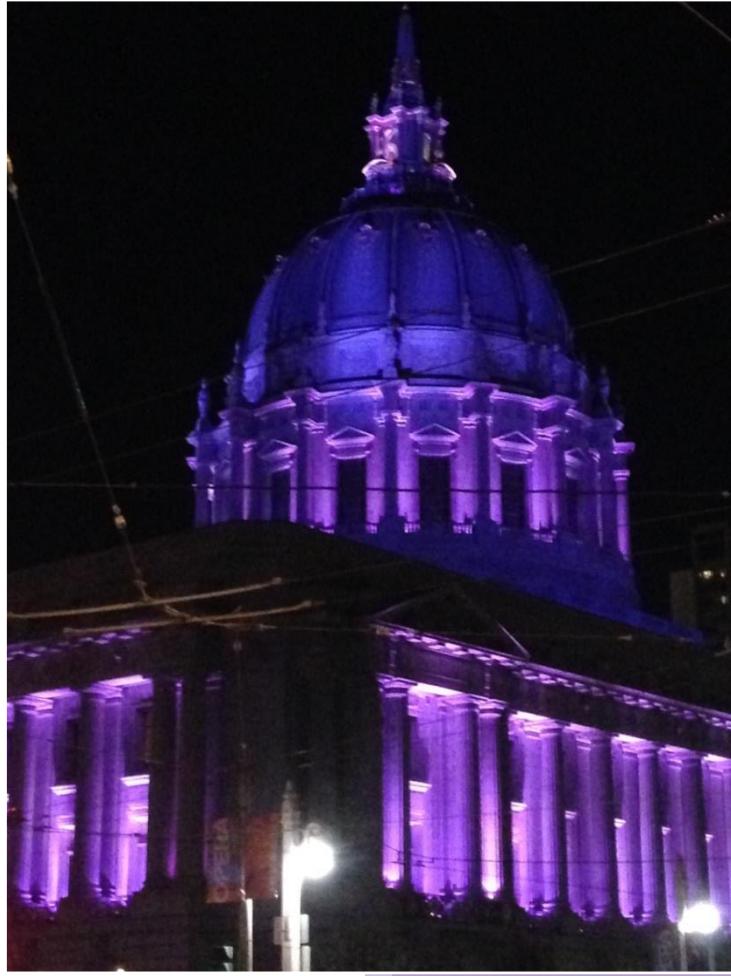


2002-2014

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



Mayor Edwin M. Lee



Dr. Emily M. Murase

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



Mission Statement

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

Commission on the Status of Women Members

Nancy Kirshner-Rodriguez

President

Andrea Shorter

Vice President

Amy Ackerman

Alicia Gamez

Mary Jung

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Department on the Status of Women Staff

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Andrea Evans, Senior Development Manager

Stephanie Nguyen, Fiscal & Policy Analyst

Carol Sacco, Associate Director

Iris Wong, Executive Management Assistant & Gender Equality Challenge Coordinator

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

Clara Tempongko, Mother of Claire Joyce Tempongko

.....

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

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

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Office of the Mayor
City & County of San Francisco



Edwin M. Lee

August 12, 2014

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

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

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

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

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

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

Sincerely,

A handwritten signature in black ink, appearing to read "Edwin M. Lee".

Edwin M. Lee
Mayor



City and County of San Francisco

Commission on the Status of Women

Mayor Edwin M. Lee

Executive Director Emily M. Murase, PhD

NANCY KIRSHNER-
RODRIGUEZ
President

ANDREA SHORTER
Vice President

AMY ACKERMAN
Commissioner

ALICIA GAMEZ
Commissioner

MARY JUNG
Commissioner

JULIE D. SOO
Commissioner

EMILY MURASE, PhD
Executive Director

Letter from President Nancy Kirshner-Rodriguez

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

Letter from Executive Director Emily M. Murase, PhD

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



City and County of San Francisco

Commission on the Status of Women

Mayor Edwin M. Lee

Executive Director Emily M. Murase, PhD

Letter from Commissioner Andrea Shorter

NANCY KIRSHNER-
RODRIGUEZ
President

ANDREA SHORTER
Vice President

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Commissioner

ALICIA GAMEZ
Commissioner

MARY JUNG
Commissioner

JULIE D. SOO
Commissioner

EMILY MURASE, PhD
Executive Director

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

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

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

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

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

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

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

Onward,

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

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

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

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

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

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

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

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



Dorka Keehn

Chair, Justice and Courage Oversight Panel, 2002-2010
Commissioner, Commission on the Status of Women, 1999-2010

