and individuals.	Current report includes some LGBTQ data.
<i>Training</i>		
14.	Members will report information on what family violence related training is being received by Family Violence Council member agencies.	Information included in FY 2016 Family Violence Council report
15.	Conduct child abuse, domestic violence and elder abuse trainings led by community organizations at Police Academy and other Police Department trainings.	Trainings from community organizations have been taking place on an ad hoc basis.
<i>Planning</i>		
16.	Create a strategic plan for the Family Violence Council to develop a road map for the Council, and to integrate and implement the elements of the Five-Year Plan to Address Family Violence.	
17.	Organize a Strategic Planning Retreat for late 2018 or early 2019.	

<p>18.</p>	<p>Convene a workgroup to focus on capturing prevention measures for the Family Violence Council Annual Report. Workgroup will also expand the Family Violence Council’s focus on health equity, social and racial justice</p>	<ul style="list-style-type: none"> <li>• Family Violence Council members and community-based organizations took part in a workshop by the Prevention Institute, organized by the Department on the Status of Women</li> <li>• A Prevention Workgroup of Council <del>members-meeting</del> was convened and has met twice so far. The group plans to undertake a mapping exercise of where agencies and services are already doing prevention work, to identify existing best practice in the city, as well as gaps.</li> <li>• Family Violence Council members have applied for a prevention grant from Blue Shield of CA Foundation.</li> </ul>
------------	--	---

 Completed    
  In progress    
  No action at present

# Chapter 1: Domestic Violence

## Key findings

### Levels of violence:

- **11% reduction in 911 calls related to domestic violence and stalking in FY 2017.** Until this year, 911 calls had been steadily rising.
- **11% increase in the number of individuals served by community-based organizations** specializing in domestic violence, sexual violence and trafficking, **suggesting the drop in 911 calls does not indicate a reduction in violence.**

### Nature of violence:

- **Overall, there has been a 27% reduction in 911 calls involving a weapon.** Yet the percentage of calls involving a gun has remained stagnant, reducing by just 1% since last year. The number of **911 calls involving a gun remains 69% above its FY 2014 level.**

### Victims of violence:

- **Demographic factors have a bearing on how vulnerable individuals are to domestic violence,** and different factors intersect:
  - Women are disproportionately victimized, and they are more likely than their male peers to be victimized younger
  - People of color are disproportionately victimized. SFPD data shows there were more domestic violence cases involving victims of color in every victim age-bracket. Notably, in cases where the victim was under 18, 47% were Latinx. In cases where the victim was over 60, 37% were Black.
  - Lesbian, gay and bisexual high school students were three-and-a-half times more likely to experience sexual dating violence than their heterosexual peers, and more than twice as likely to experience physical dating violence.
- **Victims being arrested:** There was a 38% increase in the number of survivors participating in the Sheriff Department's Survivor Restoration Program who had also been arrested for domestic violence, compared to FY 2015. Most were arrested after having called the police themselves, following abuse from a partner, and were later released without charge.
- **Emotional abuse** was the most common form of domestic violence – almost 50% of all clients in community-based organizations had experienced it.

### Support for victims

- **Chronically high rates of turn-away for emergency shelter:** For every individual served in emergency shelter in 2017, four were turned away. The most common reason given for turn-away is lack of space.

- 71% increase in the number of victims supported by the District Attorney’s Victim Services Division
- Race makes a difference as to where victims receive support: **Black victims are more likely than any other communities to receive support from a criminal justice agency** (namely, the District Attorney Victims Division, or the Sheriff’s Department’s Survivor Restoration Program) rather than an independent, confidential community-based service. Asian victims were 16 times more likely to receive support from community-based services than a criminal justice agency, whereas Black victims were just twice as likely.

### Perpetrators of violence:

- **High levels of non-compliance for persons in Batterer Intervention Programs:**
  - Successful completion of the Manalive curriculum is consistently low. Of the 325 domestic violence offenders who have exited the Sheriff Department’s ‘Manalive’ Program over the last three years, 56% were terminated from the Program or returned to custody.
- **High level of probation violations:** 171 individuals on probation for domestic violence offenses exhibited noncompliant behavior that was addressed in Court. That is 40% of all domestic violence probationers.
- **Prosecutions for domestic violence have decreased** by 19% compared to FY 2016, to 343. This is below the previous three-year average of 370. The number of arrests has increased slightly, from 1,689 to 1,760. The arrest rate has remained static, at around 52%.

## Introduction

Domestic violence is a pattern of behavior whereby one person in an intimate relationship seeks to control the other through violence, coercion, intimidation or threats.

Domestic violence is not just physical abuse. Survivors have often endured multiple forms of abuse, including emotional, psychological, and financial abuse, as well as coercive and controlling behavior. They may also have been trafficked, raped, or sexually assaulted by their intimate partner, or experienced crimes like forced marriage. Domestic violence can happen to anyone, regardless of gender or sexuality.

Across the State of California, the Centers for Disease Control and Prevention (CDC) estimates that 35% of women and 31%<sup>6</sup> of men have experienced domestic violence<sup>7</sup> at some time during their lives.

<sup>6</sup> Smith, S.G., Chen, J., Basile, K.C., Gilbert, L.K., Merrick, M.T., Patel, N., Walling, M., & Jain, A. (2017). The National Intimate Partner and Sexual Violence Survey (NISVS): 2010-2012 State Report. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention <https://www.cdc.gov/violenceprevention/pdf/NISVS-StateReportBook.pdf> p.144

<sup>7</sup> Defined as sexual violence, physical violence and/or stalking by an intimate partner

However, the severity of violence and the impact it has on the individual's life is gendered. Women are more likely than men to experience multiple forms of intimate partner violence, both across their life span and within individual violent relationships.<sup>8</sup> Almost one in four women (23%) have experienced severe physical violence<sup>9</sup> by an intimate partner in their lifetime, compared to one in seven men. Across California, 67% of women who experienced abuse by an intimate partner also experienced impacts related to that abuse, compared to 37% of men.<sup>10</sup> 'Impacts' describes repercussions for survivors' emotional, physical and financial wellbeing. For example, 44% of female victims experienced symptoms of Post-Traumatic Stress Disorder (PTSD), compared to 17% of male victims.<sup>11</sup> For women, domestic violence is often lethal. Between 2008 and 2014, over half (55%) of all female homicides in the U.S. were related to intimate partner violence.

## Note on the data in this chapter

This chapter includes data collected from 27 community-based organizations in San Francisco, which provide confidential support to survivors of abuse. Accurate demographic data on the clients that use these services is available for individuals supported by programs funded by the Department on the Status of Women, under its Violence Against Women Grants Program, only. However, where possible, we have expanded our data collection to include organizations' entire programs (for emergency shelter services, for example) to give a broader picture of domestic violence service provision in San Francisco.

Other data in this chapter comes from various City Departments, including the Department of Emergency Management; the Police Department; the Adult Probation Department; the District Attorney's Office; the Sheriff's Department; and the Department of Public Health.

---

<sup>8</sup> *An Overview of Intimate Partner Violence in the United States — 2010 Findings*, National Center for Injury Prevention and Control, Centers for Disease Control and Prevention <https://www.cdc.gov/violenceprevention/pdf/ipv-nisvs-factsheet-v5-a.pdf>

<sup>9</sup> Severe physical violence includes hit with a fist or something hard, kicked, hurt by pulling hair, slammed against something, tried to hurt by choking or suffocating, beaten, burned on purpose, used a knife or gun

<sup>10</sup> Smith, S.G. et al (2017) p.158

<sup>11</sup> Ibid. p.162

## What are the levels of domestic violence in San Francisco?

Many domestic violence victims will never tell anybody about their abuse. They may never call a crisis line or speak to an advocate, let alone report their experiences to the police. If one incident of abuse is reported to law enforcement, the same victim may have experienced hundreds of other incidents that remain unrecorded. As such, the true scale, frequency and intensity of domestic violence in San Francisco is impossible to measure.

Given these limitations, this chapter aims to build as full a picture as possible by extracting data from numerous agencies (both governmental and non-governmental) likely to encounter victims. Data from the criminal justice system – including the San Francisco Police Department (SFPD) the District Attorney’s Office (DA), the Sherriff’s Department and the Adult Probation Department – is prominent in this report, in part because these agencies collect the most information on victims, suspects and defendants. We have attempted to mitigate this fact by:

- 1) Including a large data set from community-based agencies, many of the clients of which may never encounter the criminal justice system.

Sourcing data from non-justice related system City agencies, including the Department of Public Health and the Human Services Agency.

Figure 1 on the following page shows data that best summarizes the levels of domestic violence in San Francisco. This chapter will explore these data in more detail under its section headings.

**Figure 1 Domestic Violence in San Francisco, FY 2015 – 2017**

	FY 2015	FY 2016	FY 2017	% change FY 2016 – 17
Community-based organizations: total individuals served	24,418	21,211	23,489	+11%
Domestic violence crisis line calls <sup>12</sup>	21,386	18,205	14,659	-19%
Emergency shelter bed nights	16,544	17,786	17,120	-4%
911 domestic violence calls	8,719	9,000	7,980	-11%
Cases responded to by San Francisco Police Department (SFPD)	3,049	3,240	3,366	+4%
Cases investigated by SFPD SVU	1,746	1,522	1,501	-1%
SFPD arrests for domestic violence	1,648	1,689	1,760	+4%
District Attorney- cases prosecuted	414	421	343	-19%
District Attorney Victim Services: individuals served	1,419 <sup>13</sup>	1,098	1,877	+71%
Adult Probation Department: Domestic Violence clients	380	347	427	+23% <sup>14</sup>
Department of Public Health (DPH): Trauma Recovery Center domestic violence clients <sup>15</sup>	67	54	47	-13%
DPH: Number of patients who screened positively for intimate partner violence in primary health and women's clinics	62	83	232	+180%

<sup>12</sup> Only counts crisis calls, not calls for information.

<sup>13</sup> Includes child witnesses of domestic violence.

<sup>14</sup> Use caution when interpreting this percentage increase. This increase reflects a difference in data reporting. In FY 2016, the APD reported figures for “active” clients only; whereas in FY 2017, the APD reported figures for both “active” and “suspended” clients. There are several reasons why probation cases may be suspended, for example, a revocation being investigated, or an individual failing to attend a court date.

<sup>15</sup> These figures vary from those in previous reports because only domestic violence clients have been counted.

# What are domestic violence victims experiencing?

## Forms of abuse

### Community-based services

Data from community based-organizations provides the best insight into survivors' experiences of abuse. This is because:

- The data set is large. In FY 2017, community-based organizations served almost seven times more individuals (23,489) than the number of cases the police responded to (3,366).
- Survivors' experiences of abuse are not categorized according to penal codes or criminal standards – they are based on the survivor's word alone.
- Services are confidential, so survivors may be more likely to share information about what has happened to them.

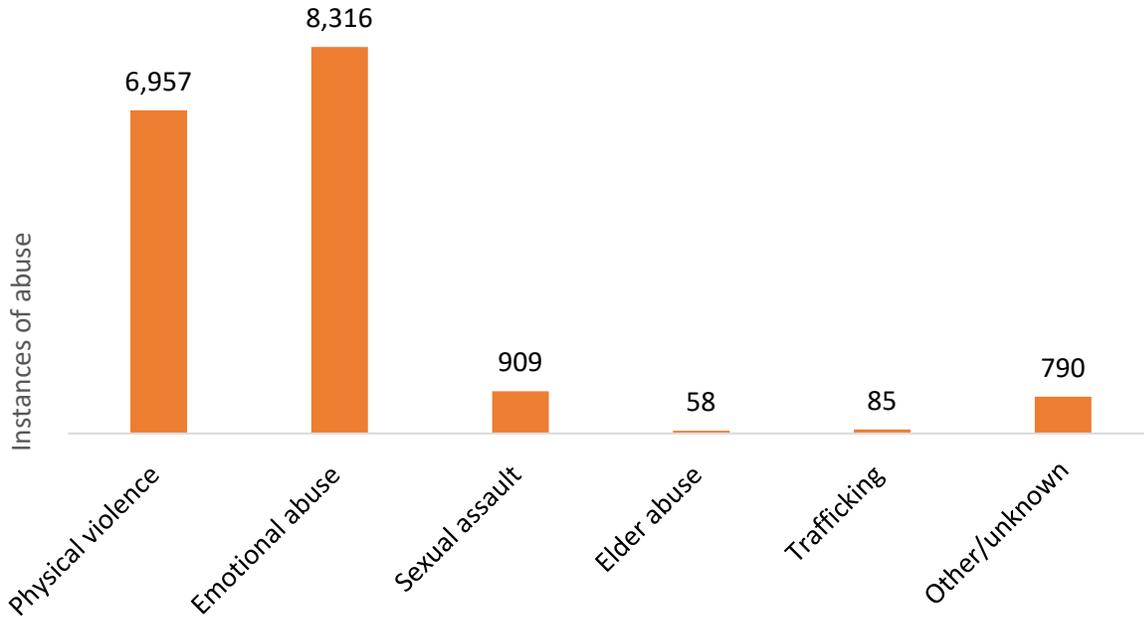
Figure 2 shows the number of instances of different types of abuse experienced by adult clients of community-based services. The chart counts 'abuses' rather than individuals; many clients experience more than one of these abuses. The most common form of abuse, with 8,316 instances, was emotional abuse. Almost half of all adult clients experienced this form.

Comparing the hours spent on different forms of intervention is another way of gauging victims' experiences of abuse, and its impacts. Figure 3 looks at one form of community-based program – legal services – and shows how clients' needs have changed year-to-year. Needs around restraining orders and family law (i.e. child contact arrangements, separation and divorce) are consistently the most common, taking up between 88 – 91% of supportive hours year on year. However, there have been some changes in the time spent on other issues: in FY 2015, just 0.5% of total supportive hours were spent supporting clients around housing. In FY 2017, it increased to 2.5%.<sup>16</sup> Similarly, support around immigration is at its highest level in recent years.

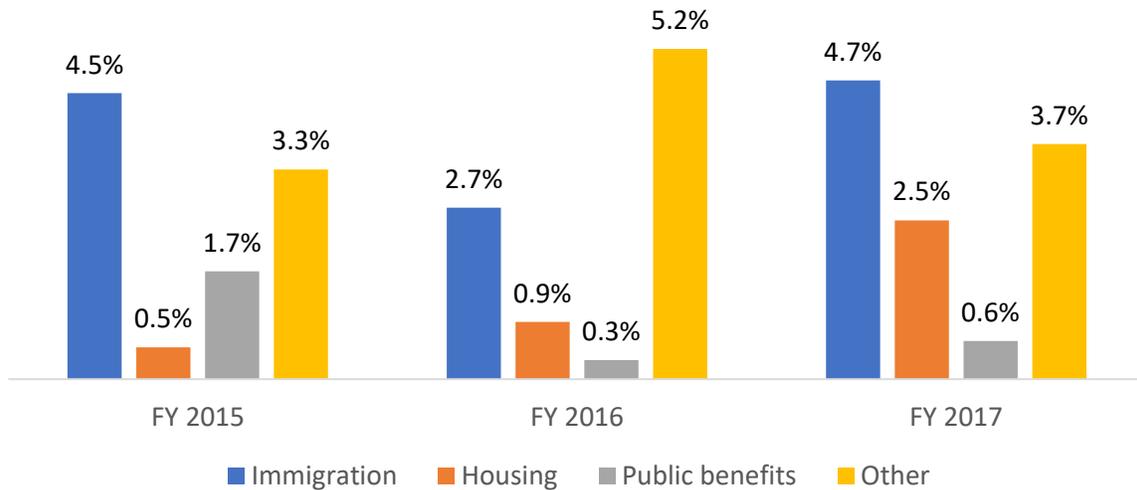
---

<sup>16</sup> The numbers are so small because many legal aid organizations (for example, Bay Area Legal Aid) supporting victims of domestic violence have a separate department working on Housing issues.

**Figure 2 VAW Grant-Funded Community-Based Organizations: Adult Clients' History of Abuse Where Known, FY 2017**



**Figure 3 VAW Grant-Funded Legal Services: Proportion of Supportive Hours Spent on Different Interventions, Excluding Family Law and Restraining Orders,<sup>17</sup> FY 2015-2017**



<sup>17</sup> Support around this category consistency makes up 88 – 91% of total supportive hours

## 911 calls

Although the data set is smaller, figures from the Department of Emergency Management provide a vivid picture of the kinds of crimes domestic violence victims experience at the hands of their partners.

Department of Emergency Management call handlers give each call they receive a code. The calls recorded in Figure 4, below, were all coded with one of 14 domestic violence codes, or with the stalking code '646'. Figure 4 shows that, as with previous years, the most common call codes were 'Fight or Dispute, no weapons' and 'Assault or Battery.' These constituted 86% of all domestic violence 911 calls in FY 2017.

However, a significant number of callers were also experiencing malicious threats, vandalism, break-ins and stalking. These crimes, when perpetrated against a partner or former partner, can form part of a pattern of control and psychological abuse.

## Use of weapons

This report has tracked the Department of Emergency Management's data on the use of weapons for several years. Data from call handlers tells us that 116 of all family violence calls in FY 2017 involved a lethal weapon. This is a 27% reduction on FY 2016, when 159 calls involved a weapon. Of the 911 calls involving a weapon that were made, 100% related to domestic violence (as opposed to child abuse or elder abuse). This has also been the pattern in previous years.

Figure 5, below, shows that the reduction in weapons calls can be attributed to drops in knife calls, stabbing calls and fight or dispute calls where a weapon was used. **There has not been a significant reduction in the number of domestic violence calls involving guns.** The figure remains significantly higher (69%) than it was in FY 2014. This is extremely concerning; research tells us that women who were threatened or assaulted with a gun or other weapon were 20 times more likely than other women to be murdered. When a gun is in the house, an abused woman was six times more likely than other abused women to be killed.<sup>18</sup> This is why the Family Violence Council has long advocated for a firearm surrender program, to remove guns from persons who have domestic violence restraining orders issued against them. At the time of writing, the Adult Probation Department has created a firearm surrender unit to comply with the requirements of Proposition 63, which came into effect in January 2018. The Sheriff's Department is working to implement a program to pursue defendants who were ordered to return a firearm but have not.

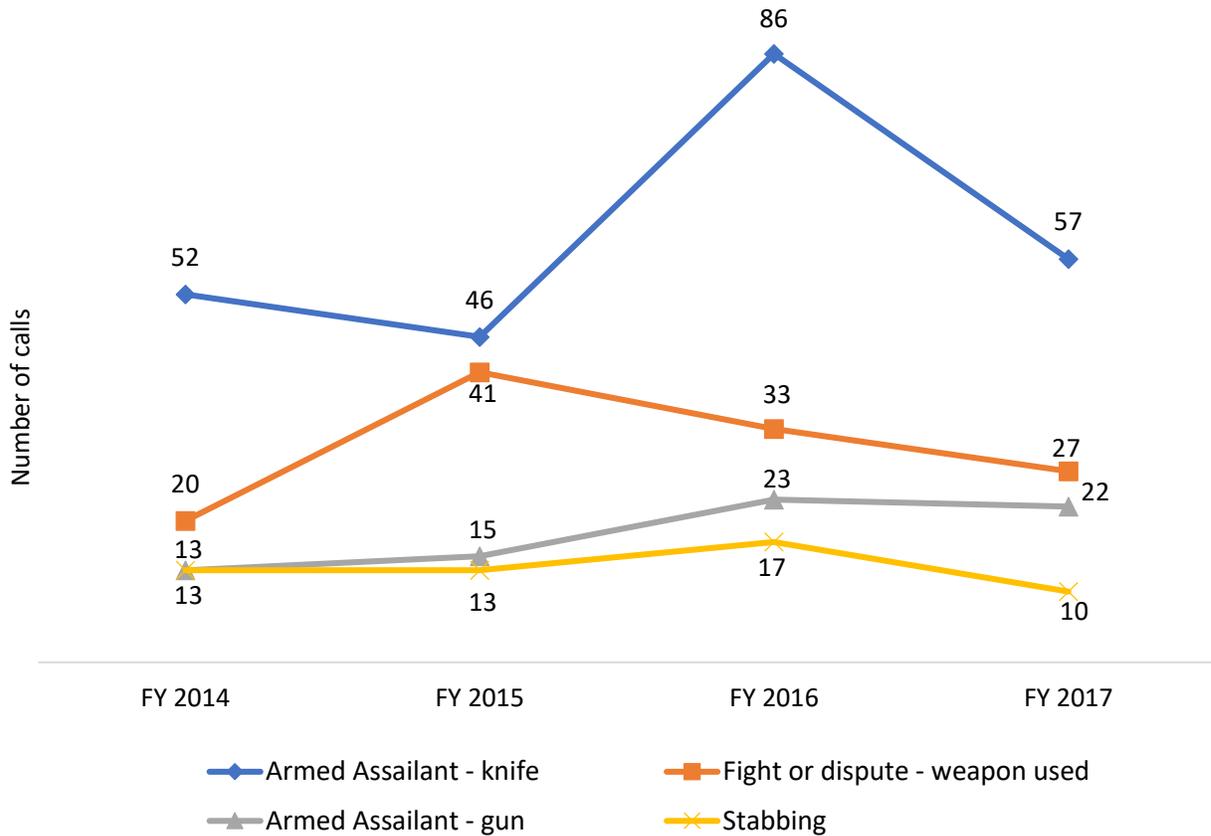
---

<sup>18</sup> Campbell, J.C. et al, 'Assessing Risk Factors for Intimate Partner Homicide', *National Institute for Justice Journal Issue No. 250* <https://www.fcadv.org/sites/default/files/Campbell%2020032.pdf> p.16

**Figure 4 Department of Emergency Management: Number of Calls for Each, FY 2014 - 2017**

Call Type	Description	FY 2014	FY 2015	FY 2016	FY 2017	% change since FY 2016
418DV	Fight or Dispute – No Weapons Used	4,512	4,699	4,828	4,284	-11%
240DV	Assault/Battery (Includes Unwanted Physical Contact)	2,821	2,878	2,804	2,551	-9%
646	Stalking	376	460	539	425	-21%
650DV	Threats (Written, Verbal, or Recorded)	280	244	293	289	-1%
594DV	Malicious Mischief/Vandalism (Property Damage Only)	93	99	120	99	-18%
602DV	Break-In	83	57	71	54	-24%
245DV	Aggravated Assault (Severe Injuries or Objects Used to Injure)	81	77	88	81	-8%
222DV	Armed Assailant – Knife	52	46	86	57	-34%
416DV	Civil Standby (Officer Takes a Person to Retrieve Belongings)	51	41	41	30	-27%
646DV	Domestic Violence Stalking	36	40	44	40	-9%
419DV	Fight or Dispute – Weapons Used	20	41	33	27	-18%
219DV	Stabbing	13	13	17	10	-41%
221DV	Armed Assailant – Gun	13	15	23	22	-4%
910DV	Well-Being Check (Often at the Request of Another Individual)	5	9	13	11	-15%
100DV	Alarm (Given to a Victim to Alert 911)	1	0	0	0	N/A
	<b>Total Domestic Violence &amp; Stalking Calls</b>	<b>8,437</b>	<b>8,719</b>	<b>9,000</b>	<b>7,980</b>	<b>-11%</b>

**Figure 5 Department of Emergency Management: 911 Family Violence Calls Involving Weapons, FY 2014 - FY 2017**



Although the number of 911 calls involving an assailant armed with a knife has decreased in FY 2017, it remains significantly higher (24%) than in FY 2015 (Figure 5). ‘Assailants armed with knives’ is consistently the most common form of weapons-related family violence calls. As demonstrated by the relatively low number of stabbings, knives – as well as guns – are used not just to maim and kill victims, but to threaten and control them.

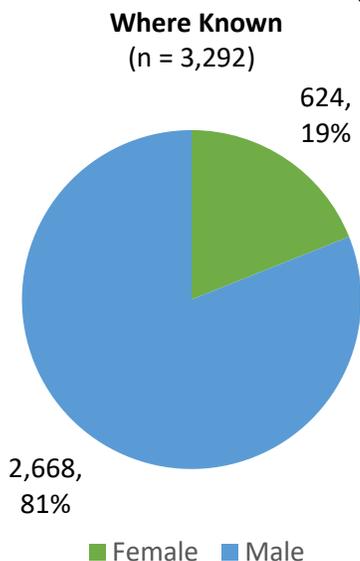
San Francisco Police data – recorded in this report for the first time – also provides insight on the use of weapons in domestic violence cases specifically. Of the 3,366 domestic violence incidents SFPD encountered in FY 2017, 889 (26%) involved a weapon. In those cases where a weapon was used, 75% of suspects (655) were men (Figure 7). These data show a local picture that reflects what is happening statewide when it comes to severity of violence; in California, women were three times more likely than men to have experienced an injury resulting from their abuse.<sup>19</sup>

In terms of the number of cases, there are many more men suspected of using weapons in domestic violence cases than women – not least because there are far fewer female domestic violence suspects

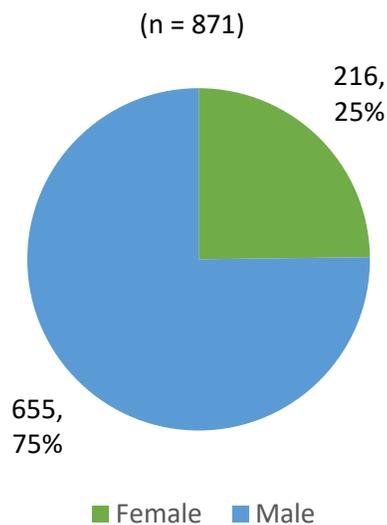
<sup>19</sup> Smith, S.G. et al (2017), pp.158 – 162 <https://www.cdc.gov/violenceprevention/pdf/NISVS-StateReportBook.pdf>

overall (Figure 6). However, by comparing Figures 6 and 7, we can see that where women *were* police suspects, a larger proportion of them were suspected of an incident involving a weapon.

**Figure 6 San Francisco Police Department:  
Gender of Domestic Violence Suspects\***



**Figure 7 San Francisco Police Department:  
Gender of Domestic Violence Suspects\* Where  
Known, Where Weapon Involved**



\*Includes domestic violence stalking

In cases of domestic violence perpetrated by juveniles, data from the Juvenile Probation Department shows that there was a reduction in petitions for crimes involving weapons: in CY 2016, there were five cases where the reason for petition involved a deadly weapon; in 2017, it was zero.

## Homicide

### California

Domestic violence is a life and death issue. In 2016, the California Department of Justice has found that when the circumstances behind a homicide are known, 38% of female homicides in California were domestic violence related.<sup>20</sup>

This is five percent lower than in 2015, but five percent higher than 2014. However, this figure is likely to be an underestimation. The CDC has found that in 14% of female domestic homicide cases, the suspect

---

<sup>20</sup> Becerra, Xavier, Attorney General, Homicide in California, California Department of Justice, (2016), p.33  
<http://oag.ca.gov/crime>

is a *former* partner rather than a current partner.<sup>21</sup> Yet the California Department of Justice categorizes former partners as ‘friend, acquaintance’ perpetrators rather than ‘spouse’ perpetrators.

Therefore, cases where a woman was killed by a former partner are left out of the total domestic homicide figures in California. Nationally, the CDC has found that 55% of female homicides between 2003-2014 were related to intimate partner violence. Ninety-eight percent of suspects in these cases were men.<sup>22</sup> Data from earlier reports suggest a far smaller percentage of men—around 5 to 7%—were killed by intimate partners.

## San Francisco

In San Francisco, there were two people killed by their intimate partner in 2017, and one further homicide – an officer-involved shooting – related to domestic violence. There was also one elder person killed by their adult child. Below is a summary of their cases, ordered with the most recent first. In calendar year (CY) 2017, the percentage of female homicides in San Francisco that was attributable to family violence was 50%. This is roughly in keeping with the country, but higher than in California (38%).<sup>23</sup>

To keep better track in “real” time of domestic violence related deaths in San Francisco, the Family Violence Council Report reports on cases where a defendant has been charged with killing an intimate partner, or where from media reports it appears a death was related to domestic violence. We recognize that until there has been a final adjudication, these cannot definitively be considered domestic violence deaths. The Council also acknowledges that the cases summarized below are only the cases it knows of – there may be other cases it has not identified.

### Same-sex Homicide

*A white male, aged 48, was stabbed in his Hayes Valley apartment by a man he had been dating. He later died in hospital.*

### Transitional Age Youth Murder/Suicide

*A 20-year-old Latina woman was shot by her ex-partner, the father of her child, in the Dolores Heights neighborhood. He then shot himself. Her family alleges that he had been abusive in the past.*

### Officer-involved Shooting

*A male in his forties, who was keeping his wife and two children hostage in an apartment, was shot and killed during an officer-involved shooting, after police heard a shot fired from inside the apartment.*

### Elder Abuse Homicide

*A white woman, aged 76 was shot by her son in his home, and later died of her injuries in hospital.*

---

<sup>21</sup> <https://www.cdc.gov/mmwr/volumes/66/wr/mm6628a1.htm>

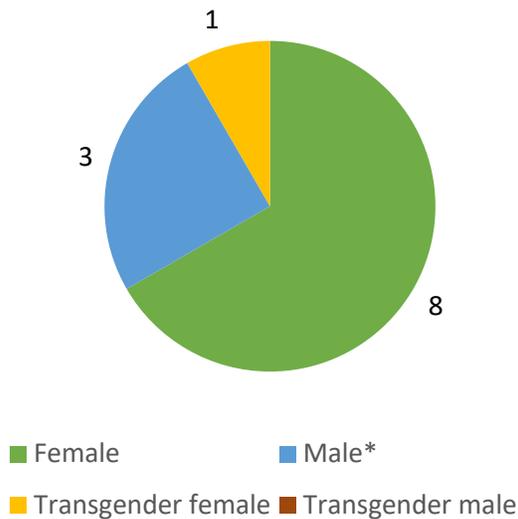
<sup>22</sup> Petrosky E, Blair JM, Betz CJ, Fowler KA, Jack SP, Lyons BH. ‘Racial and Ethnic Differences in Homicides of Adult Women and the Role of Intimate Partner Violence — United States, 2003–2014’, (2017) MMWR Morbidity & Mortality Weekly, Rep 2017; 66:741–746, U.S. Center for Disease Control and Prevention <http://dx.doi.org/10.15585/mmwr.mm6628a1>

<sup>23</sup> Becerra, Xavier, Attorney General, Homicide in California, California Department of Justice, (2016), p.33 <http://oag.ca.gov/crime>

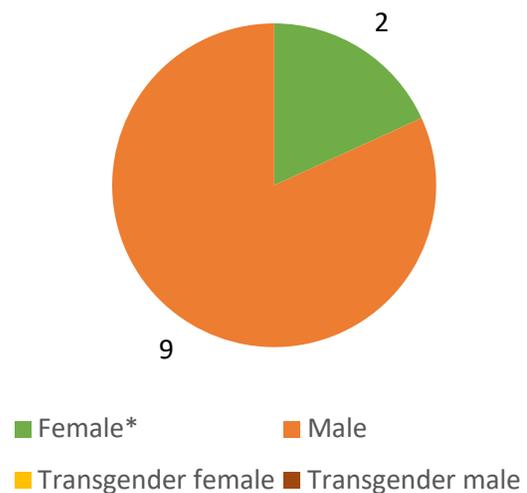
Since 2014,  
**HALF**  
of all domestic  
homicide victims  
were killed by  
**GUNS**

As in the rest of the country, women in San Francisco are more likely to be killed by an intimate partner than men. Figure 8 shows that since 2014, 67% of domestic homicide victims in San Francisco have been women, and a further 8% have been transgender women. Eighty-two percent of perpetrators were male (Figure 9). Figure 10, below, shows the number of women killed by their partners in San Francisco since 1991. Half of all domestic homicide victims in San Francisco since FY 2014 (female and male) have been killed by guns. This includes the FY 2017 homicide of the 76-year-old female.

**Figure 8 Total Confirmed Cases of Domestic Homicide in San Francisco, by Gender of Victim, CY 2014 - 2017**

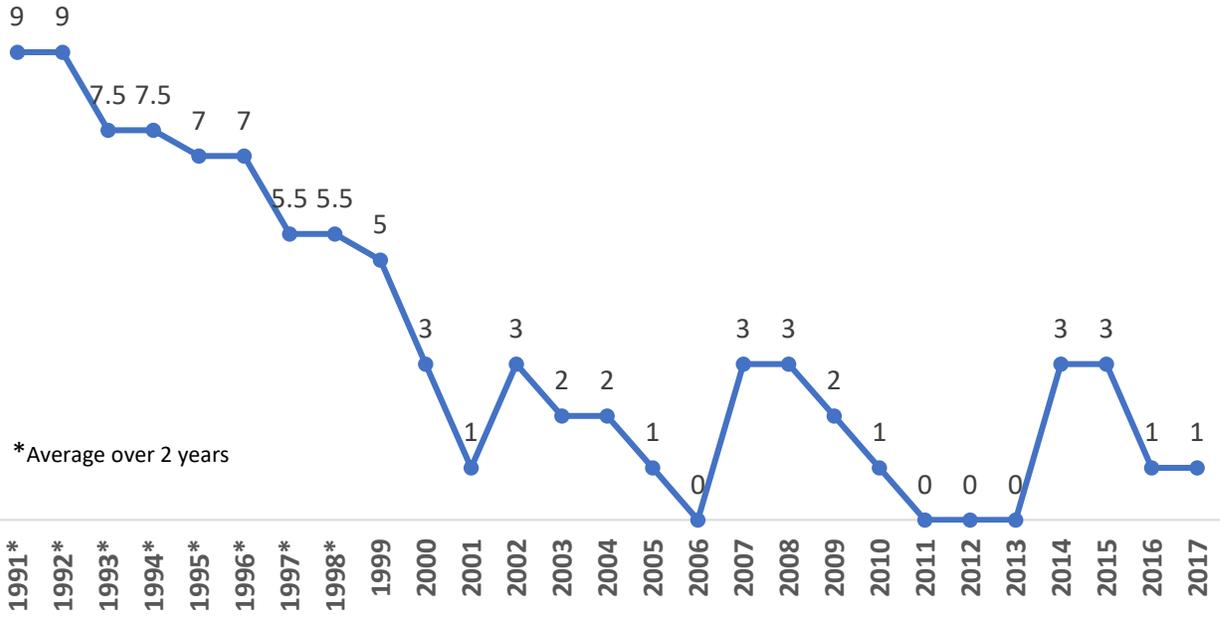


**Figure 9 Total Confirmed Cases of Domestic Homicide in San Francisco by Gender of Perpetrator, CY 2014 - 2017**



\*In one of these cases, the female perpetrator was ~~acquitted~~acquitted, and the homicide deemed justifiable by the jury.

**Figure 10 Women Killed due to Intimate Partner Violence in San Francisco, CY 1991-2017**



## Where are victims seeking support?

**Figure 11 Domestic Violence Cases in Different Systems, FY 2017**

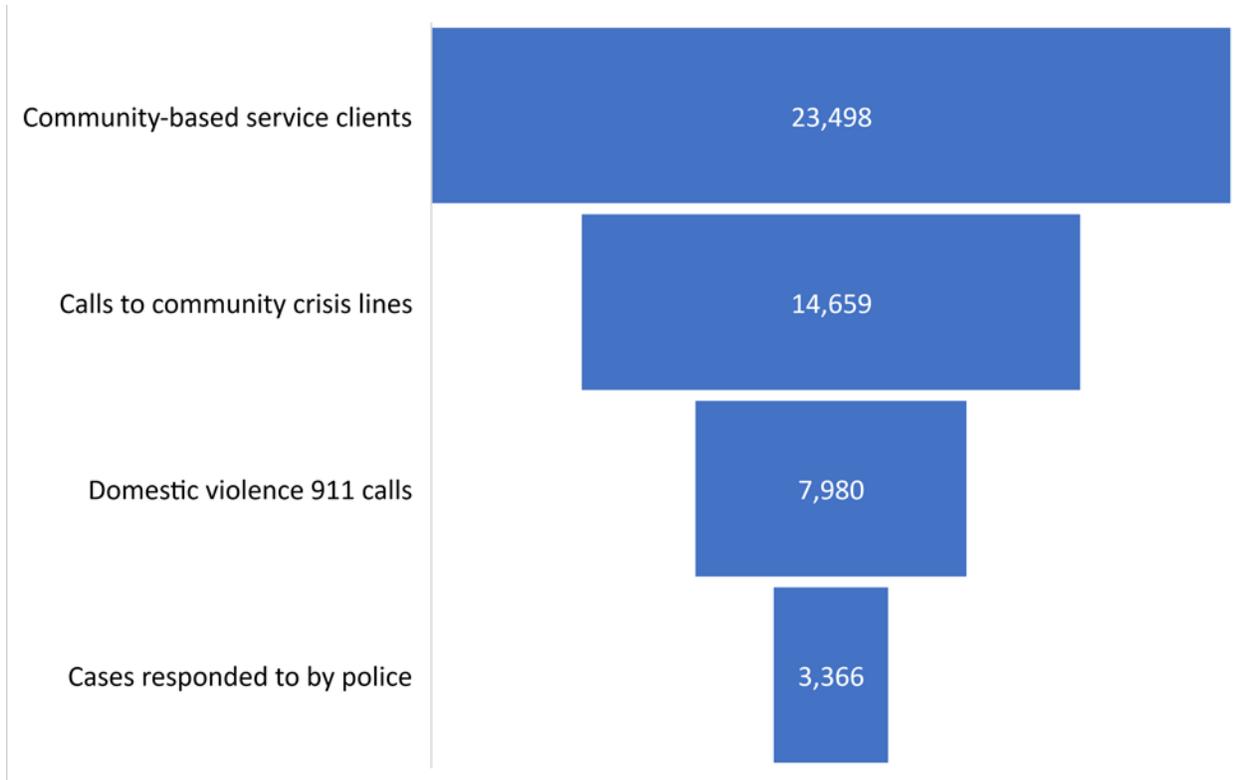
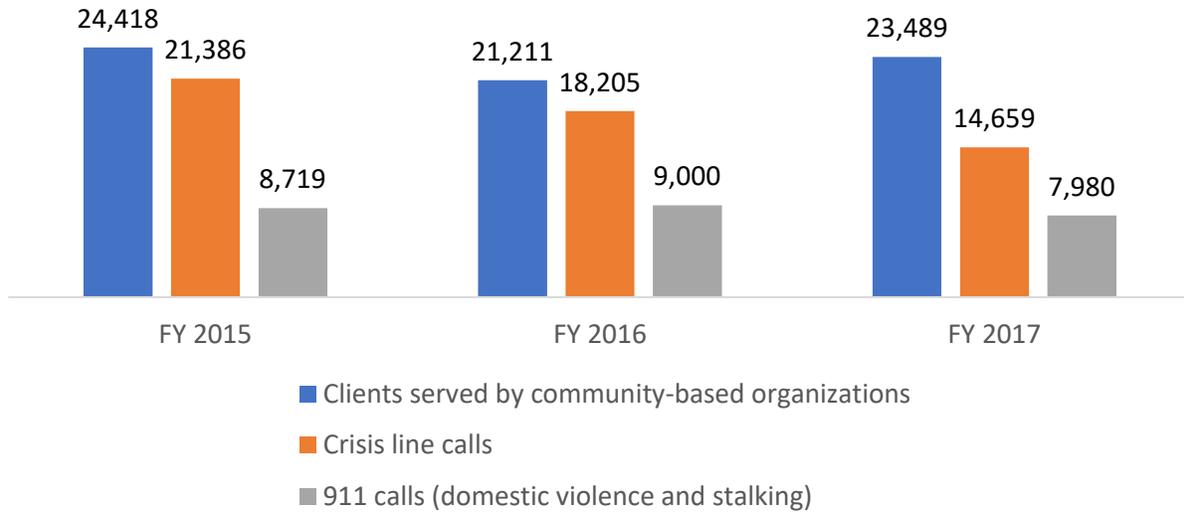


Figure 11 demonstrates the importance of community-based organizations. It shows that in FY 2017, survivors of domestic violence were far more likely to seek services in the community than call 911. There were three times as many people served in community-based organizations than those who called 911 for domestic violence, and police responded to seven times fewer cases of domestic violence than the number of individuals those community organizations served. There were also almost twice as many calls made to community crisis lines than to 911. This has been a consistent pattern in San Francisco (Figure 12, below) and reflects the national picture. A 2015 survey by the National Domestic Violence Hotline found that a quarter of women who had called police to report domestic violence or sexual assault would not call again in the future.<sup>24</sup> The majority of survey participants feared that calling law enforcement would make the situation worse; 80% who had called the police said they were afraid that if they called again in the future, officers would not believe them or not do anything about the violence.

---

<sup>24</sup> 2015 survey by the National Domestic Violence Hotline <https://www.usatoday.com/story/news/nation/2018/04/09/too-terrified-speak-up-domestic-abuse-victims-afraid-call-police/479855002/>

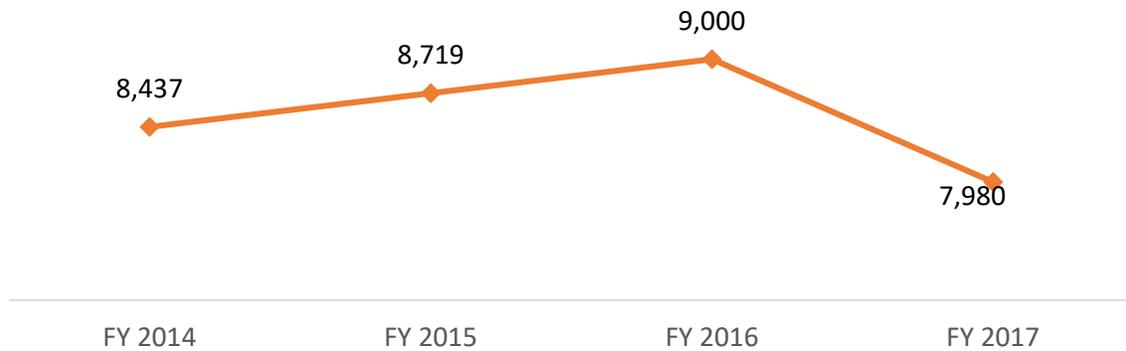
**Figure 12** Number of Clients Served by Community-Based Organizations and Calls to Crisis Lines, Compared to Calls to 911, FY 2015 - 2017



## The criminal justice system

### Calling 911

**Figure 13** Department of Emergency Management: Domestic Violence or Stalking Related 911 Calls



There has been an 11% decrease in the number of domestic violence or stalking related 911 calls in FY 2017 overall, compared to FY 2016. Analysis of the data shows that calls have dropped across all 'codes'. However, domestic violence calls as a proportion of all violence-related 911 calls has remained constant, at around 8%.

## Why has there been a reduction in 911 calls?

### Lack of resource to answer calls

As Figure 13 shows, until 2017, 911 domestic violence calls had been steadily climbing in San Francisco.

One explanation for the decline in number in 2017 may be understaffing in the Department of Emergency Management. Figures from the Department show that in the years 2011 – 2013, there were around 145 – 150 fully trained 911 dispatchers working. In FY 2017, the number of dispatchers dipped to below 120. Between March 2012 and December 2017, San Francisco's 911 call center was failing to meet the national baseline standard of answering 90% of the emergency calls it receives within 10 seconds. At one point in 2017, dispatchers were only able to answer 66% of calls within this time frame.<sup>25</sup> The staff shortage was due to dispatcher retirements and the amount of time it takes to fully train new dispatchers, compounded by an increased demand on the service.

Therefore, it may be that the reduction in domestic violence 911 calls in FY 2017 is due, in part, to callers giving up when they do not get a response on the line. For example, during the first hour of the power outage in April 2017, the *San Francisco Examiner* reported that 206 people hung up before their 911 calls were answered. Dispatchers not having enough time to properly record calls may also have contributed to the reduction in call figures. At the time of writing, the Department of Emergency Management had increased the number of dispatchers to 137.

### Calls from immigrant populations

There is another possible explanation. Other U.S. cities have noticed similar reductions in 911 calls and attributed them to a fear of deportation amongst immigrant communities. In Houston, police recorded a 19% decrease in reports of domestic violence from the Latinx community in 2017. Police in several cities with large Latinx populations, including Los Angeles, Denver and San Diego, have also seen a decline.<sup>26</sup>

Could the same thing be happening in San Francisco? Data from the Department of Emergency Management, when taken across several years, provides three possible measures of reluctance amongst immigrant communities to report domestic violence.

1. The number of requests by police officers for translation services at the scene of domestic violence incidents, following 911 calls;
2. The number of requests for translation on incoming 911 calls;
3. The neighborhoods from which domestic violence calls came.

---

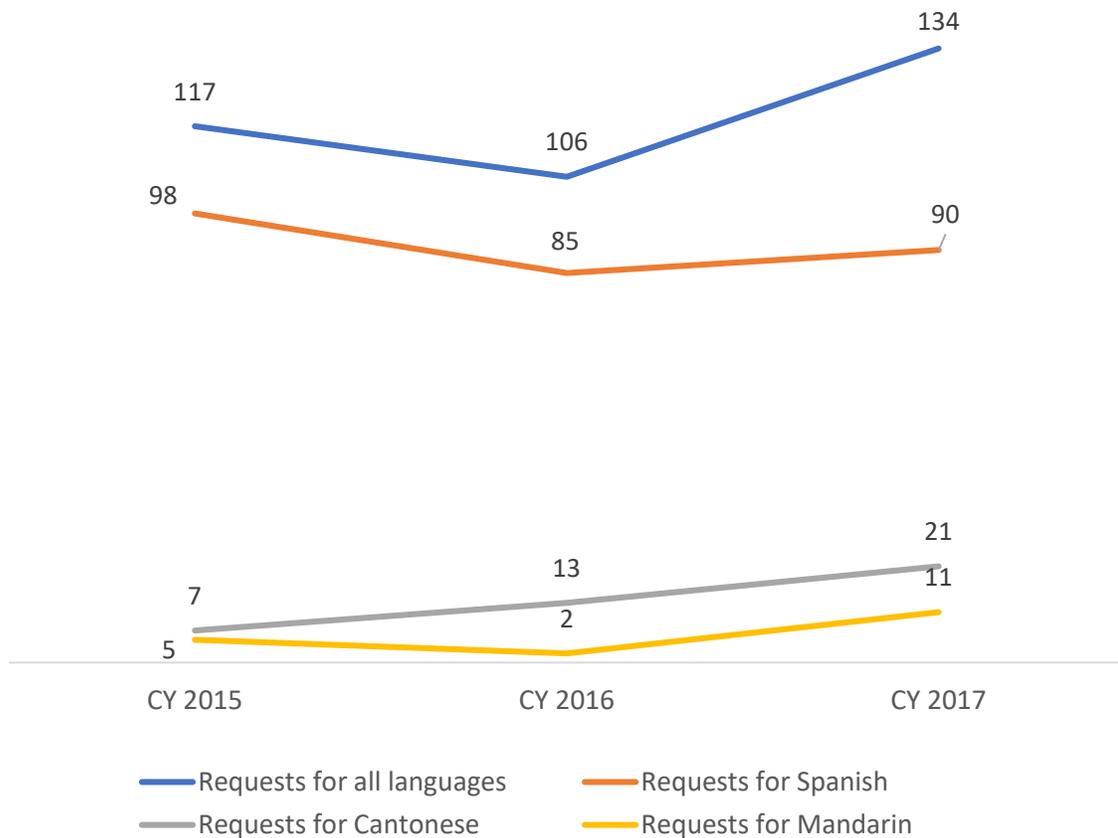
<sup>25</sup> Knight, Heather, 'San Francisco's 911 call center finally getting up to speed,' *San Francisco Chronicle* (Dec 2017) <https://www.sfchronicle.com/news/article/City-Insider-SF-911-center-finally-up-to-speed-12396961.php>

<sup>26</sup> 'Fewer Immigrants Are Reporting Domestic Abuse. Police Blame Fear of Deportation', *New York Times*, June 3, 2018 <https://www.nytimes.com/2018/06/03/us/immigrants-houston-domestic-violence.html>

It is important to note that these measures are proxies: an individual who is limited English proficient, or who belongs to a particular community, does not necessarily have insecure immigration status or fears around deportation. Notwithstanding this, it is important to measure changes in who is reporting domestic violence in any way we can, and then ask questions about why this might be.

Figure 14, below, concerns the first possible measure. It shows that in CY 2017, there was an increase in the number of translation requests made by police officers from domestic violence scenes overall. Spanish remained the most requested language. Yet translation requests for Spanish have declined by 8% since FY 2015.

**Figure 14 Department of Emergency Management: Number of Police Officer Requests for Translation Services from Domestic Violence Scenes,<sup>27</sup> CY 2015 - 2017**

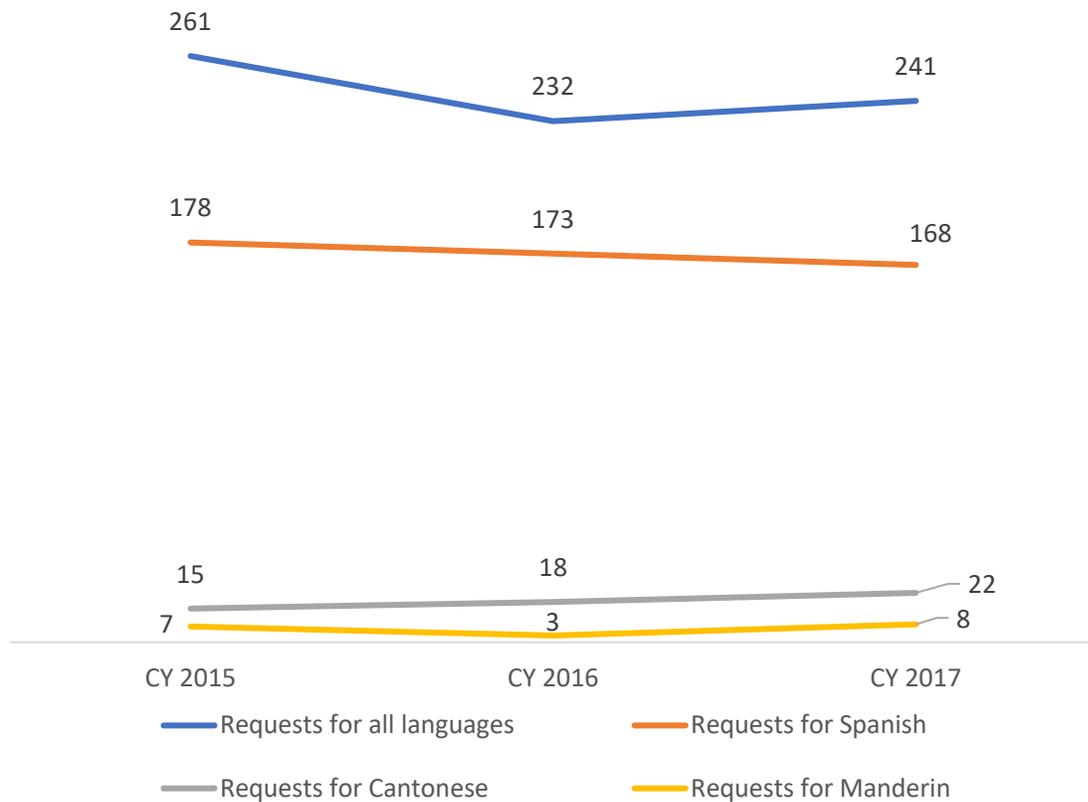


The second possible measure – translation requests from incoming 911 domestic violence calls – show a similar pattern. Requests for Spanish translation fell by 3% compared to 2016, and 6% compared to

<sup>27</sup> Only top three most-requested languages included, so sum of individual language requests on Figure 14 does not add up to ‘requests for all languages’ number.

2015, while the translation requests for the other most-requested languages increased (Figure 15).

**Figure 15 Department of Emergency Management: Number of Translation Requests for Incoming 911 Domestic Violence Calls, CY 2015 - 2017**



There are several reasons why an officer might not request translation, including being able to speak the language themselves, so it is difficult to draw conclusions from these figures. However, the decline in Spanish translation requests both from domestic violence scenes and in incoming 911 calls, might indicate that fewer Limited English Proficient Spanish-speakers are calling 911 to report domestic violence.

The Department of Emergency Management is also able to report on which neighborhoods domestic violence 911 calls come from (Figure 16). The number of domestic violence 911 calls has declined across all neighborhoods since FY 2016, apart from in Southern, where they have remained roughly the same. However, some neighborhoods have experienced a sharp decline in calls, and others have declined by just 5%.

**Figure 16 Department of Emergency Management: Geographical Distribution of Domestic Violence Related 911 Calls, FY 2015 - 2017**

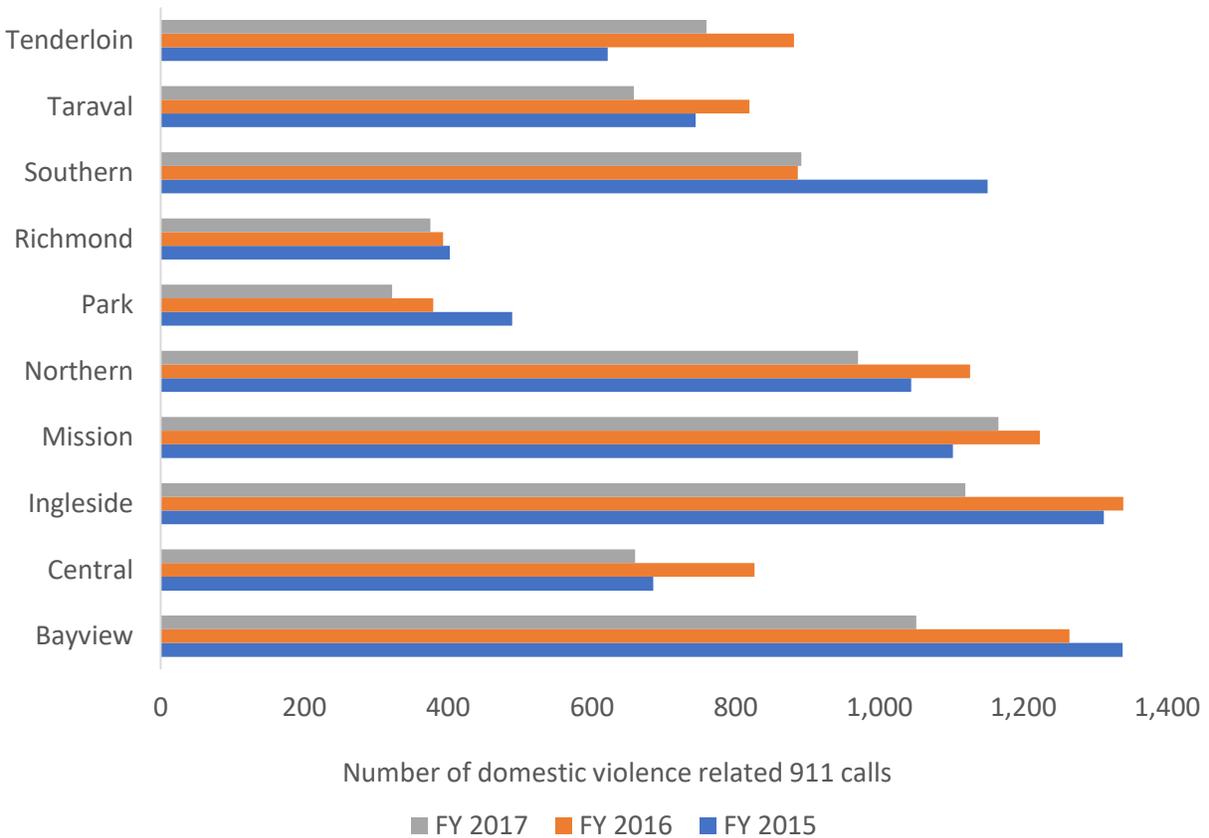
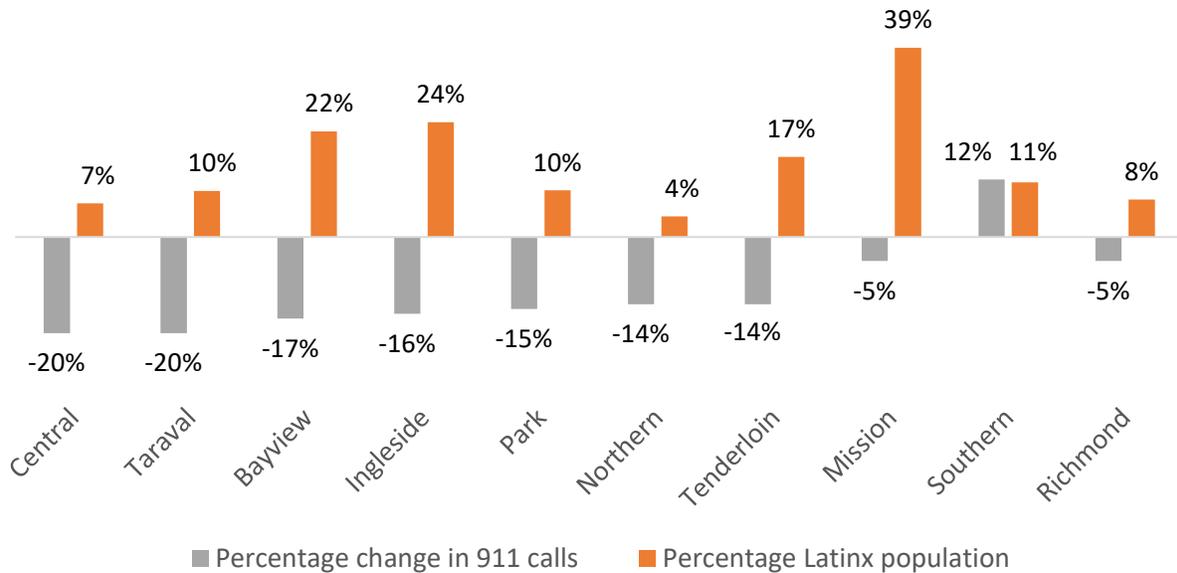


Figure 16 shows that the neighborhoods with the sharpest decline in calls between FY 2016 and FY 2017 are: Central (20% decline); Taraval (20%); Bayview (17%); Ingleside (16%); Park (15%); Northern (14%) and Tenderloin (14%).

Figure 17, below, compares the percentage drop in the number of calls to the percentage of Latinx people as a total of the neighborhood’s population. Of the four neighborhoods home to the largest percentages of Latinx residents (Mission, Ingleside, Bayview, and Tenderloin), two were among the four districts that experienced the sharpest decline in domestic violence calls to 911 – Ingleside and Bayview. However, Mission, which has the largest percentage of Latinx residents, experienced one of the lowest drops, of just 4.7%.

Of the five neighborhoods with the largest Asian populations, four also saw the sharpest declines. The same was true for the five neighborhoods with the largest Black populations. Looking at all communities of color, four out of the five neighborhoods with the largest non-white populations were in the ‘sharpest decline in 911 calls’ group.

**Figure 17 Percentage Change in 911 Domestic Violence Calls Compared to Latinx Population of Neighborhood<sup>28</sup>**



In addition to these data from the Department of Emergency Management, research conducted for the San Francisco District Attorney’s office,<sup>29</sup> by Lauren Finke, into the underreporting of domestic violence in Latinx communities, shows a mixed picture. When asked about underreporting, social service, legal aid, and non-profit agencies said things are getting worse for Latinx survivors. The report finds that “there is a lack of specialized services for immigrant domestic violence victims, and a lack of understanding of available services and resources, including legal rights.” However, data from the District Attorney Victim Services Division showed that Latinx survivors were more likely than non-Latinx survivors to call back a victim services advocate who had reached out to them, suggesting a willingness to work with City agencies from the Latinx community. It is important to note that Finke’s report does not include police figures or data from other agencies who may (or may not) encounter victims.

Since this is the first year the *Family Violence Report* has included the ethnic breakdown of the domestic violence victims in San Francisco Police Department cases, it will be important to track the percentage of Latinx victims (and victims of all ethnic backgrounds) appearing in police data into the future. In the absence of police data from previous years, Figures 14 - 17 can provide some insight on who might be reporting – or not reporting – domestic violence.

<sup>28</sup> Using Statistical Atlas neighborhood data <https://statisticalatlas.com/school-district/California/San-Francisco-Unified-School-District/Overview>

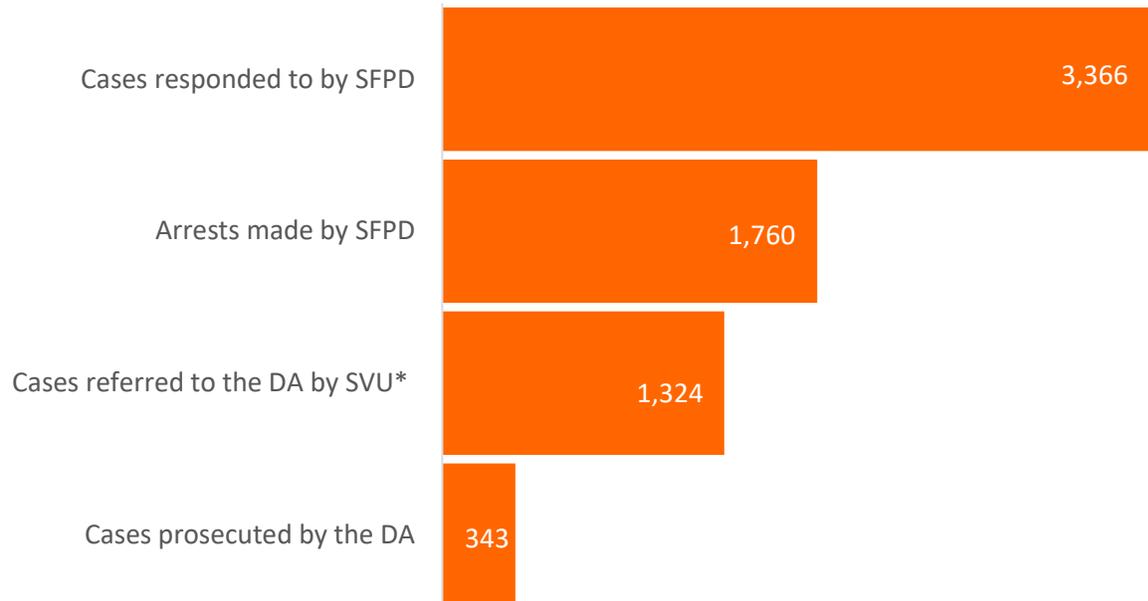
<sup>29</sup> Finke, L. *Measuring domestic violence underreporting trends in Latino communities in San Francisco* (2018) University of California, Berkeley

## What happens next? Arrests and Prosecutions

For those victims who do call 911, Figure 18, below, demonstrates what happens next. There can be some measure of linear analysis when examining cases that progress through the criminal justice system, as most follow a standard path from a 911 call, to a police response, to a case referred to the District Attorney's office. However, the different fiscal years in which the same cases may enter different systems, and the many variables involved in these cases, make even this well-defined route prone to twists and turns.

Nevertheless, there is a heavy attrition when it comes to the criminal justice system, with domestic violence cases dropped at every stage: not all reports of domestic violence are investigated; not all reports that are investigated result in the arrest of a suspect; and not all arrests end in prosecution.

**Figure 18 Flow of Domestic Violence Cases through the Criminal Justice System, FY 2017**



\*This is the San Francisco Police Department figure for cases referred to the District Attorney's Office from its Special Victims Unit, which comprises domestic violence felonies only. The DA receives misdemeanor cases directly from the district police stations, in addition to this figure. See Figure 20 for total felonies and misdemeanors received.

Figure 18 shows that just 52% of cases responded to by SFPD result in arrest, and that of those, 20% result in prosecution by the District Attorney's Office.

**Figure 19 San Francisco Police Department: Domestic Violence Cases Responded to and Number of Arrests, FY 2015 - 2017**

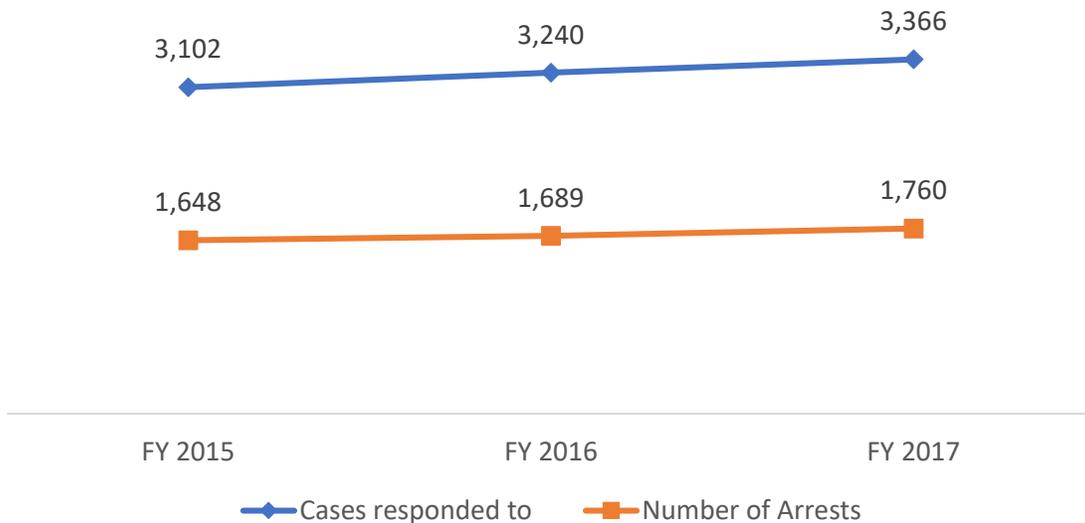
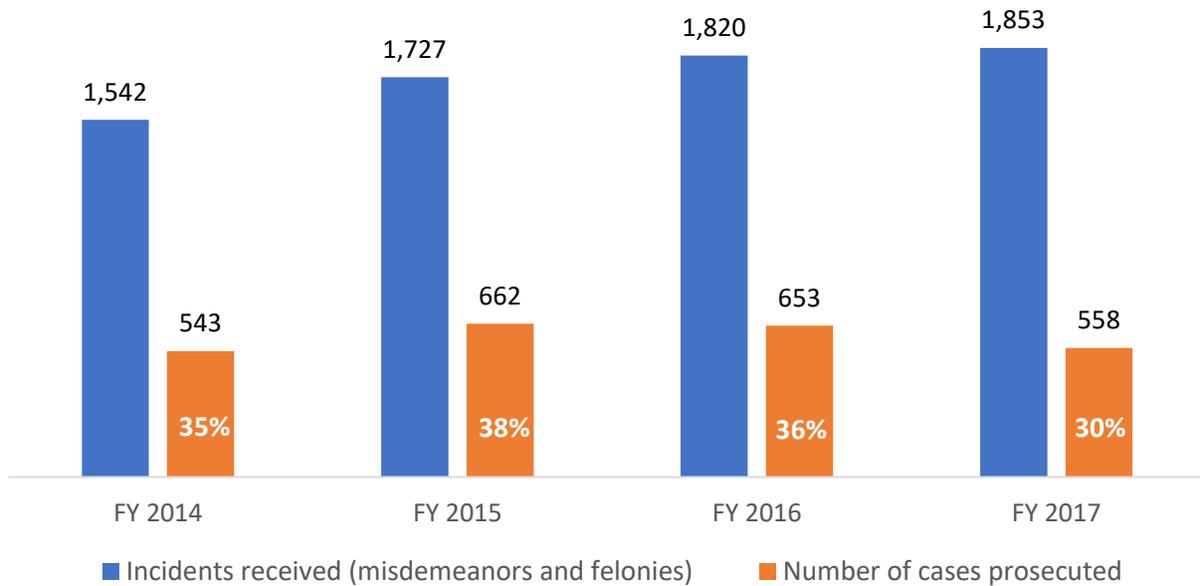


Figure 19 shows that the number of arrests has increased slightly, but the arrest rate (at 52%) has remained roughly constant.

The **prosecution rate** (the rate at which arrests presented to the District Attorney's Office are prosecuted) was 30% for domestic violence, elder abuse and stalking combined.<sup>30</sup> (See Figure 20 below.) This is a reduction of six percentage points compared to FY 2016. There has also been a significant reduction (15%) in the **number** of cases prosecuted. These prosecutions include cases prosecuted by a new filing or by a probation violation. Of course, not every report of domestic violence, stalking or elder abuse can – or should – result in a prosecution. Given this, it is useful to compare the passage of family violence crimes to broader prosecution trends in San Francisco. According to data from the District Attorney's Office, the prosecution rate for all felonies was 67% in FY 2017.

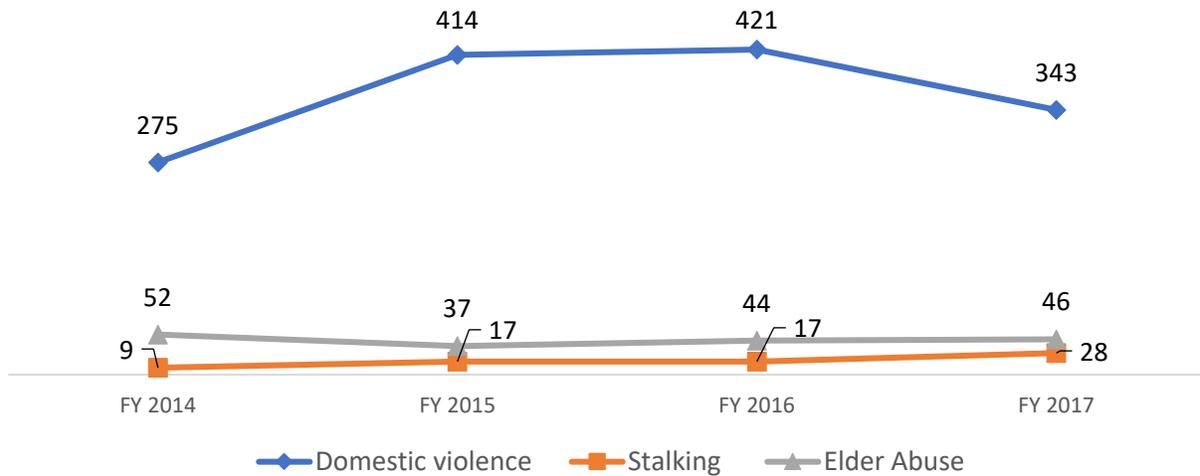
<sup>30</sup> The District Attorney's office does not separate out incidents received by crime type, so the prosecution rate can only be shared for stalking, elder abuse and domestic violence combined.

**Figure 20 District Attorney’s Domestic Violence Unit: Prosecution Rate for Domestic Violence, Elder Abuse and Stalking, FY 2014 - 2017**



Breaking down the new filings by crime type (Figure 21) reveals the reduction in prosecutions is coming from domestic violence only. There has been an increase in the number of elder abuse and stalking cases prosecuted, with prosecutions for stalking increasing by 65%, from 17 to 28. Of the 417 new cases that were filed, 343 were domestic violence. This is below the District Attorney’s previous three-year average of 370, and a 19% reduction compared to 2016.

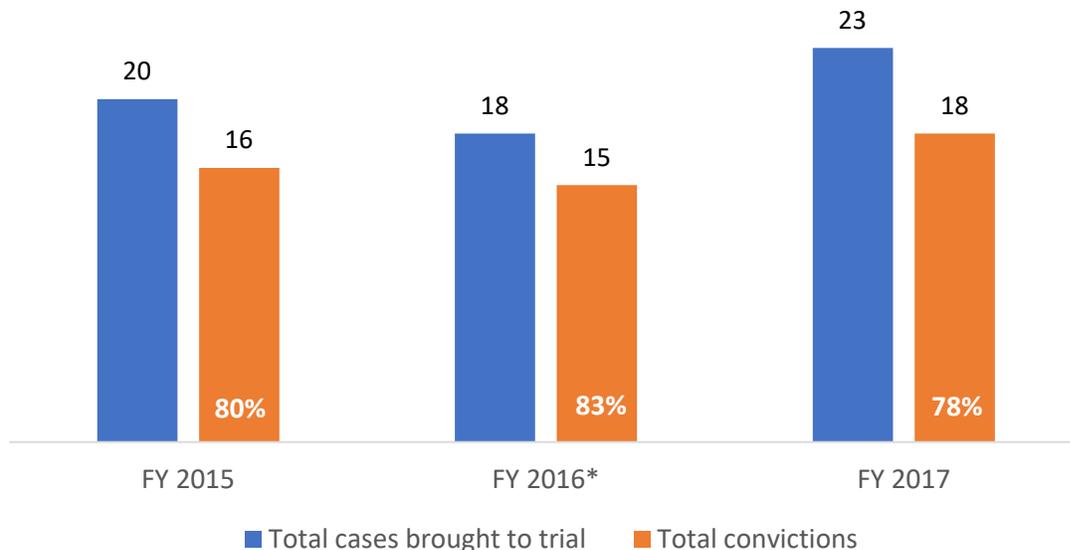
**Figure 21 District Attorney’s Domestic Violence Unit: New Filings by Crime Type, FY 2014-2017**



## Convictions

In 2017, there were 23 domestic violence and stalking cases resolved by trial. Of these, 18 ended in conviction (Figure 22) at trial. This represents a slight reduction in the rate of cases brought to trial, but an increase of three in the number of convictions secured.

**Figure 22 District Attorney Domestic Violence Unit: Domestic Violence and Stalking Trials, Resolved Cases, FY 2015 - 2017**



\*Includes two Elder Physical Abuse cases

It is important to note that these figures only represent cases where defendants faced a jury in court. Although the conviction rates for domestic violence and stalking are high, cases that are convicted at trial represent just 4% of the total cases prosecuted. There is currently no data available on the many cases pursued by the District Attorney that do not go to trial. However, we know that plea bargains (an arrangement between a prosecutor and a defendant whereby the defendant pleads guilty to a lesser charge in the expectation of leniency) represent the clear majority of dispositions. The District Attorney is currently developing a mechanism to gather and include information on non-trial outcomes, including plea bargains, in this report. This is critical for understanding victims' experiences of the justice system.

## Healthcare services

Healthcare providers may be the first or only professionals to encounter and provide services to many victims of family violence. The San Francisco Department of Public Health (DPH) strives to reduce family violence both through public health prevention programs and by directly addressing family violence with patients seen in DPH hospitals and healthcare clinics.

Although some victims of family violence may present with obvious injuries during a healthcare visit, it is far more common that they present with only subtle or often unrecognized symptoms of repeated abuse or violence like behavior changes (especially in children), new homelessness, pain, depression, anxiety, or exacerbation of acute and chronic health problems. Therefore, treating and preventing family violence requires extensive training of healthcare staff as well as protocols to use in educating about, screening for, and responding to family violence. There are various legal mandates (local, state, and federal) requiring that healthcare providers and systems address intimate partner violence, child abuse, and elder abuse. Most recently, the Affordable Care Act mandated that all health insurance plans offer women and girls free interpersonal violence prevention education, screening, brief counseling and referral.

## Emergency Department

The Zuckerberg San Francisco General Hospital (ZSFG) Emergency Department routinely screens for intimate partner violence in the triage area, where nurses inquire about domestic violence with each patient (unless noted as “not applicable”). Further intimate partner violence screening occurs on a case-by-case basis during the clinical care following triage. All patients identified as, or suspected to be, victims of intimate partner violence are offered treatment, counseling, and referrals to community services. The Department of Public Health (DPH) provides data from the ZSFG emergency room screenings on a bi-annual basis, and will update the Family Violence Council in FY 2017-18.

## Primary care

Outpatient primary care and women’s clinics in the DPH network<sup>31</sup> have an intimate partner violence protocol that was endorsed by the San Francisco Health Commission in 1998. It mandates that healthcare providers in each clinic routinely screen for and address intimate partner violence with their patients. As with the ZSFG Emergency Department model, all patients identified as, or suspected to be, victims of intimate partner violence are offered treatment, counseling, and community resources.

## How many victims receive support in this way?

All DPH clinics and hospitals now utilize electronic health records (EHRs). Unfortunately, federal guidelines did not require EHRs to be optimized for documenting sensitive information, nor for the easy extraction of data. EHRs also require extensive training for staff to utilize them most effectively. Due to these challenges – and others – the utilization of the EHRs (and therefore the figures shared below) is unlikely to reflect the true prevalence of interpersonal violence screening and intervention.

However, training in the use of the standardized EHR template for screening is ongoing, and documentation of interpersonal violence is increasing. The number of female patients screened in outpatient clinics in FY 2017 increased by 30% compared to 2016, and by 135% compared to 2015

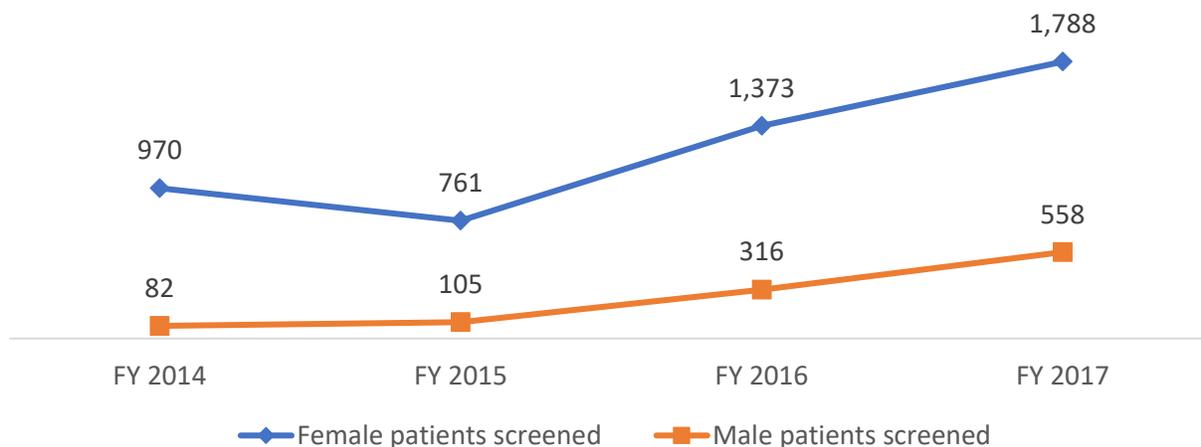
---

<sup>31</sup> Clinics included: Balboa Teen Health Center, Castro-Mission Health Center, Children’s Health Center, Chinatown Public Health Center, Cole Street Youth Clinic, Curry Senior Center, Family Health Center, Larkin Street Youth Clinic, Maxine Hall Health Center, Ocean Park Health Center, Positive Health Program, Potrero Hill Health Center, Richard Fine People’s Clinic, Silver Avenue Family Health Center, Southeast Health Center, Tom Waddell Urban Health Center, and Women’s Health Center.

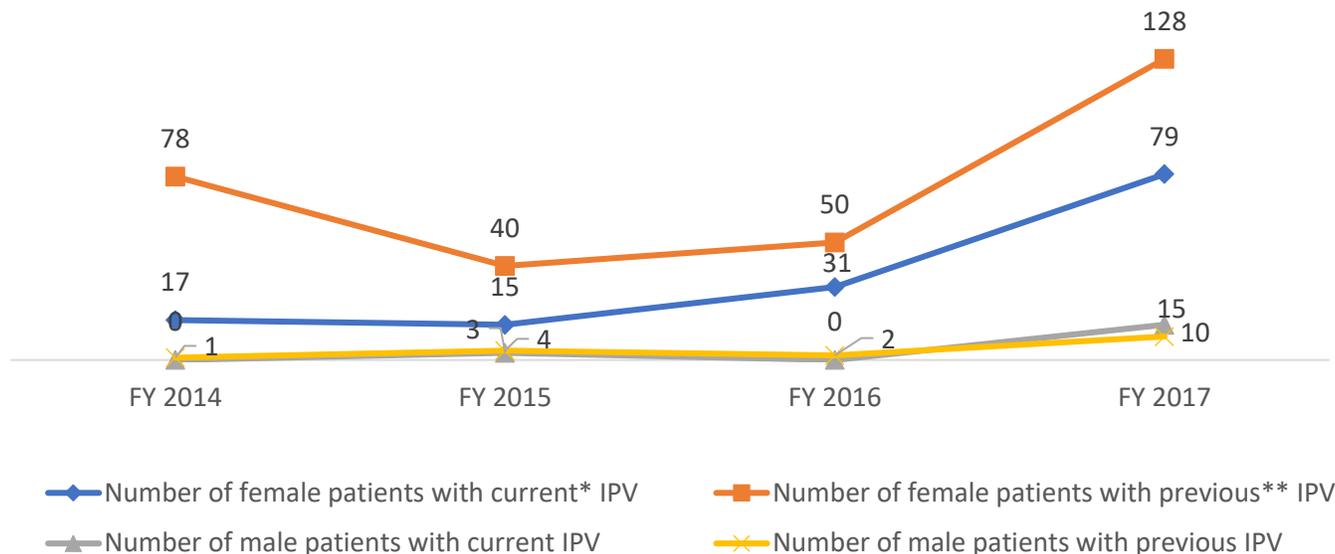
numbers (Figure 23). However, the number of patients screened as a proportion of total patients remains low: 5.6% of female patients, and 2% of male patients.

Of the female patients screened, 11.5% had experienced domestic violence or were currently experiencing domestic violence. The number of female clients identified as currently experiencing intimate partner violence increased 154% in FY 2017 (Figure 24). Of the male patients screened, 6,2% had experienced or were experiencing domestic violence.

**Figure 23 Department of Public Health: Number of Patients Screened for Intimate Partner Violence in Primary Care and Women's Clinics, FY 2014-2017**



**Figure 24 Department of Public Health: Number of Patients ~~who~~ Who Screened Positively for Intimate Partner Violence in Primary Health and Women's Clinics, FY 2014-2017**



\*'Current' means positive screen for abuse within the last year, in any one of three categories: Physical and emotional intimate partner violence; Sexual abuse by an intimate partner or another person; Contraceptive coercion. \*\*'Previous means' any patient with positive screen for past abuse, longer than one year ago, in any one of the three categories of abuse.

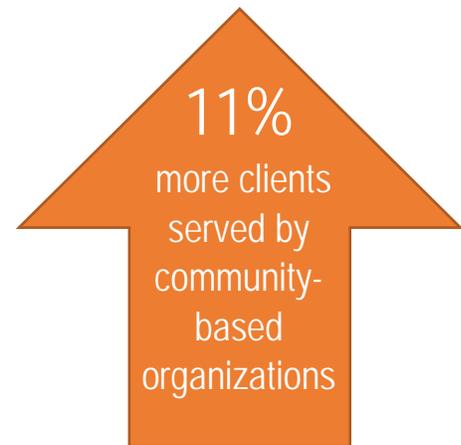
## Community-based services

San Francisco is served by a network of specialist community-based organizations, which provide six types of core services to survivors of domestic violence, sexual violence and human trafficking:

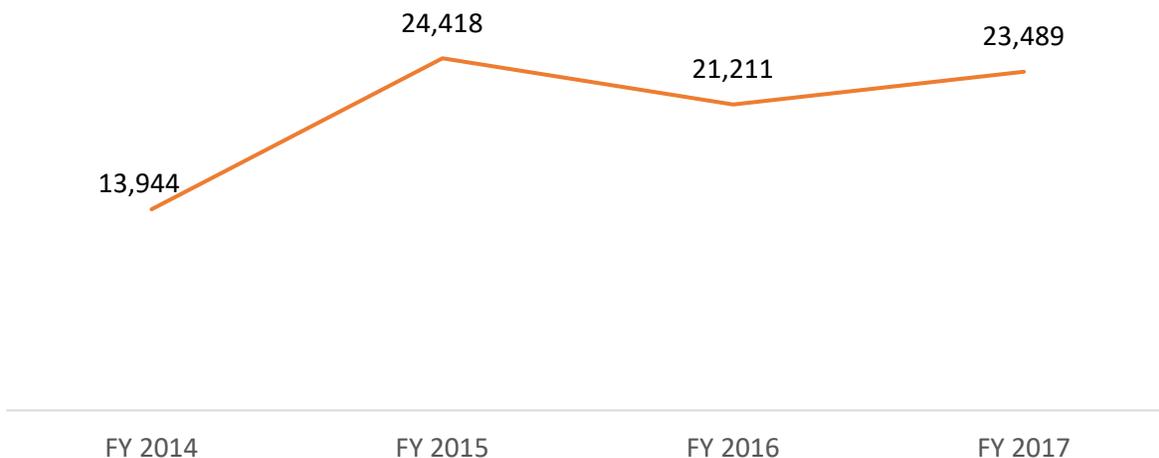
- Crisis lines
- Emergency shelter
- Transitional housing
- Legal and advocacy services
- Counseling
- Prevention and education

Many of these organizations also provide education and training in their communities, to raise awareness of abuse and build capacity to address it.

In FY 2017, the Department on the Status of Women distributed grants totaling \$6,106,806 to these organizations, funding 39 programs at 27 organizations. This represents an 8% increase on last year. This year, the Violence Against Women (VAW) Grant Program funded services provided a total of 30,416 hours of support provided to 23,489 individuals across San Francisco, an increase of 11% over FY 2016 (Figure 25).



**Figure 25 Community-Based Organizations: Individuals Served by VAW Grant-Funded Programs, FY 2014 - 2017**

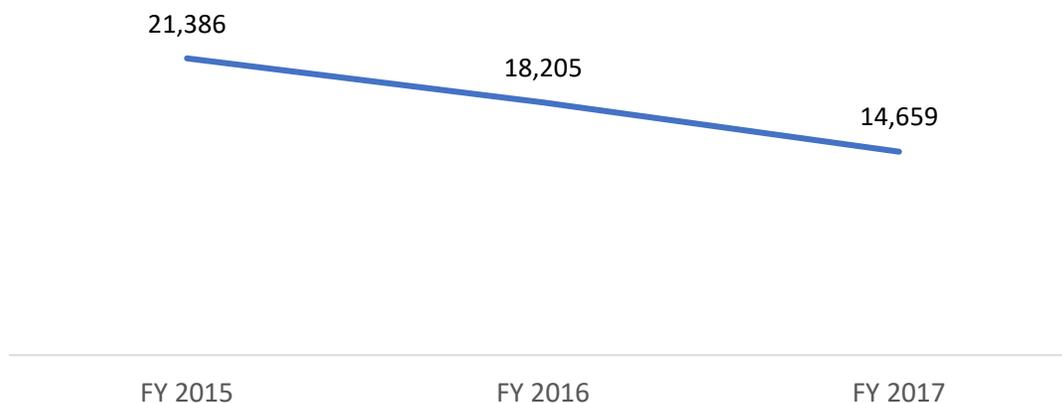


## Crisis line calls

San Francisco is served by five crisis lines that support victims of domestic violence, sexual violence and human trafficking, two of which are funded by the Violence Against Women Grant Program, administered by the Department on the Status of Women. These hotlines are free and confidential, and provide phone counseling, safety planning and referrals.

Figure 11 (p.26) demonstrates why these hotlines are so critical; we know that survivors are far more likely to reach out to advocates than to call 911. However, the number of calls to Crisis lines has been declining year on year (Figure 26, below). In FY 2017, callers dropped by almost a fifth, to 14,659. Since the total number of clients served by community-based organizations has been increasing, this may show that survivors are accessing information about services in different ways, such as through the internet.

**Figure 26 Number of Crisis Line Calls in San Francisco,<sup>32</sup>  
FY 2015 - 2017**



## Emergency shelter

Emergency shelter offers a lifeline for many women and children escaping violence at home. These services provide intensive, short-term support, intended to give survivors and their children much-needed time and space to consider their options in safety and begin to rebuild their lives.

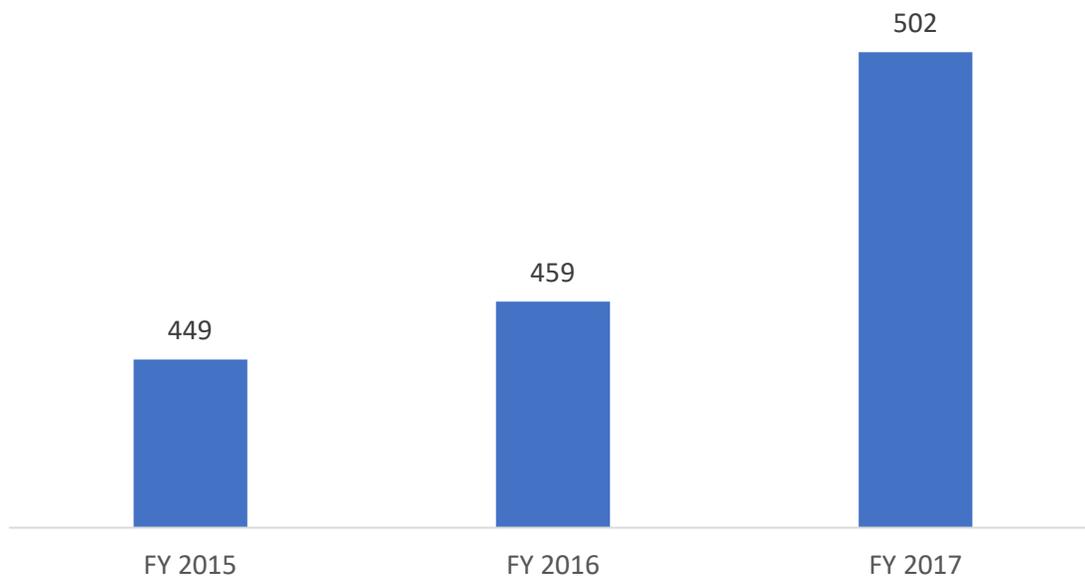
Data on emergency domestic violence shelters was collected from three programs in San Francisco - Asian Women's Shelter, La Casa de las Madres and the Riley Center. These data reflect the organizations' entire programs, not just the VAW Grant funded portions.

---

<sup>32</sup> Includes figures from La Casa de las Madres, WOMAN Inc., San Francisco Women Against Rape, Asian Women's Shelter and the Riley Center. Includes only crisis calls, not calls for information.

In FY 2017, 17,120 nights of emergency shelter were provided to 502 women and children across San Francisco. This represents a 9% increase on the number of individuals served compared to last year. The total number of bed nights provided has declined slightly.

**Figure 27 Individuals (including adults and children) Provided with Emergency Shelter, FY 2015 - 2017**



## Transitional and Permanent housing

The VAW Grants Program also funds three transitional housing agencies in San Francisco – Gum Moon Women’s Residence, the Riley Center and Jewish Family and Children Services – and one permanent housing program, at Mary Elizabeth Inn. These services provide longer-term stability to survivors of abuse and their families. In FY 2017, these programs provided a total of 19,767 nights of accommodation to 135 individuals. 15,612 of these nights were funded by the VAW Grants Program. In FY 2016, the total figure was 25,353 for 95 individuals.<sup>33</sup> This represents a significant reduction in the total number of bed nights (of 22%) but an increase in the number of individuals served, of 42%.

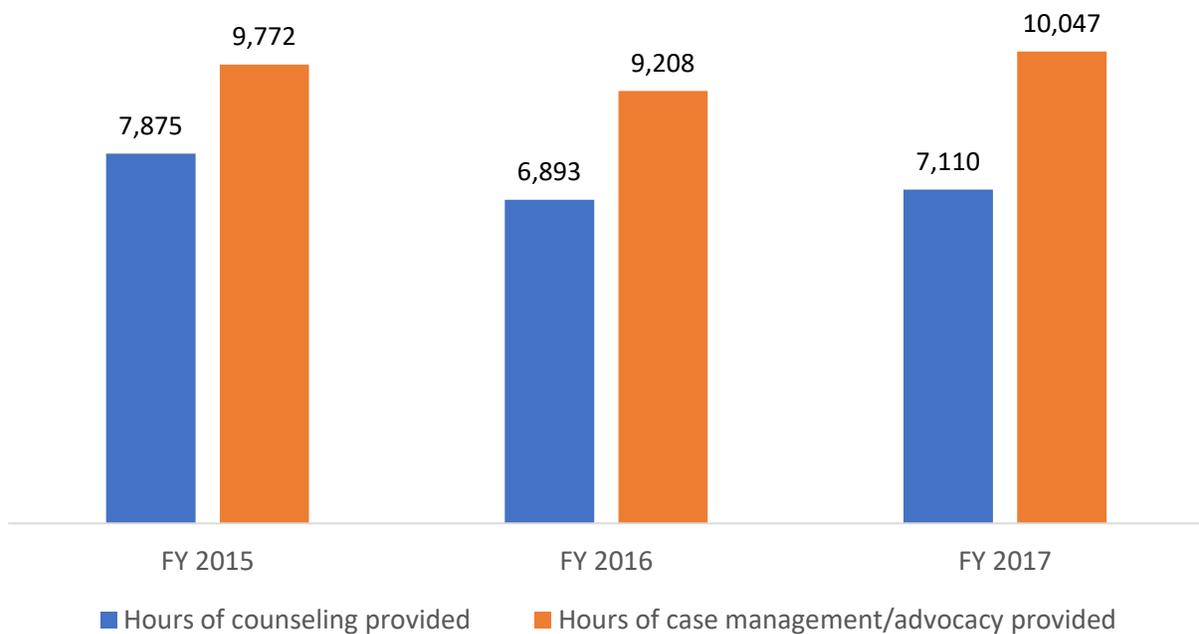
---

<sup>33</sup> This varies from the figure published in *7<sup>th</sup> Comprehensive Report on Family Violence (2017)*, which was 19,148, due to an error in reporting.

## Counseling and Advocacy

Community-based organizations also provide counseling, casework and advocacy to survivors, to help them regain their independence, navigate the court systems and begin to process their experiences. In FY 2017, there was a 7% increase in the number of hours of counseling and advocacy by VAW Grant-funded programs, with 17,157 hours funded overall (Figure 28).

**Figure 28 Hours of Counseling/Advocacy Provided by VAW Grant-Funded Programs, FY 2015 - 2017**

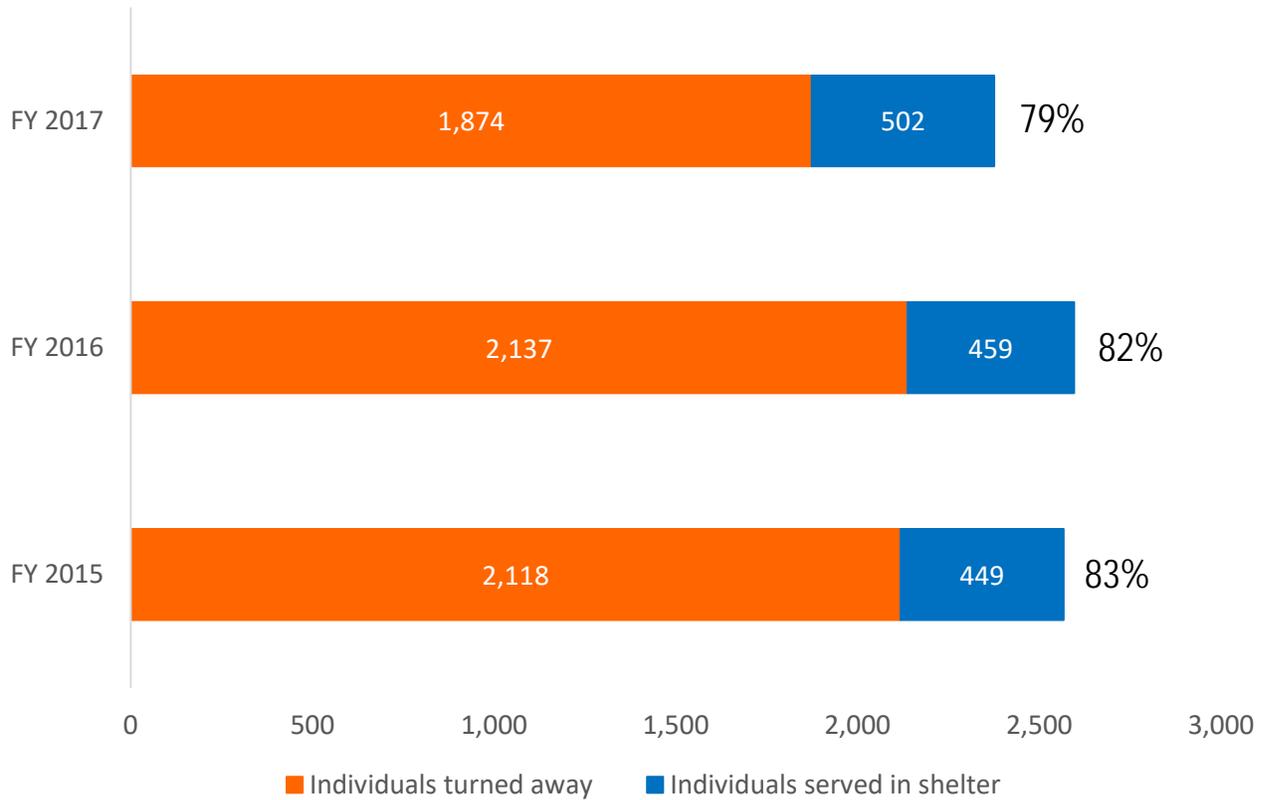


## What are some unmet needs?

### Turn-away rates

The number of domestic violence victims turned away from emergency shelter in San Francisco is chronically high. Figure 29 shows that in FY 2017, 79% of all women and children referred to emergency shelter were turned away. This is an improvement, as the turn-away rate has been around 83% for the previous three years. However, it still represents 1,205 women and 669 children unable to access the safety of these services.

**Figure 29** Number of Individuals Turned Away from Emergency Shelter and Number Served by Emergency Shelter, Plus Turn-Away Rate (%), FY 2015 - 2017



For every ONE individual served in emergency shelter in 2017, FOUR were turned away



The overall number of referrals to emergency shelter has decreased over the years, from 2,586 in FY 2015 to 2,376 in FY 2017 – a reduction of 8%. The number of individuals turned away has increased by 11.6%, despite the slight reduction in turn-away rate (Figure 29).

There is a similar pattern when it comes to transitional housing services. One hundred and thirty-five individuals were served by the three transitional housing programs in FY 2017, but 739 individuals were turned away from the same programs – an 85% turn-away rate.

## Reasons for turn-away

For the first time, this year's report includes information gathered from services about the reasons behind their high turn-away rates.<sup>34</sup> In previous years, it has been assumed that lack of space was the primary reason for staff having to turn individuals away from emergency shelter and transitional housing. Unsurprisingly, given the housing crisis in San Francisco, the data confirms this. Shelter providers have limited resources, and despite staff's best efforts, lack of space will always be the predominant factor in turn-aways. However, the data also shows some other reasons why individuals might be turned-away from shelter services, which will be important to track going forward.