Reflections from Justice & Courage Oversight Panel Members

Kenneth Theisen, Beverly Upton, & Antonio Ramirez

Alex R. Guleta
Executive Director



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

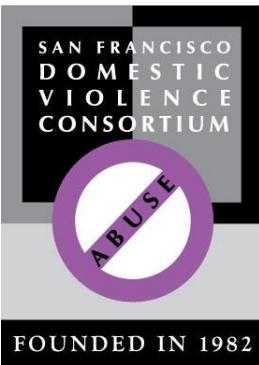
I have worked with many dedicated professionals on the panel and the various subcommittees. I thank them all for their excellent work. I would also like to thank all the wonderful staff from the Department on the Status of Women and the Commissioners from the Commission on the Status of Women for their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

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

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

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

Kenneth J. Theisen
Bay Area Legal Aid



June, 2014

Dear Justice & Courage Oversight Panel Members and Friends,

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

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

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

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

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

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

Yours with my deepest respect and gratitude,

Beverly Upton
Executive Director

San Francisco Domestic Violence Consortium

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

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Dear colleagues and friends:

June 2014

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

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

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

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

Sincerely,

A handwritten signature in black ink that appears to read "Antonio Ramirez".

Antonio Ramirez, Psy.D., POCOVI Director

Acknowledgements

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

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

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

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

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

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

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

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

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

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

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

Executive Summary

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

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

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

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

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

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

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

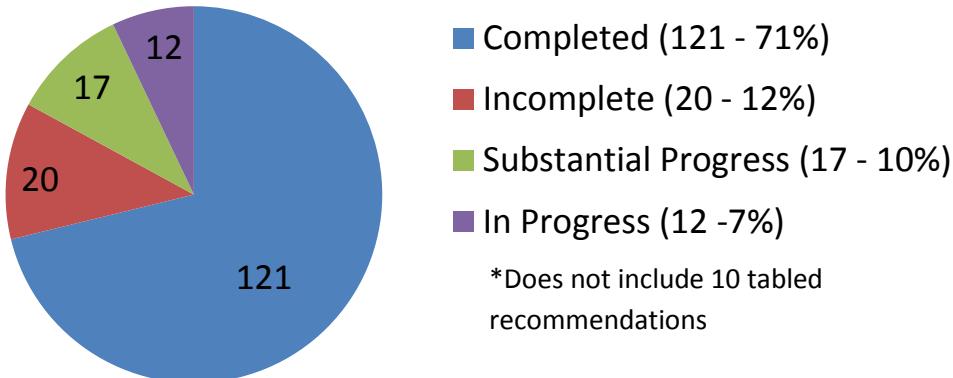
Then Mayor Gavin Newsom supported the implementation of the *Safety for All Audit*’s recommendations by issuing an Executive Directive requiring City departments to work collaboratively with the Oversight Panel. To facilitate this process, the Oversight Panel created the Audit Implementation Committee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

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

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

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

170 Recommendations*



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

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

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

Greater accountability for domestic violence offenders

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

Expanded language access for Limited English Proficient domestic violence survivors

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

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

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

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

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

Victim responsive systems

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

Improved tracking of domestic violence cases in the criminal justice system

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

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

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

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

At the time of Claire Joyce Tempongko's death in 2000, roughly 40% of the female homicides in San Francisco were linked to domestic violence. In 2014, this is still the case statewide³ and nationally.⁴ From June 2010 to January 2014, San Francisco experienced an unprecedented 44 months without a domestic violence homicide. San Francisco can be proud of this achievement. San Francisco set an example of coordination and collaboration through efforts to reform domestic violence policy through the Justice and Courage Oversight Panel. However recent domestic violence homicides that occurred in 2014 illustrate that there is still work to do. Data from the Family Violence Council's 2012 & 2013 *Annual Report* indicates that in fiscal year 2012-2013 there were 7,979 domestic violence related calls to 911, 4,031 domestic violence cases assessed by the Police Department, and 24,461 domestic violence crisis line calls.⁵ San Francisco recognizes that any domestic violence-related call has the potential to become a domestic violence homicide and has been working on many fronts to prevent this possibility.