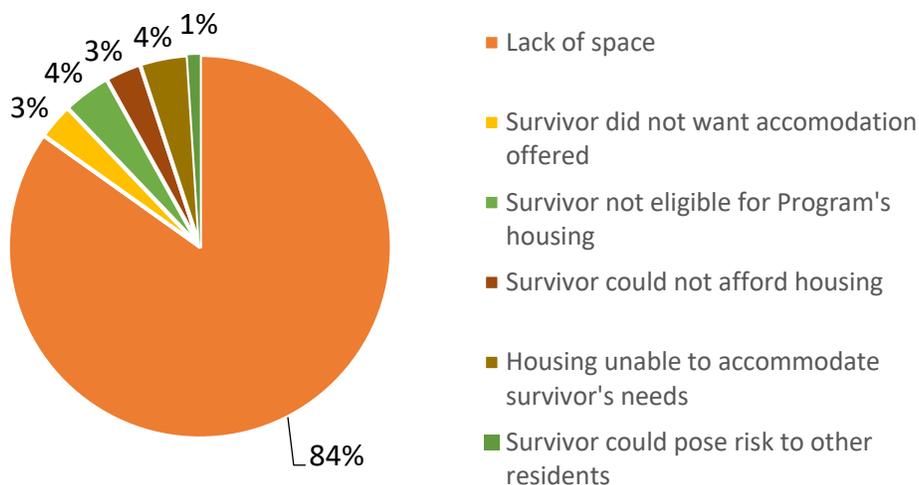
## Emergency shelter

A lack of bed space does account for the majority of turn-aways from emergency shelter (Figure 30, below). Lack of staff capacity is also a factor in around 3% of turn-aways.

For around 9% of individuals referred, the shelter was not in a safe location for them, as determined by the shelter. Around 5% of those referred did not want to go into shelter. Whilst many women and children are turned away from a service they wanted, for others, the emergency shelter on offer was not the right option for them in that moment.

For around 1% of individuals referred, there were other reasons why they did not go into shelter. These included the need for transitional housing (or other more permanent housing arrangements); shelter staff losing contact with survivors after the initial assessment; and shelters being unable to accommodate survivors' needs.

**Figure 30 Reasons for Turn-Away from Emergency Shelter, FY 2017**



<sup>34</sup> This information was gathered by asking services to rank the most common reasons why they turn referrals away from their services. They also provided an approximate percentage for each reason, to indicate how many cases were turned away because of each. Figures 30 and 31 were calculated using those percentages and should be taken as approximations.

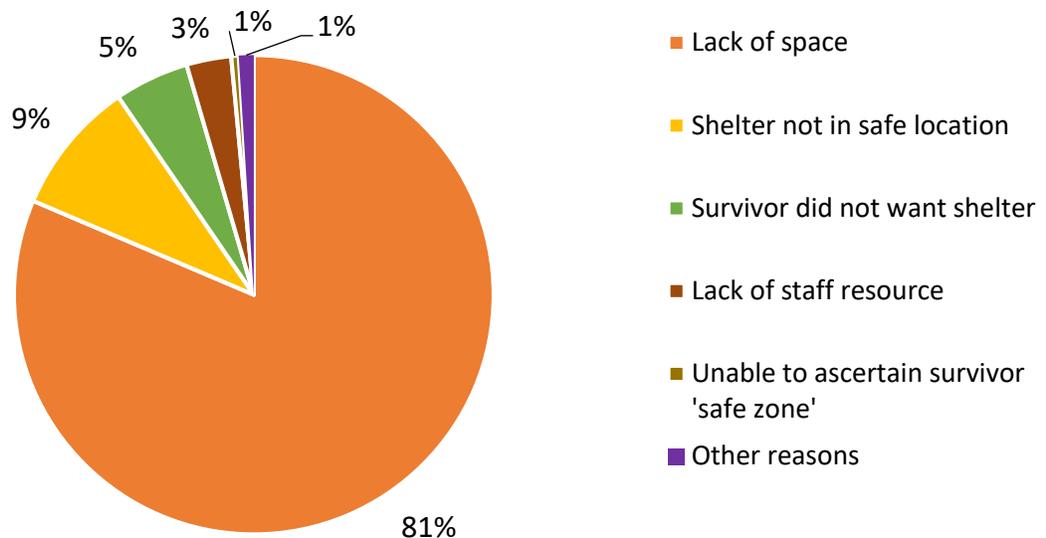
## Transitional housing

The turn-away rate for transitional housing was 85% in FY 2017.

As with emergency shelter, a substantial reason for turn-away from transitional housing is a lack of space in the service. Eighty-four percent were turned away for this reason (Figure 31). In these cases, survivors may go onto a waiting list, so they can be offered a place if one becomes available.

For transitional housing, 4% of referrals were turned away because survivors were not eligible for the program (for example, because they had children). Three percent were turned away because they could not afford the payments (for example, because they are ineligible to claim public assistance due to their immigration status) and 4% were turned away because the program was unable to accommodate their needs. Reasons cited for being unable to accommodate a survivor's needs included survivors having substance use disorders or disabilities which required long-term supportive housing. As with emergency shelter, there were a portion of survivors (1%) who did not want to go into the accommodation offered. Staff also cited potential clients being unable to comply with house rules.

**Figure 31** Reasons for Turn-Away from Transitional Housing



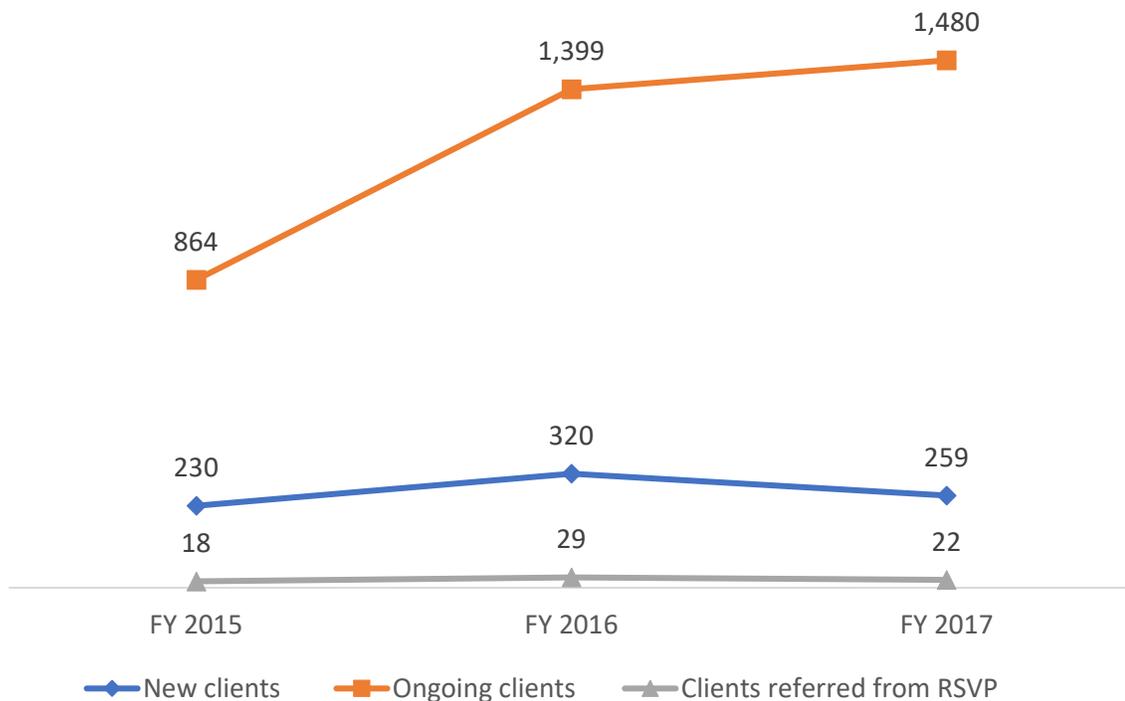
## Other sources of support for victims

For survivors who encounter the criminal justice system, there is support available from law enforcement agencies including the District Attorney's Victim Services Division and the Sheriff's Department.

### The Sheriff's Department: Survivor Restoration Project

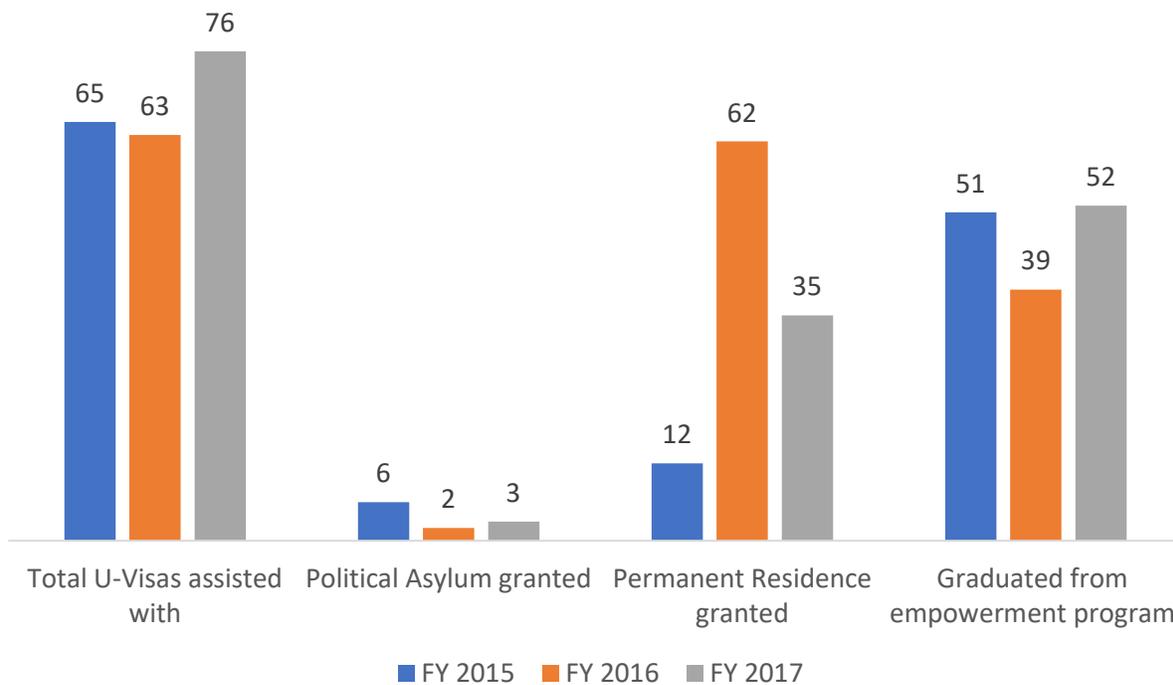
When an offender with a domestic violence related charge is mandated by the court to attend the Sheriff's Department's Batterer Intervention Program, Resolve to Stop the Violence, the Sheriff's Survivor Restoration Project (SRP) is also notified. The Survivor Restoration Project offers direct services to the survivors of the offenders participating in Resolve to Stop the Violence (RSVP). The Project's focus is on supporting survivors through their own process of restoration and empowerment, while providing opportunities for them to contribute to the development, implementation, and evaluation of RSVP.

**Figure 32 Sheriff's Department: Survivor Restoration Project Clients, FY 2015 - 2017**



Overall, SRP has increased its participation slightly since FY 2016, from 1,719 total clients to 1,739 (Figure 32). However, there has been a 19% reduction in the number of new clients introduced to the program, and a reduction in the number of clients brought into the program due to their perpetrator being involved in RSVP. The majority of SRP clients are women. Between five and 12 men have been supported each year. Figure 33 shows some of the outcomes achieved for clients enrolled on SRP.

**Figure 33 Sheriff Department Survivor Restoration Program: Outcomes for Clients, FY 2015 - 2017**

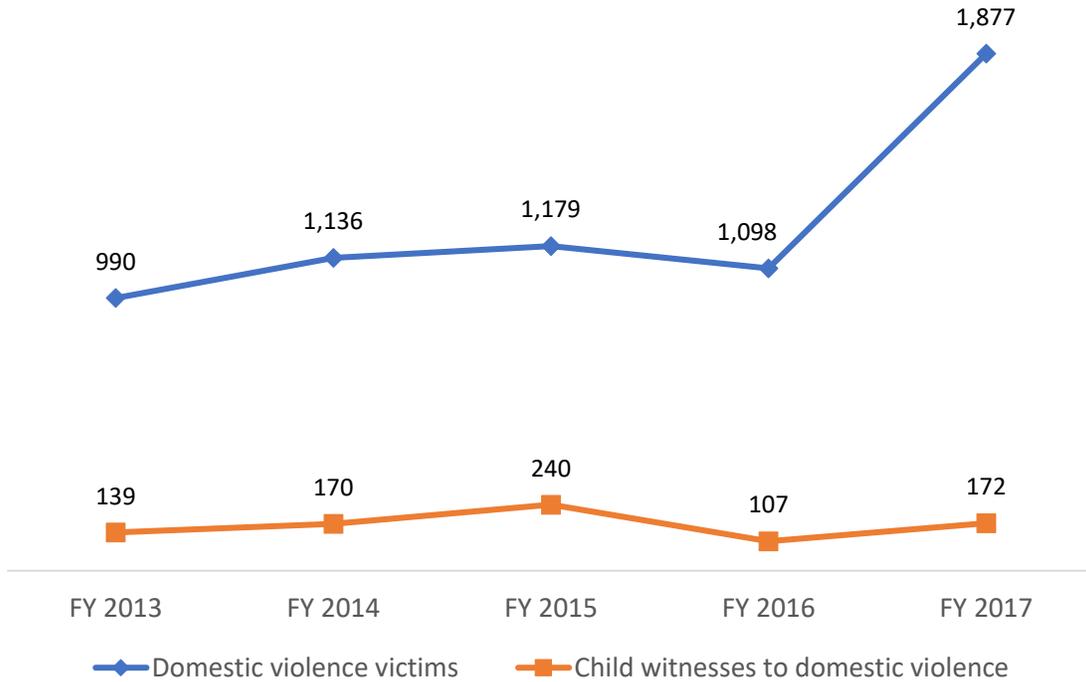


## District Attorney’s Victim Services Division

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

There has been a 71% increase in the number of domestic violence victims supported by the District Attorney’s Victim Services Division in the past year, from 1,098 in FY 2016 to 1,877 in FY 2017 (Figure 34). There has also been a 61% increase in the number of children who have witnessed domestic violence being supported.

**Figure 34 District Attorney Victim Services: Clients Affected by Domestic Violence, FY 2013 - 2017**

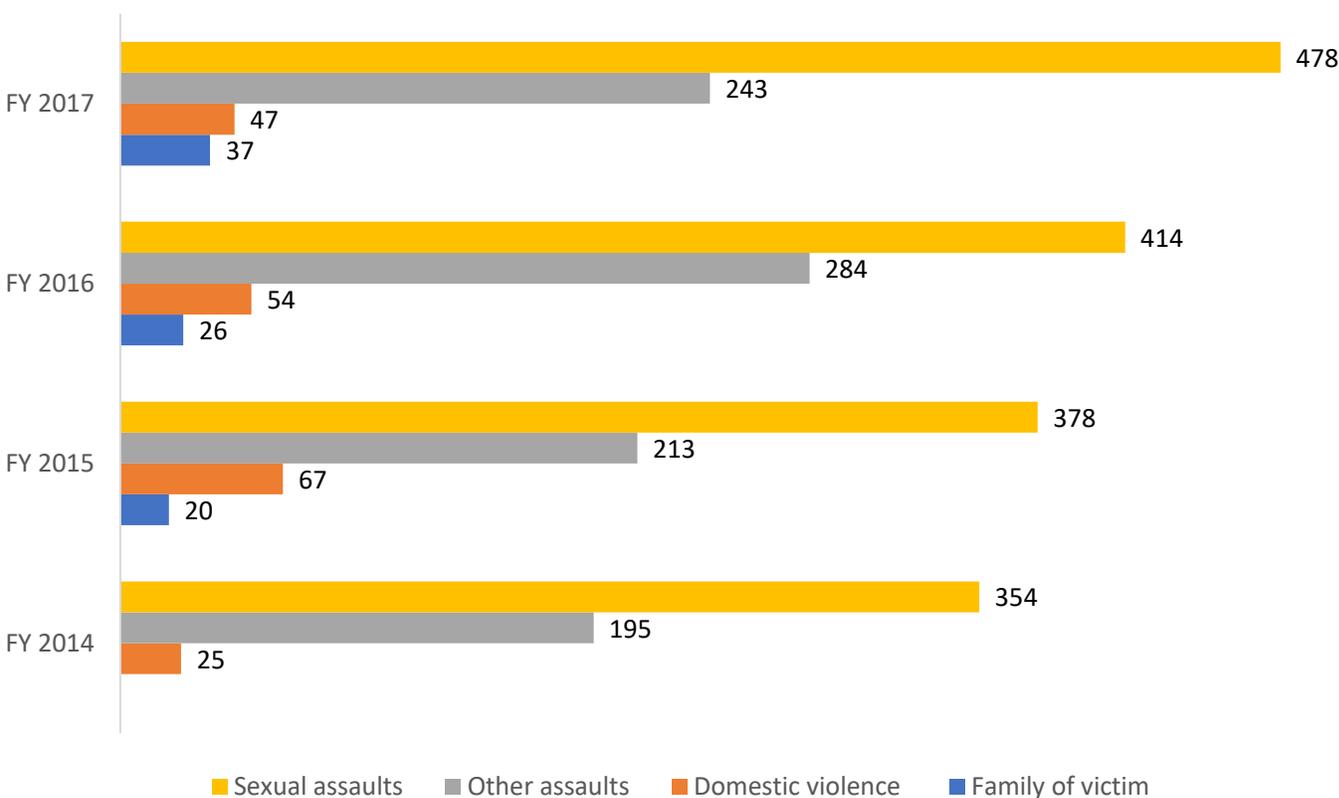


## Trauma Recovery Center

San Francisco’s Department of Public Health Trauma Recovery Center (TRC) provides mental health and case management services to survivors of interpersonal violence, including intimate partner violence, sexual and other physical assaults, gang-related violence, survivors of political torture and more. The specific services provided include patient assessments and intakes, crisis services, case management, evidence-based individual and group mental health treatment, medication monitoring, and other miscellaneous services. Services are currently offered in 11 different languages.

Figure 35 shows the types of abuse experienced by the 805 individuals served by the Trauma Recovery Center in FY 2017. Forty-seven had experienced domestic violence. A further 478 had experienced sexual assault. The number of sexual violence victims served has been steadily increasing since FY 2014. In contrast, there has been a reduction in the number of clients supported whose primary trauma was domestic violence or another kind of assault.

**Figure 35 Trauma Recovery Center: Number of Clients by Primary Trauma Type, FY 2014 - 2017**



## Who is experiencing Domestic Violence?

This year's report seeks to look more closely at who is experiencing abuse. Specifically, how demographic factors may influence both the forms of abuse individuals experience, and where they seek support following that abuse.

This is not an exact science; it is important to consider why particular groups may be over-represented in certain data sets, beyond the conclusion that they are experiencing higher levels of violence. For example, several of the community-based agencies supported by the Department on the Status of Women's VAW grant specifically seek to support Asian survivors. Including and comparing data from a broad range of sources (data on both victims and perpetrators; data from both criminal justice agencies and confidential community-based organizations) seeks to mitigate these contextual factors. Taken together, these data can build a picture of who is experiencing what. In the case of domestic violence, some clear patterns emerge.

## Gender

Data from across San Francisco, presented below, shows that domestic violence is a gendered issue. The vast majority of victims are women.

Gender is the demographic category most reliably collected by agencies in this report. As such, we can combine the information on victim gender to build a picture of how much more likely women are to experience domestic violence (see Figure 36 and Figure 37). It is important to note that this is not an unduplicated count. A woman may have been counted in emergency shelter data and District Attorney Victim Services data, for example. The Police Department victim data is missing from this table, because it counts cases involving victims from particular groups, rather than the number of individual victims, and one person may be involved in several cases. It therefore cannot be compared to the other data in Figure 36.

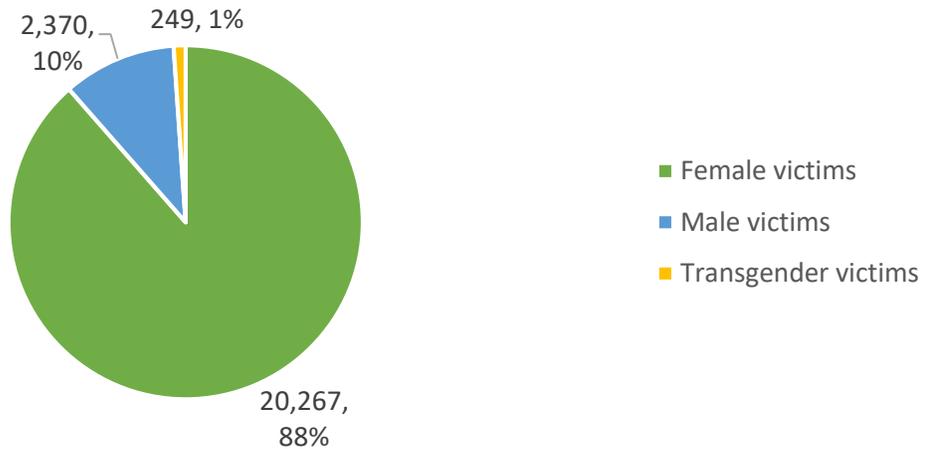
**Figure 36 Gender, Where Known, of Domestic Violence Victims Presenting at Different Agencies,<sup>35</sup> FY 2017**

	Number of female victims	Number of male victims	Number of transgender victims <sup>36</sup>
VAW grant-funded community-based agencies	16,898	1,919	249
District Attorney Victim Services Division	1,598	436	0
Sheriff Department Survivor Restoration Program	1,728	11	0
Department of Public Health: Trauma Recovery Center, domestic violence clients	43	4	0
Department of Public Health: Number of patients who screened positively for intimate partner violence in primary health and women's clinics	207	25	0

<sup>35</sup> Not an unduplicated count

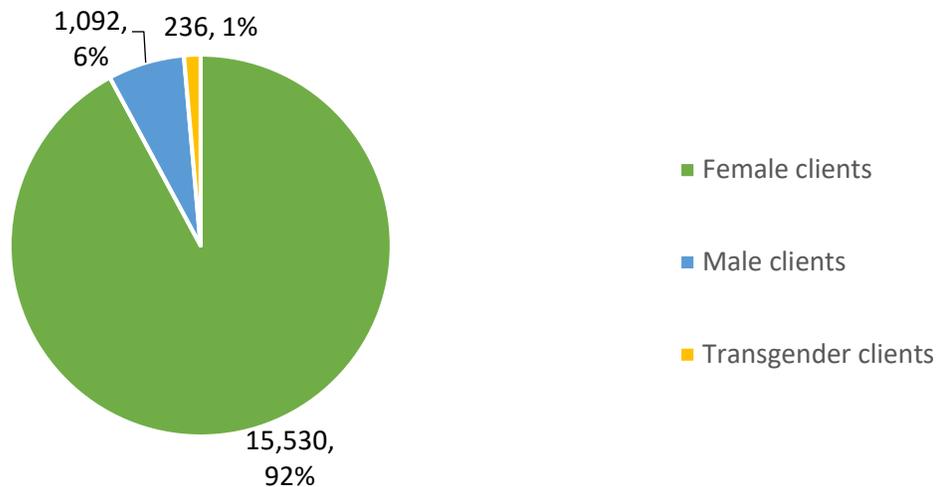
<sup>36</sup> Not every agency consistently collects information on transgender clients, so the total numbers presented may be an underestimation. In future, all agencies should record the number of transgender male and transgender female clients separately.

**Figure 37 Total Victims Across Different Systems by Gender, Where Known, FY 2017**



In systems where there are larger proportions of male victims, such as in community-based services, age is a relevant factor. Forty-three percent (827 out of 1,919) of the male clients included in Figure 36 were aged 17 or under. This compares to just 8% of the female clients. If we consider adult victims only (Figure 38, below), the gender split is much starker: 92% of victims were female, 6% male, and 1% transgender. The Sheriff’s Survivor Restoration Program serves an even smaller percentage of males who have experienced domestic violence; men make up 0.6% of their domestic violence client population. This compares to 21% male clients in District Attorney Victim Services, and 12% males in the patients positively screened for domestic violence in primary health clinics.

**Figure 38 Gender of Adult Survivors Supported by Community-Based Organizations, Where Known, FY 2017**



## Age

Police Department data – displayed in Figure 39 – has revealed age and gender to be vulnerability factors in cases of domestic violence. The number of cases involving female victims in every age category was significantly higher than the cases involving male victims, but this disparity lessens as the age bracket of victims increases.

The gender difference is most obvious in transitional age youth (TAY). In 88% percent of cases where the victim was of transitional age (18 – 24), the victim was also female. In 82% of all cases where the victim was under 30-years-old, they were also female. Yet this drops to 59% when we consider cases where victims were aged over 60-years-old, suggesting males may be more susceptible to abuse as they get older. Not only are women disproportionately victimized; they are more likely to be victimized younger, compared to their male peers.

**Figure 39 San Francisco Police Department: Domestic Violence Cases by Age and Gender of Victim, Where Known,<sup>37</sup> FY 2017**

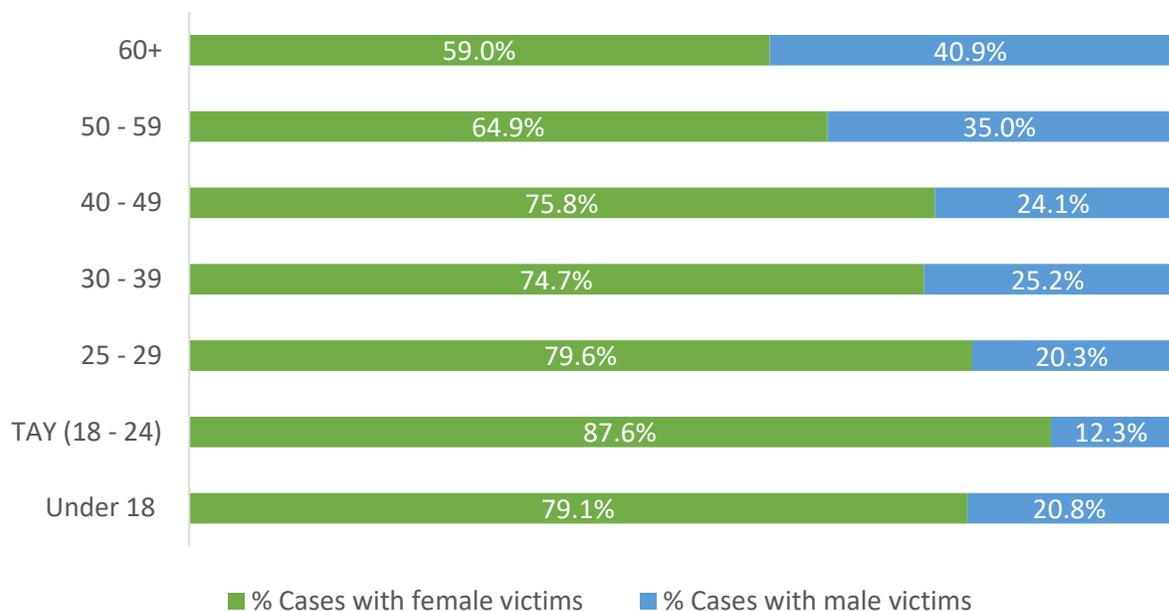
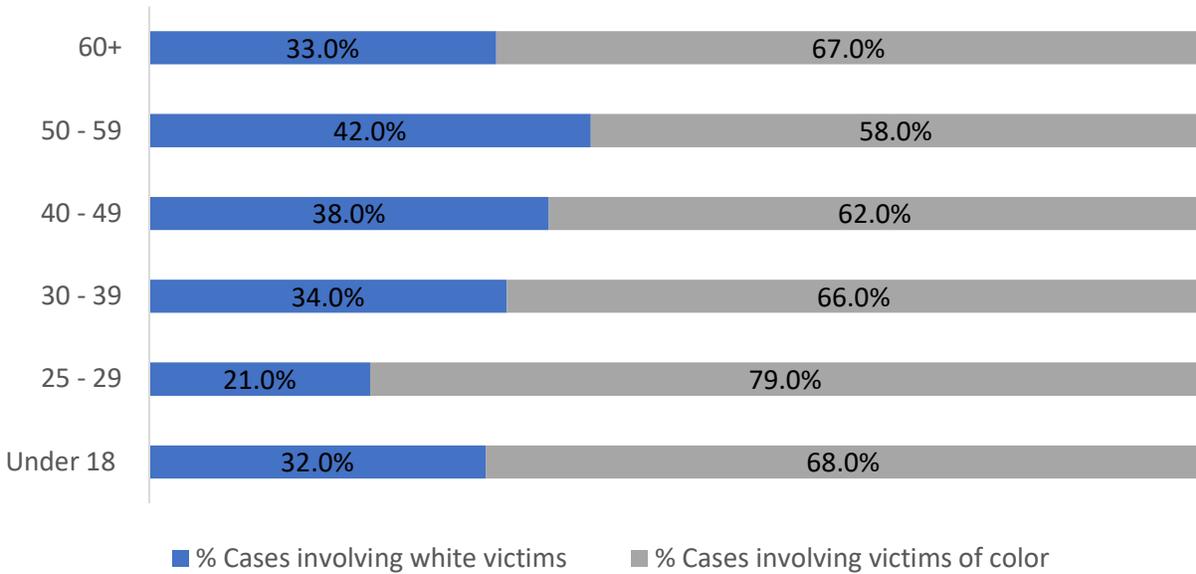


Figure 40, below, shows a similar pattern on the intersection between race and age. There are more cases involving victims of color in every age-bracket, but it is significant that the younger the age bracket, the larger the difference in the proportion of cases involving victims of color and white victims. In cases where victims were under-18, 68% of them were people of color. In cases where the victim was aged 29 or under, 78% were people of color.

<sup>37</sup> These figures represent cases rather than victims – i.e. one victim may have several cases, and therefore their demographic information would be recorded twice or more.

**Figure 40 San Francisco Police Department: Domestic Violence Cases by Victims' Age and Ethnicity, Where Known, FY 2017**

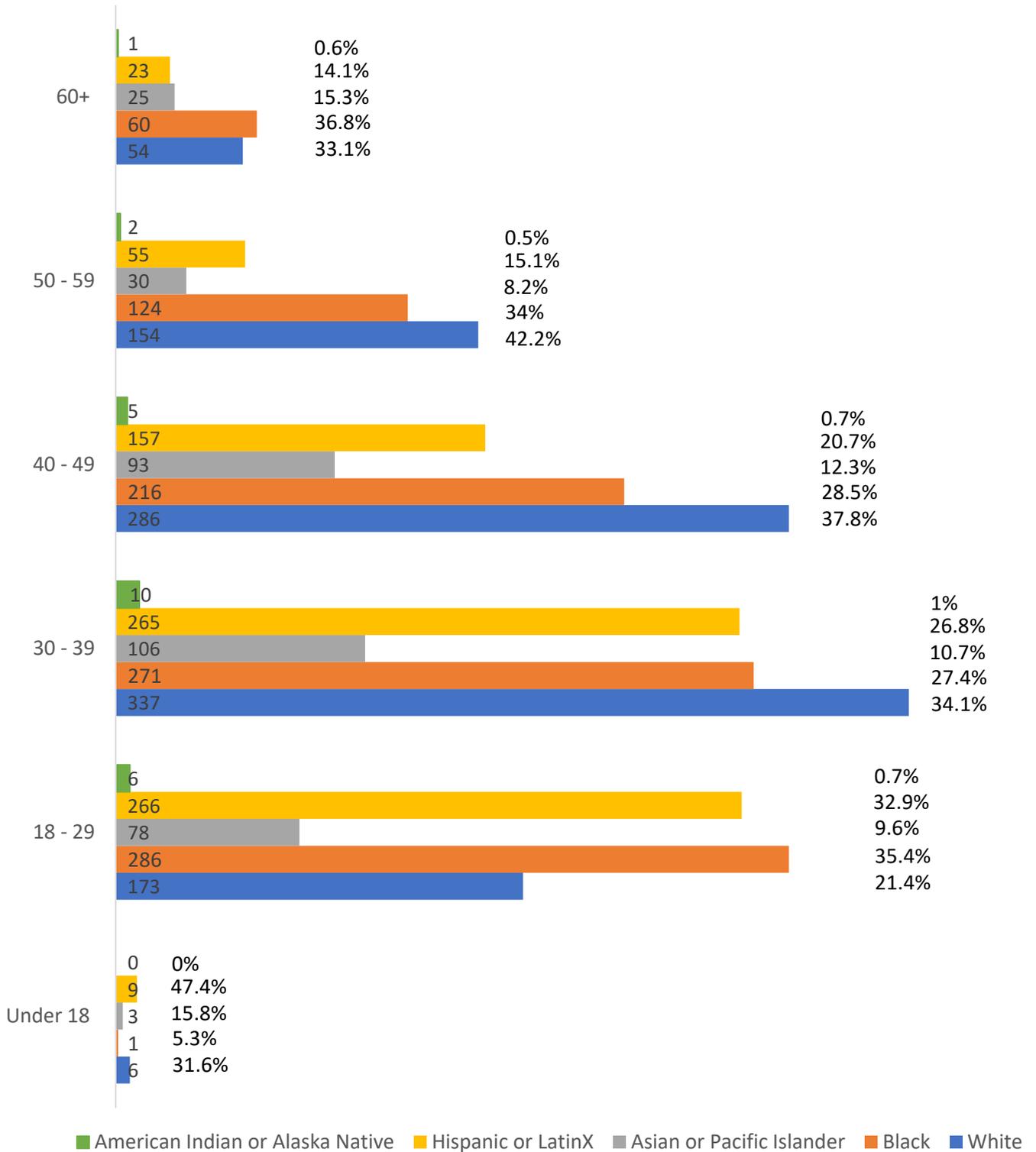


Disaggregating by each ethnicity (Figure 41, below), we can see that:

- Black and Latinx victims were over-represented across all age categories.
- The proportion of cases involving Latinx victims increases as the age-group gets younger. Cases involving Latinx victims make up 14% of cases where the victim was aged over 60, 33% of cases where the victim was aged 18 – 29, and 47% of cases where the victim was aged under-18.
- In cases where the victim was aged under 30, they were most likely to be Black – 36% of the victims in these cases were Black, compared to 33% Latinx. However, beyond the age of 30, Black victims were more vulnerable they older they were. In cases where the victims were over 60, 37% of all the victims were Black, compared to 27% in cases where victims aged 30 – 39, and 29% in cases where victims were aged 40 – 49.
- Asian or Pacific Islander victims were most vulnerable when aged under-18 or over 60-years-old.

This is the first year the Council has collected these data, and it will be important to track them over several years to understand whether this is a consistent pattern.

**Figure 41 San Francisco Police Department: Cases of Domestic Violence by Victim Age-Group and Ethnicity, Where Known, FY 2017**

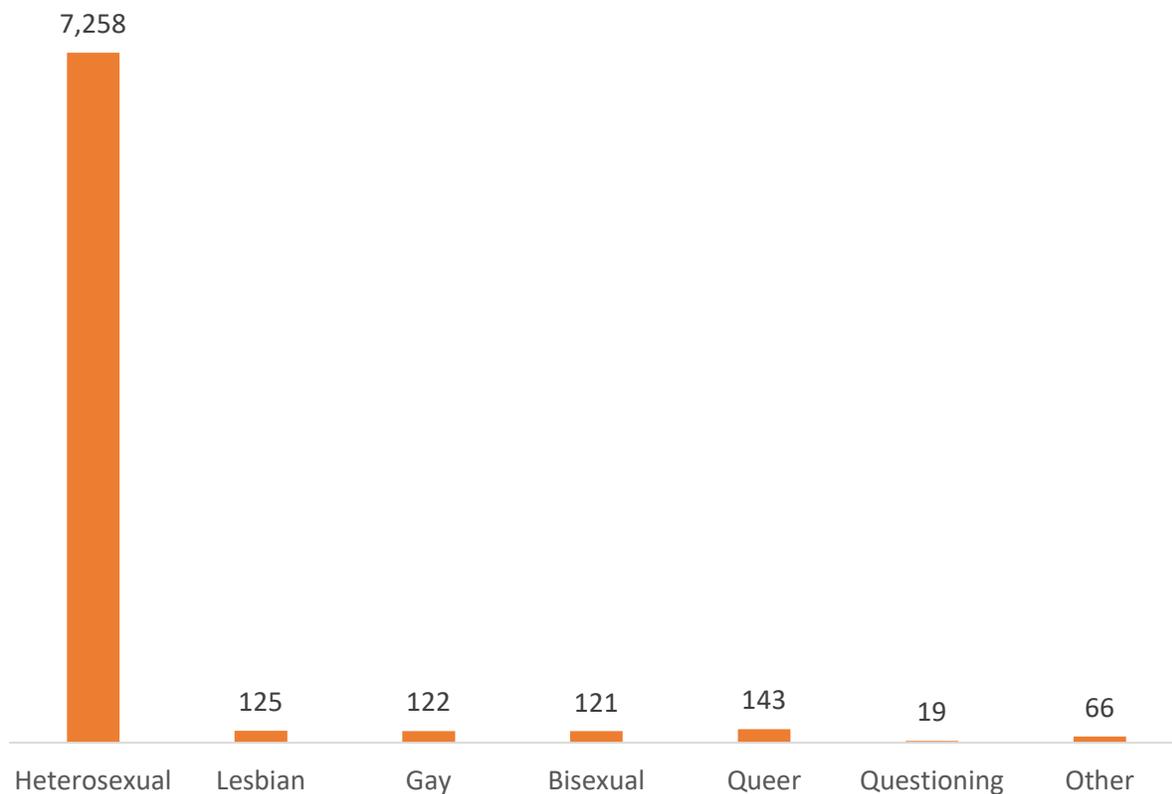


## Sexuality

The sexuality of family violence victims is not widely collected by San Francisco agencies. However, following a 2016 amendment to the Administrative Code, all City departments and contractors that provide healthcare or social services must now seek to collect and analyze data concerning the sexual orientation and gender identity (SOGIE) of the clients they serve. In future years, then, the Family Violence Council will better understand the rates of domestic violence in the LGBTIQ+ community.

Domestic violence can happen in any relationship, whatever the gender or sexuality of partners. Figure 42 shows that, where clients' sexual orientation was known, 8% of those served by VAW Grant-funded community-based organizations identified as Lesbian, Gay, Bisexual, Queer, Questioning (LGBQQ) or other. This is consistent with FY 2016.

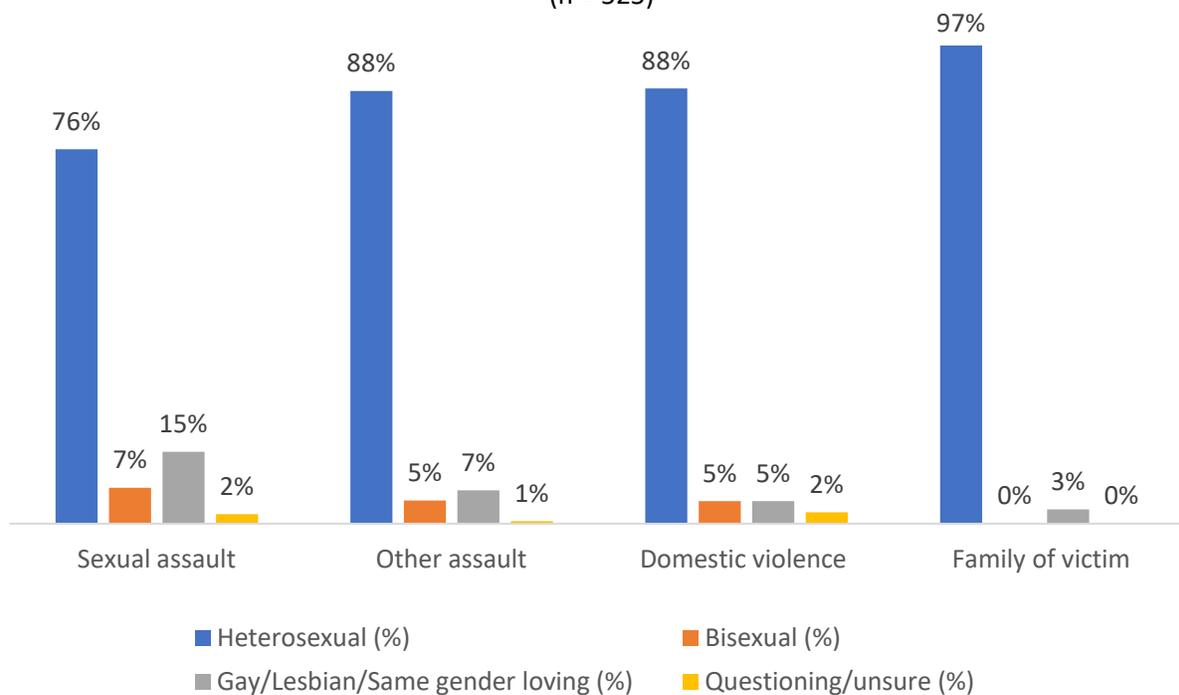
**Figure 42 Sexual Orientation of Clients Served by VAW Grant-Funded Community-Based Programs, Where Known, FY 2017**



The Department of Public Health’s Trauma Recovery Center also contributed data on sexual orientation (Figure 43, below). Almost 12% of clients whose primary trauma was domestic violence identified as lesbian, gay, bisexual or questioning (LGBQ), as did 24% of those whose primary trauma was sexual violence. As sexual orientation data is not collected by the Census Bureau, it is difficult to assess how over-represented LGBQ people are in these data, compared to the population. However, it has been estimated that 6.2% of San Francisco’s population identifies as LGBT.<sup>38</sup> This estimation would mean that LGB people are over-represented as victims of sexual violence by a factor of almost four, and as victims of domestic violence by a factor of almost two.

**24%** of sexual violence survivors served by Trauma Recovery Center identified as Lesbian, Gay, Bisexual or Questioning

**Figure 43 Department of Public Health, Trauma Recovery Center: Trauma Type by Sexual Orientation of Client, Where Known, FY 2017 (n = 525)**

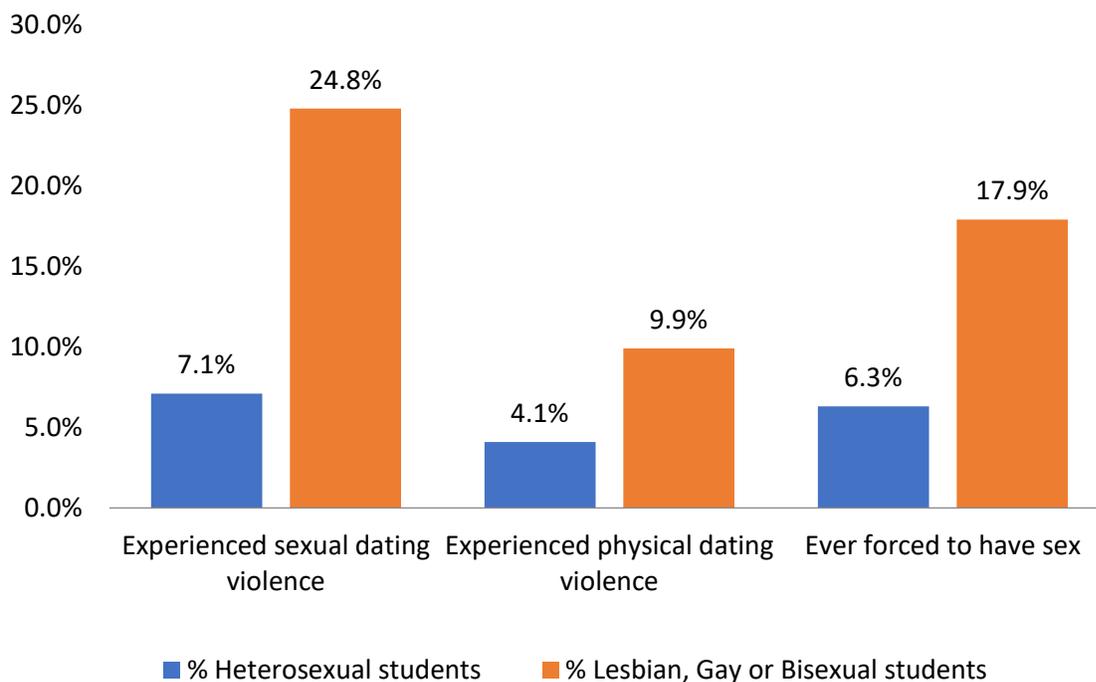


<sup>38</sup> According to a Gallup telephone poll, conducted between 2012 – 2014, the San Francisco is home to the highest proportion of LGBT people in the U.S. <http://news.gallup.com/poll/182051/san-francisco-metro-area-ranks-highest-lgbt-percentage.aspx>

This fits with research conducted by the Center for Disease Control and Prevention (CDC) in 2010,<sup>39</sup> which found that the lifetime prevalence of rape, physical violence and/or stalking by an intimate partner in the LGBTQ Community is equal to or higher than those of heterosexuals. Forty-four percent of lesbian women and 61% of bisexual women experienced rape, physical violence, and/or stalking by an intimate partner in their lifetime, compared to 35% of heterosexual women. Twenty-six percent of gay men and 37% of bisexual men experienced rape, physical violence, and/or stalking by an intimate partner in their lifetime, compared to 29% of heterosexual men.

The 2017 Youth Risk Behavior Survey,<sup>40</sup> conducted by the San Francisco Unified School’s District in partnership with the Center for Disease Control, also found that high school students in San Francisco who identified as Lesbian, Gay or Bisexual were more likely to have experienced violence. Figure 44, below, shows that they were three-and-a-half times more likely to experience sexual dating violence than their heterosexual peers, more than twice as likely to experience physical dating violence, and almost three times as likely to have been raped.

**Figure 44 High School Youth Risk Behavior Survey, CY 2017**



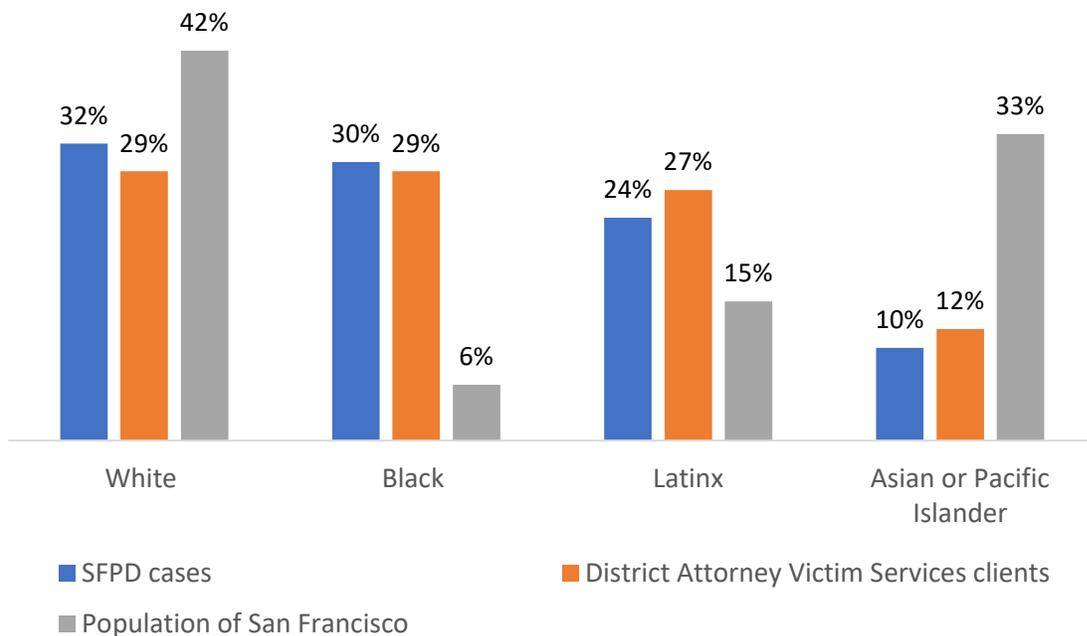
<sup>39</sup> NISVS: An Overview of 2010 Findings on Victimization by Sexual Orientation, Centers for Disease Control and Prevention [https://www.cdc.gov/violenceprevention/pdf/cdc\\_nisvs\\_victimization\\_final-a.pdf](https://www.cdc.gov/violenceprevention/pdf/cdc_nisvs_victimization_final-a.pdf)

<sup>40</sup> High School Youth Risk Behavior Survey 2017 (2018), Centers for Disease Control and Prevention <https://bit.ly/2K1sqK1>

## Race and Ethnicity

Data from agencies across the City show that women of color are disproportionately victimized by domestic violence. Figure 45 brings together data from the San Francisco Police Department and the District Attorney’s Victim Services Division on the ethnicity of victims of domestic violence and compares it to the ethnic breakdown of the population of San Francisco.

**Figure 45 Ethnic Breakdown of Domestic Violence Victims in District Attorney Victim Services and in SFPD cases,<sup>41</sup> Where Known, Compared to the General Population of San Francisco,<sup>42</sup> FY 2017**



Where the victims’ ethnicity was known, almost a third of SFPD domestic violence cases involved a Black victim. Similarly, 29% of District Attorney Victim Services’ domestic violence clients were Black – despite the Black population of San Francisco being just 6%. Around a quarter of victims in both data sets were Latinx, despite that community making up just 15% of San Francisco’s total population. This pattern

<sup>41</sup> Count is number of cases where victim was of a particular ethnicity, rather than number of individual victims of each ethnicity

<sup>42</sup> Demographic data on San Francisco drawn from the Statistical Atlas, which uses data from the U.S. Census Bureau (2010) <https://statisticalatlas.com/place/California/San-Francisco/Race-and-Ethnicity> Figure 45 only includes four most commonly occurring ethnic groups, as these categories were consistent across all data sources.

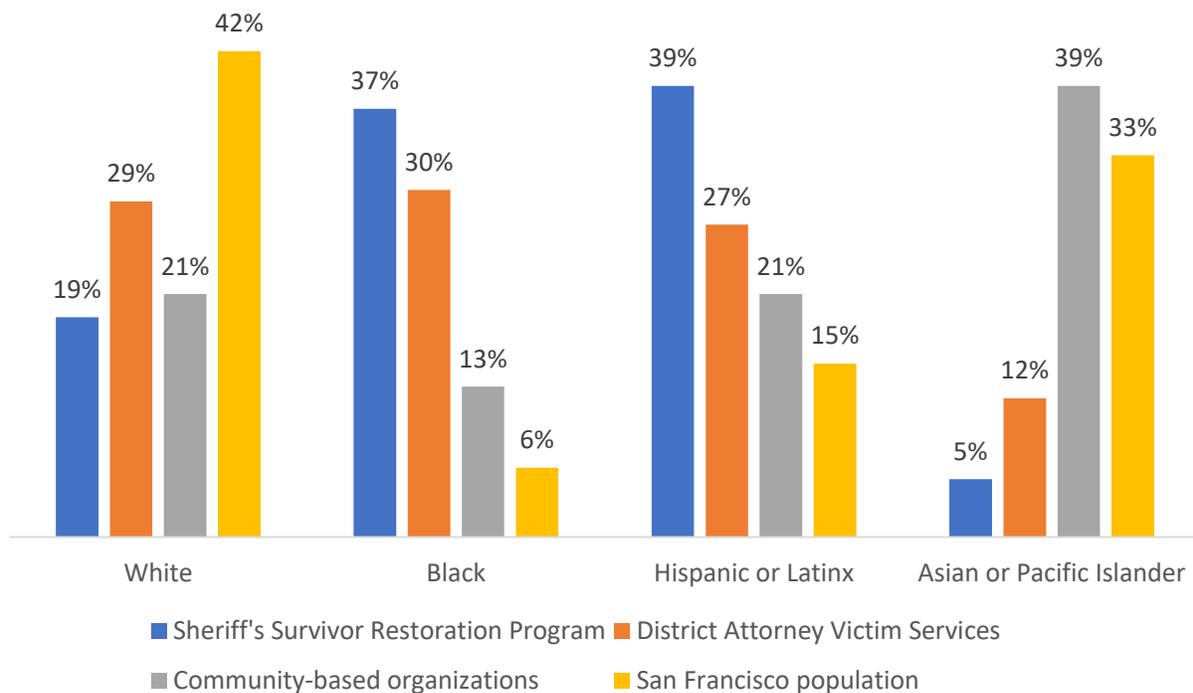
echoes that of previous years; in FY 2016, 26% of District Attorney Victim Services clients were Black and 28% were Latinx.

It is important to consider that this over-representation of Black and Latinx people in the victims' data of justice-based services may reflect the racial disparities in the San Francisco criminal justice system when it comes to *perpetrators* of violence. See page 72 of this report for more detail on this. The CDC's State-wide research does show that 43% of Black women (406,000) and 30% (1,224,000) of Hispanic women in California had experienced sexual violence, physical violence and/or stalking by an intimate partner in their lifetimes. This compares to 39% of white women (2,843,000).

## Does ethnicity impact where survivors receive support?

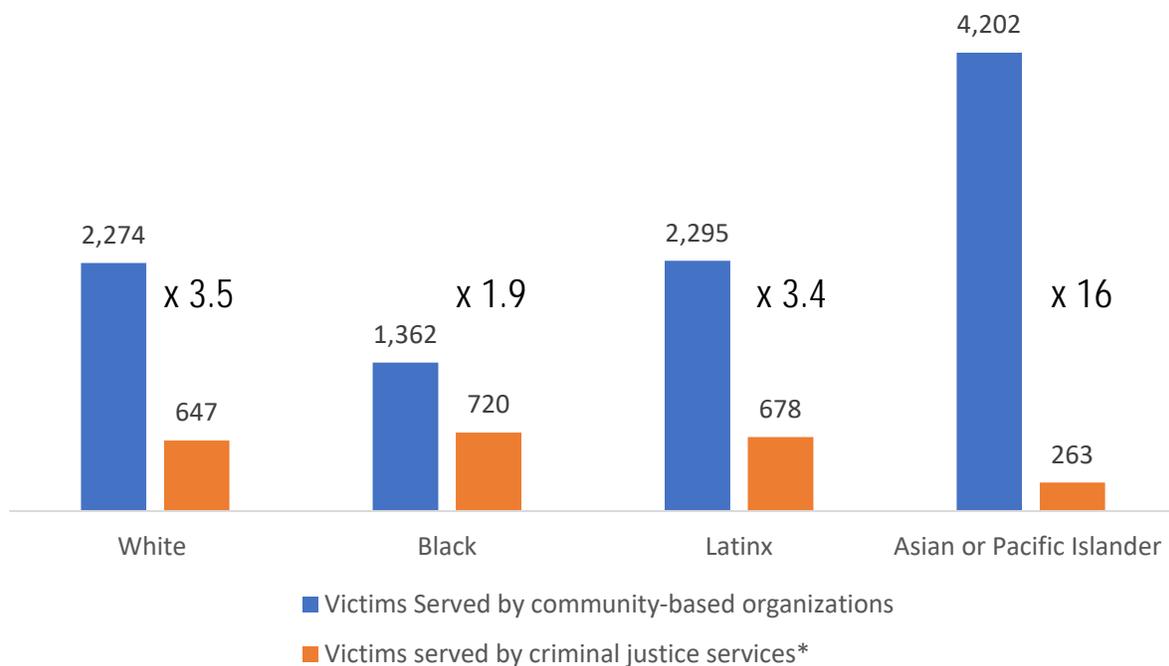
It is useful to compare the victim demographic data from criminal justice agencies to demographic data on victims served by community-based agencies (see Figure 46, below). Black and Latinx survivors are disproportionately represented in both community-based services and services run by criminal justice agencies, compared to in the general population. However, Figure 46 also shows that Black survivors – and, to a lesser extent, Latinx survivors – make up a much smaller proportion of those victims receiving independent, confidential support in the community (the gray column) than they do those victims receiving support from services run by criminal justice agencies (the pink and blue columns).

**Figure 46 Ethnic Breakdown (%), Where Known, of Clients in Criminal Justice Support Services and Community-Based Support Services, Compared to San Francisco Population, FY 2017**



If we consider the *number* of individuals served by each system (Figure 47, below), the contrast in where different communities receive support becomes even clearer. Compared to other groups, Black survivors are more likely to receive support following abuse from a criminal justice agency. As Figure 11 on page 34 shows, many more victims overall are getting support in the community than through the police. However, less than twice as many Black survivors are getting support in confidential, independent community-based organizations than are being supported via criminal justice agencies (namely, the District Attorney’s Victim Services Division, and the Sheriff Department’s Survivor Restoration Program). This compares to around three-and-a-half times as many for White and Latinx survivors. For Asian survivors, 16 times as many are served in the community compared to those served in criminal justice agencies.

**Figure 47 Number of Victims Served by Community-Based Organizations and by Criminal Justice Services, FY 2017**



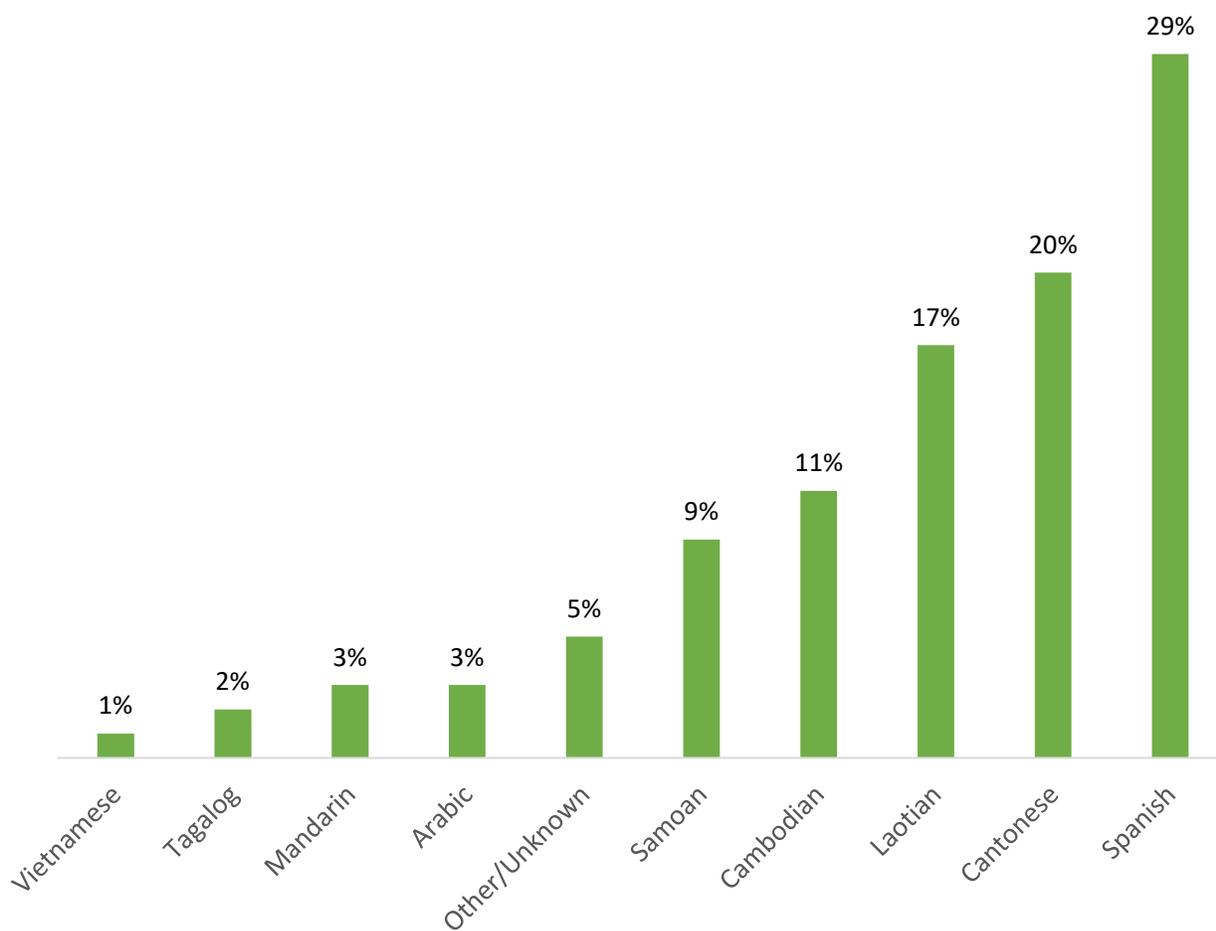
\*Figure the sum of District Attorney Victim Services clients and Sheriff Department Survivor Restoration Program clients

When thinking about the implications of Figure 47, it is important to note that community-based organizations have limited resources. Any recommendation to address the relative under-representation of one community should not come at the expense of existing services for other communities.

## Language needs

Of the 23,489 individuals served by VAW Grant funded community-based programs in FY 2017, 18% were limited English proficient. Figure 48 shows their primary language.

**Figure 48 Primary Language (when not English) of Those Served by Grant-Funded Community-Based Organizations, FY 2017**

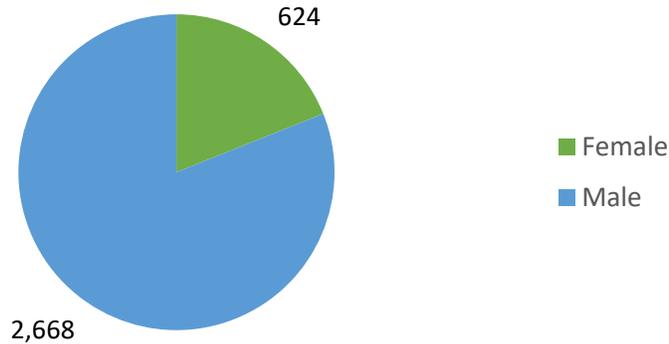


# Who are the perpetrators?

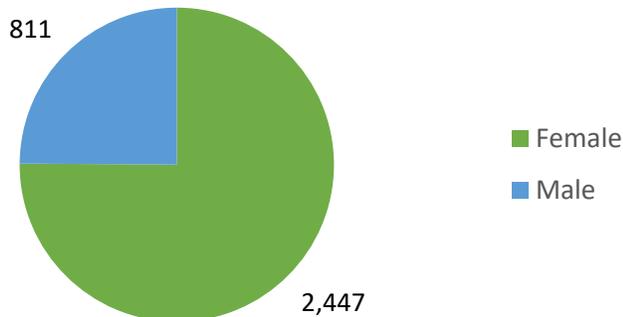
## Gender

Police Department data shows us that, overwhelmingly, those suspected of domestic violence are men, and their victims are women. Men make up 81% of the suspects, and women are the victims in 75% of cases (Figure 49 and 50). The caseload of the Adult Probation Department echoes this – 97% of their domestic violence probationers were male in FY 2017. Juvenile Probation also reflects this data: zero of the sustained domestic violence petitions concerned females. Over the last seven years, just 20% of sustained juvenile petitions for domestic violence have been against females.

**Figure 49 San Francisco Police Department:  
Gender of Domestic Violence Suspects, Where Known,  
FY 2017 (n: 3,292)**



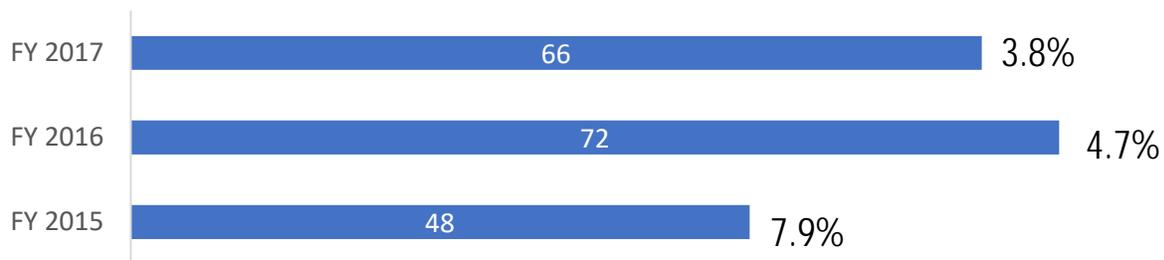
**Figure 50 San Francisco Police Department:  
Gender of Domestic Violence Victims, Where Known,  
FY 2017 (n: 3,258)**



The gender disparity found in the figures from law enforcement does not fit with the ‘self-reported’ CDC research on the gender of domestic violence victims. The CDC report says that 35% of women in California and 31% of men have experienced domestic violence at some time during their lives.<sup>43</sup> Could one explanation for the high number of male suspects could be that police are more likely to arrest men for domestic violence crimes than women? Research from the UK has found the opposite is true. In a longitudinal study of 128 domestic violence cases, women were three times more likely than men to be arrested when they were construed as the perpetrator.<sup>44</sup>

The same study also found that police appeared more ready to arrest women despite patterns of violent behavior that were less intense or severe than the patterns exhibited by men.<sup>45</sup> Data from the Sheriff Department’s Survivor Restoration Program (SRP) – a service that supports and empowers victims of domestic violence – suggests something similar may be happening in San Francisco. Of the 1,728 women supported by the Survivor Restoration Program in FY 2017, 66 had been arrested for domestic violence themselves. Last year it was 72 women – almost 5% of all clients – and in FY 2015 it was 48 women. 7.9% of all clients (Figure 51). Staff have reported that in many cases, these women had called the police themselves following abuse from their partner, and were then arrested at the scene, sometimes following inflicting a minor, defensive wound. This is very concerning, not least because what happens next suggests the arrests might have been unwarranted. SRP staff report that in many instances, the cases were dropped the day after the arrest. They also report that many of those arrested were Latina or Black women, and many had limited English proficiency. Of the 66 survivors on the SRP arrested for domestic violence in 2017, only nine ultimately had charges filed against them – just 14%. This compares to a filing rate of 25% across all domestic violence cases received by the District Attorney in FY 2017. The average filing rate between 2015 – 2017 was 30%.

**Figure 51 Sheriff Department Survivor Restoration Program: Female Clients<sup>46</sup> Charged with Domestic Violence, and a Percentage of Total Clients, FY 2016 - 2017**



<sup>43</sup> Smith, S.G. et al (2017) p.144

<sup>44</sup> Hester, M. ‘Portrayal of Women as Intimate Partner Domestic Violence Perpetrators’, *Violence Against Women* 18(9) pp.1067–1082 (2012) p.1067

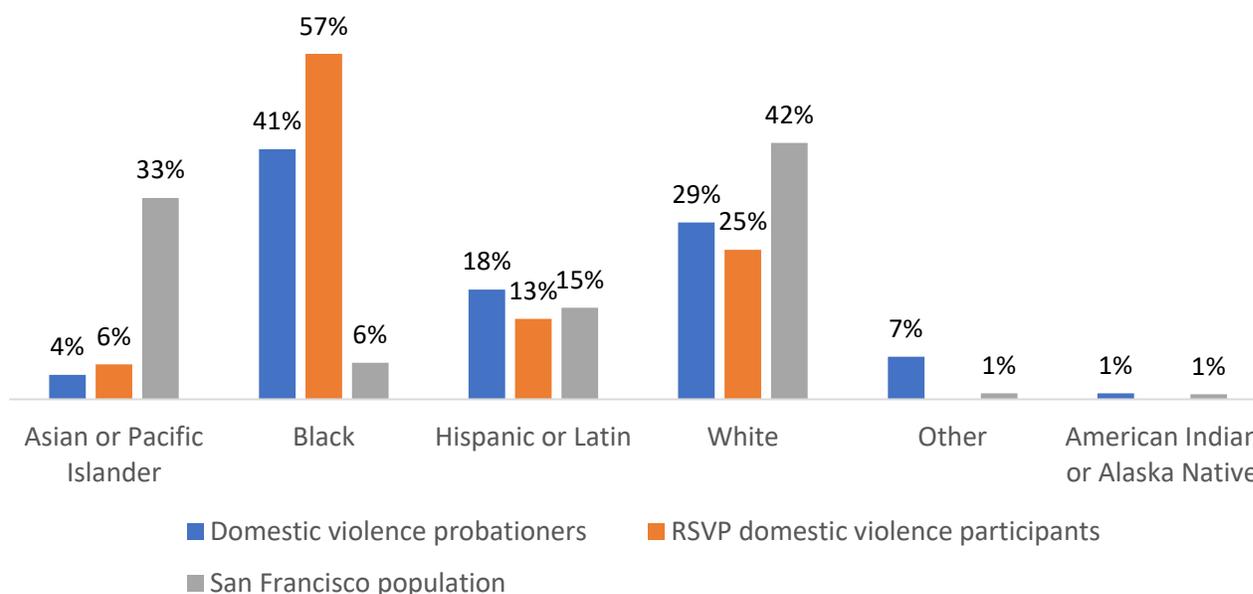
<sup>45</sup> Ibid. p.1075

<sup>46</sup> \* The vast majority of SRP clients are female, with five men supported in FY 2015, 12 in 2016 and 11 in 2017

## Ethnicity

The District Attorney's Office does not currently have a reliable source of information on the ethnicity of domestic violence suspects and defendants, and so is not able to share these figures. However, we can see through Adult Probation's figures on its domestic violence probationers that Black men are disproportionately represented (Figure 52, below). The same is true for participants in the Sheriff Department's in-custody program for offenders, the Resolve to Stop the Violence Program (RSVP – see page 78 for more information).

**Figure 52 Ethnic Breakdown Domestic Violence Probationers and RSVP Participants, Compared to San Francisco Population, FY 2017**



### Disproportionality in the justice system

When using these data, it is important to consider the increased likelihood of perpetrators of color encountering the criminal justice system. A report by the W. Haywood Burns Institute found that in 2013, there were a disproportionate number of Black adults represented at every stage of the criminal justice process in San Francisco. Despite making up just 6% of the adult population, Black adults represent 40% of people arrested, 44% of people booked in County Jail, and 40% of people convicted. When looking at the relative likelihood of system involvement, Black adults are 7.1 times more likely as White adults to be arrested, 11 times as likely to be booked into County Jail, and 10.3 times as likely to be convicted of a crime in San Francisco.<sup>47</sup> More recent independent research (2017) on the racial

<sup>47</sup> *San Francisco Justice Reinvestment Initiative: Racial and Ethnic Disparities Analysis* (2016) The W. Haywood Burns Institute for Justice Fairness and Equity (p.4) Available here: [https://www.burnsinstitute.org/wp-content/uploads/2015/06/SF\\_JRI\\_Full\\_Report\\_FINAL\\_7-21.pdf](https://www.burnsinstitute.org/wp-content/uploads/2015/06/SF_JRI_Full_Report_FINAL_7-21.pdf)

disparities in cases processed by the San Francisco District Attorney concluded that there were substantial racial and ethnic disparities in criminal justice outcomes that tend to disfavor minority defendants, and Black people in particular.<sup>48</sup> Black people fared poorly compared to white people across all outcomes in the research, including being less likely to have their cases dropped or dismissed.<sup>49</sup> The report also concluded that: “[n]early all of the racial disparities in case disposition outcomes can be attributed to the differences in case characteristics that are determined prior to a case being presented to the San Francisco District Attorney.”

## What support is available for perpetrators?

### Adult Probation Department services

The Adult Probation Department supervises individuals convicted of domestic violence as they complete the court-ordered conditions of probation. Probation Officers work directly with their clients to develop treatment and rehabilitation plans that are consistent with their criminogenic needs.

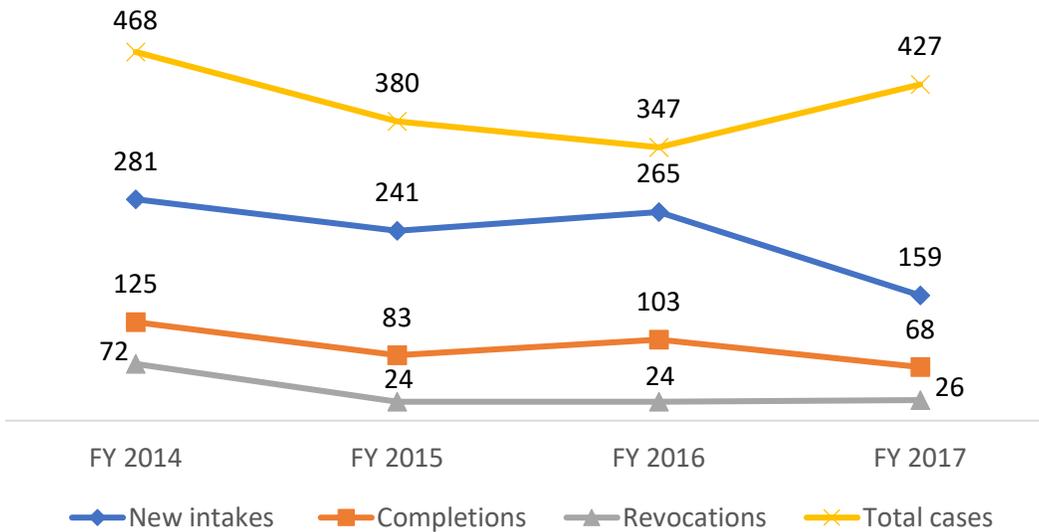
At the end of FY 2017, Figure 53, below, shows that the Adult Probation Department Domestic Violence Unit was supervising 427 individuals, a 23% increase from last year. However, use caution when interpreting this percentage increase. This increase reflects a difference in data reporting. In FY 2016, the Adult Probation Department reported figures for “active” clients only; whereas in FY 2017, the Adult Probation Department reported figures for both “active” and “suspended” clients. Cases may be suspended while a revocation is investigated, or because an individual fails to attend a court date. New intakes have declined by 40% since FY 2016 – which may be a reflection of the 19% reduction in prosecutions for domestic violence in FY 2017.

---

<sup>48</sup> MacDonald, J. and Raphael, S. *An Analysis of Racial and Ethnic Disparities in Case Dispositions and Sentencing Outcomes for Criminal Cases Presented to and Processed by the Office of the San Francisco District Attorney* (2017) University of Pennsylvania and University of California, Berkeley  
[https://sfdistrictattorney.org/sites/default/files/MacDonald\\_Raphael\\_December42017\\_FINALREPORT%20%28002%29.pdf](https://sfdistrictattorney.org/sites/default/files/MacDonald_Raphael_December42017_FINALREPORT%20%28002%29.pdf) p.136

<sup>49</sup> Ibid. p.3

**Figure 53 Persons Supervised by Adult Probation Department Domestic Violence Unit, FY 2014 – 2017**



When a person convicted of domestic violence is referred to the Adult Probation Department for supervision, they are referred to a 52-week Batterers’ Intervention Program, run by a community agency and certified by the Adult Probation Department. There were ten certified Batterers’ Intervention Programs in San Francisco as of the end of FY 2017. The Department continues to utilize the Batterers’ Intervention Program Audit Team to observe, audit and certify the programs. See page 76 for more on Batterer Intervention Programs.

### Non-compliance

Figure 53 shows that there were 26 revocations of probation in FY 2017. This figure does not necessarily represent 26 individuals, as one probation client may have more than one case. Probation revocation is one possible outcome for individuals who fail to comply with the conditions of their probation. For example, by failing to attend the Batterers’ Intervention Program or by committing another crime. The revocations data in Figure 53 includes only ‘revoked and sentenced’ cases – cases in which a violation is found to have taken place. It does not include ‘administratively revoked’ cases – cases in which probation is administratively revoked while an alleged violation is investigated. In these cases, a bench warrant may be issued and the violation addressed by court.

Included for the first time in this report, Figure 54 provides figures on how often these violations occur. These data show that although there is only a small number of probation ‘revoke and sentence’ cases each year, there are significant number of individuals committing alleged violations serious enough to be addressed by court. Figure 54 includes data on the number of violations and the number of probationers with violations. However, the Adult Probation Department has shared that of the 186 total violations addressed by the court in FY 2017, 92% were committed by a probationer with one violation. It appears that this may not be a case of multiple violations being committed by a small group of

probationers. There are 171 individual probationers (40% of the total) who exhibited one instance of noncompliant behavior that was addressed by the court. We do not know how many probationers committed the additional 15 violations. Violations can be new arrests as well as technical violations such as not reporting, failing a drug test, contraband, failing to appear in court, failing the program, etc. Not all violations are new arrests.

**Figure 54 Adult Probation Department Domestic Violence Unit: Non-Compliance Figures, FY 2017**

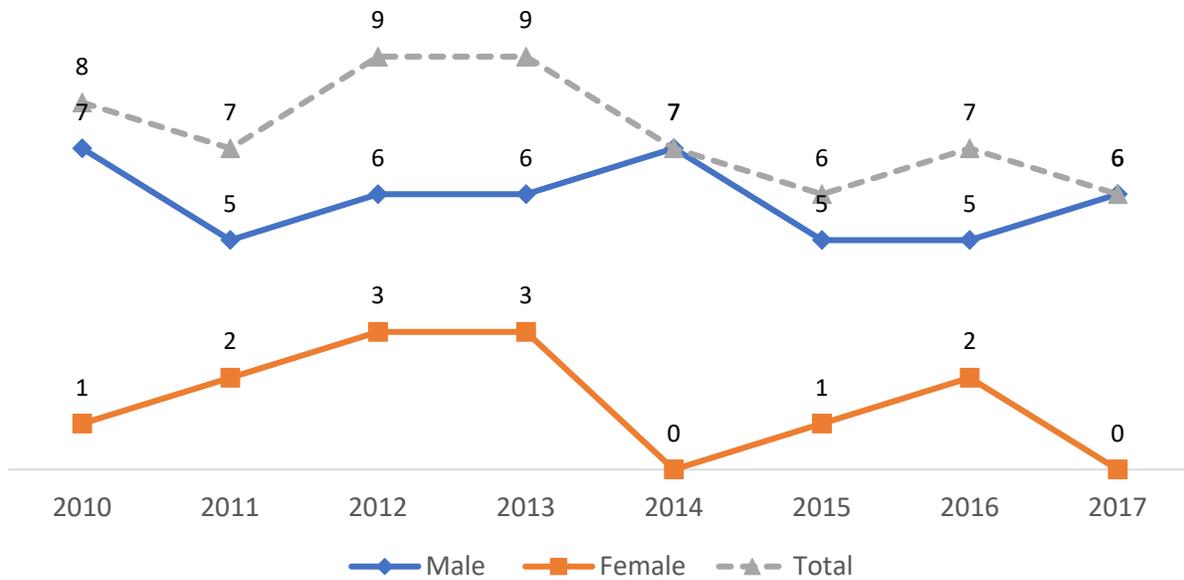


## Juvenile Probation

The Juvenile Probation Department provides services to youth who are alleged and/or have been found to have committed crimes, as well as youth who are alleged to have been/have been found to be beyond their parents' control, runaway, or truant. After their arrest, each youth is assigned a probation officer who investigates the circumstances of the arrest and all relevant social and family issues.

In 2017, there was a 30% reduction in the number of juveniles (aged between 12 and 17-years-old) petitioned for domestic violence, from 13 in 2016 to nine in 2017. A petition happens when the State thinks a juvenile has done something wrong; a judge then decides if the petition should be sustained or not. Six of the nine domestic violence petitions were sustained (see Figure 55, below), a reduction of one compared to 2016. In 2016, 14% of sustained petitions involved felonies, whereas in 2017, all successful petitions were for misdemeanors. Over the last seven years, just 20% of successful petitions for domestic violence have concerned female juveniles.

**Figure 55 Juvenile Probation: Petitions Sustained for Domestic Violence, by Gender, FY 2010 - 2017**



## Batterer Intervention Programs

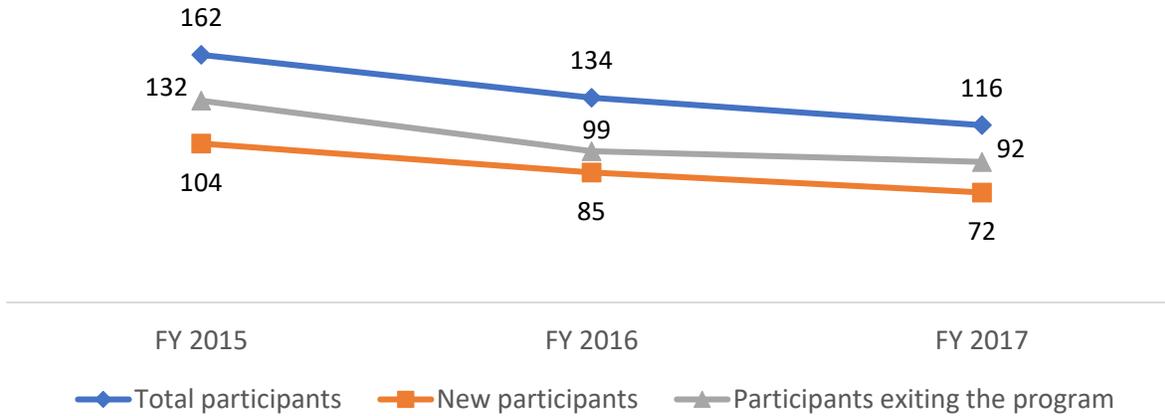
There are currently ten certified Batterer Intervention Programs operating in San Francisco. They are certified by the Adult Probation Department. At present, the Department is unable to provide outcomes data on the ten programs. It will be important in the future to track outcomes for Batterer Intervention Programs – including rates of recidivism – across San Francisco. However, this year’s report does include detailed outcomes data on the Manalive Program, which works with a proportion of domestic violence perpetrators attending court-mandated Batterer Intervention Programs.

### Manalive Program

The Sheriff’s Department uses the Manalive Violence Prevention Program curriculum both in the jails and at community-based sites to support domestic violence offenders. To complete the program, participants must attend a 52-week court-approved Batterers’ Intervention Program. The 52 weeks are broken down into three stages, and the curriculum includes check-ins and feedback that help men identify and articulate emotions, step-by-step deconstruction of violent behaviors, and discussion and breakdown of the male-role belief system. Participants learn practical skills to recognize what triggers them to react with anger, violence and other destructive behaviors, and ways to make alternate, pro-social choices to stop their violence.

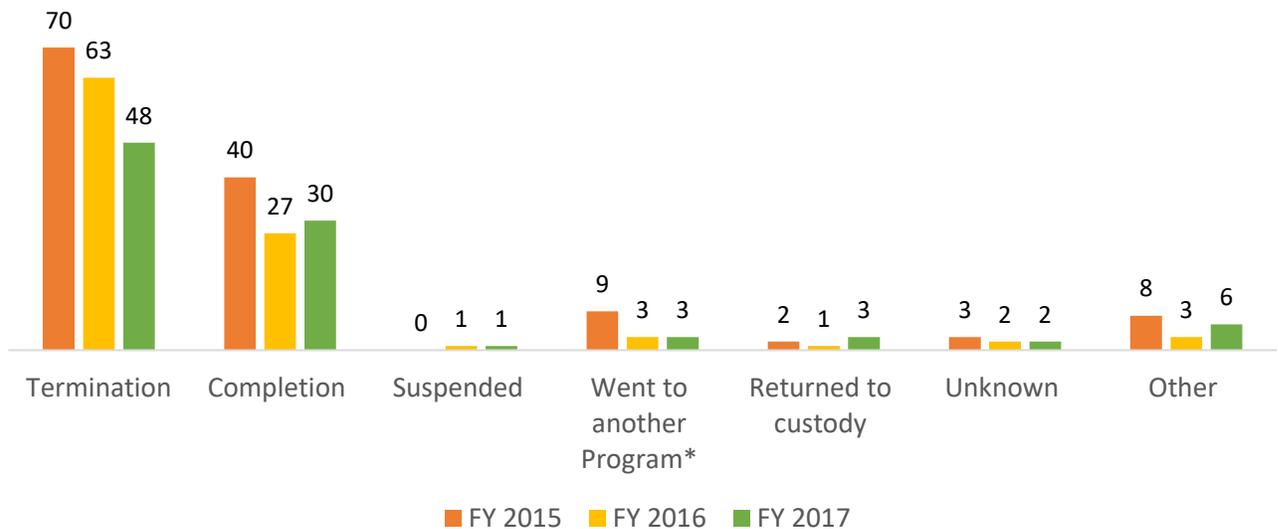
In FY 2017, 116 individuals participated in the Manalive Program – a 13% reduction compared to last year. Figure 56 reflects the fluidity of open enrollment; a participant is likely to enter the program one year, and exit in another.

**Figure 56 Manalive Program: Individuals Participating, FY 2015 - 2017**



In FY 2017, there was a 33% completion rate for the program. This means that of the 116 individuals who took part, 38 completed the Program – far fewer than the total number who exited the program. Included for the first time in this report, Figure 57 shows the breakdown of reasons why participants exited the program, aside from completion.

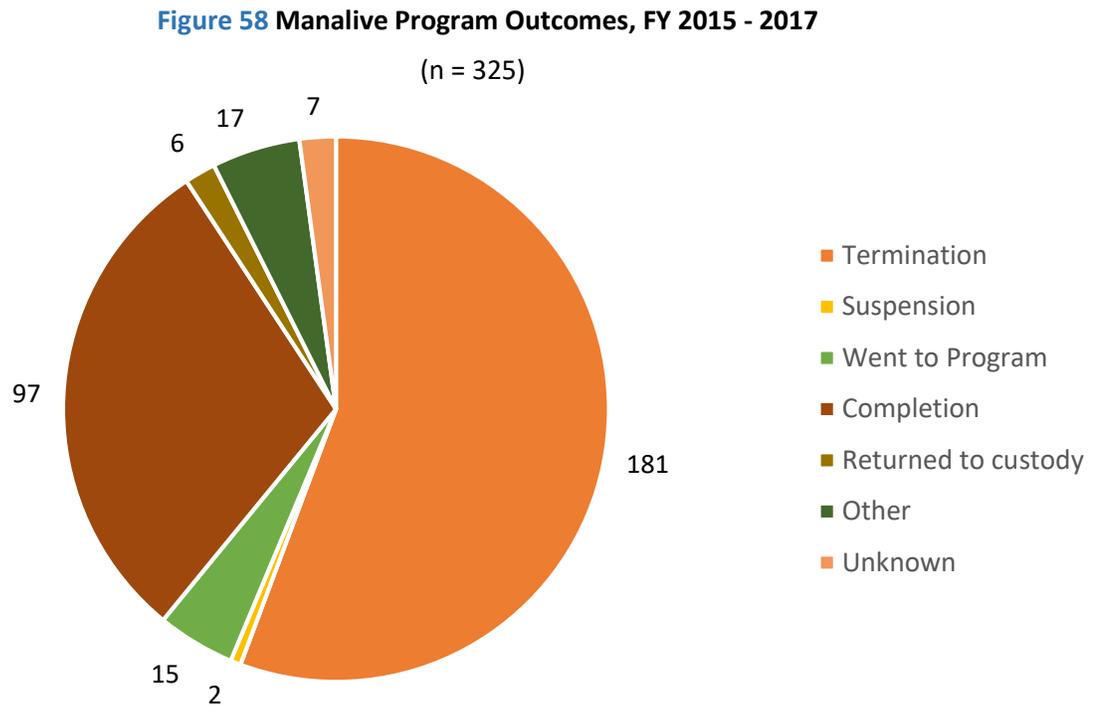
**Figure 57 Manalive Program: Exit Outcomes, FY 2015 - 2017**



\*This is when an individual exits Manalive to go to a program better suited to their needs, such as a substance use disorder program

Figure 57 shows that in FY 2017, a higher percentage of participants exiting the program were doing so because they had completed it than in FY 2016, and a lower percentage were exiting due to termination.

Termination happens if a participant misses class, is non-compliant or combative, or due to substance use disorders. Figure 58, below, combines outcomes over the last three years: of the 325 individuals who have exited the Program, 56% (181 individuals) were terminated from the Program or returned to custody. Thirty percent (97 individuals) have completed the Program.

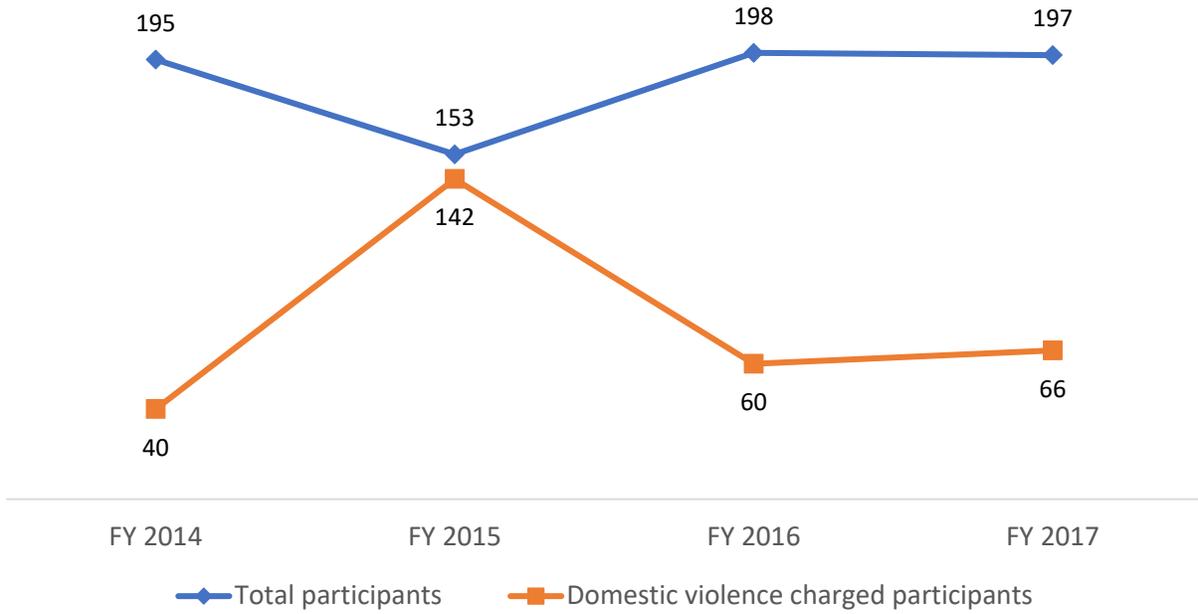


### Resolve to Stop the Violence Program (RSVP)

The Resolve to Stop the Violence Project (RSVP), run by the San Francisco Sheriff’s Department, is a survivor-centered program based on a restorative justice model for in-custody offenders. The mission of Resolve to Stop the Violence Project is to bring together all those harmed by crime, including victims, communities, and offenders. RSVP is driven by victim restoration, offender accountability, and community involvement. The goals of the program include empowering victims of violence, reducing recidivism among violent offenders, and restoring individuals and communities through community involvement and support.

A recommendation of the 2012-13 Family Violence Council Report was to prioritize persons coming out of the Domestic Violence Court for the Resolve to Stop the Violence Project program. The increase in 2015 RSVP participants with domestic violence charges (Figure 59, below) addressed this recommendation. In 2017, 34% percent of Resolve to Stop the Violence Project participants were in custody on domestic violence charges; this is a slight increase on FY 2016, when it was 30%, but well below the FY 2015 high of 93%.

**Figure 59 Sheriff Department RSVP: Participant Breakdown,  
FY 2014 - 2017**



## Chapter 2: Child Abuse

Image: Safe & Sound



## Key findings

### Substantiated cases of child abuse

- Substantiated cases of child abuse reduced by 25% compared to CY 2016, and 37% compared to CY 2014. Overall, the number of substantiated instances of child abuse per 1,000 children has decreased by 67% since 2003.
- The 25% drop in substantiations is not reflected in the number of allegations made, which reduced by just 6% in 2017.

### Types of child abuse

- Most common substantiated child abuse allegation was general neglect, and victims of this form tended to be younger.
- 93% of 2017 prosecutions for child abuse were males prosecuted for sex crimes.

### Survivors of child abuse

- **Boys and girls are being abused in roughly equal numbers.** However, girls are far more likely to experience all forms of sexual abuse and exploitation.
- Overall, babies aged one-year-old or under were the most commonly abused group, accounting for 27% of all victims. Children aged zero to five-years-old accounted for 47% of victims.
- **Huge racial disparity when it comes to child abuse in San Francisco:**
  - For Black children, 28 in every 1,000 have cases of abuse against them substantiated. For Native American children, it is 25 in every 1,000. This compares to seven in every 1,000 Latinx children, two in every 1,000 White children, and one in every Asian child.
  - Rate of abuse per thousand children is going down for every ethnic group apart from Native American children, for whom it has continued to increase since CY 2015.
  - San Francisco and California have Black populations of around 6%, yet in 2017, Black children made up 38% of substantiated allegations of child abuse in San Francisco in 2017, compared to 15% in California.
- **Since 2014, 98% of all victims of sexual abuse have been children of color;** 81% have been female children of color.

### Suspects of child abuse

- Overall, in cases where abuse allegations were substantiated, suspected abusers were most likely to be parents. Boys were more likely than girls to have a substantiated allegation in which the perpetrator was of no relation. Girls were more likely than boys to have a substantiated allegation of abuse by a relative other than a parent or grandparent.
- Number of arrests for child abuse has decreased by 19% compared to 2016. This fits with the reduction in substantiated allegations (25%). The arrest rate also fell by 5 percentage points to 15%. This compares to an arrest rate of 52% for domestic violence, and 32% for elder abuse.
- There were 76 cases prosecuted in 2017, a decrease of 10%. However, the prosecution **rate** for child abuse increased, from 58% of cases received by the District Attorney being prosecuted in 2016, to 64% of cases being prosecuted in 2017.

## Introduction

Child abuse is any act or failure to act that endangers a child's physical or emotional health and development. Child abuse often takes place within the home or involves a person the child knows, such as a relative, babysitter, friend or acquaintance. There are four recognized forms of child abuse:

- **Neglect:** Failure to provide for a child's basic needs (physical, educational, and/or emotional)
- **Physical abuse:** injury because of hitting, kicking, shaking, burning, or otherwise harming a child
- **Sexual abuse:** Indecent exposure, fondling, rape, or commercial exploitation through prostitution or the production of pornographic material
- **Emotional abuse:** Any pattern of behavior that impairs a child's emotional development or sense of self-worth, including constant criticism, threats, and rejection

(Source: Safe & Sound)

In California in CY 2017, there were almost 69,000 substantiated cases of child abuse. A further 125,949 cases investigated were found to be 'inconclusive'.

The impact of child abuse is severe and life-long. Victims of child abuse face multiple challenges throughout their lives. Children that have been abused are:

- 77% more likely to require special education than non-abused children
- 59% more likely to be arrested as juveniles than their non-abused peers
- 28% more likely to have an adult criminal record than non-abused peers
- Twice as likely to be unemployed as adults compared to their non-abused peers

Additionally, on average, the healthcare costs of adults who were maltreated as children are 21% greater than for adults who were not abused.<sup>50</sup> The Adverse Childhood Experiences (ACE) Study, conducted by Kaiser Permanente and the Center for Disease Control and Prevention (CDC), clearly demonstrates the health implications of child abuse and other childhood traumas. The study asked over 17,000 adults about their experiences in childhood and tracked their subsequent health and behavioral outcomes. The more 'ACEs' and adult reported (and so the more cumulative stress they had been exposed to in childhood) the more likely they were to have experienced health issues such as alcohol abuse, depression, illicit drug use, suicide attempts, and intimate partner violence, as well as physical health problems, such as cardiovascular disease and liver disease, to name a few.<sup>51</sup>

Here again, we see the interconnectedness of different forms of family violence. If a child grows up in an environment where they do not feel safe, they may be less able to protect themselves from violence in the future. According to research gathered in the CDC's *Connecting the Dots* report, while most people who are victims of violence do not act violently, "children living in a persistently threatening environment are more likely to respond violently (fight) or run away (flight) than children who grow up

---

<sup>50</sup> Source: Safe & Sound <https://safeandsound.org/what-we-do/the-problem/>

<sup>51</sup> Find out more about the Adverse Childhood Experiences study here: <https://www.cdc.gov/violenceprevention/acestudy/about.html>

in safe, stable, and nurturing environments. Fight-or-flight responses are survival skills that people are born with and often override other skills that enable non-violent conflict resolution, such as impulse control, empathy, anger management, and problem-solving skills.”<sup>52</sup> As such, the implications of child abuse are profound; there are repercussions not only for the victims but for their families, communities, and the whole of society.

## Note on the data in this chapter

There are five main sources of Government data that help us understand child abuse in San Francisco are experiencing: data from the *California Child Welfare Indicators Project*,<sup>53</sup> maintained by the University of California, Berkeley, which includes numbers from San Francisco’s Family and Children’s Services; data from the family violence related 911 calls received by the Department of Emergency Management; San Francisco Police Department victim data; data on District Attorney Victim Services clients; and data from programs that address broader forms of child trauma, such as the Department of Public Health’s Child Trauma Research Program. In addition, this chapter includes information from non-governmental, community-based organizations, primarily Safe & Sound (formerly known as the Child Abuse Prevention Fund).

## What are the levels of child abuse in San Francisco?

As with all forms of family violence, it is impossible to get a true picture of child abuse in our city because it happens behind closed doors. The most comprehensive data comes from San Francisco Family and Children’s Services (also known as Child Protective Services, or CPS), because it includes not only cases pursued by law enforcement, but any allegation of abuse against a child, including those that were ultimately unsubstantiated. This data is presented and analyzed via the California Child Welfare Indicators Project (CCWIP) which can be accessed online.

Figure 60 shows data that best summarizes the levels of child abuse in San Francisco. The chapter will explore these data in more detail under its section headings. Figure 60 includes – this year for the first time – children who were supported in community-based services for victims of domestic violence, sexual violence and/or human trafficking. Some of these children will have witnessed their parent being abused at home. Some will have experienced abuse at the hands of the same perpetrator. Others will have been abused independent of their parents. Some will have experienced all three. It is important to capture all these experiences; even if a child is not directly abused, having an abused parent can be

---

<sup>52</sup> Wilkins, N., Tsao, B., Hertz, M., Davis, R., Klevens, J. (2014). Connecting the Dots: An Overview of the Links Among Multiple Forms of Violence. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention Oakland, CA: Prevention Institute. Available at: [https://www.cdc.gov/violenceprevention/pdf/connecting\\_the\\_dots-a.pdf](https://www.cdc.gov/violenceprevention/pdf/connecting_the_dots-a.pdf) (p.2)

<sup>53</sup> Webster, D., Lee, S., Dawson, W., Magruder, J., Exel, M., Cuccaro-Alamin, S., Putnam-Hornstein, E., Wiegmann, W., Saika, G., Eyre, M., Chambers, J., Min, S., Randhawa, P., Sandoval, A., Yee, H., Tran, M., Benton, C., White, J., & Lee, H. (2018). *CCWIP reports*. Retrieved 6/7/2018, from University of California at Berkeley California Child Welfare Indicators Project website. URL: [http://cssr.berkeley.edu/ucb\\_childwelfare](http://cssr.berkeley.edu/ucb_childwelfare)

extremely traumatizing, and place them at risk of abuse in the future (see page 113 for more on risk factors and protective factors for child abuse). Similarly, this chapter will include data on child witnesses of domestic abuse from agencies like the Department of Public Health. Where possible, the report disaggregates children in these services according to the form of abuse they experienced.