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

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

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

Review of Recommendations

Batterer Accountability

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

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

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

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

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

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

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

Data Collection

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

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

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

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

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

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

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

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

Interdepartmental Communication and Coordination

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

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

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

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

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

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

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

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

Judicial Participation

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

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

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

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

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

Oversight and Administration

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

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

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

Protocols

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

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

Resources

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

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

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

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

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

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

Responding to Complexity of Diverse Community Needs

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

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

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

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

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

Risk Assessment

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

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

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

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

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

Safe Housing for Domestic Violence Survivors

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

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

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

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

Safety Audit Implementation and Replication

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

Services for Limited English Proficient Victims and Survivors

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

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

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

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

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

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

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

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

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

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

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

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

Stalking Awareness and Response

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

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

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

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

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

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

Training

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

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

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

Future Efforts

Unfinished Recommendations

The Justice and Courage Oversight Panel and the criminal justice agencies of San Francisco set a high standard for collaboration and system-wide reform. Of the 170 recommendations,¹¹ excluding the 10 tabled recommendations,¹² 121 have been completed since 2002. However, City-wide transformation is a complex and challenging process. There is still work to do. Even the completed recommendations require ongoing attention. As of June 2014, 29 recommendations were either in progress or had achieved substantial progress¹³ and 20 were incomplete. The categories below provide a roadmap for future efforts.

Protocol and Policy Development

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

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

Training

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

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

¹¹ See Appendix A for complete list of recommendations

¹² See Appendix B for explanations of tabled recommendations

¹³ See Appendix C for explanation of each recommendation's progress

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

Community-Based Organizations

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

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

Monitoring and Evaluation

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

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

Areas for Further Research

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

Next Steps

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

Conclusion

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

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

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

¹⁵ See Appendix E for a list of accomplishments by department.

Appendix A: Complete List and Status of Recommendations

Definitions:

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

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

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

	procedures and/or for individual performance issues and between departments to assess the service delivery systems overall.	
<i>Justice and Courage (2002)</i>	7. Cooperate in the development and implementation of a compatible computer system(s), such as the Justice Information System (JUS.T.I.S.), to ensure that effective tracking of current and accurate data can be shared between the Police Department, the District Attorney's Office, the Adult Probation Department, the Sheriff's Department, and the courts (civil and criminal divisions). This system should allow for access to information regarding criminal activity within the City and County of San Francisco as well as jurisdictions outside of San Francisco. This system should provide instant notification to the appropriate departments when a probationer or parolee is involved in any reported crime.	In Progress
<i>Justice and Courage (2002)</i>	8. Review existing policies, and where needed, establish new policies for the Police Department, the District Attorney's Office, the courts and social services related to child witnesses of family violence. Training should be provided to all staff in all departments on the effect of exposure to domestic violence on children. Where possible and appropriate, departments and programs should work collaboratively with SafeStart and the Greenbook Project as well as other child welfare programs.	Substantial Progress
<i>Justice and Courage (2002)</i>	9. Review and enforce employee policies on domestic violence and violence in the workplace to ensure that employees who are victim/survivors of domestic violence are accorded their full legal rights. Ensure that every legal effort is made to hold employees who are domestic violence offenders accountable in their workplace.	In Progress
<i>Justice and Courage (2002)</i>	10. Review domestic violence training for staff in all components of the civil and criminal justice and social service systems. Advocates who work against domestic violence must be included in the review of existing trainings, in developing new or revised training protocols, and in providing trainings. Funding should be made available to ensure that advocates and domestic violence experts are able to participate fully in developing and implementing trainings. All trainings must include: <ol style="list-style-type: none"> victim sensitivity; cultural diversity; dynamics of domestic violence; the connections between domestic violence and substance abuse; & cross-training on the role of other services and/or systems which victim/survivors of violence encounter. 	Substantial Progress
<i>Justice and Courage</i>	11. Develop programs to reduce the burn-out and secondary trauma of staff assigned to domestic violence units. Work on issues of domestic violence	Substantial Progress