**Figure 60 Child Abuse in San Francisco, FY 2015 - 2017**

	FY 2015	FY 2016	FY 2017	% change FY 2016 – 17
Number of child abuse allegations to Child Protective Services	5,553	5,423	5,114	-6%
Number of child abuse cases substantiated by Child Protective Services.	753	683	509	-25%
Safe & Sound TALK Line Calls	14,785	12,216	12,285	+0.6%
Safe & Sound Safe Start Families Served	354	362	269	-26%
Cases at Children’s Advocacy Center	308	258	216	-16%
911 child abuse calls	36	34	332	+876% <sup>54</sup>
Cases responded to by SFPD	296	423	460	+9%
Cases investigated by SFPD SVU	145	199	210	+6%
District Attorney cases prosecuted	62	84	76	-10%
District Attorney prosecution rate	50%	58%	64%	+6% points
Child Abuse convictions by trial	2	0	1	N/A
Child Abuse conviction rate	67%	N/A	50%	-17% points
District Attorney Victim Services: child abuse victims served <sup>55</sup>	556	376	654	+74%
Child abuse probationers	55	25	15	-40%
Department of Public Health: Child Trauma Research Program cases	250	225	174	-23%

<sup>54</sup> Large increase due to a change in the way child abuse calls are counted – in previous years, our report has not included 911 calls relating to the sexual abuse of an individual under 15 years old in this category.

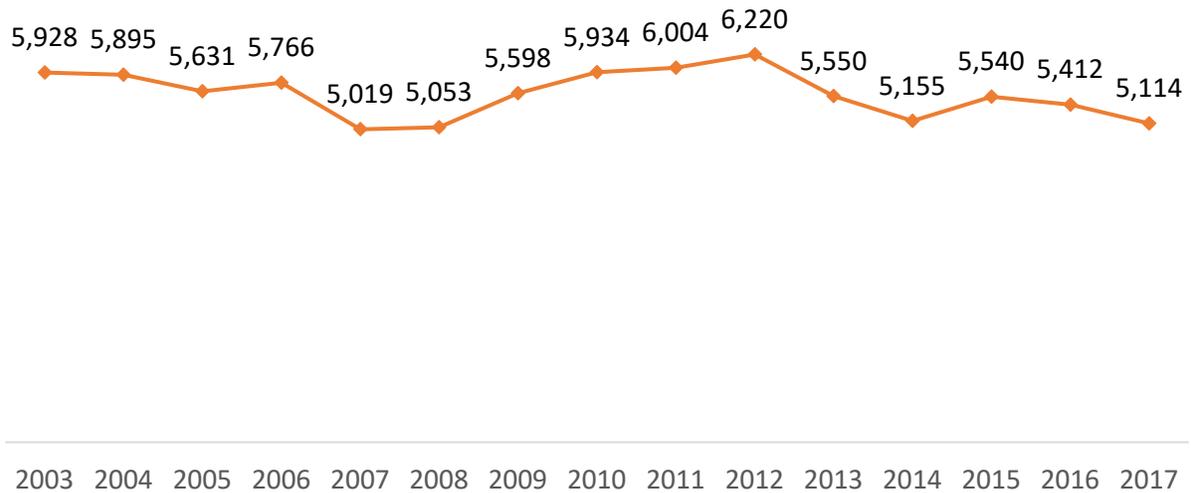
<sup>55</sup> Includes victims of child abuse and child witnesses to domestic violence.

## Child abuse reports

Family and Children's Services (FCS) is a division of the Department of Human Services that protects children from abuse, and works in partnership with community-based organizations to support families in raising children in safe, nurturing homes. Allegations of child abuse come to FCS via its confidential hotline, open 24 hours a day, seven days a week. Calls may come from concerned members of the public or mandated reporters, such as educators, childcare providers or medical professionals.

Child abuse reports to FCS have decreased in San Francisco by 6% since FY 2016, from 5,412 to 5,114. As Figure 61 shows, this is a steeper decline than in FY 2016, when allegations reduced by just 2%. Child abuse allegations in San Francisco are now at their lowest levels since 2008.

**Figure 61** Family and Children's Services: Number of Child Abuse Allegations in San Francisco, CY 2003 - CY 2017



## Other routes for reporting child abuse

### Calling 911

The Department of Emergency Management receives a small number of 911 calls relating to child abuse each year. Members of the public are far more likely to call the well-publicized FCS hotline if they have concerns about a child unless they witness an assault. Thirty of the 33 child-abuse-coded 911 calls in 2017 were about an assault (Figure 62), a pattern that closely matches previous years.

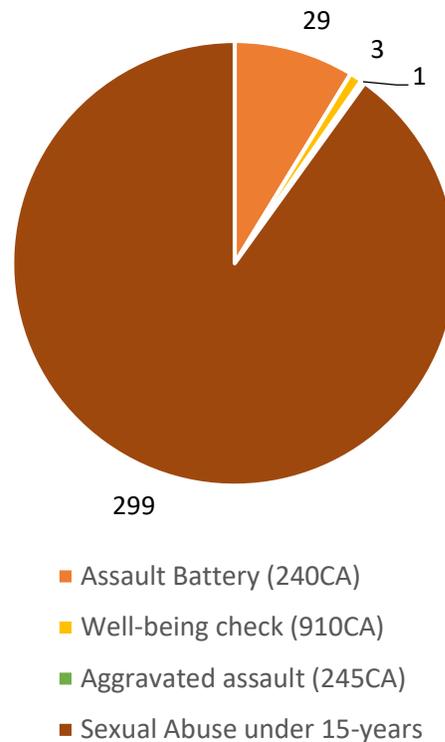
This year's report includes for the first time 911 calls relating to the sexual abuse of an individual under 15 years of age. Although these calls are not coded as 'child abuse' (CA) by 911 call handlers, it is critical to highlight the significant number of dispatches for this call type. There were 299 calls in FY 2017. When these calls are included, they account for 90% of all child abuse 911 dispatches in 2017 (Figure 62), and 4% of the total dispatches for all family violence, including domestic violence, stalking and elder abuse.

### Mandated reporters

Child-serving professionals, such as teachers, coaches, and doctors are relied upon to recognize signs of child abuse and take action by reporting any suspected abuse to FCS. This helps ensure that children who have been or are suspected of being abused are identified and that they and their families are connected to the support they need.

Figure 63 details the number of reports educators made to FCS in Year (SY) 2017, as well as in previous years.

**Figure 62 Department of Emergency Management: Breakdown of 911 Child Abuse Call Types, FY 2017**



**Figure 63 Family and Children’s Services: Children with Maltreatment Reports by School Reporter, Type and School Year,<sup>56</sup> SY 2015 – 2017**

	SY 2015	SY 2016	SY 2017	% change, SY 2016 - 2017
SFUSD Elementary Schools	612	813	681	-16%
SFUSD Middle Schools	212	298	295	-1%
SFUSD High Schools	259	355	241	-32%
SFUSD Mixed Grades	91	100	149	+49%
Private Schools	117	152	115	-24%
Non-SFUSD Preschools & Day Care Centers	62	65	74	+14%
SFUSD Admin	31	30	28	-7%
Other (No school identified)	2	10	8	-20%
Other School District	12	4	5	+25%
SFUSD Child Development Centers and Preschools	30	33	4	-88%
<b>Total</b>	<b>1,428</b>	<b>1,860</b>	<b>1,600</b>	<b>-14%</b>

Overall, the total number of maltreatment reports coming from schools has reduced by 14%, having increased significantly from School Year 2015 to School Year 2016. The most significant reductions came from SFUSD Child Development Centers and Preschools, which dropped from 33 Maltreatment reports in 2016 to just four in 2017. There was also a significant decrease in the number of reports coming from SFUSD High Schools – they dropped 32%, from 355 in SY 2016 to 241 in SY 2017.

The significant reduction in the number of child abuse reports made by school personnel in the three-year period of 2015-2017 coincides with the passage of AB 1432, which mandates annual mandated reporter training for school personnel and resulted in the development of a statewide, on-line training module that satisfies this requirement. AB 1432 became effective in January 2015; SFUSD developed its own on-line mandated reporter training for school personnel and took a few years to implement fully AB 1432. With the on-line training, there are almost no in-person mandated reporter trainings for school personnel in SFUSD. Factors such as the ability to ask questions about specific issues and experiences and the provision of information about child welfare suggest that in-person mandated reporter training has a much greater impact on the likelihood of mandated reporters reporting suspected abuse. The difference in the effectiveness of in-person mandated reporter trainings compared to those on-line may have contributed to the decline in child abuse reporting from SFUSD personnel during this period.

**Mandated Reporter Trainings**

In FY 2017, Safe & Sound trained a total of 1,556 child-serving professional to recognize and report child abuse. Of those trained, 99% said that they are now more likely to report their suspicions of child abuse.

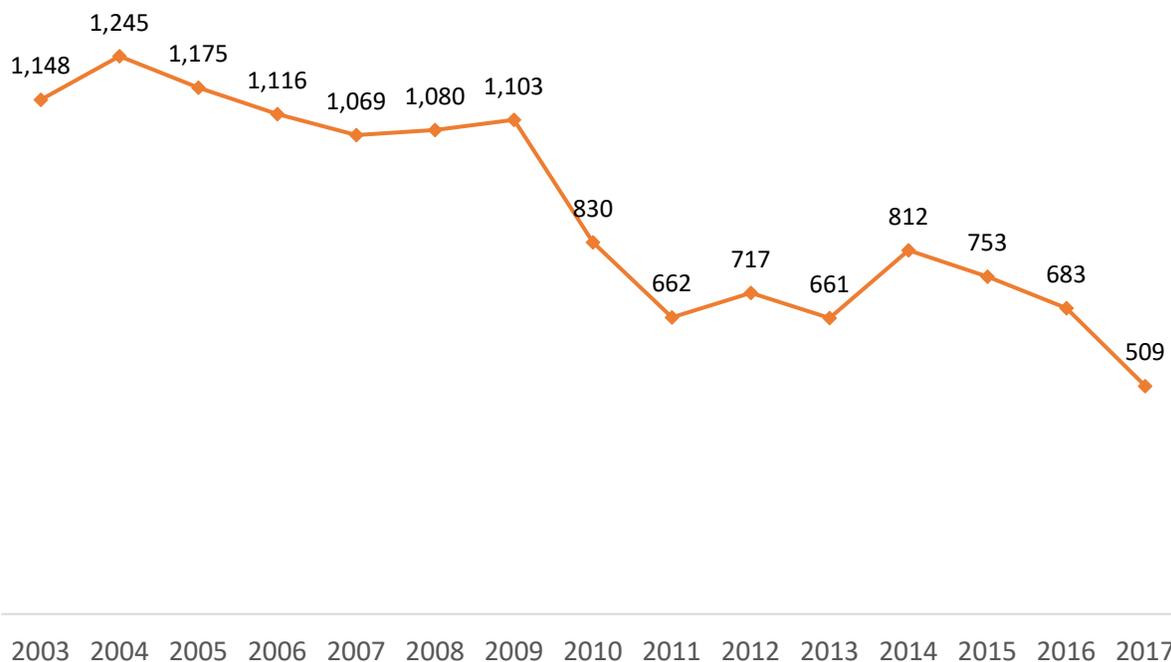
<sup>56</sup> These figures differ from previous reports, due to a new, more accurate way of gathering the data

## Substantiating allegations

Child Protective Services (CPS) uses a method called “differential response” when it receives an allegation of abuse. Based on information taken during the hotline call or referral, CPS social workers assess the evidence of child abuse. There are three possible pathways: the first is evaluating families out of the system, not opening an investigation and instead referring them to services in the community; the second is a joint response between CPS and community-based organizations, for lower risk cases, where CPS does its own brief investigation and then refers families to community services; the third is a ‘traditional’ CPS response, for higher risk cases, in which they conduct further assessment and investigation, and the police and/or courts may become involved. Under this differential response model, the social worker taking the hotline referral determines the initial response path for all referrals.

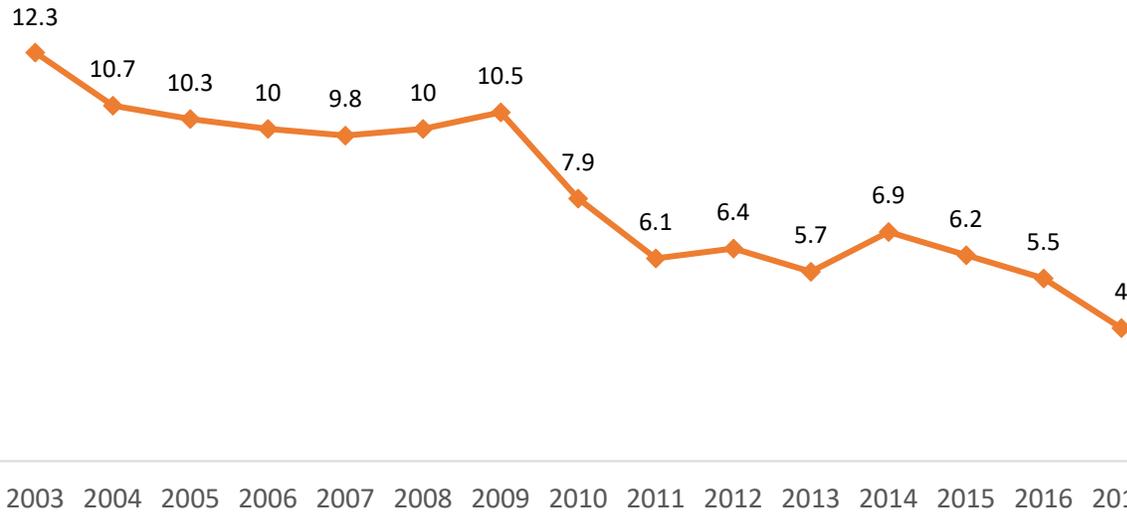
Figure 64 shows how over the past 15 years, the City and County of San Francisco has seen the number substantiated child abuse cases per year decrease by 56%, from 1,148 cases in 2003 to 509 cases in 2017. Calendar year (CY) 2017 marked the sharpest decline in some years, with the number of substantiated cases dropping by 25% since 2016.

**Figure 64 Family and Children's Services: Substantiated Cases of Child Abuse in San Francisco, CY 2003 – 2017**



If we consider the rate per 1,000 children in San Francisco, the decline has been even sharper. Figure 65 shows how in 2003, 12.3 children per every 1,000 were abused in San Francisco. In 2017, it was 4 – a decrease of 67%.

**Figure 65** Number of Substantiated Child Abuse Cases per 1,000 Children in San Francisco, CY 2003 - 2017



67%  
reduction in  
rates of  
substantiated  
child abuse  
cases since  
2003

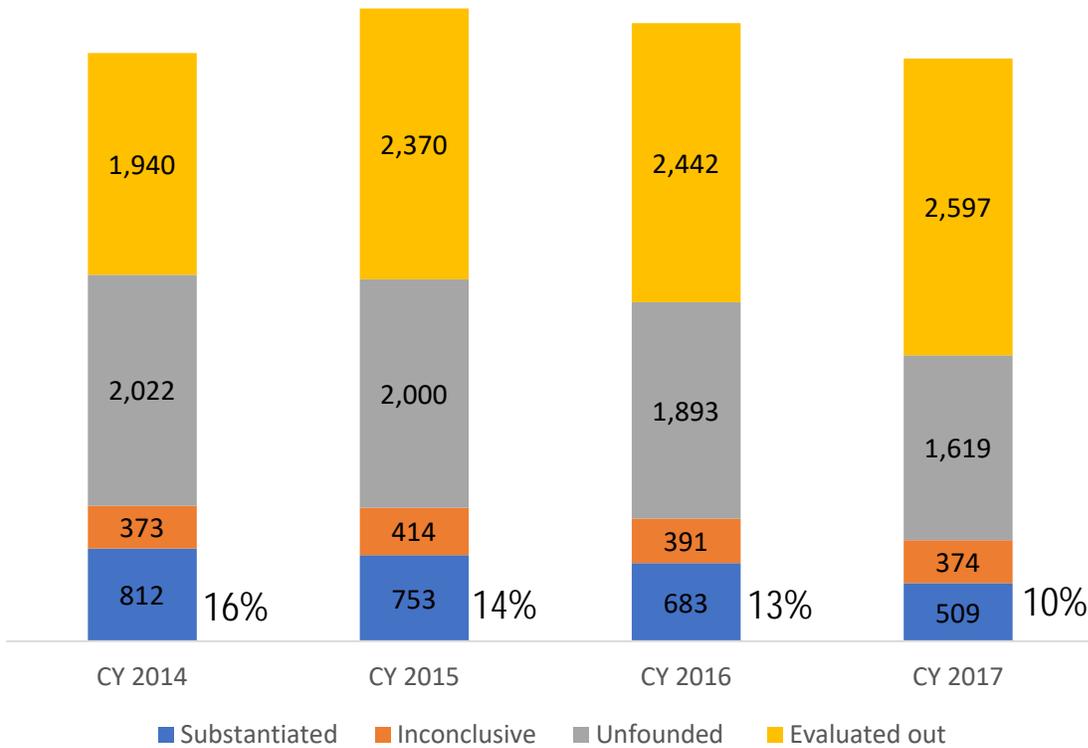
While the rates of substantiation are decreasing, these figures are likely to be an underestimation of the actual number of child abuse survivors. Many incidents of child abuse are not reported, despite significant efforts from child abuse prevention advocates. The real number of child abuse victims in San Francisco in 2017 is likely to be closer to 14,500.<sup>57</sup>

It is notable that the changes in the rates of substantiations do not reflect similar decreases in allegations or reports of child abuse. For example, where substantiations have decreased by 37% since 2014, allegations over that same time frame have decreased by less than 1% (see Figure 61). Figure 66, below, shows the outcomes of child abuse allegations – in 2017, 51% of allegations ‘were evaluated out’ compared to 38% in CY 2014.

Research is being conducted as to why rates of substantiated abuse are decreasing. Likely reasons include: a change in the county’s socio-economic demographics of families; an intentional focus on prevention through creating and funding a network of family support centers; implementing differential (alternative) response tailored to families’ risk factors; ensuring data-informed practice; and enhancing evidenced-based programming, including certain home visitation and parenting education programs. (See page 111 for a discussion of child abuse prevention strategies in San Francisco.) It is possible, then, that some allegations are addressed before they reach CPS, while others are addressed through the second path (CPS and community organizations) without an official CPS case being opened.

<sup>57</sup> *The Economics of Child Abuse* (2018), Safe & Sound and Berkeley Haas School of Business [https://safeandsound.org/wp-content/uploads/2017/09/economicsofabuse\\_report\\_sfcapc1.pdf](https://safeandsound.org/wp-content/uploads/2017/09/economicsofabuse_report_sfcapc1.pdf)

**Figure 66 Family and Children's Services: Number of Allegations by Outcome of Investigation, with Percentage Substantiated,<sup>58</sup> CY 2015 - 2017**



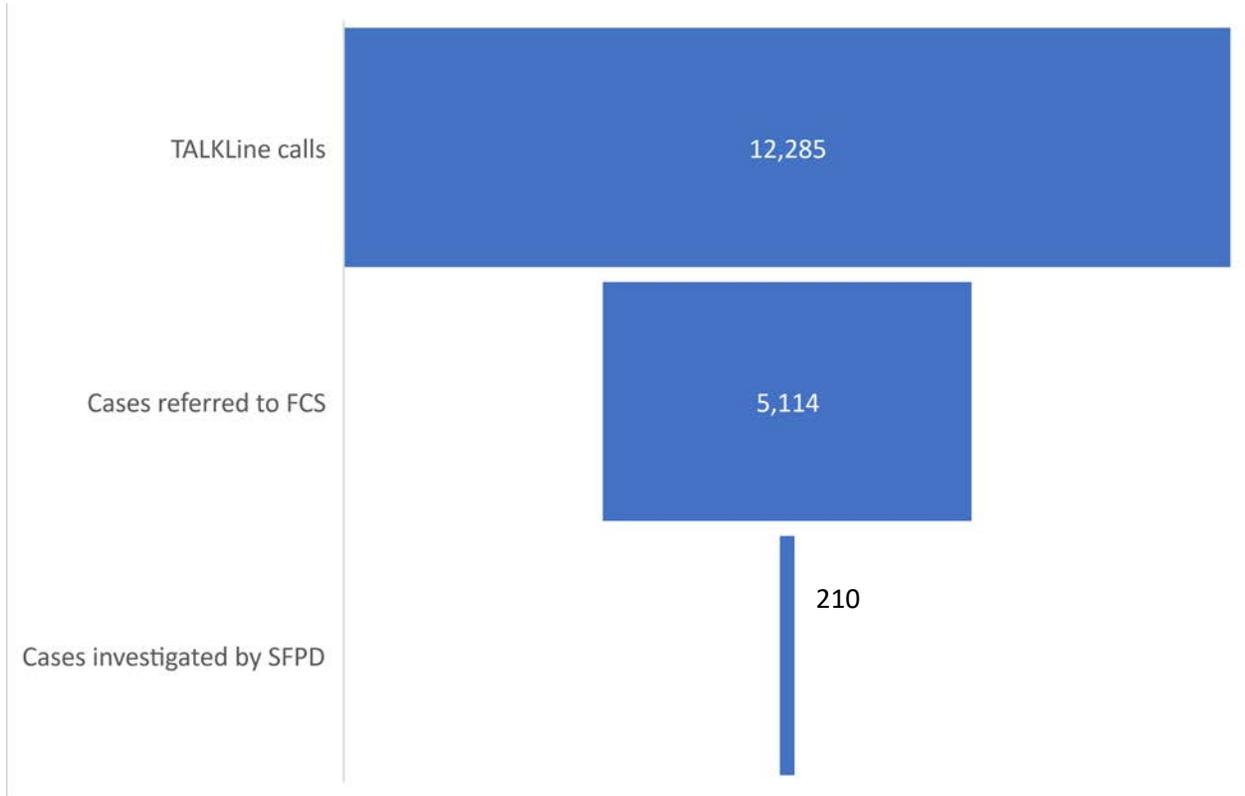
## Where do those affected seek support?

Similar to the data on domestic violence, the child abuse data shows that children’s caregivers are much more likely to contact community-based agencies to seek support rather than discuss suspected child abuse with Family and Children’s Services. The number of calls to the community-based TALKLine, a parental support line run by Safe & Sound, was more than double the number of child abuse allegations

<sup>58</sup> Excludes cases not yet determined

referred to Family and Children’s Services. There were 58 times more TALKLine calls than cases investigated by the police. Figure 67, below, displays the distribution of child abuse cases across the different systems in San Francisco, and shows how critical confidential, independent community-based services are for families in crisis.

**Figure 67 Child Abuse Cases in Different Systems, 2017**

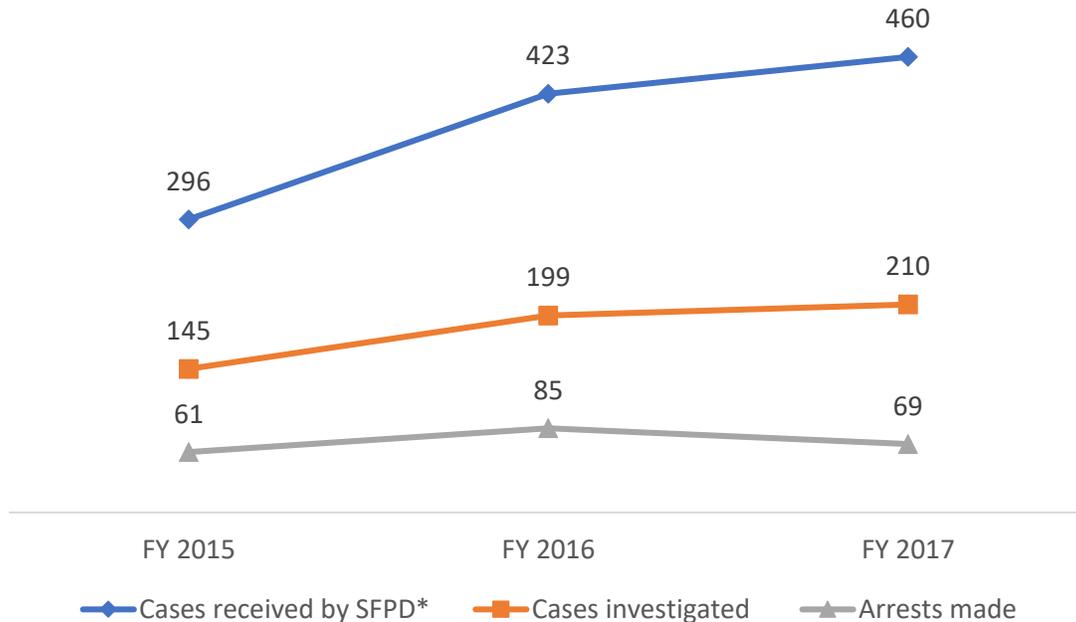


## What happens to offenders?

### Response from the criminal justice system

Although Child Protective Services must cross-report all substantiated cases of child abuse to the San Francisco Police Department, not all cases meet the criminal definition of child abuse. Excluding those cases referred from FCS that did not meet the criminal standard, the San Francisco Police Department received 460 cases of child abuse during FY 2017 (Figure 68, below). This is a 9% increase over FY 2016. However, the number of cases the police investigated has increased by just 6%, and the number of arrests made has decreased, by 19%. The arrest rate for child abuse has also dropped by five percentage points in FY 2017, to just 15%.

**Figure 68 San Francisco Police Department: Child Abuse Cases, FY 2017**

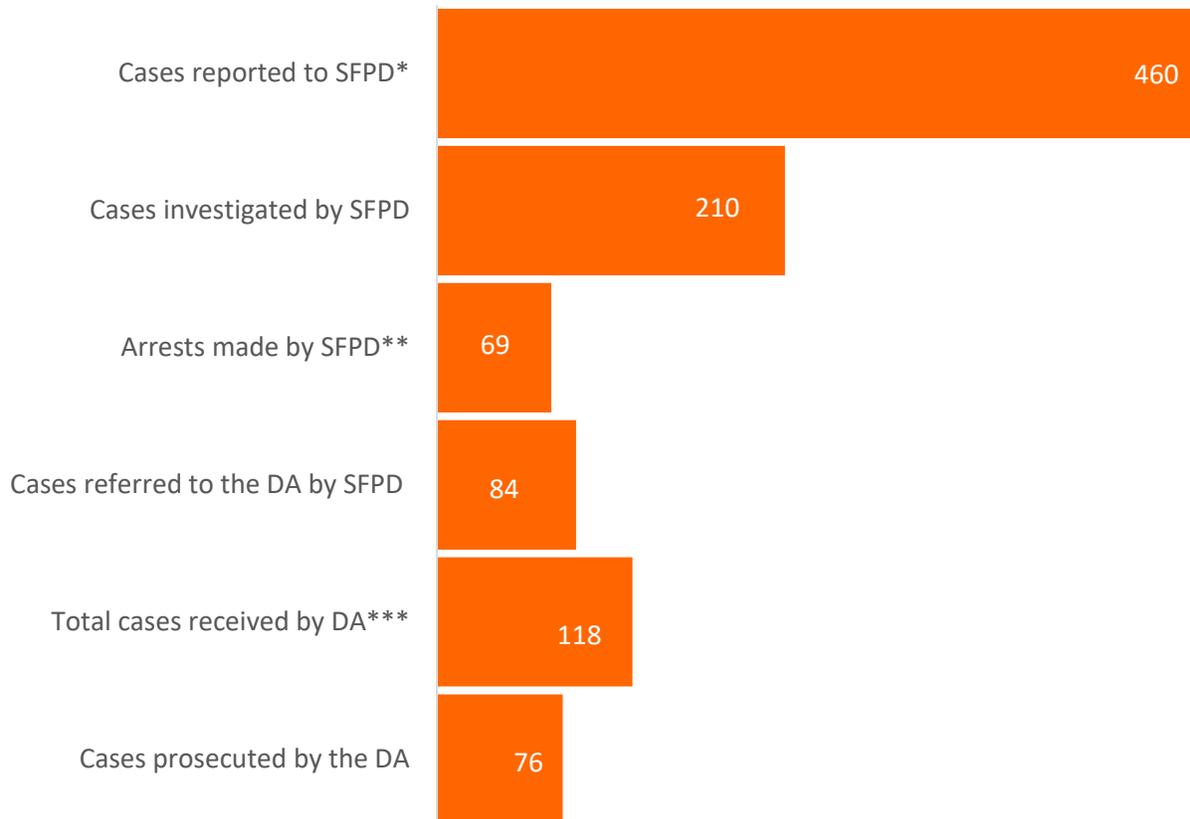


### Prosecutions

The District Attorney's Child Abuse and Sexual Assault (CASA) Unit reviews all child abuse incidents and prosecutes felony cases of physical or sexual assault against children, child endangerment, human trafficking of children, and cases involving child pornography.

Figure 69 shows the flow of child abuse cases through the criminal justice system.

**Figure 69 Flow of Child Abuse Cases through the Criminal Justice System, FY 2017**



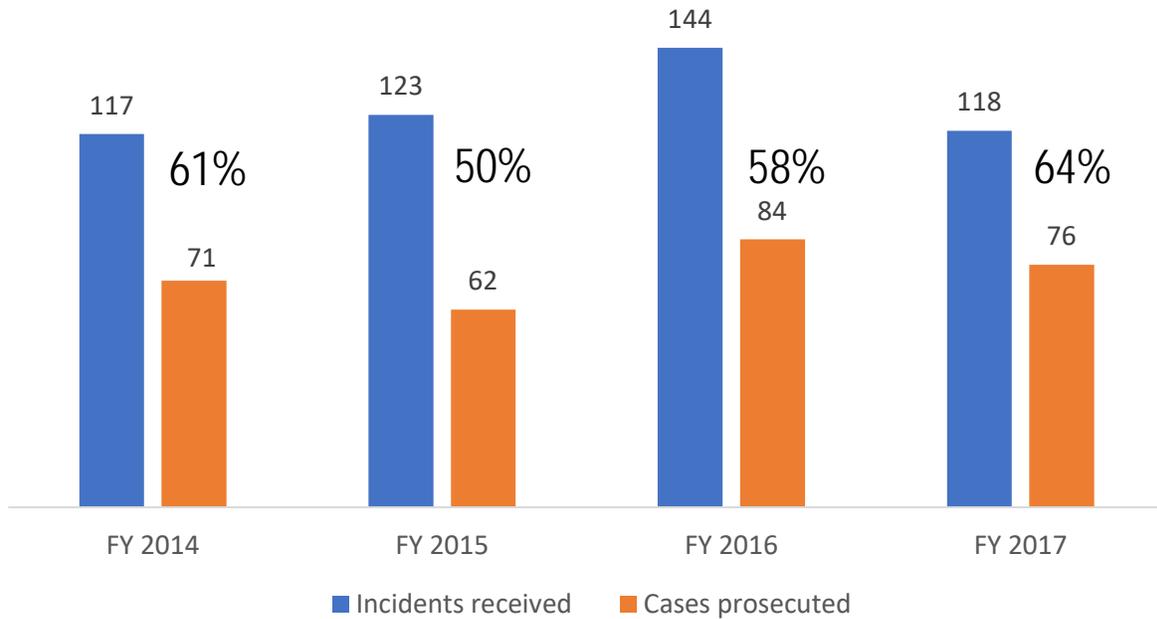
\*Excludes cases referred from FCS that do not meet the criminal standard.

\*\*'Arrests made' are fewer than the cases referred to the DA because if the suspect has fled the scene, SFPD must refer the case to the DA *first*, to get a warrant for the arrest.

\*\*\*This includes cases referred from SFPD and misdemeanors.

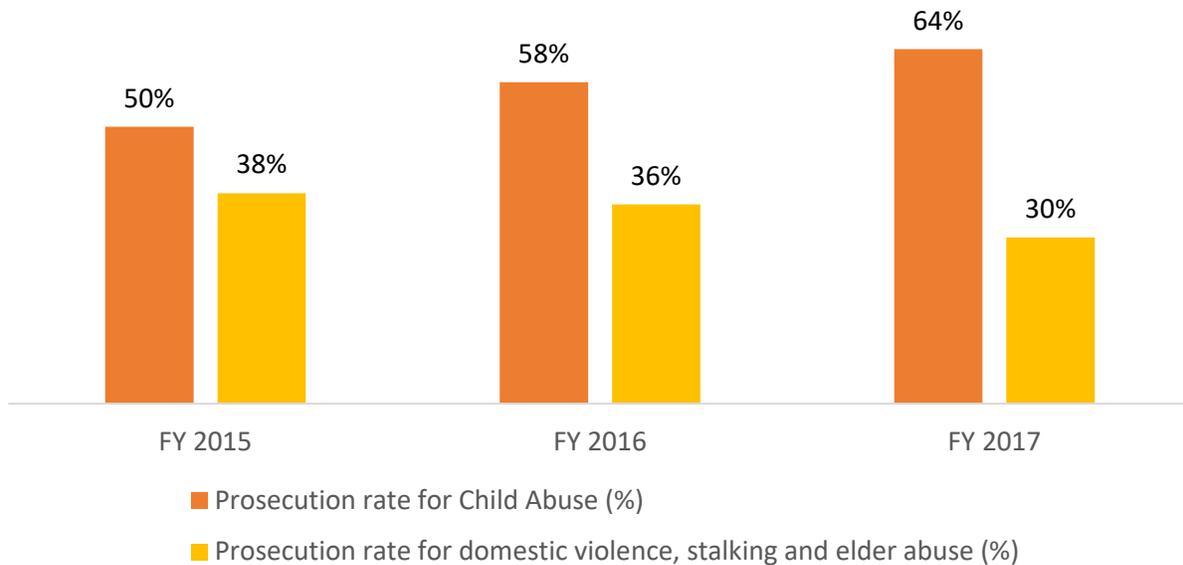
There were 76 prosecutions for child abuse in FY 2017 (Figure 70, below). This marks a reduction in cases of 10%, from 84 in FY 2016. However, because fewer incidents were received, the prosecution *rate* increased by six percentage points in FY 2017, from 58% of incidents received being prosecuted, to 64%.

**Figure 70 District Attorney: Cases of Child Abuse Received and Prosecuted, with Prosecution Rate (%), FY 2014 - 2017**



This is considerably higher than the prosecution rate for domestic violence, elder abuse and stalking (30%) – a disparity that has increased over the past three years (Figure 71).

**Figure 71 District Attorney's Office: Prosecutions Rate for Child Abuse Compared to Domestic Violence, Stalking and Elder Abuse, FY 2015 - 2017**



## Convictions

In 2017, there were two child abuse cases resolved by trial. Of these, one ended in conviction. This represents an increase from FY 2016, when there were zero cases resolved by trial and therefore zero convictions.

As with domestic violence convictions, it is important to note that these figures only represent cases where defendants faced a jury in court, and do not account for cases where defendants entered a plea or pursued another resolution prior to trial. Only a tiny fraction of the child abuse cases prosecuted end in a trial annually.

## What are children experiencing?

### Forms of child abuse

As with previous years, the most common form of substantiated child abuse is general neglect. General neglect is defined as the negligent failure of a person caring for a child to provide adequate food, clothing, shelter, medical care or supervision, where no physical injury to the child has occurred.<sup>59</sup>

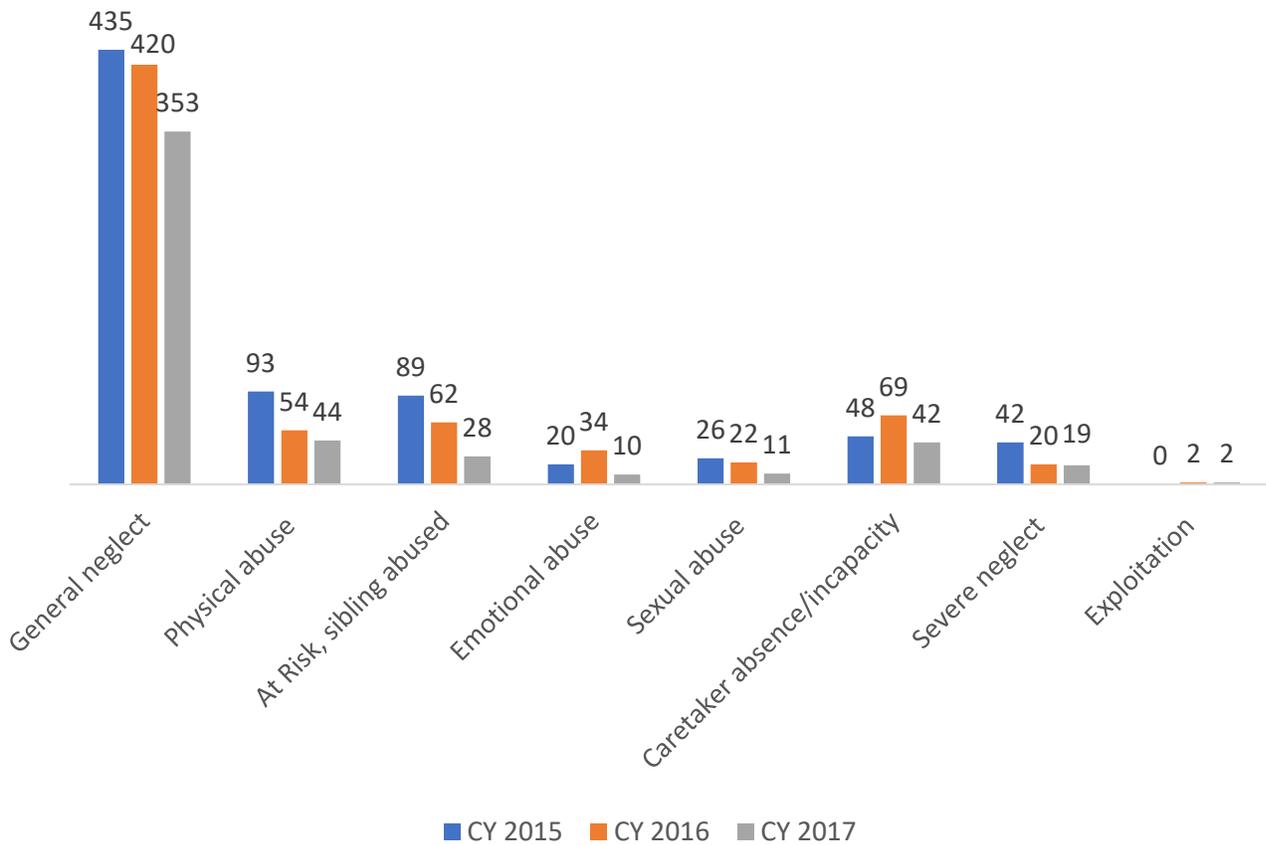
Data in Figure 72, taken from the CCWIP, shows that there has been a reduction in all forms of child abuse in CY 2017, except for exploitation, which has remained at the same level. Most forms of abuse have seen a significant drop in substantiated cases since CY 2016, including:

- A 19% reduction in physical abuse cases
- A 39% reduction in caretaker absence/incapacity cases
- A 50% reduction in sexual abuse cases
- A 55% reduction in cases where a child is at risk due to a sibling being abused
- A 71% reduction in emotional abuse cases

---

<sup>59</sup> Penal Code Section 11165.2(b)

**Figure 72 Family and Children's Services: Substantiated Allegations by Allegation Type, CY 2015 - 2017**



In contrast, the levels of severe neglect decreased by just one case. The instances in FY 2015, 2016 and 2017 are much higher than in FY 2014, when there were just 16 severe neglect cases. Severe neglect is defined as the failure of the person caring for the child to protect them from severe malnutrition or medically diagnosed ‘failure to thrive’, or cases where neglect has led the child to be placed in a situation where their health is endangered, including the intentional failure to provide adequate clothing, food, shelter, or medical care.<sup>60</sup>

### Allegation types

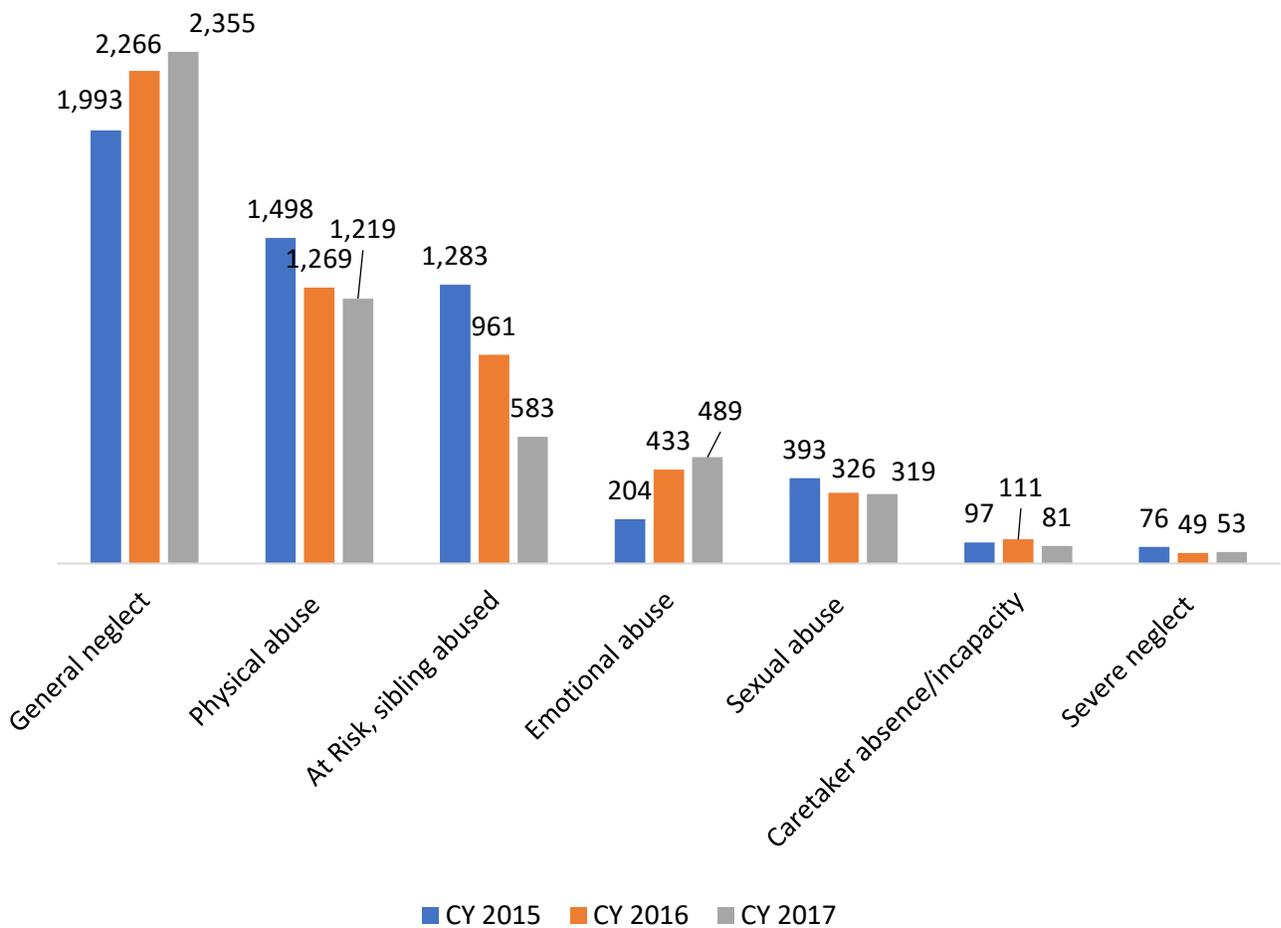
As discussed on page 89, the drop in substantiated allegations in 2017 is not reflected in the number of allegations overall. In some cases, the number of allegations for a particular form of abuse increased compared to previous years (Figure 73, below), while the number of substantiated cases decreased (Figure 72, above).

For example:

<sup>60</sup> Penal Code Section 11165.3 and 11165.2 (a)

- 489 allegations of emotional abuse were made in 2017, compared to 433 in 2016. Yet just 10 cases were substantiated in 2017 (2% of the allegations) compared to 34 cases (8% of the allegations) in 2016.
- There was a 50% decrease in the number of substantiated sexual abuse cases (22 in 2016 to 11 in 2017), yet the number of allegations reduced by just 2%.
- There was an 88% increase in the number of exploitation allegations (from eight cases in 2016, to 15 cases in 2017), yet the number of substantiated cases remained constant, at two.

**Figure 73 Family and Children's Services: Child Abuse Allegations by Type, CY 2015 - 2017**



\*Only one allegation per child referred is counted. This means that if a child has multiple allegations, only one of these allegations will be counted in this graph. The allegation counted will be categorized by severity. Exploitation has been left off the graph, because the number of cases is too small to calculate a meaningful percentage change.

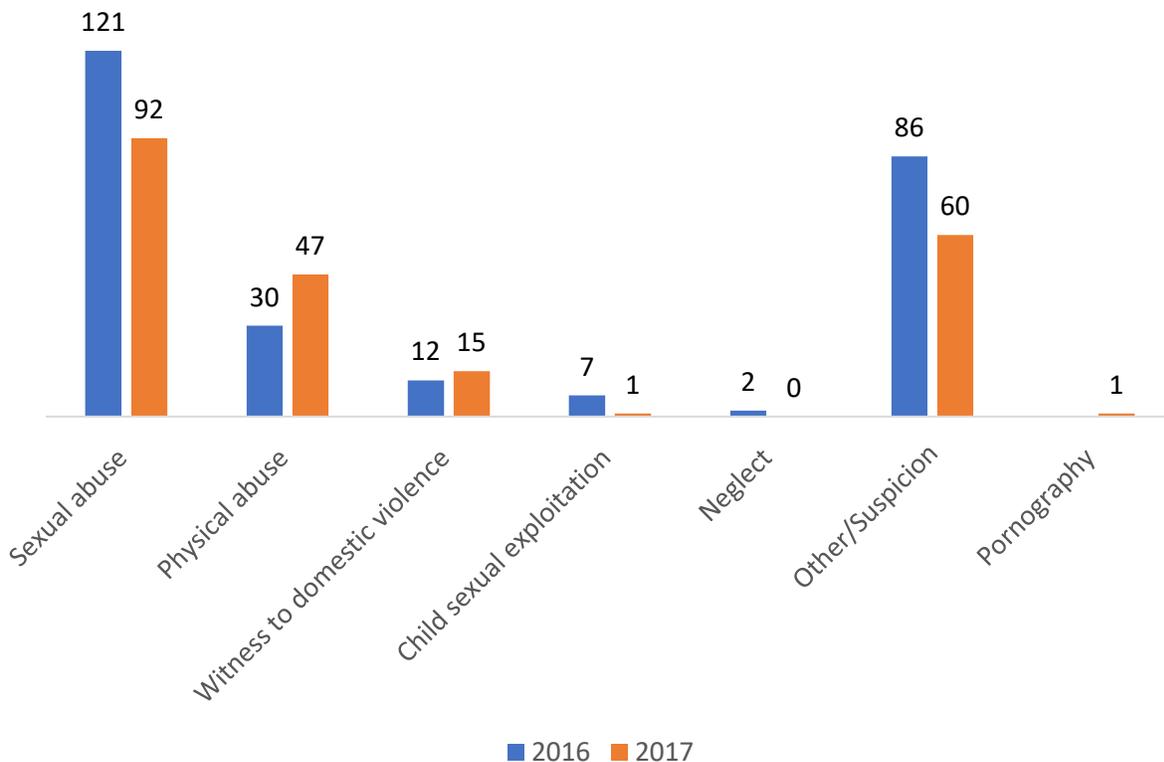
## Children’s Advocacy Center

Data from the Children’s Advocacy Center (CAC) also provides insight on children’s experiences of abuse. CAC is a partnership between Safe & Sound and City departments, which provides trauma-informed, child-focused forensic interviews and supportive services to children who have been abused. In FY 2017, the CAC provided coordinated forensic interviews and related support to 216 children and their families. This is a 14% decrease from FY 2016. Since Family and Children’s Services has not experienced a similar rate of decline in reports of physical and sexual abuse, Children’s Advocacy Center partners have been actively working to improve protocols, training, and practices to ensure that in all cases where a forensic interview is appropriate, children receive this service.

Figure 74 shows that, of the 216 children receiving a forensic interview:

- 43% (92 children) had experienced sexual abuse. This represents a drop of four percentage points compared to the proportion that had experienced sexual abuse in FY 2016 interviews.
- 22% (47 children) had experienced physical abuse, which represents a 10-percentage point increase over FY 2016.
- Only one child had experienced sexual exploitation, compared to seven in FY 2016.

**Figure 74 Child Advocacy Center: Type of Abuse Based on Interview, by Number of Children ~~who~~Who Experienced It, 2016 - 2017**

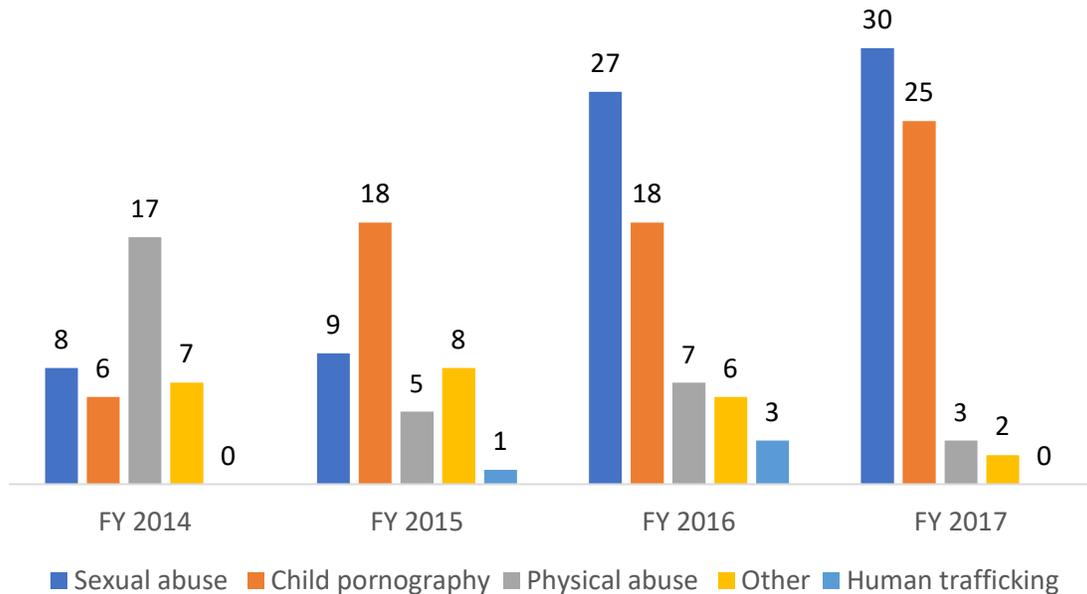


## Types of abuse prosecuted

Data from the District Attorney’s Office provides insight on prosecutions for different types of child abuse. Figure 75 shows the breakdown of the types of child abuse for which individuals were prosecuted.

In FY 2014, the most commonly prosecuted form of abuse was physical – since then, physical abuse prosecutions have declined by 82%, from 17 in 2014 to three in 2017. In contrast, prosecutions for sexual crimes against children (sexual abuse, child pornography) have increased annually. They now make up 92% of all child abuse prosecutions.

**Figure 75 District Attorney's Office: Child Abuse Prosecutions by Crime Type, FY 2014 - 2017**



## Homicides

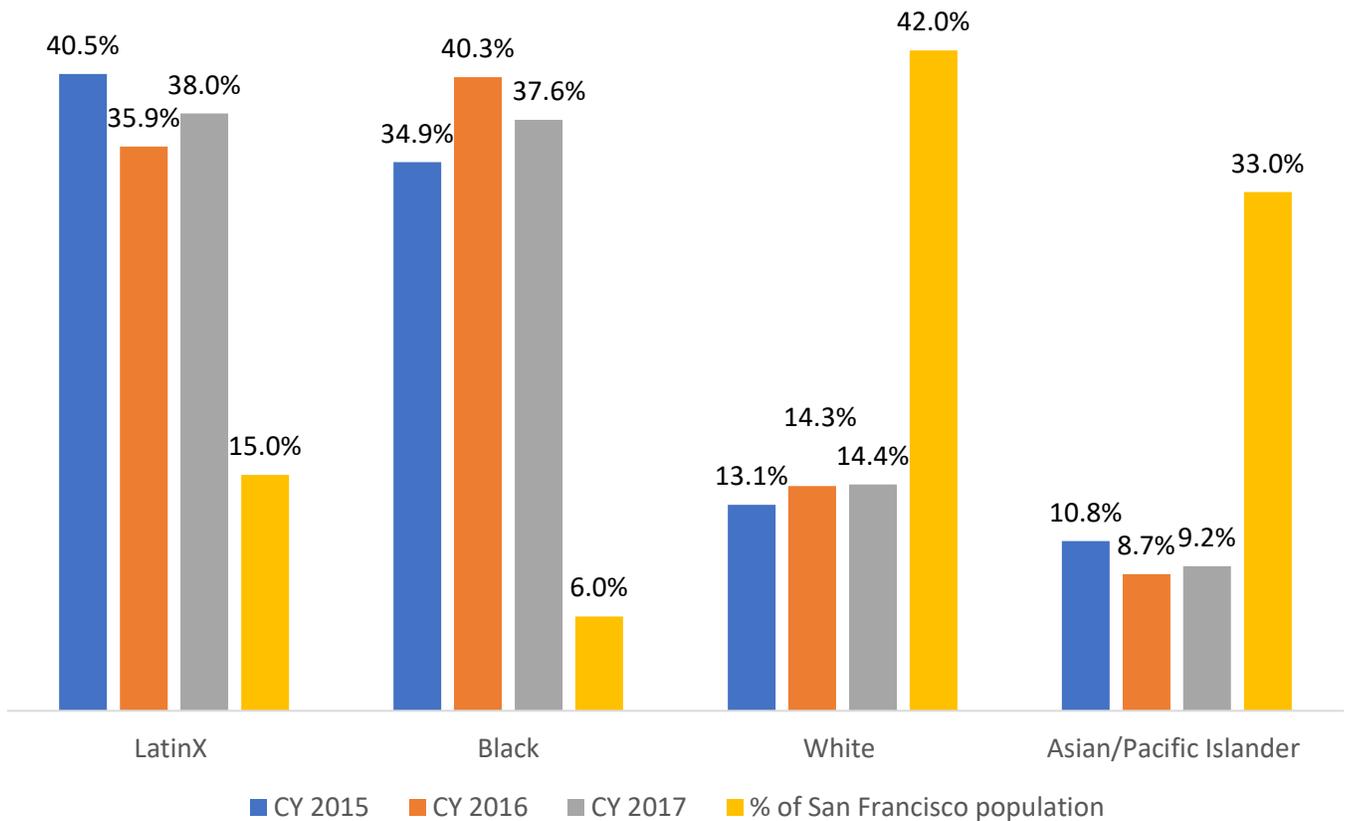
The Child Death Review Team (CDRT), co-chaired by the Department of Public Health and Safe & Sound, facilitates a comprehensive review of all unexpected child deaths reported to the San Francisco Medical Examiner’s Office. This coordinated review helps prevent future deaths and improve the health and safety of San Francisco’s children, including identification of risk for child abuse. In 2018, the CDRT partners successfully completed a review of child fatalities over the past 12 years since 2005. Its review determined that there was one child fatality as a result of abuse in 2010 and two in 2015. There have been no confirmed cases since that time.

# Who is experiencing child abuse?

## Ethnicity

There is a clear racial disproportionality when it comes to substantiated cases of child abuse. Figure 76 uses CCWIP data to show the ethnic breakdown of substantiated child abuse cases between CY 2015 – 17. Black and Latinx children are consistently over-represented, compared to the general population of San Francisco. Black children make up between 36 – 40% of the total victims with substantiated allegations of child abuse, despite Black people making up just 6% of San Francisco’s population. Latinx children make up 15% of San Francisco’s population, yet consistently make up 35 – 41% of child abuse victims. In contrast to Latinx and Black children, White children and Asian children are under-represented as victims of child abuse, compared to in the general population.

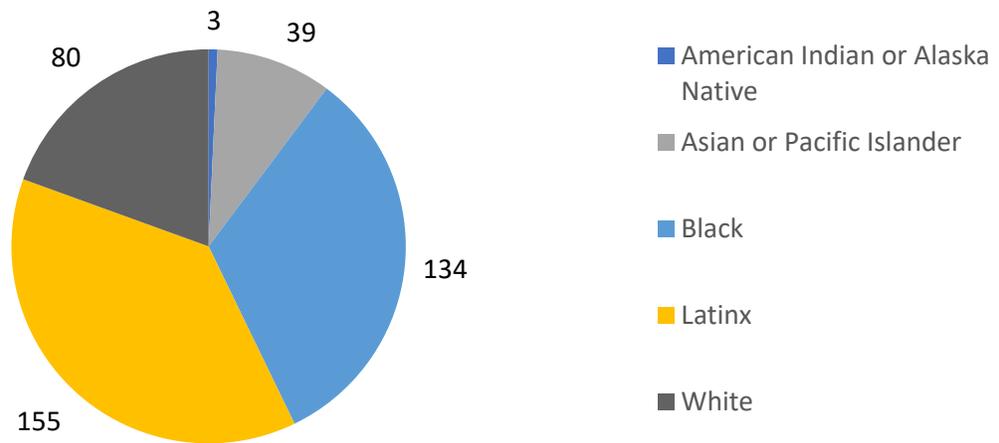
**Figure 76 CCWIP: Race/Ethnicity of Children with Substantiated Allegation of Child Abuse, as a Percentage of Total, Where Race/Ethnicity Known, Compared to San Francisco Population,<sup>61</sup> CY 2015 - 2017**



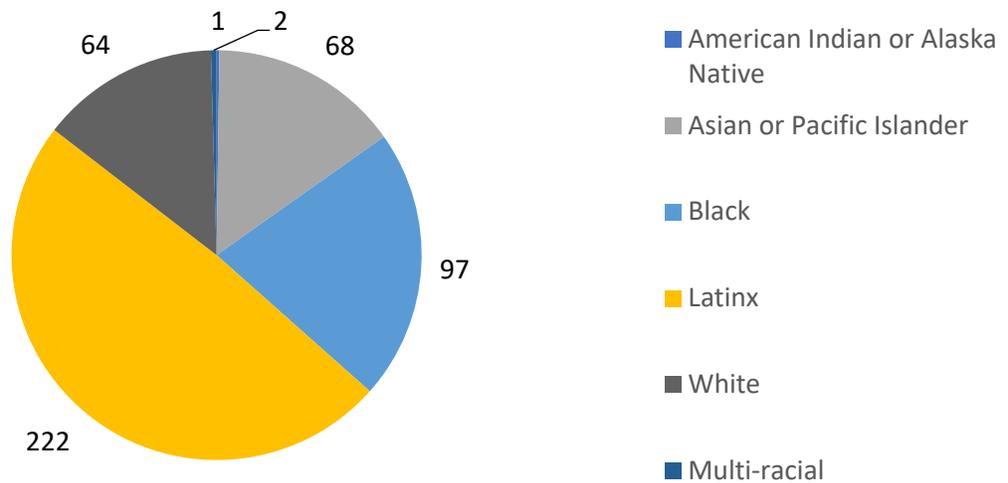
<sup>61</sup> A child is counted only once, in category of highest severity. Population statistics are for entire (adult and child) population of San Francisco.

In police data (Figure 77) there are similar patterns. In 33% of child abuse cases, the victim was Black. In 38% of cases, the victim was Latinx. Of the child abuse victims served by the District Attorney’s Victim Services Division (Figure 78) in FY 2017, 49% were Latinx and 21% were Black.

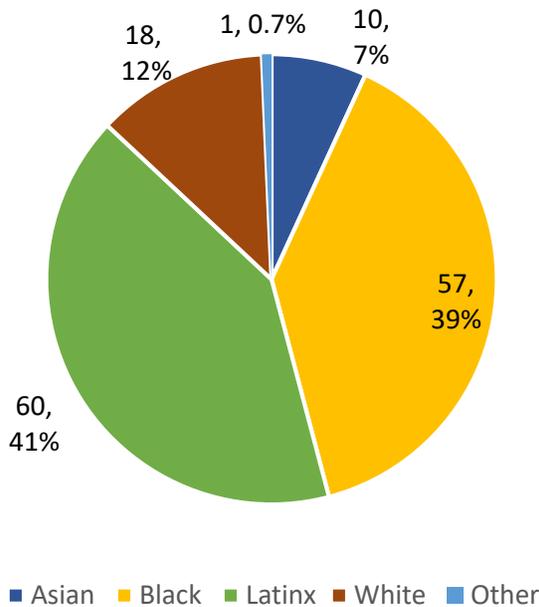
**Figure 77 San Francisco Police Department: Race/Ethnicity of Child in Child Abuse Cases, Where Known, FY 2017**



**Figure 78 District Attorney Victim Services Division: Number of Child Abuse Victims of Each Race/Ethnicity, Where Known, FY 2017**



**Figure 79 Children's Advocacy Center: Ethnicity of Child Victims, Where Known**



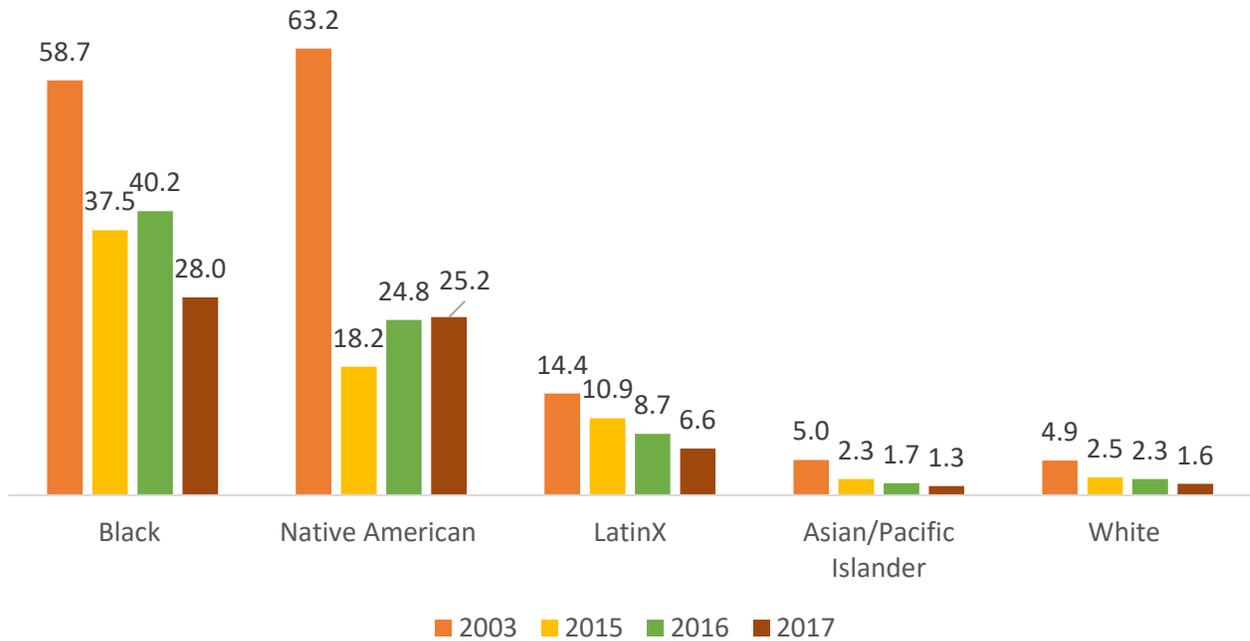
Data from the Children’s Advocacy Center also demonstrates this racial disparity. Ninety-seven percent of children in the program, where their ethnicity was known, were children of color, with Black and Latinx children making up 39% and 41% of victims respectively (Figure 79).

However, the starkest illustration of this racial disparity is a comparison of the number or children of each ethnicity, per 1,000, who are abused, as shown Figure 80, below. We know that across **all** children in San Francisco, the number abused per 1,000 has decreased by 67% in the last fifteen years (see Figure 65, p.82). However, when we disaggregate this data by race, the picture becomes more complicated.

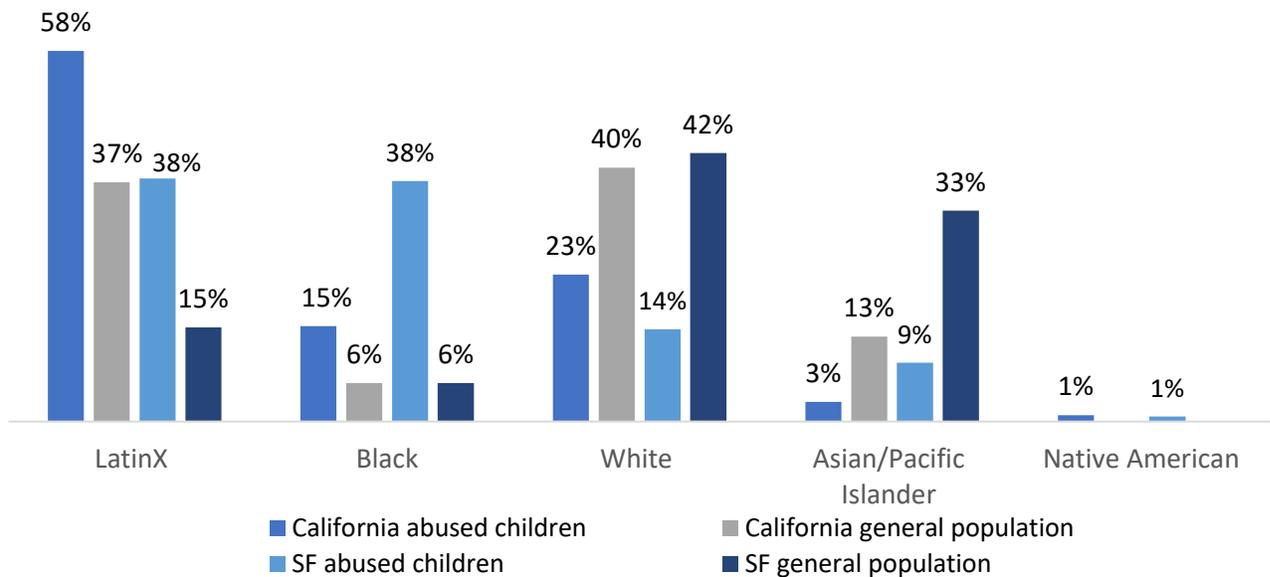
The rate of abuse per thousand children is going down for every ethnic group apart from Native American children – for whom it has continued to increase since CY 2015. In 2017, there has been a particularly steep decline in the number of Black children abused per one thousand. However, Black children remain the group with the highest frequency of abuse. They are also the group that has experienced the smallest reduction in cases per thousand since 2003, from 58.7 to 28. This represents a 52% reduction, compared to a 67% reduction for White children since 2003, and a 74% reduction for Asian children.

It is also useful to compare the racial disparities in child abuse in San Francisco to the state as a whole (see Figure 81.) In both San Francisco and California, Latinx children are disproportionately represented in substantiated child abuse cases compared to in the general population. The same is true for Black children, but the disproportionality is much vaster in San Francisco than in the state at large. Both California and San Francisco have a Black population of around 6%, yet in our city, Black children make up 38% of all children with substantiated allegations of abuse against them, compared to 15% in California.

**Figure 80 CCWIP: Number of Children Abused per 1,000 Children in San Francisco, by Ethnicity, CY 2003, and CY 2015 - 2017**



**Figure 81 CCWIP: Ethnicity of Children with Allegations of Abuse Against Them Substantiated in San Francisco and California, as a Percentage of Total Children with Substantiated Allegations, Compared to Ethnic Breakdown of General Population, CY 2017**

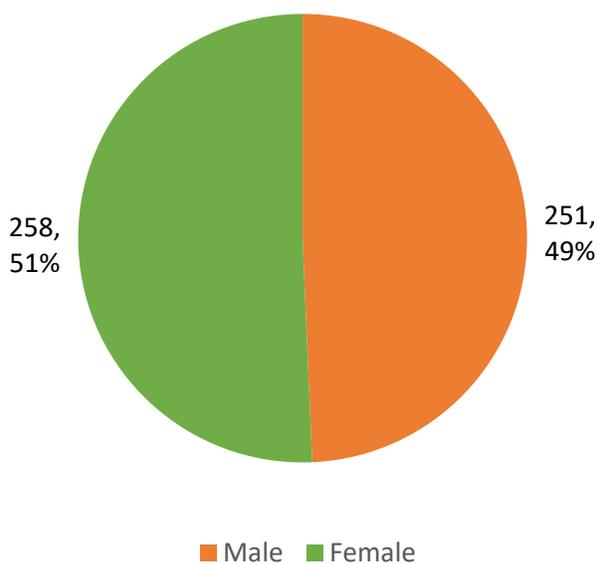


## Gender

CCWIP data shows that roughly equal numbers of boys and girls experienced child abuse in San Francisco in CY 2017 (Figure 82). In contrast, data provided by the San Francisco Police Department on the reports of child abuse they received shows that 65% involved female victims (Figure 83).

**Figure 82 CCWIP: Gender of Child Abuse Victims,\* CY 2017**

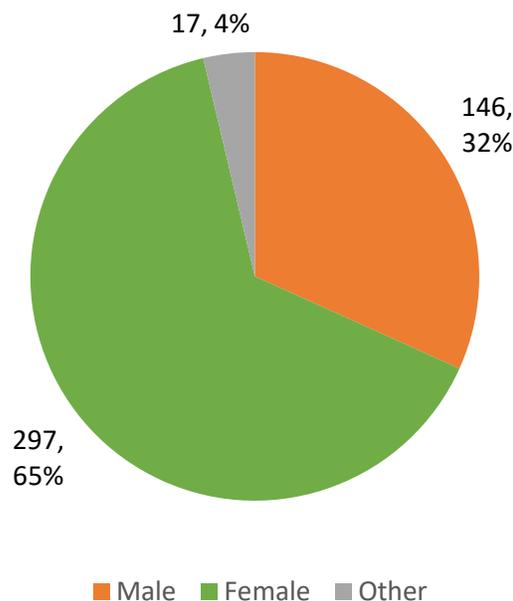
n = 509



**Figure 83 San Francisco Police Department: Child Abuse Cases\*\* by Gender Victims, Where Known**

n = 460

FY 2017



\*Counting only substantiated allegations of child abuse

\*\* One individual may have more than one case

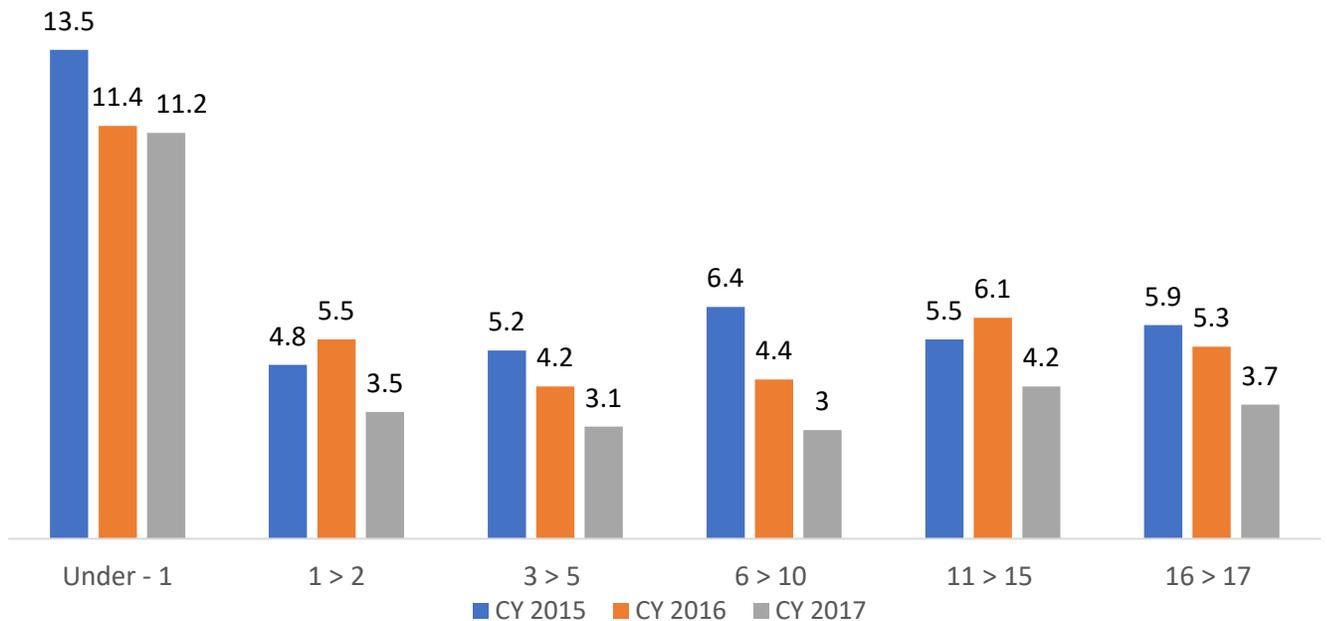
When we consider the ethnicity and age of children who have been abused, interesting patterns emerge. There is an even gender split amongst Black and Latinx children – roughly the same numbers of girls and boys from these ethnic groups have experienced abuse. Yet gender differences are more pronounced amongst White and Asian children who have been abused: the majority of White survivors (56%) were female, and the majority of Asian/Pacific Islander survivors (59%) were male.

CCWIP data also shows a pattern on age and gender. There is little difference between the number of boys and girls who have experienced abuse below the age of three, but between ages three and ten, there are more boys abused than girls. In contrast, survivors aged between 11 and 15 are far more likely to be female.

## Age

Overall, babies aged one-year-old or under were the most commonly abused group in FY 2017 (see Figures 85 and 86, next page). They accounted for 27% of all victims. Children aged zero to five-years-old accounted for 47% of victims. In 2017 in San Francisco, 11.2 children in every 1,000 children aged under 1-year-old were abused. This is a 17% reduction on CY 2015, when 13.5 children under 1 were abused for every 1,000 (Figure 84).

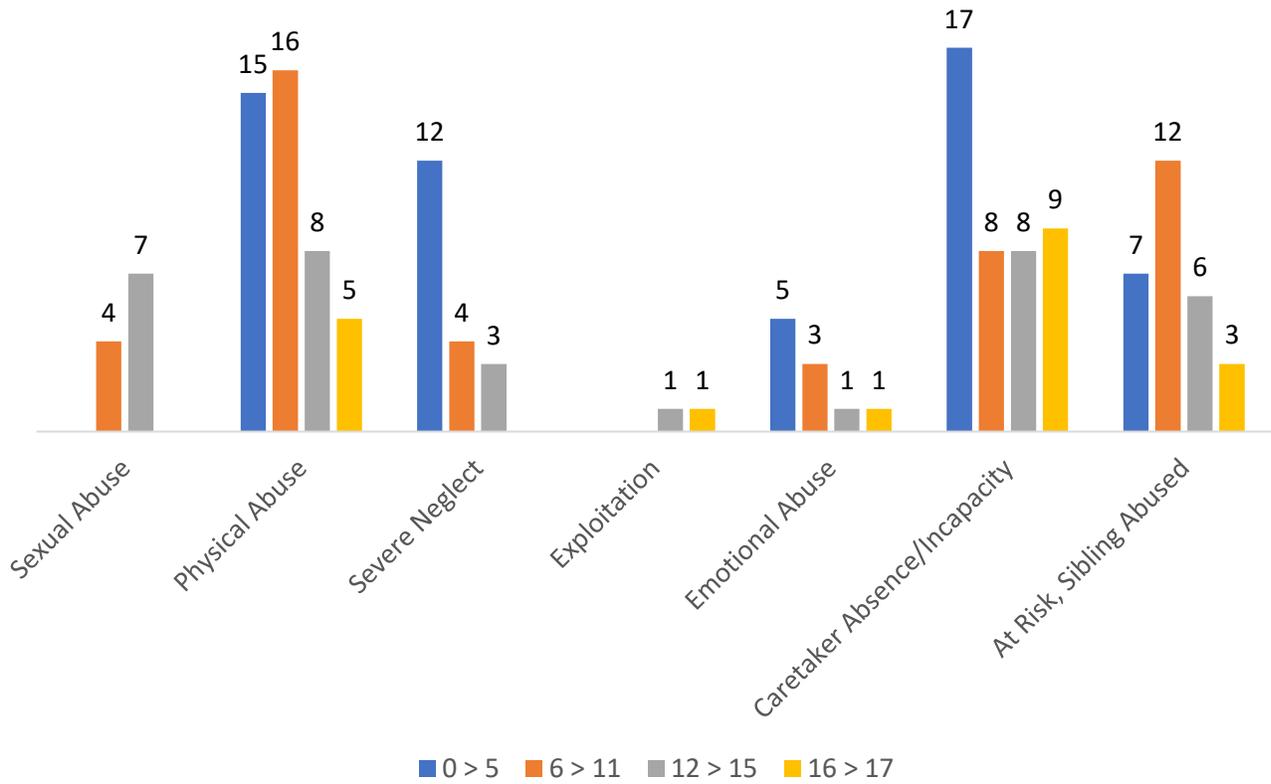
**Figure 84 CCWIP: Number of Children with Substantiated Child Abuse Allegations in Every 1,000, by Age-Group, CY 2015 - 2017**



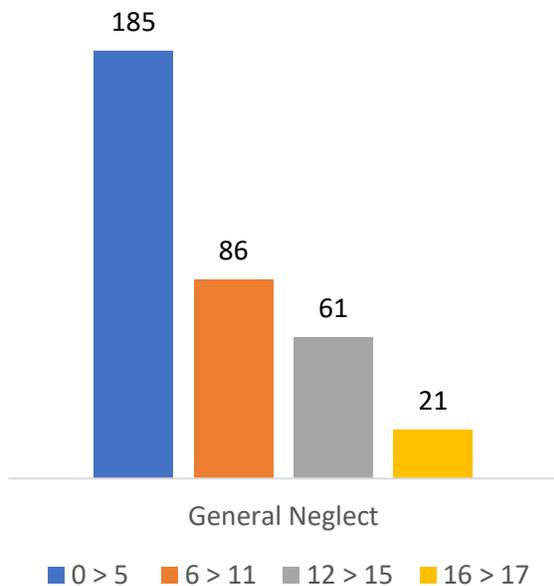
## Do demographic factors impact the type of abuse experienced by children?

The previous section showed how demographic factors impact the likelihood of children experiencing abuse overall. Additionally, data gathered from various agencies suggests that the demographic characteristics of a child – including their sex, age and ethnicity – make a difference to the specific *types* of abuse they experience, and who their perpetrators are.

**Figure 85 CCWIP: Number of Substantiated Allegations by Type of Abuse and Age-Group of Child, Excluding General Neglect, FY 2017**



**Figure 86 CCWIP: Substantiated Allegations of General Neglect by Child Age, FY 2017**



**Age**

Figures 85 and 86 show younger children are significantly more vulnerable to general neglect than older children. The survivors of general neglect were under five in 52% of all cases, and aged one or under in 31% of cases. Younger children also tend to be more vulnerable to physical abuse – 70% of physical abuse survivors were aged 11 or younger. In contrast, all sexual abuse survivors were aged between six and 15-years-old.

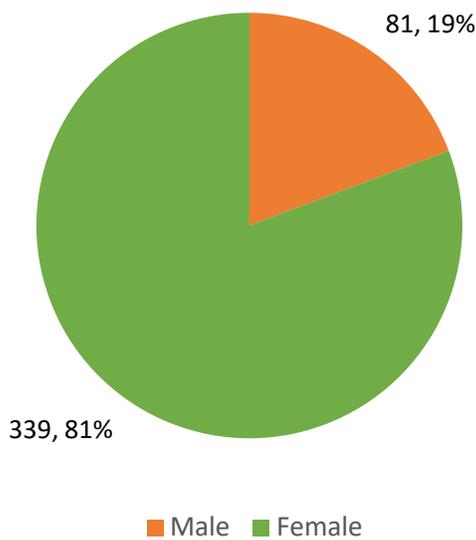
**Gender and Race**

Data from District Attorney’s Victim Services Division demonstrates that girls are more likely to experience child abuse crimes than boys – 377 girls were served in FY 2017, compared to 100 boys.

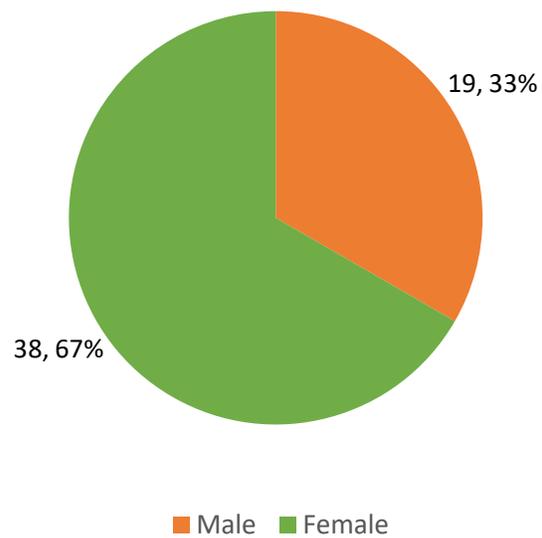
This difference is much starker when it comes to child sexual abuse. Sexual abuse survivors were 4.2

times more likely to be female (Figure 87), and physical abuse survivors were twice as likely to be female (Figure 88) in the District Attorney’s data. Similarly, both of survivors of exploitation in CY 2017 were female. This gender disparity is consistent with the pattern seen in FY 2016. However, these figures should not be taken as an indication that girls necessarily experience more child abuse overall than boys, but that certain forms of abuse that girls suffer more can be easier to prosecute. For example, the second most prosecuted child abuse type in FY 2017 was child pornography – a crime predominantly impacting female children, which can be prosecuted without victim involvement. In the District Attorney’s data for 2017, all the victims of sexual abuse and exploitation were children of color.

**Figure 87 District Attorney Victim Services Division: Gender of Child Sexual Abuse Victims, Where Known, FY 2017**

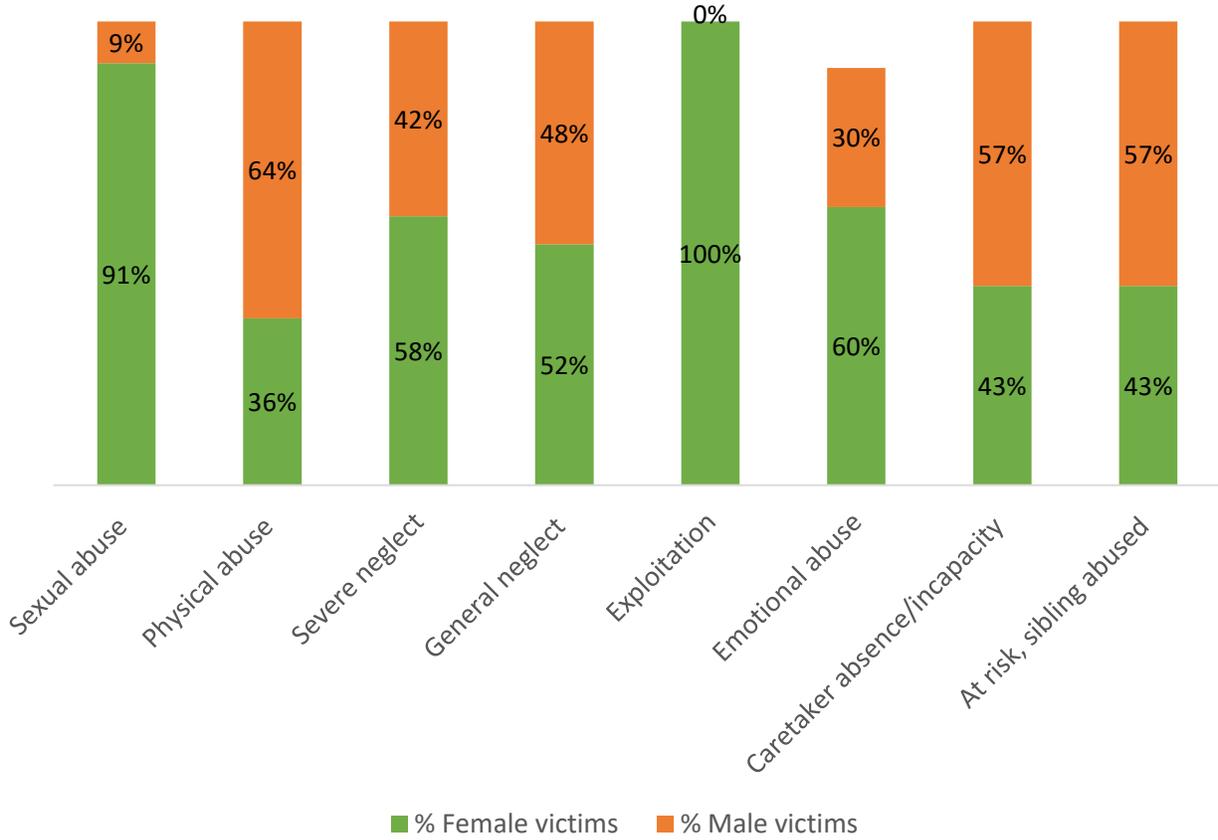


**Figure 88 District Attorney Victim Services Division: Gender of Child Physical Abuse Victims, FY 2017**



For all substantiated cases in San Francisco – not just those dealt with the District Attorney – the overall gender distribution is even, yet the pattern on sexual abuse remains. Figure 89, below, breaks down CCWIP data on the different forms of abuse by the gender of the child. It shows that 91% of all substantiated sexual abuse cases involved a female victim.

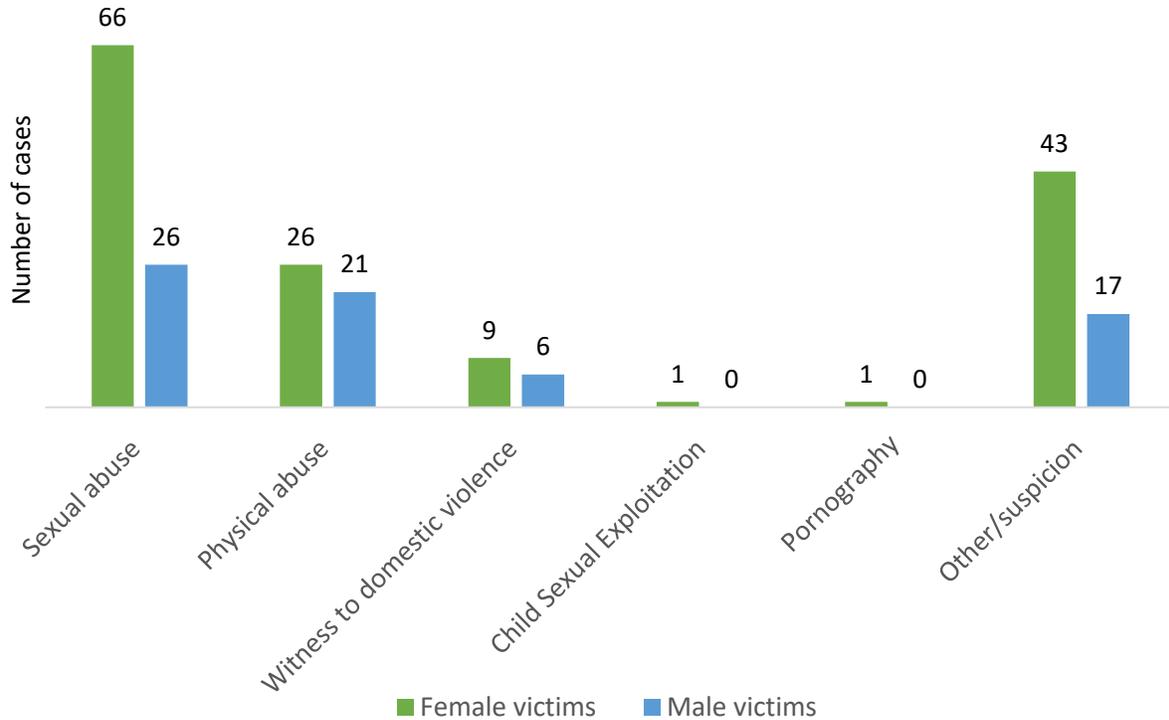
**Figure 89 CCWIP: Type of Substantiated Child Abuse by Gender of Child, FY 2017**



This is the first time this report has extracted and presented demographic data from the CCWIP, which aggregates information from Family and Children’s Services. Using its analysis to look at previous years, we can see the pattern with respect to the demographics of the children that experienced sexual abuse is reflected time and time again: girls and particularly girls of color are far more likely to experience sexual abuse. **Since 2014, 98% of all victims of sexual abuse were children of color. Eighty-one percent of all victims of sexual abuse were female children of color.**

Data collected from forensic interviews conducted by the Children’s Advocacy Center also reflects the gender disparity related to sexual abuse. Figure 90, below, shows that more girls than boys were interviewed for all forms of abuse. The gender disparity is most obvious within sexual abuse, where 72% of all children receiving a forensic interview were girls.

**Figure 90 Children's Advocacy Center: Abuse Type by Gender, FY 2017**

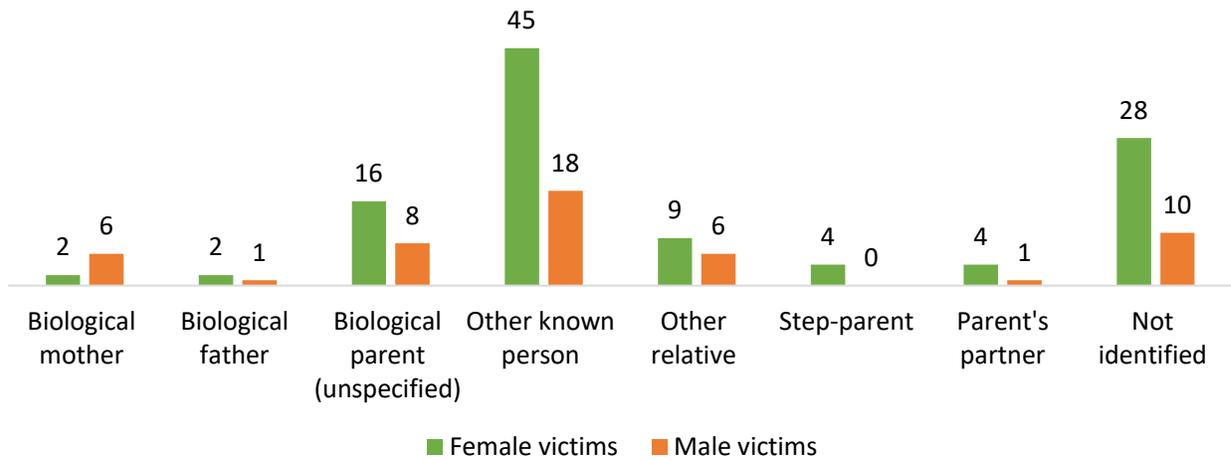


### Offenders

A child's demographic characteristics also appear to have a bearing on who abused them. Data provided by Family and Children's Services (Figure 91) shows that boys were more than twice as likely as girls to have an allegation of abuse involving them substantiated where the perpetrator was of no relation to them. Girls were more than twice as likely as boys to have a substantiated allegation of abuse by a relative other than a parent or grandparent. In addition:

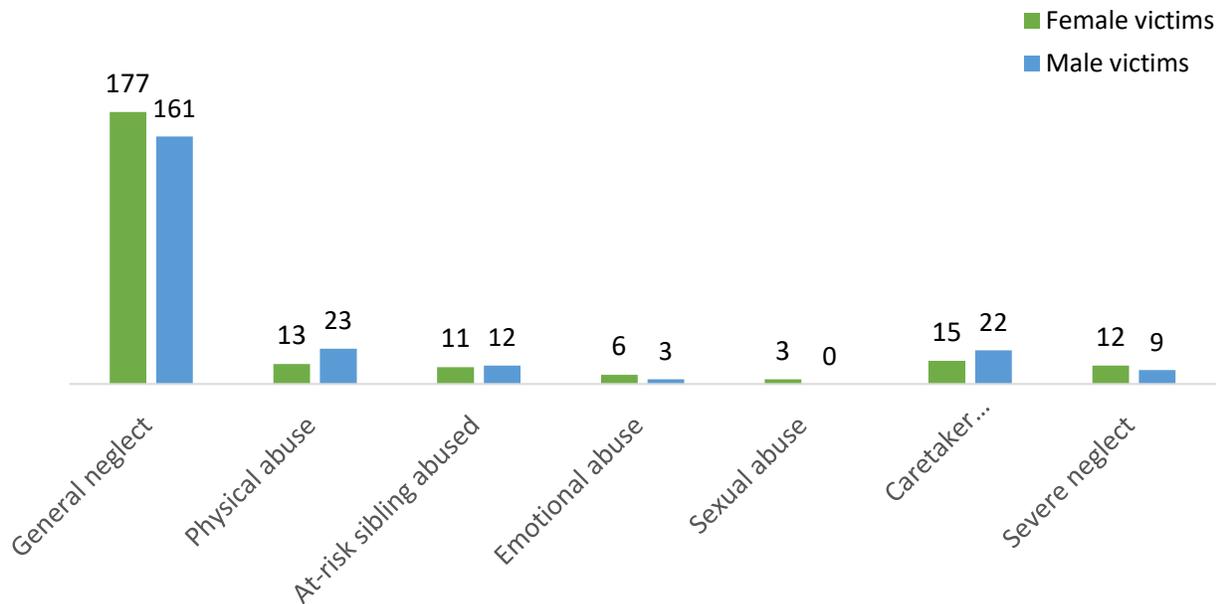
- Girls were twice as likely as boys to have been abused by a biological parent
- Girls were eight times more likely than boys to have been abused by a parent's partner or step-parent
- Most boys were abused by "another known person"

**Figure 91 Family and Children's Services: Suspects Relationship to Child,<sup>62</sup> FY 2017**



Family and Children’s Services data (Figure 92, below), demonstrates that in cases of substantiated allegations of abuse by parents, there were zero boys with substantiated cases of sexual abuse at the hands of their parents, compared to three girls. In contrast, boys were almost twice as likely to have substantiated allegations of physical abuse from a parent, compared to their female peers.

**Figure 92 Family and Children's Services: Substantiated Cases of Abuse by Parents, by Type of Abuse, FY 2017**



<sup>62</sup> Includes only cases where child has disclosed abuse in interview

## What support is there for families?

### Support after the abuse

#### District Attorney Victims Services

In FY 2017, the District Attorney's Victim Services Division supported 172 child witnesses of domestic violence – a 61% increase over last year. They also provided services to 482 individuals who had experienced child abuse, including adults who had experienced physical abuse or sexual assault when they were children. This represents a 79% increase over FY 2016.

### Support before the abuse

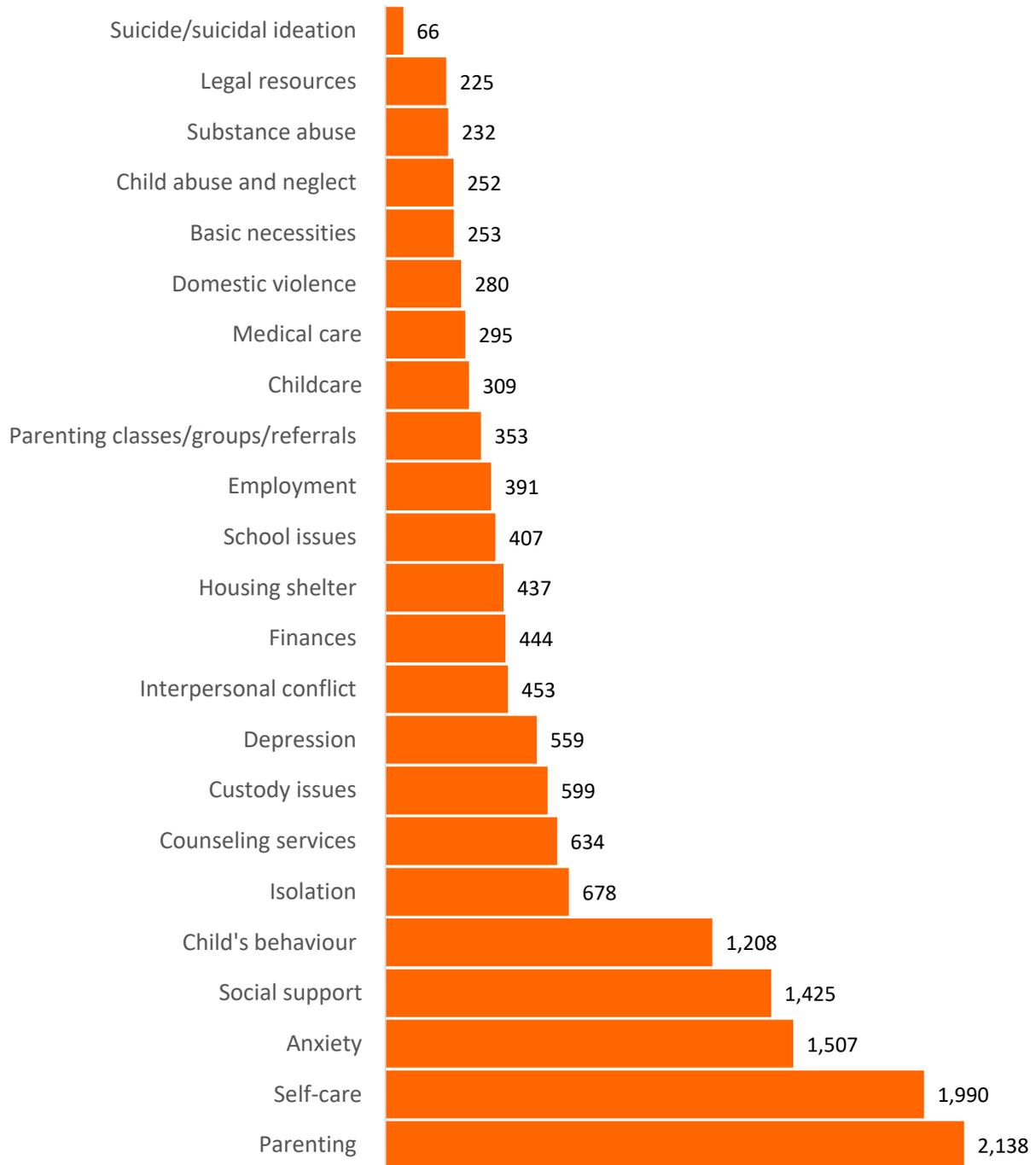
#### Building resilient families, preventing abuse

Children in the District Attorney's Victim Services Division have already been victims of crime. Similarly, children fleeing to an emergency shelter have likely already witnessed the abuse of a parent, or experienced abuse themselves. Many services provided in the community focus on preventing child abuse before it happens, by mitigating risk factors and increasing protective factors (see page 111).