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

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

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

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

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

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

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

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

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

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

EMERGENCY COMMUNICATIONS DEPARTMENT

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

<i>Change (2010)</i>	community-based advocates and other criminal justice practitioners as needed.	
DISTRICT ATTORNEY'S OFFICE		
Source	Recommendation	Status
<i>Justice and Courage (2002)</i>	78. Review and enhance existing policies and procedures leading to effective prosecution including vertical prosecution, clear “no-drop” policies, policies to avoid unnecessary continuances, and other policies to ensure timely and effective prosecution. Establish evaluation mechanisms to ensure that these policies are followed consistently.	Completed
<i>Justice and Courage (2002)</i>	79. Create a system to track the assignment of cases to ensure that all domestic violence related cases are assigned to an attorney in one of the domestic violence vertical prosecution units.	Completed
<i>Justice and Courage (2002)</i>	80. Develop protocols regarding use of stalking charges and enhanced penalties for repeat offenders. Develop or enhance existing protocols to ensure that each domestic violence case is reviewed for all possible options including prosecution for new offenses committed by defendants on parole or probation; stalking charges; and request for additional penalties and state prison sentences due to prior offenses.	Completed
<i>Justice and Courage (2002)</i>	81. Review policies to support the active prosecution of cases in which probationers are charged with new offenses without relying on the Adult Probation Department to file for revocation of probation. In these cases, close communication and coordination should be supported between the Adult Probation Department and the District Attorney's Office.	Completed
<i>Justice and Courage (2002)</i>	82. Develop guidelines for determining the action to be taken regarding child abduction charges in cases where domestic violence is involved, particularly where the abused parent may be attempting to protect themselves and/or their child(ren).	Completed
<i>Justice and Courage (2002)</i>	83. Develop or enhance existing protocols so that prior to any court appearance, including consideration of bail, any assistant district attorney working on a domestic violence case has all current, accurate and complete information relevant to the charges including but not limited to: <ul style="list-style-type: none"> a) prior criminal history; b) the existence of restraining orders; c) any failure to appear in court when ordered; d) probation status in San Francisco or any other jurisdiction; e) family court rulings; and f) any pertinent civil cases including lawsuits and restraining orders. 	Completed

<i>Justice and Courage (2002)</i>	84.	Develop protocols to evaluate whether assistant district attorneys are bringing all relevant and permissible materials to the attention of the court at each stage of the prosecution and sentencing.	Completed
<i>Justice and Courage (2002)</i>	85.	Develop or enhance existing protocols to ensure that victim/survivors are informed through verbal and written communication of their right to address the court regarding sentencing. Victim/survivors should be offered assistance in preparing any written or verbal statements to the court regarding sentencing.	Completed
<i>Justice and Courage (2002)</i>	86.	Review services provided through the criminal justice victim assistance programs including an evaluation of services available to children who witness or are exposed to domestic violence and accessibility of services regarding cultural competency, language capacity, and access for people with physical disabilities. Develop and implement a plan to address any problem areas and ensure greater utilization of victim assistance services.	Completed
<i>Justice and Courage (2002)</i>	87.	Review and evaluate existing training on domestic violence. Mandatory initial trainings (recommend 40 hours) and annual advanced trainings (recommend eight hours) should be provided for all prosecutors, investigators and advocates assigned to domestic violence misdemeanor and felony cases. In addition to these trainings, the District Attorney should make funds available for staff assigned to domestic violence cases to attend specialized and advanced trainings provided by organizations and trainers outside the department.	In Progress
<i>Justice and Courage (2002)</i>	88.	Develop staff evaluation tools specific to the prosecution of domestic violence cases. All staff working on domestic violence cases should have regular performance evaluations that utilize general department evaluation mechanisms and specialized domestic violence evaluation tools.	Completed
<i>Justice and Courage (2002)</i>	89.	Review data collection procedures used by the District Attorney and, where necessary, expand data collection to include documentation of the following domestic violence statistics: <ul style="list-style-type: none"> a) arrests; b) re-bookings; c) cases dropped and justification; d) cases not charged and justification; e) cases dismissed by the court; f) misdemeanor convictions; g) felony convictions; h) sentencing including county jail, state prison, or probation; i) fines assessed and the amount of each fine; j) cases not pursued where probation was revoked; and 	Completed