#### **TALK Line Parental Support**

The TALK Line, operated by Safe & Sound, provides 24/7 telephone support and crisis counseling to parents and caregivers. In FY 2017, the TALKLine handled 12,285 incoming and outgoing parenting support and crisis calls, a slight increase (0.5%) on the previous year. Parents call for support on a wide range of topics, as demonstrated by Figure 93. While some callers focus on a single concern, others cover multiple topics during the course of the conversation.

**Figure 93 TALKLine: Number of Times Different Issues Discussed, FY 2017**



Many of the concerns shared on the TALK Line reflect risk factors for child abuse. For example, 280 calls featured concerns around domestic violence; 444 included concerns around finances; and 1,661 included concerns about a child's behavior or interpersonal conflict, suggesting parent-child relationships under stress. A relatively small number (252) involved child abuse that had already happened. By listening to parents, and counseling them through these difficulties, the TALK Line staff and volunteers work to prevent child abuse before it occurs.

### Family Resource Centers

Since 2009, San Francisco has benefitted from the Family Resource Center Initiative (FRCI) - a system of linguistically and culturally diverse Family Resource Centers where children and families can access local, family-focused, and strength-based services critical to their wellbeing. The FRCI serves both particular neighborhoods and targeted populations of families, for example, homeless families or pregnant or parenting teens.

### Positive Parenting Program

A core service of Family Resource Centers parenting education, including the effective, evidence-based Positive Parenting Program (Triple P). Triple P provides a minimum of eight sequential training sessions for a group of parents and caregivers. Minimum participation standards are set for families to graduate from the course. Parents who enroll and graduate from Triple P show improvement in parenting abilities. For example, parents enrolled in Safe & Sound's Triple P classes showed an overall decrease in problematic parenting – including over-reactivity and laxness – which may

## Risk factors for child abuse

### Risk Factors for Parents / Caregivers:

- Lack of understanding about children's needs, child development, and parenting skills
- History of abuse in the family
- Substance abuse or mental health issues
- Low levels of education
- Large number of dependent children
- Financial challenges or difficulties
- Thoughts and emotions supporting abusive behaviors

### Risk Factors for Families

- Social isolation
- Family disorganization, dissolution, and violence (including intimate partner violence)
- Parenting stress, including those associated with young, transient, or unsupported caregivers
- Poor parent-child relationships and negative interactions

## Protective factors for child abuse

When families have strong protective factors, they are able to practice positive parenting skills, meet family needs, and address life's challenges.

Protective factors are:

- Social and Emotional Competence of Children
- Knowledge of Child Development
- Parental Resilience
- Social Connections
- Concrete Support in Times of Need

For more information on the risk factors and protective factors for child abuse, see Appendix X. (Source: Centers for Disease Control and Prevention)

progress over time to acts of physical abuse or neglect.

### **Integrated Family Services (IFS)**

Safe & Sound launched Integrated Family Services (IFS) in 2014 to provide a two-generation, data-informed approach to preventing child abuse in families in situations that place them at high risk of abuse. Research has shown that families with strong Protective Factors (see previous page) have a significantly reduced risk for child abuse, so IFS provides intensive case management that tailors services to help families strengthen these factors. Since its 2014 inception, IFS has served 442 parents and children in 305 families. In FY 2017, 31 families were enrolled in IFS:

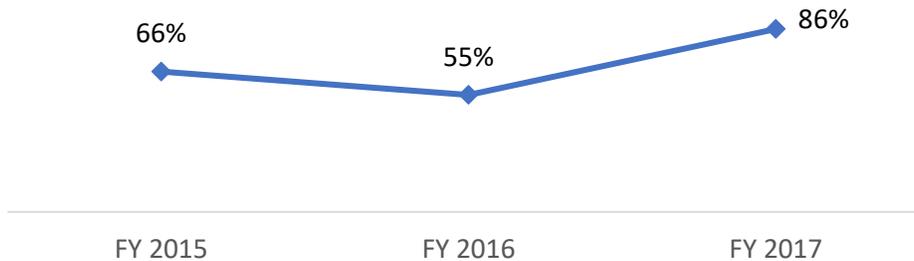
- 93% had least one Adverse Childhood Experience (ACE) relating to child abuse or domestic violence, and 47% of families had three or more ACEs.
- Of families enrolled for at least six months, more than 80% demonstrated improvements in at least one protective factor.

### **SafeStart**

SafeStart is a citywide collaborative of Safe & Sound, APA Family Support Services, Instituto Familiar de la Raza, and OMI Family Resource Center. Together, the collaborative partners with the Domestic Violence Consortium, the San Francisco Police Department’s Special Victims Unit and the Family Court to reduce the incidence and impact of exposure to violence, in the community and the home, on children under age six. During FY 2017:

- 269 families received support to reduce the impact of children’s exposure to violence through intensive case management, trainings, workshops, and other supportive services.
- 86% of families enrolled in SafeStart showed improvements in their protective factors

**Figure 94 Safe Start: Percentage of Families Who Experienced Improvement in Overall Protective Factors, FY 2015 - 2017**



## Safety Lessons for Children

Although child safety is the mandate of parents, caregivers, and other adults, Safe & Sound believes it is essential to educate children to be aware of risks to their safety, and to speak up if they encounter them. Each year, Safe & Sound teaches personal safety skills, directed at preventing abuse, to school children in grades K-5. Safe & Sound focuses its education programming on elementary schools that have higher percentages of vulnerable children and families. In FY 2017, a total of 8,247 school children received safety lessons – a 14% increase over FY 2016. When asked for feedback, 99.5% of teachers responded “agree”, or “strongly agree”, to the statement ‘students were given the tools to keep themselves safe’, a 3.5 percentage point improvement over last year.

## Healthcare services

The University of California’s Child Trauma Research Program (CTRP) – which serves families at Zuckerberg San Francisco General Hospital and Trauma Center (ZSFGH) and at community centers throughout San Francisco – supports young children who have been exposed to a broad range of traumas, by providing intensive mental health services. These traumas go beyond the forms of child abuse and maltreatment recorded in Child Protective Services data, but many of the traumas are risk factors for child abuse. For example, a child may be referred to the CTRP because they have been separated from their primary caregiver. In FY 2017, CTRP served 174 children aged from zero to five years. One hundred and fourteen of the families served were referred in FY 2016 or prior fiscal years, but continued to receive services in FY 2017.

**Figure 95 Child Trauma Research Program: Primary Type of Trauma Experienced by Children, FY 2015 - 2017**

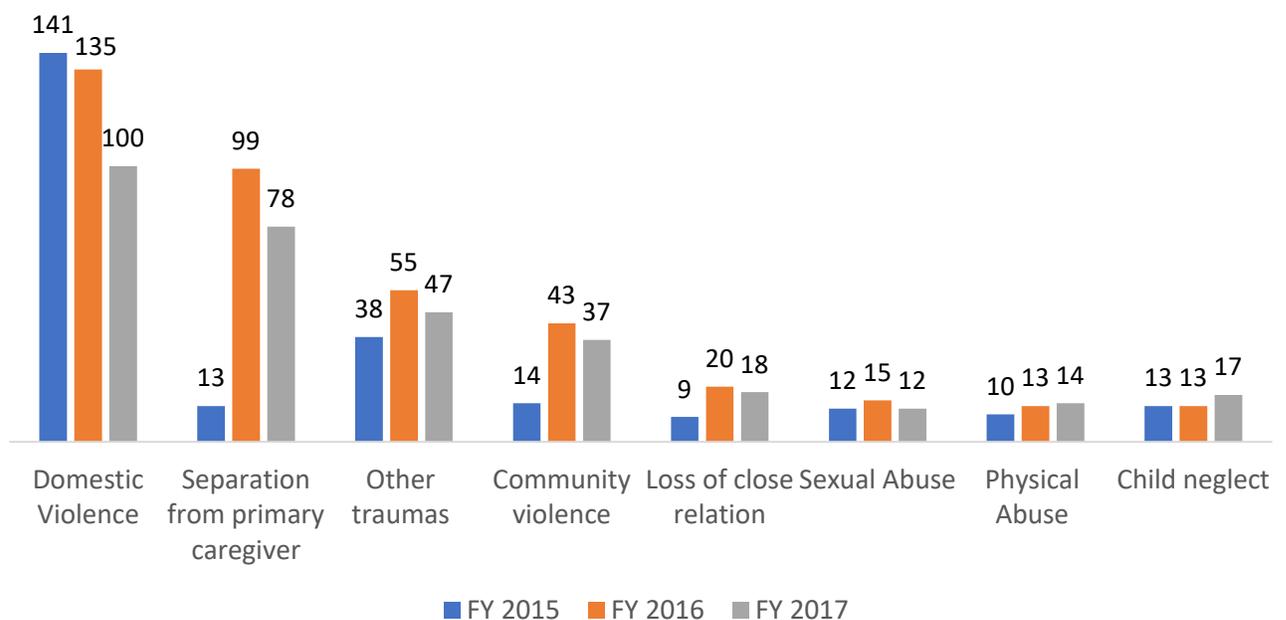


Figure 95 shows that the most common form of trauma endured by children in the CTRP is domestic violence. Family disorganization, dissolution, and violence – including intimate partner violence – is a risk factor for child abuse, and exposure to domestic violence may, in and of itself, rise to the level of child abuse.

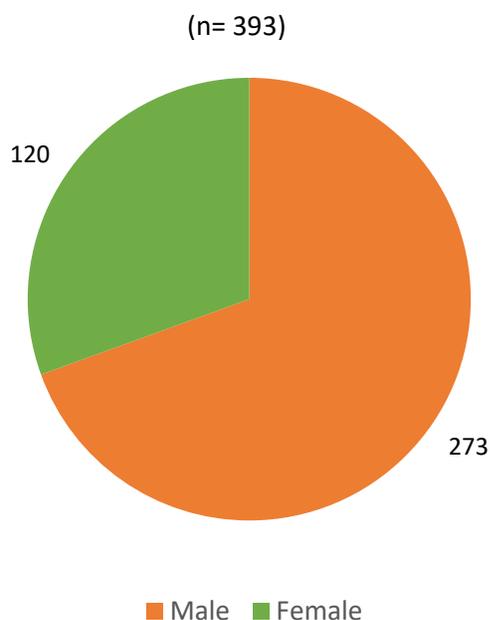
Compared to FY 2016, the percentage of children who had experienced domestic violence, separation from a primary caregiver, loss of a close relation or sexual abuse as one of their primary traumas has remained roughly constant. However, in FY 2017, a higher proportion had experienced physical abuse (6% in FY 2016 increasing to 8.4% in FY 2017), child neglect (6% in FY 2016 increasing to 10% in FY 2017) and community violence (19% in FY 2016 increasing to 22% in FY 2017).

## Who are the offenders?

### Gender

Data from the San Francisco Police Department (Figure 96) shows that, in keeping with other forms of family violence, those suspected of child abuse are far more likely to be male than female. However, compared to domestic violence (where, in cases where their gender was known, 81% of police suspects were male), the gender divide for child abuse suspects is less stark. Women made up 31% of child abuse suspects, compared to just 19% of domestic violence suspects. Data on offenders in Adult Probation’s endangered child caseload also reflects this – these probationers were 82% male, compared to 93% of probationers in the domestic violence caseload.

**Figure 96 San Francisco Police Department: Child Abuse Suspects by Gender, Where Known, FY 2017**

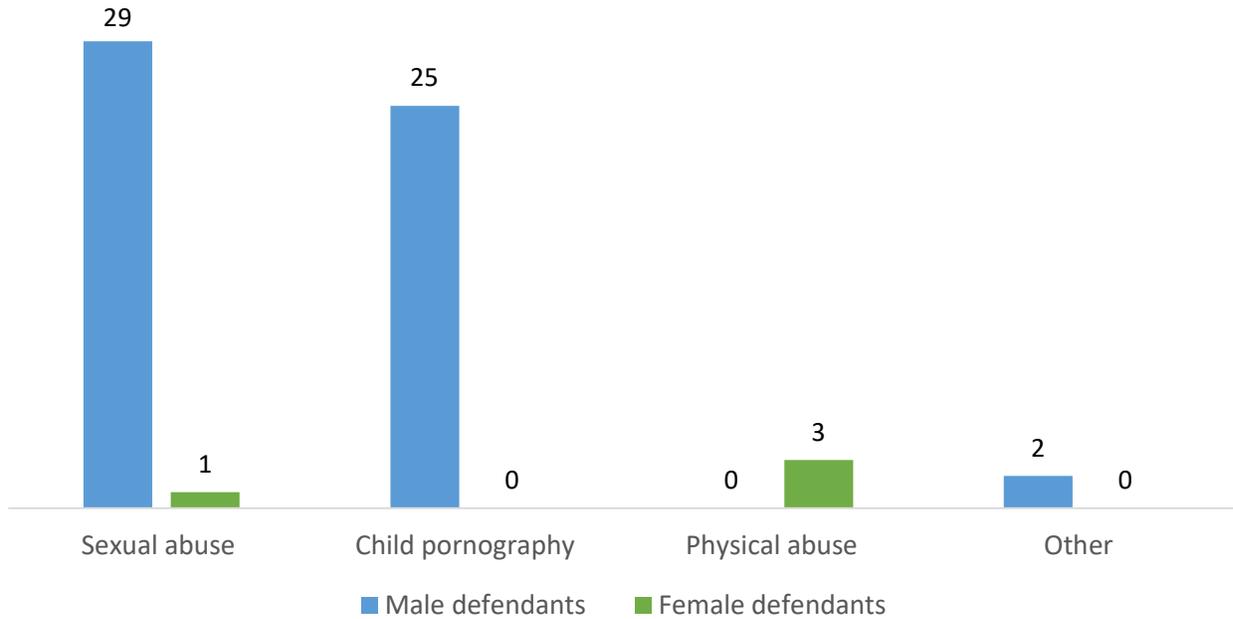


# 93%

of child abuse prosecutions were of male offenders for sex crimes

For the first time, we have requested information on the gender of defendants from the District Attorney’s Office. This has revealed that in FY 2017, all but three prosecutions for child abuse were male defendants for sex crimes (93%). See Figure 97. Forty-eight percent of these prosecutions were men prosecuted for sexual abuse; 42% were men prosecuted for child pornography. In contrast, the only individuals prosecuted for physical child abuse (3) were women. There was also one woman prosecuted for child sexual abuse.

**Figure 97 District Attorney: Child Abuse Prosecutions by Crime Type and Gender, FY 2017**

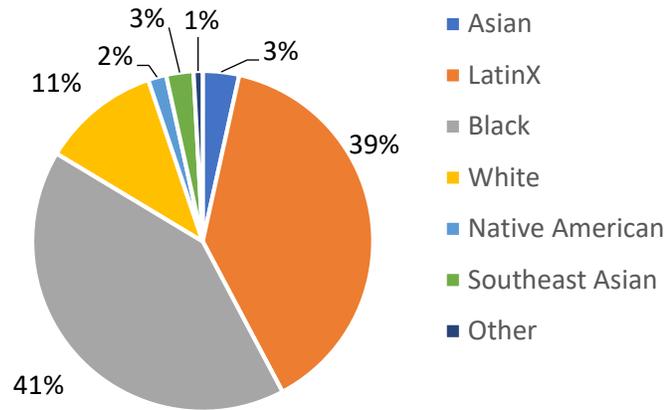


## Ethnicity

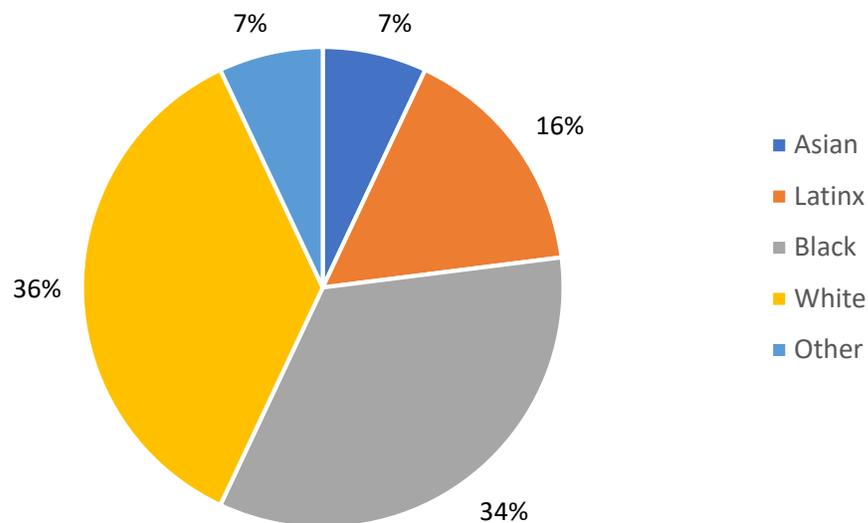
Law enforcement has not provided data on the ethnicity of family violence suspects. Nevertheless, the Children’s Advocacy Center can provide insight on this question for the small segment of cases with which they support (Figure 98).

The Adult Probation data (Figure 99) offers an even smaller sample, with the consistent pattern being that Black individuals are over-represented – they make up 41% of alleged perpetrators in the Child Advocacy Center data, and 34% of probationers. The proportion of white probationers (36%) is much higher than the proportion of alleged perpetrators in Figure 98 (11%).

**Figure 98 Child Advocacy Center: Ethnicity of Alleged Perpetrators, Where Known, FY 2017**  
(n = 116)



**Figure 99 Adult Probation Endangered Children Caseload: Ethnicity of Probationers, FY 2017**  
(n = 15)



## Relationship to victim

In 93% of cases dealt with by Family and Children’s Services, the alleged offenders were parents (Figure 100, below). However, it should be noted that Family and Children’s Services only count one alleged offender per child (even if there are multiple offenders) and if a parent offender is present, they are always the one counted.

**Figure 100 Family and Children’s Services:<sup>63</sup> Substantiated Allegations by Alleged Offender Relationship to Child, FY 2017**



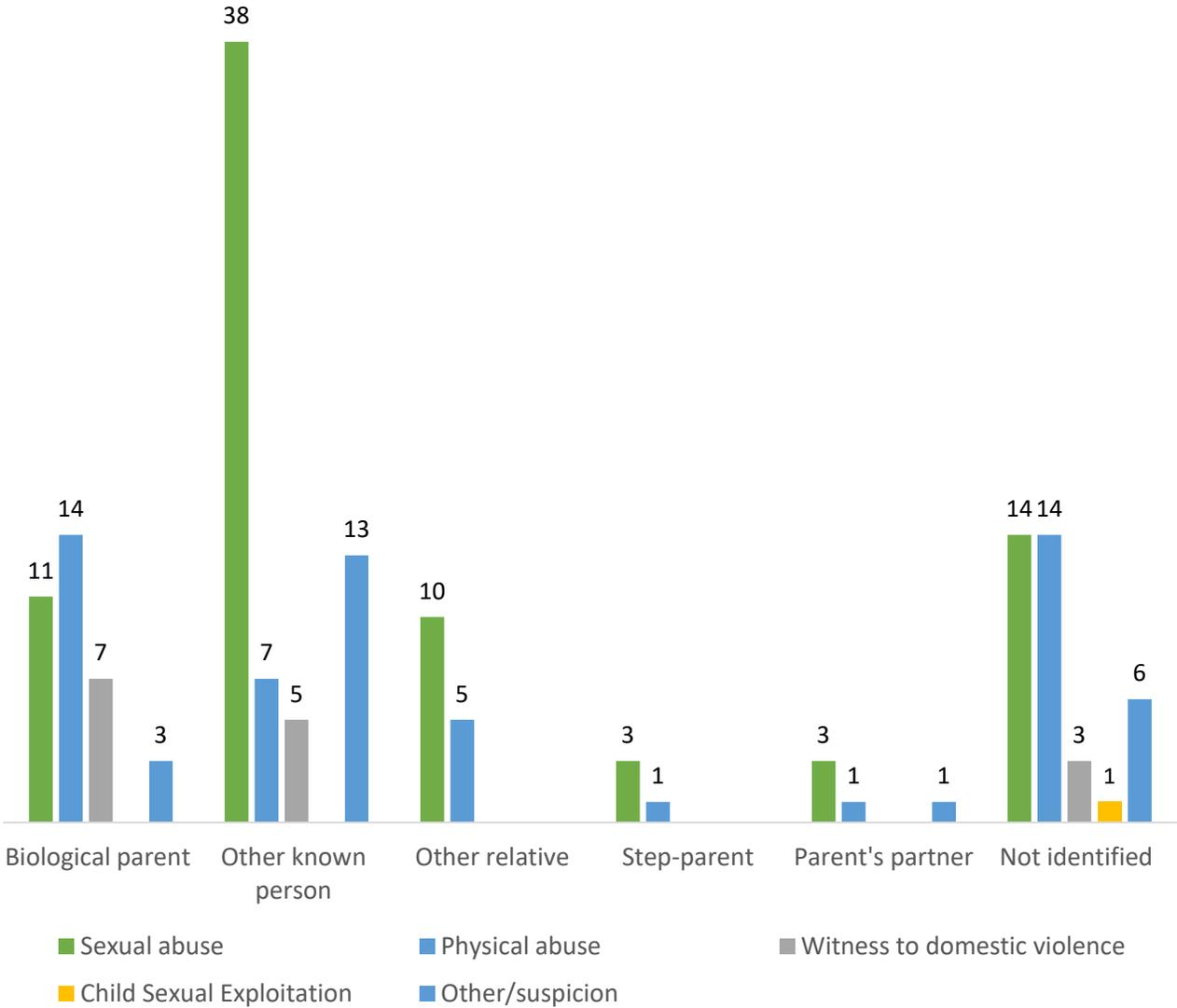
For the first time, this report also includes data from the Child Advocacy Center on the abuse types and the relationship between victim and alleged offender (Figure 101).

- Sexual abuse was most commonly committed by somebody known to the victim who was not a parent or other relative; this was the case in 58% of the forensic interviews where the offender was identified. In 22% of cases, the offender was a parent or step parent, and in a further three cases, it was a parent’s partner.
- Biological parents were the most common offenders of physical abuse, accounting for 50% of offenders where the offender was known. 25% of offenders were ‘other known persons.’

---

<sup>63</sup> These data do not match data from the California Child Welfare Indicators Project because they have been put together internally by Family and Children’s Services, without the ‘cleaning’ techniques available to UC Berkeley and the CCWIP.

**Figure 101 Children's Advocacy Center: Type of Abuses Based on Interview, by Relationship Between Child and Alleged Abuser<sup>64</sup>**



<sup>64</sup> Interviews with disclosures only

## What support is available for offenders?

### Adult Probation

The Adult Probation Domestic Violence Unit supervises a caseload specific to child abuse offenders. As of the end of FY 2017, 15 clients were supervised on the child abuse caseload, a decrease from FY 2016. Of the 15 cases, seven are misdemeanors and eight are felony cases. Individuals on the child abuse caseload are directed to the Child Abuse Intervention Program (CAIP), a 52-week program facilitated by the Department of Public Health at the Community Justice Center, through the Violence Intervention Program.

### The Child Abuse Intervention Program

The Child Abuse Intervention Program (CAIP) is a treatment program designed in accordance with the California Penal Code as a condition of probation for those convicted of a child abuse offense. Clients are mandated by law to complete a minimum of 52 sessions of counseling, in a group setting, focusing on assisting clients to take responsibility for their child abuse offenses. Following Adult Probation Department referral, clients undergo an initial screening to determine suitability and a full psychosocial evaluation, which in most cases establishes medical necessity for treatment. The program includes teaching clients about child abuse prevention methods; anger, violence, and behavioral health treatment; child development and parenting education; substance use treatment linkage; psychiatric medication services; and case management. The membership of the group is fluid: clients graduate, withdraw, and join throughout the year.

The Child Abuse Intervention Program (CAIP) offered services to nine clients in FY 2017. Of those nine clients, two graduated from the program. Seven individuals were enrolled by the end of FY 2017. Criminal charges included the following: child endangerment, corporal injury, child abduction, and endangerment in the context of a DUI. In some of the cases involving endangerment and corporal injury, there were additional charges of child abuse or cruelty to child.

# Chapter 3: Elder Abuse



Image: Creative Commons, Jaka Ostrovřnik

## Key findings

### Levels of abuse

- Substantiations of Dependent Adult abuse account for the increases in overall Adult Protective Services (APS) cases – there was an **18% increase in substantiated cases of Dependent Adult abuse**. Levels of Elder Abuse increased by just nine cases.
- **There was a 17% reduction in 911 calls concerning Elder Abuse**. Note that 911 is not the primary place to make an APS referral, however, as 911 is for emergencies/imminent danger.

### Forms of abuse

- In cases of abuse substantiated by Adult Protective Services, there has been a **30% reduction in instances of physical abuse**.
- Proportionally, adults with disabilities are more likely to be victims of sexual and physical violence compared to Elders. Elder abuse victims were 15 percentage points more likely to have experienced financial abuse.
- In addition to services provided by Adult Protective Services social workers, **550 clients over 65 received services for domestic or sexual violence in community-based services** in FY 2017, and one third were male. It is unknown whether the APS cases and cases seen by CBOs include many of the same clients
- **Self-neglect continues to be the biggest form of abuse** in Adult Protective Services substantiated cases – but the number of substantiated Elder Abuse Self-Neglect cases decreased by 12.6% since FY 2016.

### Abuse victims

- Men and women experience elder abuse at the hands of others at roughly equal rates. However, **women tend to experience more ‘severe’ forms of abuse** (i.e. physical assault) compared to men, and women are more likely to have experienced **multiple forms** of abuse.
- In contrast to large increases in the number of victims of child abuse and domestic violence receiving support from District Attorney Victim Services, there has been a 6% reduction in elder abuse clients.
- Across Adult Protective Services, African Americans make up 16% of clients despite constituting just 6% of San Francisco’s general population

### Alleged abusers

- Both male and female victims were more likely to be abused by someone they know than by a stranger.

### Criminal justice outcomes

- **Just 14% of elder financial abuse reports were investigated by the police**, compared to 40% of physical abuse reports on elders, 46% of child abuse reports, and 45% of domestic violence reports.
- There has been a slight increase in the number of elder abuse cases prosecuted, from 44 cases in FY 2016 to 46.

## Introduction

Elder abuse may be physical, emotional, sexual or financial, or it may take the form of neglect – either neglect by another person, or self-neglect. Recent major studies report that 7.6% to 10% of elders experienced abuse in the previous year.<sup>65</sup> Approximately 1 in 10 Americans aged 60 and older have experienced some form of elder abuse.

Aging can bring particular vulnerabilities, such as illness, loss of mobility, or the death of a partner. Elder people may be reliant on someone else for their needs, from buying food to going to the bathroom, which leaves them vulnerable to exploitation and abuse. The dynamics of elder abuse can be similar to those of intimate partner violence; perpetrators will often strive to exert their power and control over victims so that they can coerce or manipulate some benefit for themselves, such as money, a place to stay, access to prescription medication, or sexual gratification.<sup>66</sup>

This is not always the case, however: elder people may also be abused by a well-intentioned caregiver, such as an elderly partner who is no longer able to meet their needs safely. Neglect is the most common form of elder abuse and happens when, intentionally or unintentionally, a caregiver fails to support the physical, emotional and social needs of the elder person. Neglect can include denying food or medication, health services or contact with friends and family.

Abandonment and isolation – including acts deliberately designed to prevent an elder person from seeing visitors, getting their mail or receiving telephone calls – are also forms of elder abuse.

Perpetrators may be children or partners of the elder person, or other family members, or other known or unknown people, such as professional caregivers.

In cases of self-neglect, there is no perpetrator. This is when elder people fail to meet their own physical, psychological or social needs, or threaten their own health or safety in any way.

Many of these factors can also apply to adults with disabilities, be they developmental or physical. Given this, City agencies often present data on the abuse of ‘dependent adults’ – as they are known to Adult Protective Services – along with data on elder abuse. Throughout this chapter, it will be clearly marked when data refers to dependent adults.

### Note on the data in this chapter

The data in this chapter comes from Adult Protective Services (APS); the San Francisco Elder Abuse Forensic Center (~~which is~~ a partnership between non-profit Institute on Aging’s Elder Abuse Prevention Program and City departments, ~~and which~~ supports a subset of APS clients); the San Francisco Police Department; the District Attorney’s Office; Adult Probation and the Sheriff’s Department. As with the

---

<sup>65</sup> Prevalence and correlates of emotional, physical, sexual, and financial abuse and potential neglect in the United States: The national elder mistreatment study. Lifespan of Greater Rochester, Inc., Weill Cornell Medical Center of Cornell University. & New York City Department for the Aging. (2011) Under the Radar: New York State Elder Abuse Prevalence Study. New York; Acierno R, Hernandez MA, Amstadter AB, Resnick HS, Steve K, Muzzy W, et al. (2010). American Journal of Public, 100(2), 292-297

<sup>66</sup> Evan Stark (2007) <https://vawnet.org/sc/what-distinguishes-abuse-later-life-elder-abuse>

other chapters in this report, the data is not unduplicated. Where possible, data on abuse inflicted by others will be separated from data on self-neglect, due to the different nature of these two forms.

## What are the levels of Elder Abuse in San Francisco?

As with all forms of family violence, it is impossible to gain a true sense of how much elder abuse there is in San Francisco. Elder people experiencing abuse may be particularly isolated; they may never encounter City agencies, or any person other than their abuser. If the perpetrator is a child or other family member, the elder person's instinct may be to protect their abuser, and never report their experiences.



**2,316** substantiated cases of elder abuse

**555** incidents reported to the police

**550** clients over 65 in domestic violence services

Given these potential factors, Figure 102 draws from a broad range of data sources, including City departments and non-governmental organizations. To build as broad a picture as possible, it includes data from services not specifically designed to address elder abuse, such as community-based domestic and sexual violence services.

**Figure 102 Elder Abuse and Dependent Adult Abuse in San Francisco, FY 2015 – 2017**

	FY 2015	FY 2016	FY 2017	% change FY 2016 – 17
Adult Protective Services (APS): Elder Abuse Reports Received*	4,672	4,962	4,854	-2%
APS: Dependent Adult Abuse Reports Received*	2,140	2,341	2,414	+3.1%
<b>Total*</b>	6,812	7,303	<b>7,268</b>	-0.5%
APS: Substantiated Cases of Elder Abuse*	2,130	2,307	2,316	+0.4%
APS: Substantiated Cases of Dependent Adult Abuse*	891	995	1,177	+18.3%
<b>Total*</b>	3,021	3,302	<b>3,493</b>	+6%
Clients aged 65+ in community-based services for domestic and sexual violence <sup>67</sup>	555	552	550	-0.4%
911 calls concerning Elder Abuse	170	181	151	-17%
Incidents of Elder Physical Abuse reported to SFPD	79	136	127	-7%
Cases of Elder Physical Abuse investigated by SFPD	50	54	50	-7%
Incidents of Elder Financial Abuse reported to SFPD	496	472	428	-9%
Cases of Elder Financial Abuse investigated by SFPD	79	60	58	-3%
District Attorney: Elder Physical Abuse cases prosecuted	37	44	46	+5%
Sheriff Department: Resolve to Stop the Violence Program (RSVP), participants with elder abuse charges	Not previously published	Not previously published	5	

\*Includes Self-Neglect

<sup>67</sup> Counting only those clients in programs funded by the VAW Grant, administered by the Department on the Status of Women.

## Adult Protective Services

The most comprehensive data on the extent of Elder and Dependent Adult abuse in San Francisco comes from Adult Protective Services (APS). Operated by the Department of Aging and Adult Services, which sits within the Human Services Agency, APS is a state-mandated, county-administered program that is charged with responding to reports of abuse, neglect, exploitation, and self-neglect of elders over the age of 65 and adults between the ages of 18 and 64 that have physical, mental, or cognitive disabilities.

APS receives reports of abuse through their 24-Hour hotline and (for non-urgent cases) online. Social workers assess each referral and determine an appropriate response; they work with law enforcement, medical services, and the District Attorney's Office, as well as experts from the Elder Abuse Forensic Center, to effectively investigate and intervene in cases where abuse is taking place. APS may also conclude, following investigation, that an allegation is unsubstantiated.

**Figure 103 Adult Protective Services: Total Substantiated Cases of Abuse, FY 2017**

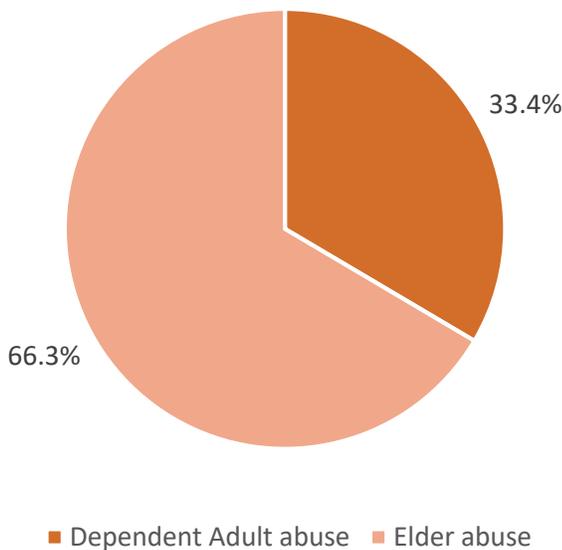
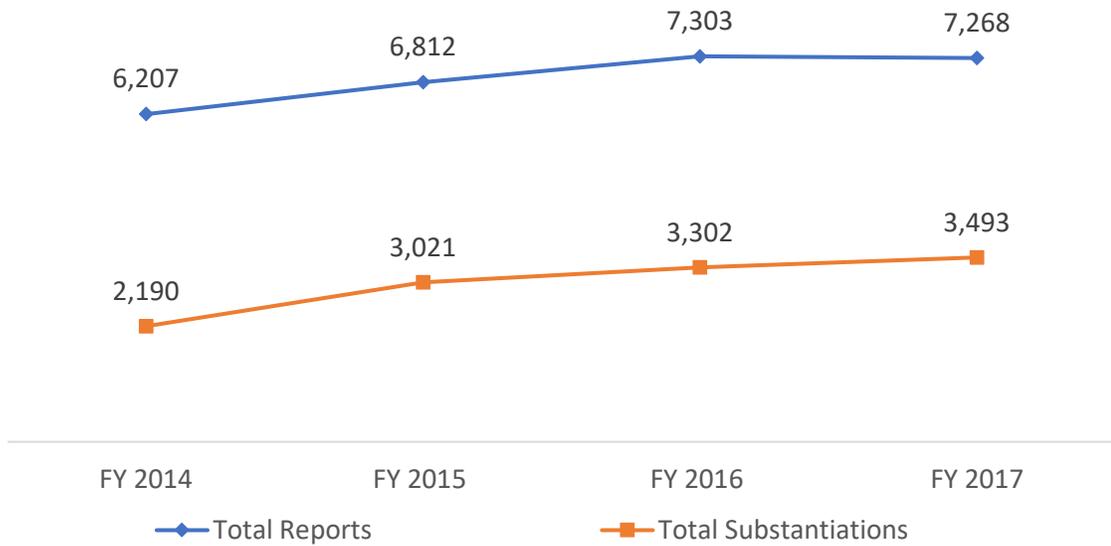


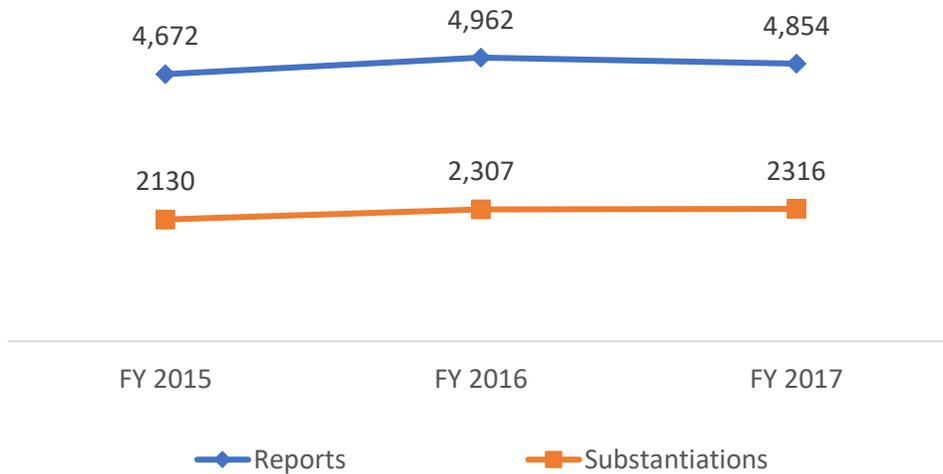
Figure 104, below, shows that in FY 2017, overall allegations of Elder and Dependent Adult abuse had declined slightly, from 7,303 in 2016 to 7,268. Breaking down the two forms of abuse (Figures 105 and 106), the decrease can be attributed to a reduction in Elder Abuse reports; reports of Dependent Adult abuse have increased by 3.1%.

Although allegations are down, overall substantiations – where APS finds that abuse has taken place – have increased by 6% since FY 2016 (Figure 104). Again, this overall increase can be attributed to Dependent Adult abuse cases. There have been 18% more cases of Dependent Adult abuse substantiated than in FY 2016 (Figure 106). The rate of substantiated elder abuse cases has increased by 1.2%. In FY 2014, Dependent Adult Abuse made up 29.5% of all substantiated cases. In FY 2017, it was 33.4% (Figure 103, left).

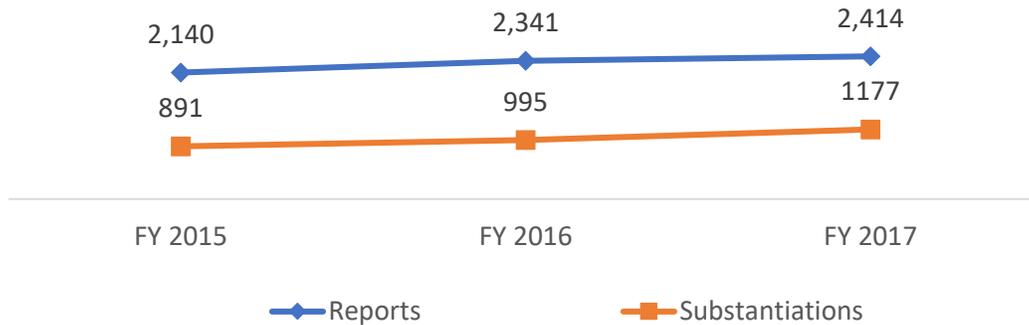
**Figure 104 Adult Protective Services: Reports of and Substantiated Cases of Elder and Dependent Adult Abuse, FY 2014 - 2017**



**Figure 105 Adult Protective Services: Elder Abuse Reports and Substantiations, FY 2015 - 2017**



**Figure 106 Adult Protective Services: Dependent Adult Abuse Reports and Substantiations, FY 2015 - 2017**



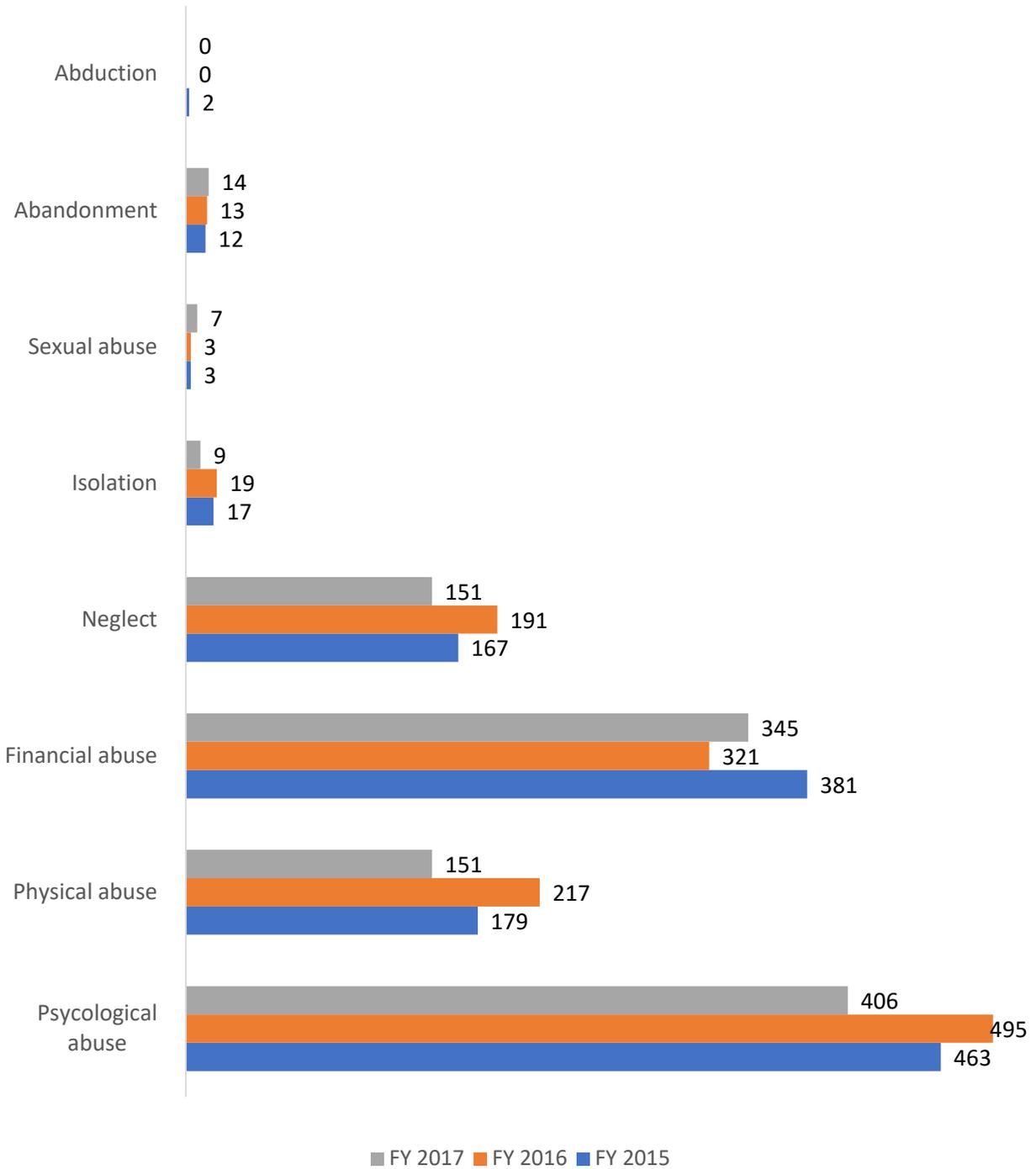
## What are victims experiencing?

Data from Adult Protective Services gives the most comprehensive insight into victims' experiences of abuse. Figures 107 and 108 show the types of elder abuse present in substantiated cases from FY 2015 – 2017. One individual may be experiencing multiple types of abuse.

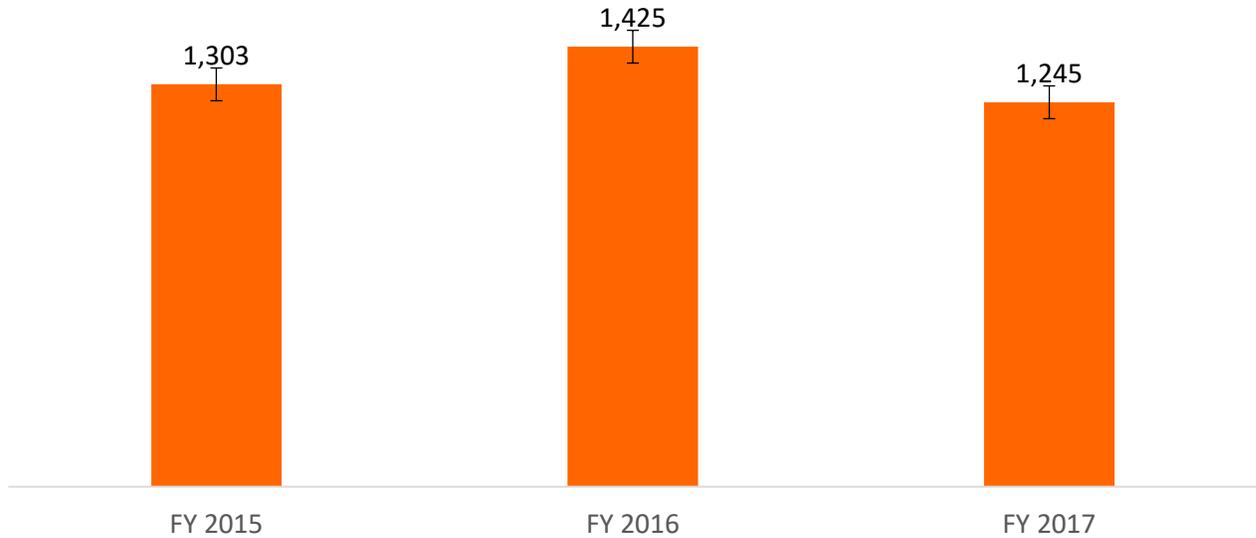
Figure 107 shows abuse by others only. In FY 2017:

- There has been a 30% reduction in instances of physical abuse;
- An 18% reduction in psychological abuse;
- A 21% reduction in neglect;
- A 53% reduction in isolation;
- The only categories that have not declined are financial abuse (up by 7%) and abandonment (up by 8%).

**Figure 107 Adult Protective Services: Substantiated cases of Elder Abuse by Abuse Type, Excluding Self-Neglect, FY 2015 - 2017**



**Figure 108 Adult Protective Services:  
Substantiated Cases of Elder Abuse - Self-Neglect Only,  
FY 2015 - 2017**



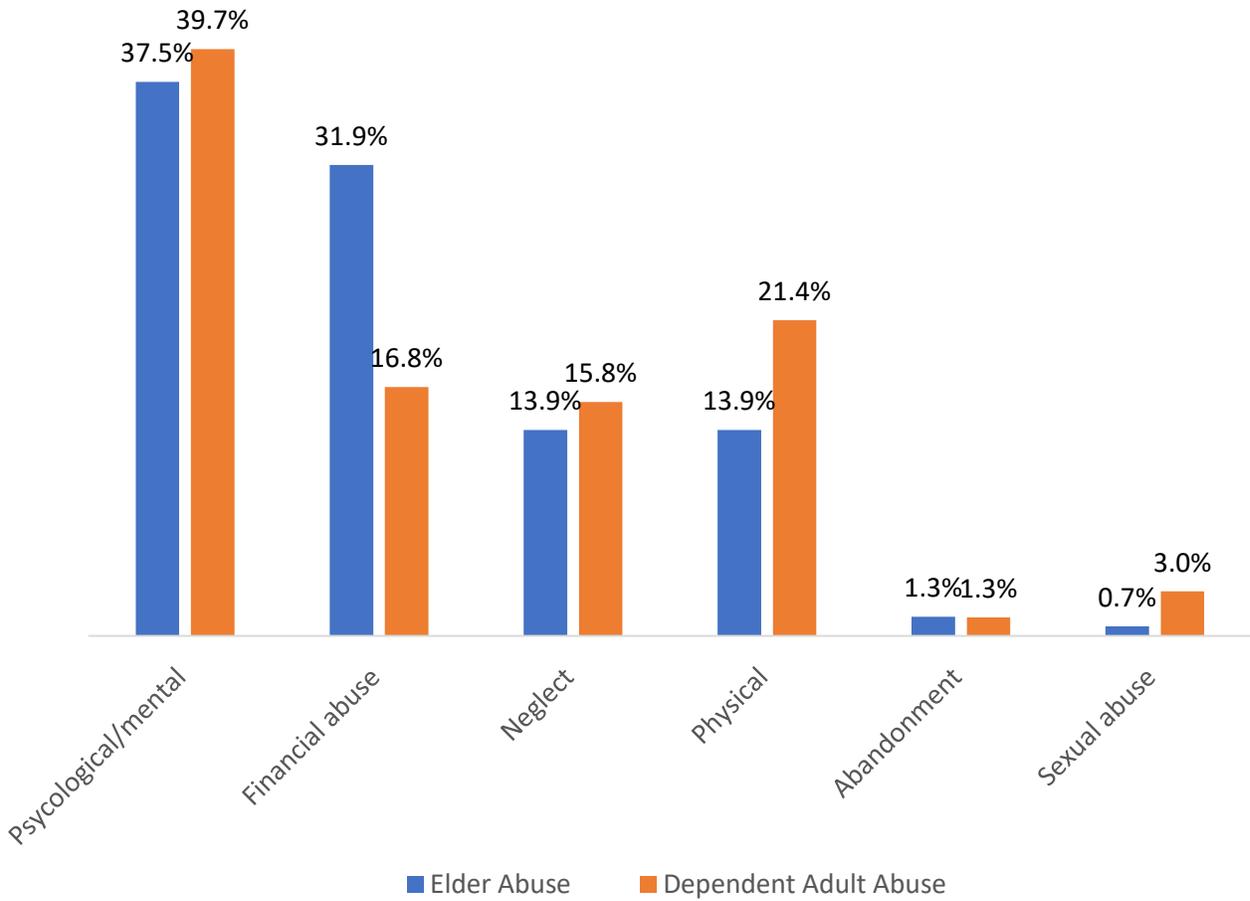
Overall, self-neglect is consistently the most common form of abuse experienced. In FY 2016, 29% of self-neglect cases were substantiated, and in 2017 the substantiation rate was 26%. While caseload has dropped, the substantiation rate has remained close to the same. There has been a 12.6% reduction in substantiated cases of self-neglect in FY 2017. Figure 108 shows the trend in instances of self-neglect in Elder Abuse cases.