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

ADULT PROBATION DEPARTMENT

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

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

<i>Justice and Courage (2002)</i>	103.	Evaluate victim advocacy services provided by the department to determine if a victim advocate or victim liaison position is necessary to improve communication between victim/survivors and the Adult Probation Department.	Completed
<i>Justice and Courage (2002)</i>	104.	Review and evaluate existing training on domestic violence. Trainings should be developed for new probation officers (recommend 16 hours minimum on domestic violence), ongoing trainings for all probation officers (recommend four hours of domestic violence training annually) and for probation officers assigned to the DVRU (recommend 24 hours of specialized domestic violence training when assigned to the unit and at least eight hours of advanced training each year). In addition, the department should make funds available for probation officers to attend specialized trainings outside of the department.	Completed
<i>Justice and Courage (2002)</i>	105.	Develop staff evaluation tools specific to the supervision of domestic violence cases. All staff with domestic violence caseloads should be evaluated regularly utilizing general department evaluation mechanisms and specialized domestic violence evaluation tools.	Completed
<i>Justice and Courage (2002)</i>	106.	Review data collection procedures currently used by the Adult Probation Department and, where necessary, expand data collection to include documentation of the following domestic violence statistics: <ul style="list-style-type: none"> a) probationers on domestic violence felonies; b) probationers on domestic violence misdemeanors; c) probation revocations; d) probationers sent to jail for violations of probation; e) probationers whose probation is extended after violation of probation; f) probationers convicted of another crime while on probation and the type of crime committed; g) cases where revocation is denied; and h) cases of offenders who completed probation and were later sentenced to an additional probation sentence for another crime. 	In Progress
<i>Justice and Courage (2002)</i>	107.	Establish evaluation tools to review and evaluate violence against women cases to ensure that all protocols are followed and cases are handled properly. These tools should incorporate feedback from victim/survivors, service providers including offender treatment programs, and probationers.	Completed
<i>Justice and Courage (2002)</i>	108.	Develop an evaluation tool for offender treatment programs. Batterer intervention programs should be required to maintain and submit, on a regular basis, information on offenders sufficient for the Adult Probation Department to evaluate the effectiveness of the program's interventions. The Adult Probation Department should maintain data on	In Progress

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

<i>Courage to Change</i> (2010)	119.	Explore models for alternative community-based programs to enhance batterer accountability; these programs could be in addition to the 52-session batterer intervention program.	Completed
<i>Courage to Change</i> (2010)	120.	Develop a field policy protocol for Adult Probation Department officers regarding responding to domestic violence cases.	Completed