## How does the abuse experienced by Dependent Adults differ?

When data on elder and dependent adult abuse is aggregated, it is important to separate and compare these data, to understand who is experiencing what. Figure 109, below, shows us that dependent adults were:

- Less likely to experience financial abuse; this form was present in just 17% of Dependent Adult cases, compared to 32% of elder abuse cases;
- More likely to experience sexual abuse. Although the instances of sexual abuse were few in both groups, 3% of dependent adults had experienced sexual abuse, compared to 0.7% of those with substantiated cases of elder abuse; and
- More likely to experience physical abuse; there were instances of physical abuse in 21% of dependent adult cases, compared to 14% of elder abuse cases.

**Figure 109 Adult Protective Services: Percentage of Cases Where Form of Abuse by Others Was Experienced, in Elder Abuse and Dependent Adult Abuse Cases,\* FY 2017**

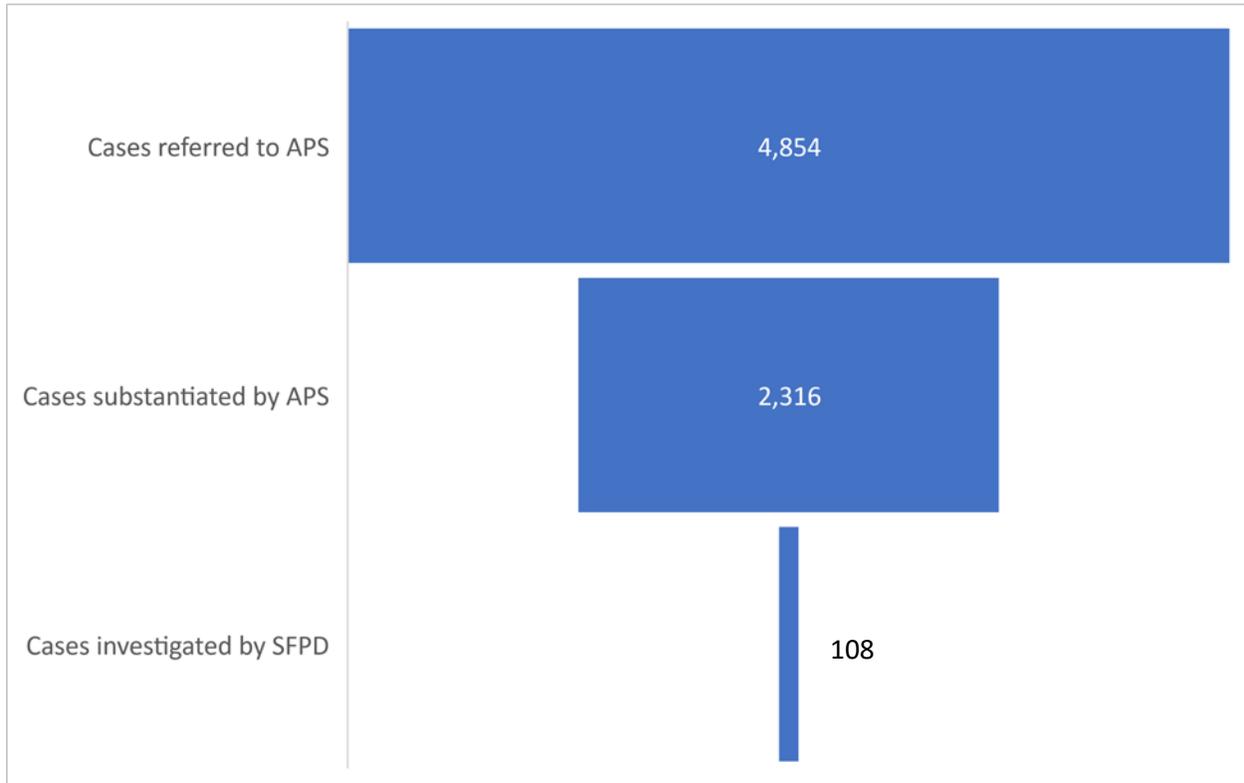


\*There may be more than one type of abuse per person

## Where are victims getting help?

Figure 106 illustrates the importance of the Adult Protective Services hotline in supporting victims of elder abuse and those concerned about them, as only a small fraction of these cases is ultimately investigated by the police.

**Figure 110 Elder Abuse Cases in Different Systems,  
FY 2017**



## Response from Law Enforcement

### Calling 911

The number of 911 calls relating to elder abuse is relatively low – as with cases of child abuse, members of the public may be more likely to call the well-publicized hotline numbers than call 911. Figure 111 shows that 911 calls have reduced overall in FY 2017 by 17%. There have been significant reductions in the number of calls about an assault of an older person.

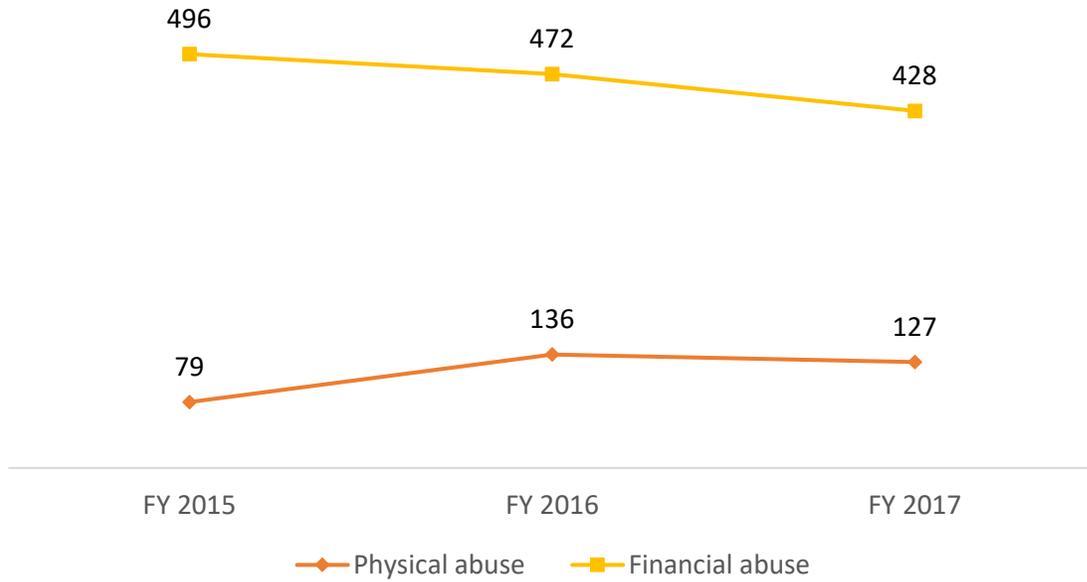
**Figure 111 Department of Emergency Management: Calls to 911 Relating to Elder Abuse, by Call Type, FY 2015 – 2017**

Call Type	Description	FY 2015	FY 2016	FY 2017	% change since FY 2016
368EA	Elder Abuse	104	113	97	-14%
240EA	Assault/Battery (Includes Unwanted Physical Contact)	44	31	25	-19%
470EA	Fraud	11	16	7	-56%
910EA	Well-Being Check	8	13	15	+15%
650EA	Threats	3	3	2	
488EA	Petty Theft	0	2	1	
418EA	Fight or Dispute – No Weapons Used	0	3	3	
212EA	Strong-Arm Robbery	0	0	0	
245EA	Aggravated Assault (Severe Injuries or Objects Used to Injure)	0	0	0	
	<b>Total Elder Abuse Calls</b>	<b>170</b>	<b>181</b>	<b>151</b>	<b>-17%</b>

### Cases received by SFPD

Adult Protective Services cross-report all substantiated cases of elder abuse to the San Francisco Police Department (SFPD), but not all cases meet the criminal standard. Excluding those cases that do not meet the criminal standard, SFPD received 555 reports of elder abuse in FY 2017: 127 for physical abuse, and 428 for financial abuse. Figure 112 shows the decrease in reports for each crime types – 9% for financial abuse and 7% for physical abuse.

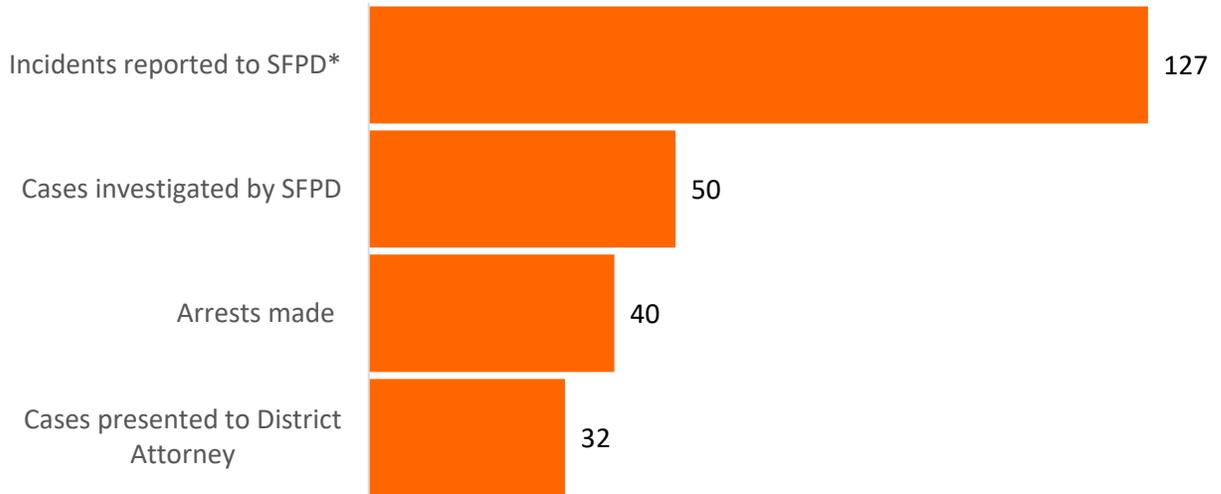
**Figure 112 San Francisco Police Department: Reports of Elder Physical Abuse and Elder Financial Abuse, FY 2015 - 2017**



Figures 113 and 114, below, show what happens to the cases following the report. In FY 2017:

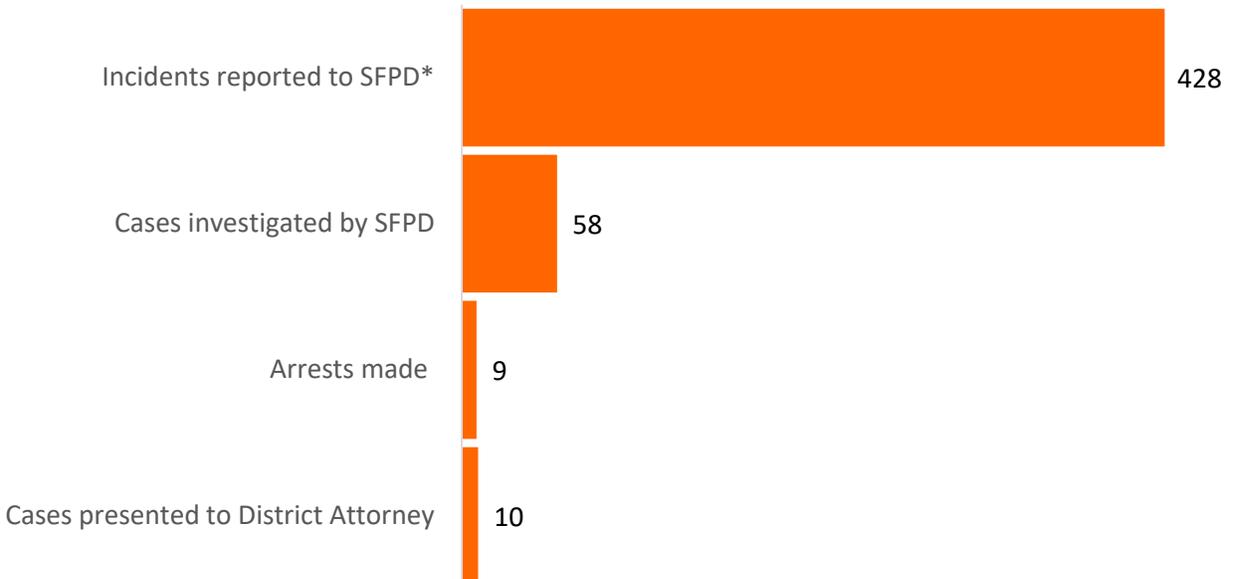
- There were far fewer reports of physical abuse than financial abuse, consistent with previous years, but a much higher percentage of physical abuse cases were investigated. Only 14% of reported financial abuse cases were investigated in FY 2017), compared to 40% of all physical abuse cases reported. Last year, the percentage of financial abuse cases prosecuted was 13%.
- Similarly, only 17% of financial abuse cases investigated were presented to the District Attorney's office, compared to 64% of physical abuse cases.

**Figure 113 Flow of Elder Physical Abuse Cases Through the Criminal Justice System, FY 2017**



\*Excluding incidents reported by APS that do not meet criminal definition of Elder Abuse

**Figure 114 Flow of Elder Financial Abuse Cases Through the Criminal Justice System, FY 2017**



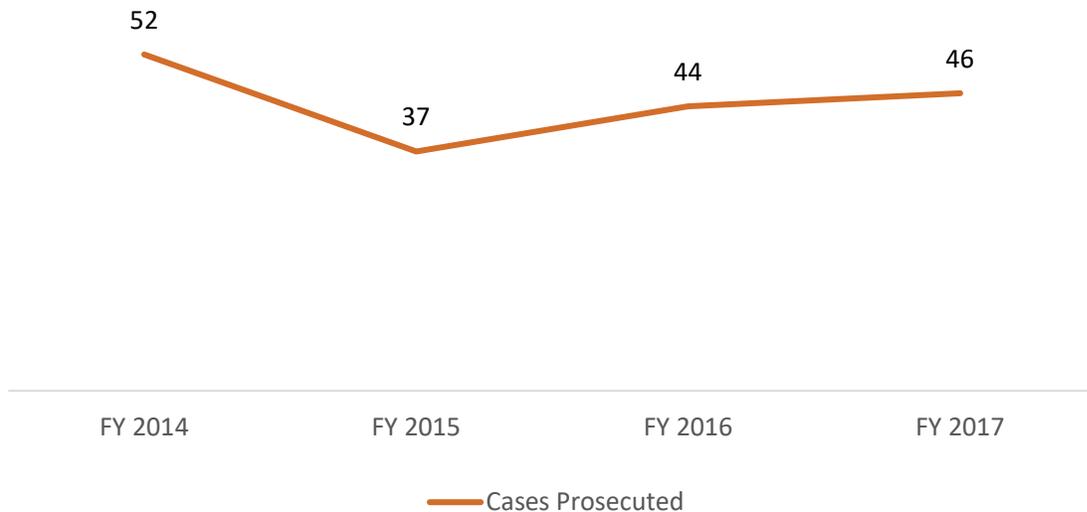
## Prosecutions

There were 46 prosecutions for elder abuse in FY 2017. This represents a slight increase on FY 2016 (as Figure 115 illustrates) but it is still six cases below the District Attorney's prosecution count in FY 2014.

We do not know how many elder abuse cases the District Attorney received, as it counts the domestic violence, stalking and elder abuse cases it receives together. The overall prosecution rate for these three forms of family violence was 30%, six percentage points below what it was in FY 2016.

All of the elder abuse cases prosecuted were resolved before coming to trial.

**Figure 115 District Attorney: Prosecutions for Elder Abuse, FY 2014 - 2017**



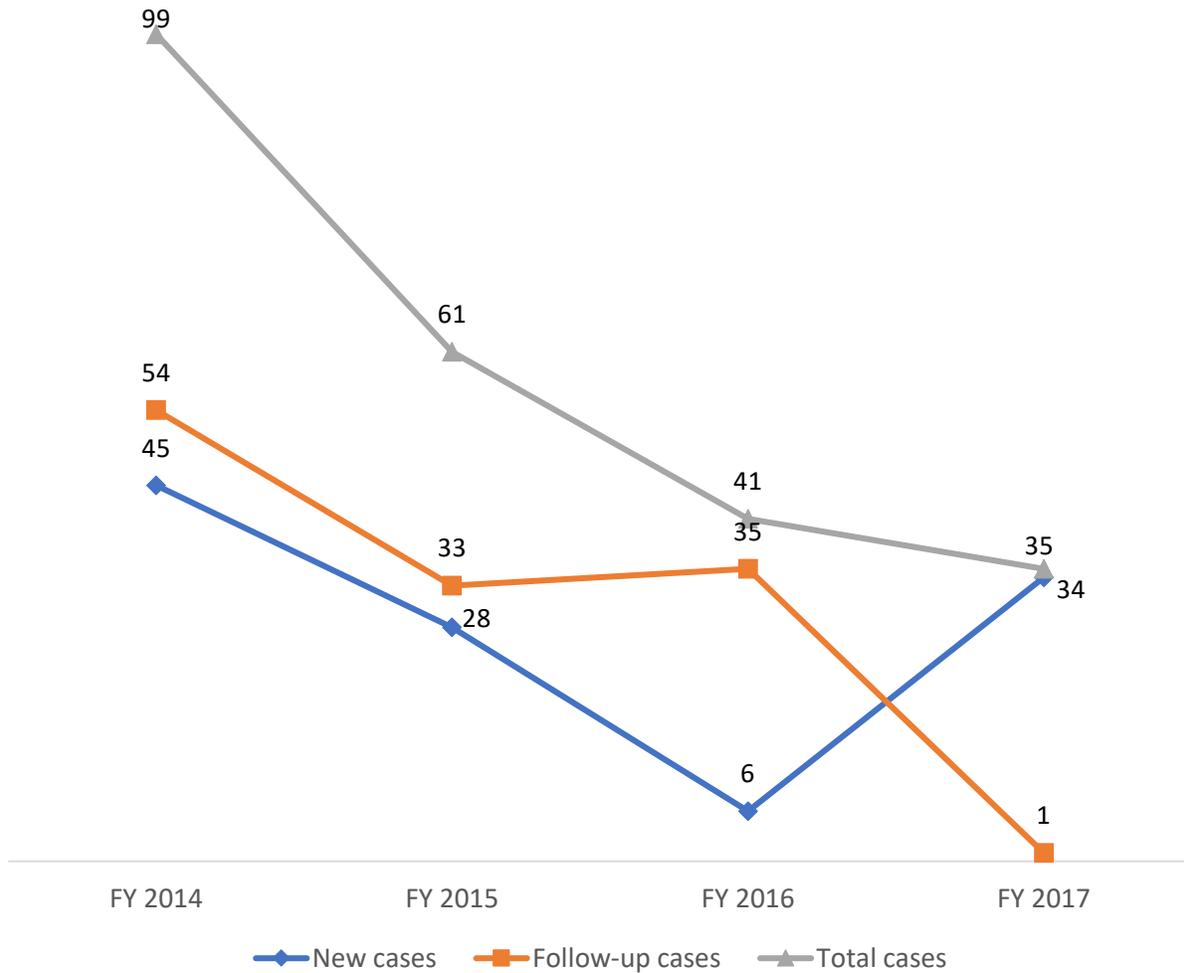
## Other sources of support

### Elder Abuse Forensic Center

The San Francisco Elder Abuse Forensic Center (SFEAFC) is a public-private partnership between the non-profit Institute on Aging's Elder Abuse Prevention (EAP) Program and City departments. Its mission is to prevent and combat the abuse, neglect, and exploitation of elders and dependent adults in San Francisco through improved collaboration and coordination of professionals within the elder abuse network. A formal referral process to the Forensic Center is utilized by APS, based upon the relative complexity of each case and/or the need for specialized consultation.

In FY 2017, there were 34 new cases seen by the Forensic Center, and it managed 35 cases in total. The total number of cases reviewed by the Forensic Center continues to go down, as shown by Figure 116 – but this year, the majority of cases were new, with only one follow-up case.

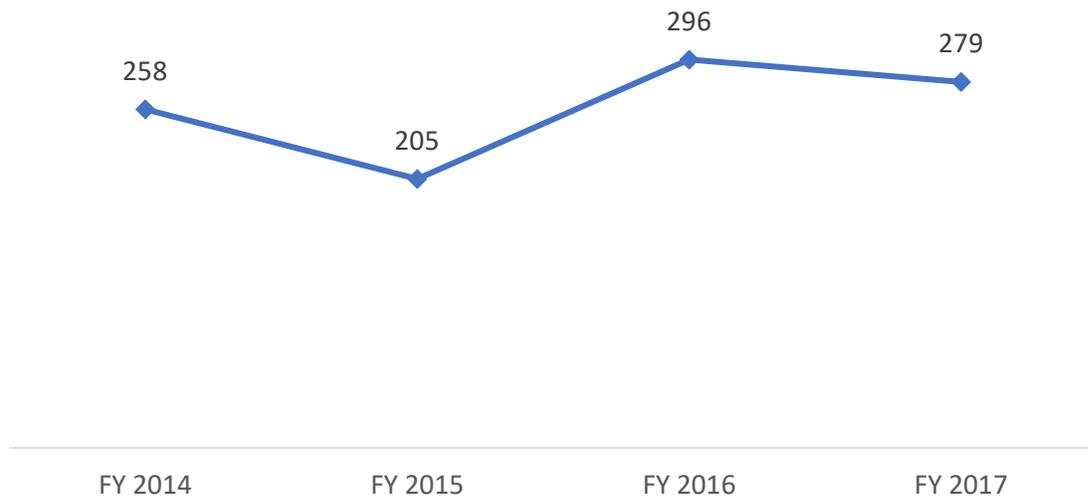
**Figure 116 Elder Abuse Forensic Center: Number of Cases, FY 2014 - 2017**



## District Attorney Victim Services Division

For victims of Elder Abuse whose perpetrators are pursued through the justice system, the District Attorney’s Victim Services Division offers support and services. In FY 2017, there was a 6% reduction in the number of clients supported who had experienced elder abuse (Figure 117, below). This is in contrast to large increases in the number of victims of other crime being supported – 71% for domestic violence and 79% for child abuse. However, it is important to note that there was a large increase in the number of Elder Abuse victims supported by the Victim Services Division between FY 2015 and FY 2016, from 205 to 296.

**Figure 117 District Attorney Victim Services Division: Number of Elder Abuse Clients Supported, FY 2014 - 2017**



## Who is experiencing Elder Abuse?

Adult Protective Services is not currently able to provide the Family Violence Council detailed demographic data. However, data on victims supported by the Elder Abuse Forensic Center, District Attorney Victim Services, and Sheriff Department’s Survivor Restoration Program, as well as Police victim data, can provide insight into who is experiencing Elder Abuse.

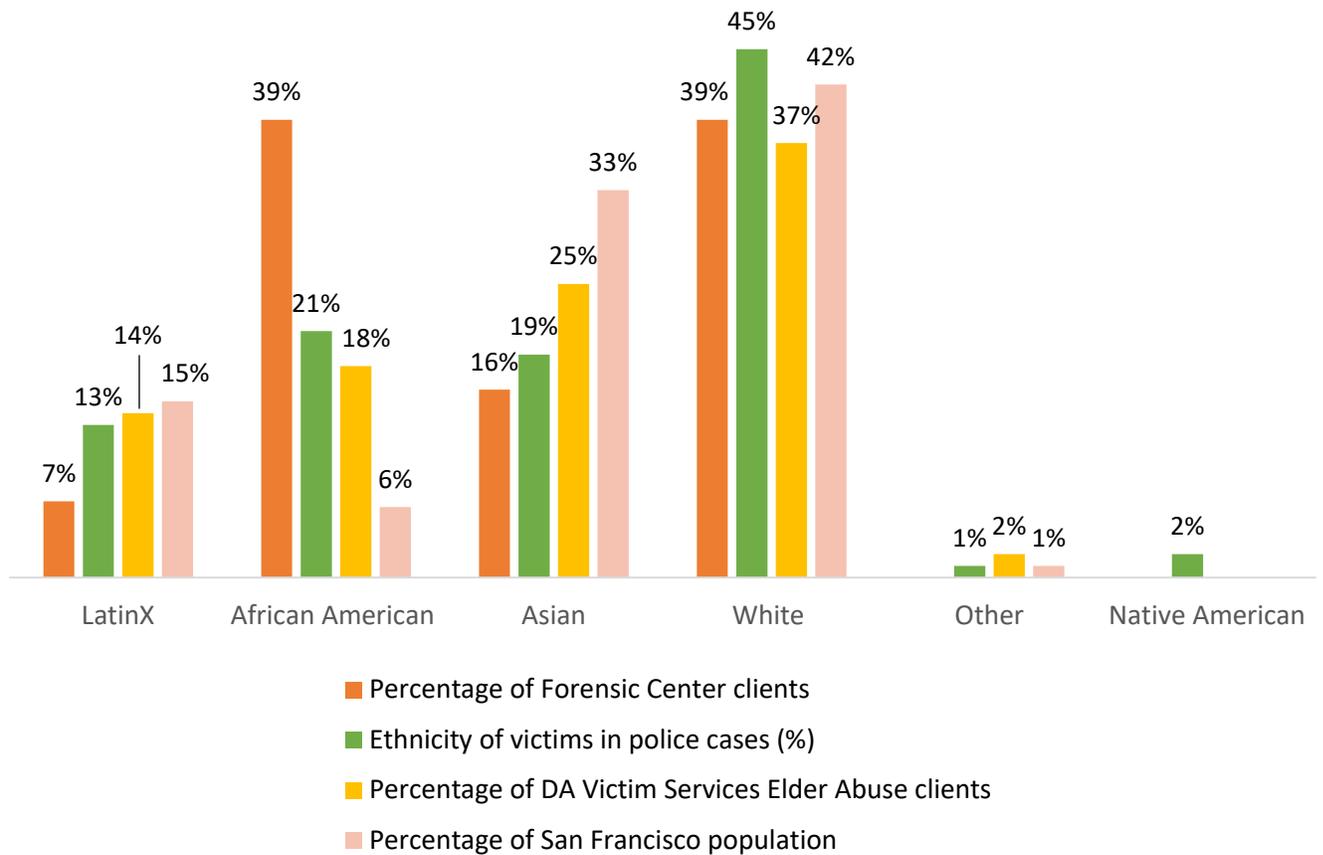
### Ethnicity of victims

Forensic Center data from the previous four years has shown consistently that people of color are over-represented when it comes to Elder Abuse. However, it is hard to draw conclusions when the Forensic Center data set is so small -- 35 cases, or less than 1% of APS cases.

Figure 118 below shows that cases involving African American victims reviewed by the Forensic Center made up 39% of the caseload in FY 2017, despite constituting just 6% of San Francisco’s general population. The proportion of African American clients has increased by 16 percentage points since FY 2016, when they made up just 23% of the total clients.

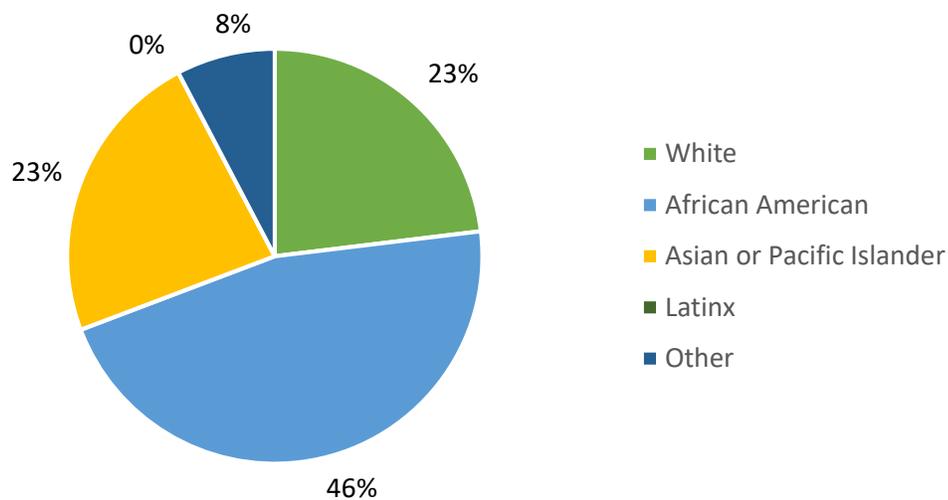
Figure 118 also shows the ethnic breakdown of elder abuse victims recorded in police cases, and those supported by the District Attorney’s Victim Services Division. In this data, there are far fewer Black victims, as a percentage, in justice system data, then in the APS data subset represented by the Forensic Center data.

**Figure 118 Elder Abuse Forensic Center: Ethnic Breakdown of Elder Abuse Victims (including self-neglect) Compared to Ethnicity of Victims in Different Systems and General Population of San Francisco, FY 2017**

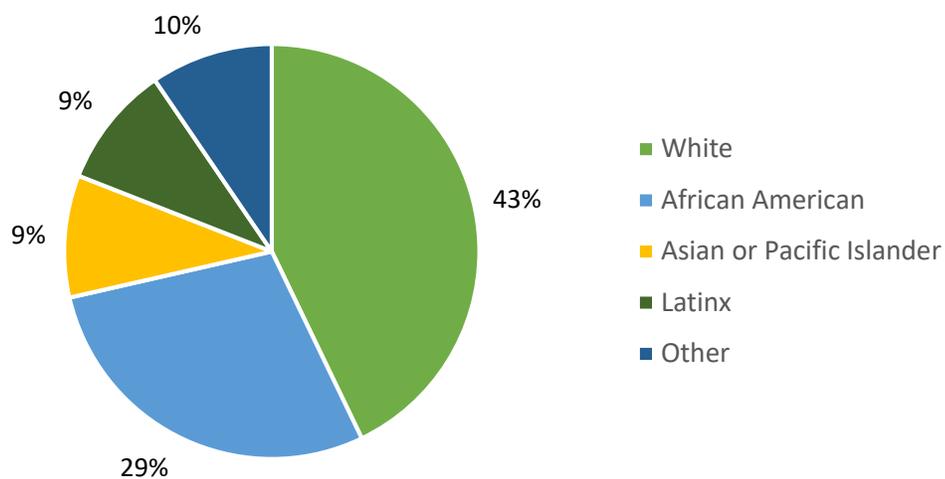


The ethnic breakdown of victims becomes more complex when we consider the forms of abuse. Figures 119 and 120, below, show the breakdown of clients in FY 2017, both in cases of abuse by others and self-neglect. African Americans remain disproportionately represented compared to the population in both, but to a much greater degree in cases of self-neglect. For abuse by others, White victims are the largest group. There are no cases of self-neglect in the Latinx community, despite Latinx people making up 10% of the ‘abuse by others’ clients.

**Figure 119 Elder Abuse Forensic Center: Number of Victims of Self-Neglect, by Race/Ethnicity, FY 2017**  
(n = 13)

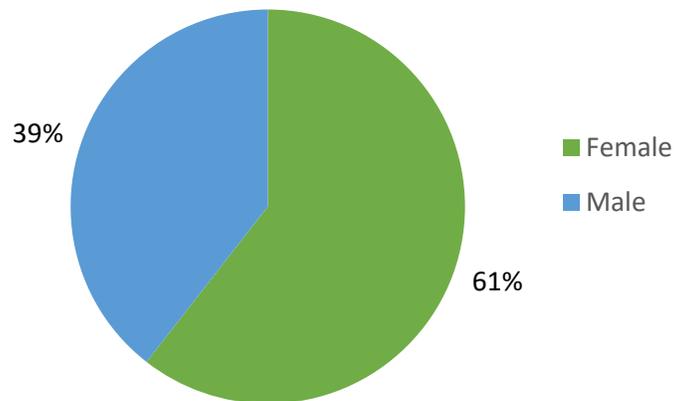


**Figure 120 Elder Abuse Forensic Center: Number of Victims of Abuse by Others, by Race/Ethnicity, FY 2017**  
(n = 21)



## Gender of victims

**Figure 121 Elder Abuse Forensic Center:  
Gender of Combined Victims,  
FY 2014 - 2017  
(n = 147)**



There was an almost-even split between male and female victims in FY 2017. However, in previous years, the Forensic Center has seen more cases involving women (Figure 121). Since FY 2014, the Center has reviewed 89 cases of female victims, and 58 cases of male victims.

According to data from the San Francisco Police Department, 70% of victims of elder abuse were female, where their gender was known. However, amongst clients who had experienced elder abuse in the District Attorney’s Victim Services Division, there was a much more even gender division – 56% female where their gender was known, to 44% male.

## Age of victims

The average age of Forensic Center victims was 75 and the median age was 79. Last year, victims were older on average, the median age being 82. Again, the small number of Forensic Center clients may not be reflective of the overall APS caseload.

# Do demographic characteristics impact the type of abuse victims experience?

## Gender

**Figure 122 Elder Abuse Forensic Center: Number and Gender of Victims Experiencing Different Forms of Abuse,<sup>68</sup> FY 2017**

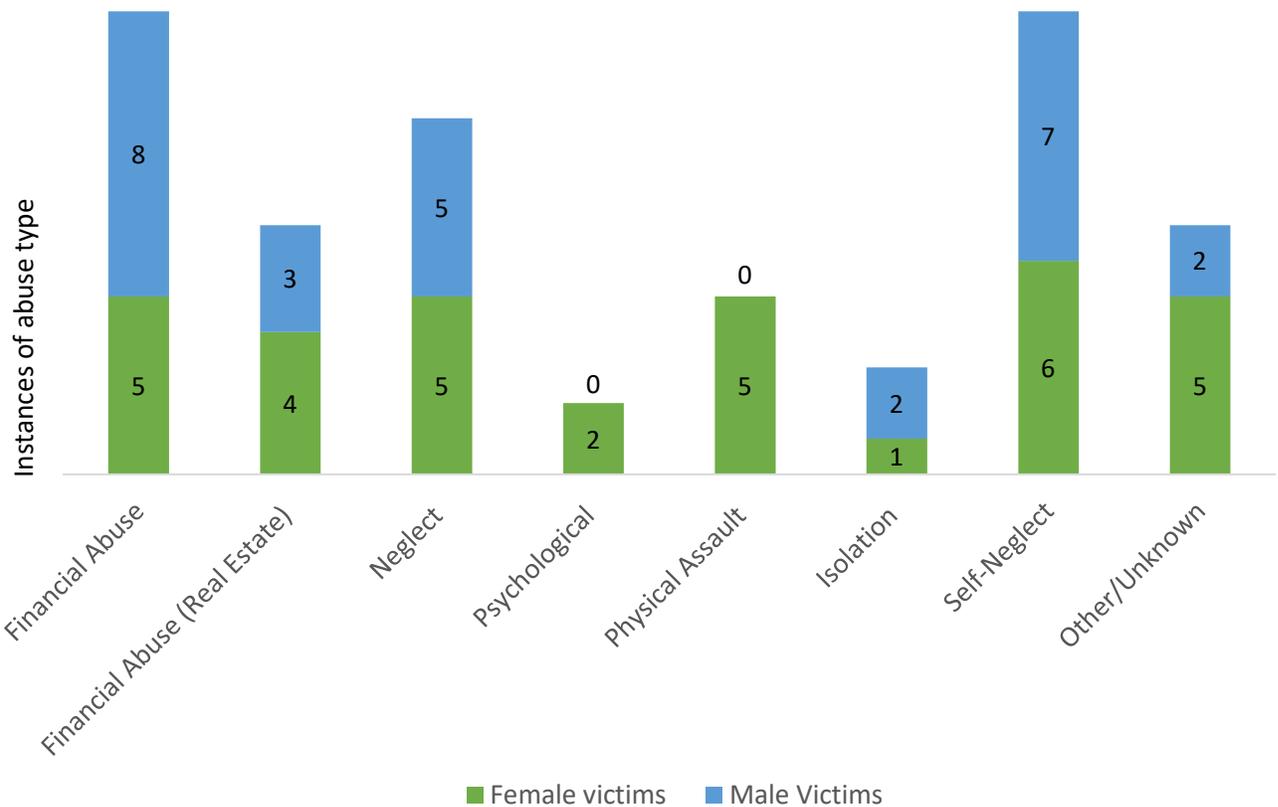


Figure 122, above, shows the breakdown of different abuse types experienced by men and women in the Forensic Center caseload.

Although there is an even gender split across Forensic Center cases overall, Figure 122 shows that there are gender differences when it comes to the forms of abuse victims experienced.

<sup>68</sup> Individuals often experienced multiple forms of abuse, so the total number of ‘abuses’ represented here is larger than the total number of unduplicated clients.

# 100%

of physical assault and psychological abuse cases involved female victims\*

Financial abuse (including real estate) is most common form of abuse by others, occurring in 20 cases. This was also true in FY 2016, but there has been a significant reduction since then; financial abuse of some kind was present 29 cases in FY 2016. This year, though, there is data to show that more men than women experienced financial abuse; it was present in 50% of female cases, and 69% of male cases.

Figure 122 also shows that 15% of female victims had experienced physical assault or battery, compared to 0% of men. There were also zero men who experienced psychological abuse.

Women were also more likely to have experienced multiple forms of abuse – 61% of female victims, compared to 50% of male victims.

## Experiences of domestic and sexual violence

There were 19 confirmed cases of sexual abuse in APS data for FY 2017 – seven counts for Elder Abuse victims, and 12 counts for Dependent Adult abuse victims.

Data from programs funded by the Violence Against Women Grant<sup>69</sup> is useful in gaining a fuller picture of elder San Franciscan’s experiences of gender-based violence. These programs support victims of domestic violence, sexual violence and human trafficking. In FY 2017, these programs served 550 clients aged 65 or older – 3% of the total clients served. Similar numbers have been served over the previous two years.

# 61%

of women had experienced multiple forms of Elder Abuse\*

\*According to Elder Abuse Forensic Center data

There were 128 victims of Elder Abuse recorded in police data. Yet

demographic police data on all victims of family violence – collected for this report for the first time – shows that in addition to these victims, there were 166 victims of domestic violence aged over 60 (5.2% of all police victims) and six victims of stalking.

## Who are these victims?

As Chapter 1 of this report demonstrates, women are disproportionately affected by domestic and sexual violence whatever their age. Additionally, VAW grantee data and police data both suggest that the gender disparity in domestic violence reduces as victims’ age increases.

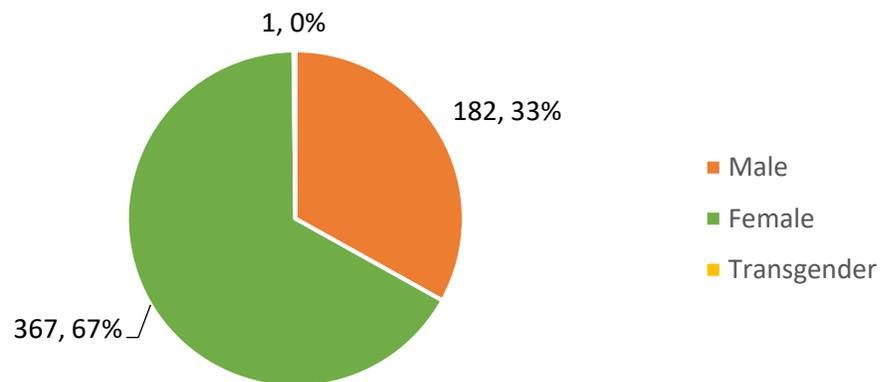
---

<sup>69</sup> The VAW Grant is awarded to community-based organizations by the San Francisco Department on the Status of Women, to run programs that address domestic violence, sexual violence and trafficking.

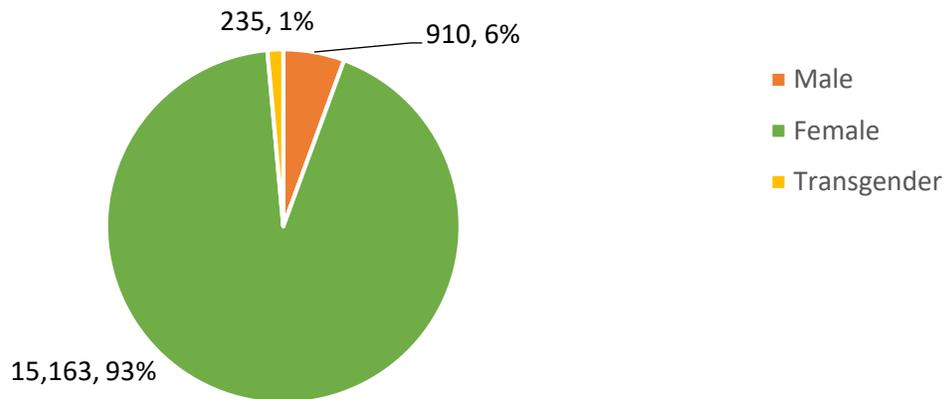
Of the 550 clients aged 65+ served by VAW programs, 67% were female, and 33% were male (Figure 119). In contrast, for clients aged between 18 and 64-years-old, 93% were women (Figure 123).

Similarly, in the police data, 59% of domestic violence victims aged 60 or older were female. This compares to 76% of domestic violence victims aged between 18 and 59. This change may reflect the fact that all individuals – regardless of gender – become more vulnerable to abuse as they get older.

**Figure 123 VAW Grant-Funded Programs: Clients Aged 65+ by Gender, FY 2017**



**Figure 124 VAW Grant-Funded Programs: Clients Aged 18 - 64 by Gender, FY 2017**



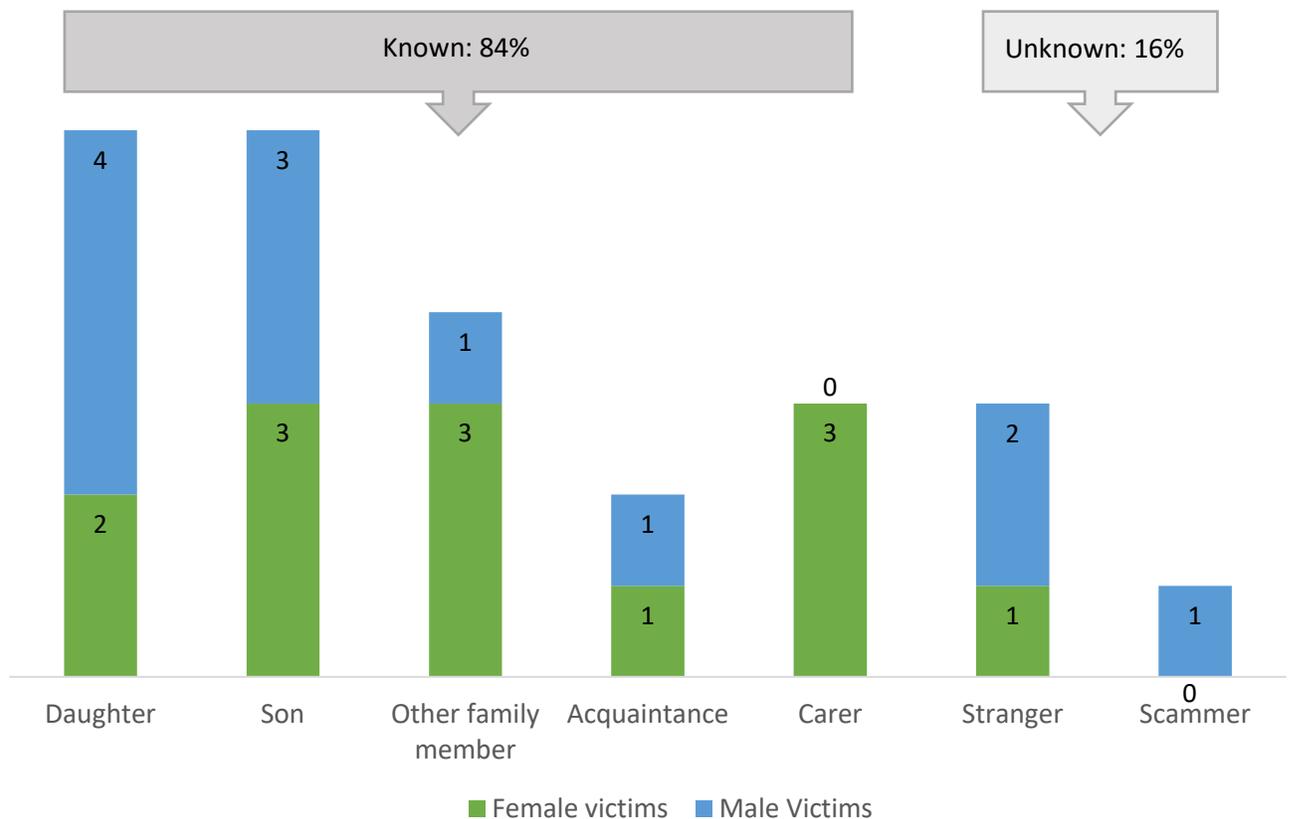
## Who are the perpetrators?

**48%**  
of Forensic  
Center victims  
were abused by  
their child

This year, for the first time, data has been collected from the Elder Abuse Forensic Center on perpetrators (Figure 125). 84% of victims knew their abusers. The majority of victims (64%) were abused by a family member – most commonly, by their children. Sons and daughters were equally likely to perpetrate abuse.

As shown in Figure 125, data from 35 Forensic Center cases showed that 84% of victims knew their abuser. This selection did not involve abuse by intimate partners, but APS does receive cases alleging abuse by an intimate partner. It is important to remember that 550 women aged over 65 were supported in community-based domestic violence, sexual violence and trafficking services.

**Figure 125 Elder Abuse Forensic Center: Relationship Between Victim and Perpetrator of Abuse, Where Known, by Gender, FY 2017**



## What support is there for perpetrators?

### Resolve to Stop the Violence Project

In FY 2017, there were two male and three female participants with Elder Abuse charges in the Sheriff Department's Resolve to Stop the Violence Project, which aims to reduce recidivism among violent offenders, and restore individuals and communities through community involvement and support.

**END**

## Appendix A: List of Family Violence Council Members in FY 2017

Agency	Family Violence Council Representative
Adult Probation Department	<i>Shannon Bulleri, Ramona Massey</i>
Batterers' Intervention Programs	
Board of Supervisors	<i>Roy Garanton</i>
Commission/Department on the Status of Women	<i>Olga Ryerson, Dr. Emily Murase, Minouche Kandel</i>
Department of Aging and Adult Services	<i>Jill Nielsen</i>
Department of Animal Care & Control	
Department of Child Support Services	<i>Karen Roye, Freda Randolph Glenn</i>
Department of Children, Youth, & Their Families	<i>Aumijo Gomes</i>
Department of Emergency Management	<i>Cecile Soto</i>
Department of Public Health	<i>Dr. Leigh Kimberg, Carol Schulte</i>
Department of Human Resources	<i>Reyna McKinnon</i>
District Attorney's Office	<i>Elizabeth Aguilar Tarchi, Gena Castro Rodriguez</i>
Domestic Violence Consortium	<i>Beverly Upton</i>
Fire Department	
Human Services Agency	<i>Tracy Burris, Julie Lenhardt</i>
Juvenile Probation Department	<i>Paula Hernandez, Ana Villagran</i>
Mayor's Office	<i>Paul Henderson</i>
Police Department	<i>Capt. Una Bailey</i>
Public Defender's Office	<i>Carmen Aguirre, Inna Verdiyana</i>
Safe & Sound (formerly San Francisco Child Abuse Prevention Center)	<i>Katie Albright, Larry Yip</i>
San Francisco Elder Abuse Prevention Center	<i>Shawna Reeves, Tamari Hedani</i>
San Francisco Unified School District	<i>Erik Martinez</i>
Sheriff's Department	<i>Delia Ginorio</i>
Superior Court	<i>Hon. Tracie Brown, Hon. Charles Crompton</i>



For more information, please contact:  
The San Francisco Department on the Status of Women  
25 Van Ness Avenue, Suite 240 | San Francisco, CA 94102  
415.252.2570 | [dosw@sfgov.org](mailto:dosw@sfgov.org) | [sfgov.org/dosw](http://sfgov.org/dosw)



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