SAN FRANCISCO SUPERIOR COURT – CRIMINAL DIVISION

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

	victim/survivors of domestic violence.		
<i>Justice and Courage (2002)</i>	128.	Develop standards for criteria to assess in making bail decisions including the potential for re-offense, existing restraining orders or open applications for restraining orders, and a defendant's prior history.	Completed
<i>Justice and Courage (2002)</i>	129.	Create a standard questionnaire to be used in sentencing, which would support full disclosure of relevant information from the District Attorney's Office and/or the Adult Probation Department.	Completed
<i>Justice and Courage (2002)</i>	130.	Develop alternatives to incarceration of victims and/or witnesses in domestic violence cases. Victim/survivors who fail to testify against their abusers should not be charged with contempt of court.	Completed
<i>Justice and Courage (2002)</i>	131.	Review and develop trainings on domestic violence for all court personnel working with violence against women cases. Trainings should be developed and implemented with participation from victim service agencies. San Francisco resources such as the SafeStart and the Greenbook Project should be used for specific training on issues related to children who witness or are exposed to domestic violence.	Completed
<i>Justice and Courage (2002)</i>	132.	The Superior Court should review data collection procedures and, where necessary, expand data collection to include documentation of the following statistics regarding domestic violence: <ul style="list-style-type: none"> a. domestic violence cases handled by the courts each year; b. arrest warrants for domestic violence issued by the court; c. dismissals of domestic violence cases; d. domestic violence cases plea-bargained; e. convictions resulting in state prison sentences, county jail terms, suspended sentences, probation, community services, mandated participation in offender treatment programs, and/or assessment of fines; f. total amount of fines assessed by the court annually; g. probationers who have probation revoked and the reasons for the revocation; h. defendants who have Stay Away Orders issued against them; i. defendants who have Stay Away Orders against them lifted; j. defendants who fail to successfully complete an offender treatment program; k. domestic violence defendants who fail to pay fines assessed against them; l. domestic violence defendants who fail to appear in court as ordered; and m. average jail and prison sentences for convictions resulting in jail or prison time 	In Progress
<i>Courage to</i>	133.	Ensure safe access and waiting areas for victims and their children at	Completed

<i>Change (2010)</i>	the Hall of Justice, particularly in regards to the DVRU and the domestic violence court.	
<i>Courage to Change (2010)</i>	134. Develop a written protocol to include the Police Department and the Courts for the issuance of Emergency Protection Orders (EPOs).	Completed
<i>Courage to Change (2010)</i>	135. Recommend mandatory training on domestic violence and related issues for all judges and commissioners who are assigned to issue EPOs.	Completed
<i>Courage to Change (2010)</i>	136. Refurbish the domestic violence courtroom and devote adequate resources to the dedicated domestic violence court (including personnel, technological resources, and safe waiting places for victims).	In Progress
<i>Courage to Change (2010)</i>	137. Ensure that judges in domestic violence court have necessary information about batterer intervention programs (e.g., location, cost for defendants, specialized groups, language access, etc.).	Completed
<i>Courage to Change (2010)</i>	138. Create a San Francisco Domestic Violence Court bench book that outlines courtroom procedures for domestic violence cases, including handling arraignments, probation reviews, and Motions to Revoke, as well as inter-court communications.	Completed
<i>Courage to Change (2010)</i>	139. Recommend to the Judicial Council to update the existing statewide Domestic Violence Bench book, and recommend inclusion of information regarding domestic violence probation and the monitoring of defendants.	Completed
<i>Courage to Change (2010)</i>	140. Ensure courtroom access to the California Law Enforcement Telecommunication System (CLETS) and the Civil Court computer system by select court personnel, e.g. court clerk, court probation officer, and provide training to clerks on the standardization of court records.	Completed
<i>Courage to Change (2010)</i>	141. Recommend that judges assigned to domestic violence court receive domestic violence training prior to taking over in the domestic violence court, to include training by the National Council of Juvenile and Family Court Judges (NCJFCJ) when possible.	Completed

SAN FRANCISCO SUPERIOR COURT – FAMILY DIVISION

Source	Recommendation	Status
<i>Justice and Courage (2002)</i>	142. Establish protocols for regular and effective communication between Family Court and the Criminal Domestic Violence Court, the Police Department, the District Attorney's Office, the Adult Probation Department, the Sheriff's Department and the Department of Human Services. These protocols should minimally provide a mechanism for interdepartmental tracking of cases and sharing of information regarding changes in departmental processes and protocols.	Substantial Progress

<i>Justice and Courage (2002)</i>	143.	Consider the safety of domestic violence victims and their children as primary in any decisions made in the Family Court including visitation decisions. Court personnel should work closely with programs such as SafeStart and the Greenbook Project to ensure that children's issues are handled with sensitivity and appropriate cultural considerations are taken into account.
<i>Justice and Courage (2002)</i>	144.	Ensure that adequate translation services are available and that separate certified translators are provided to all parties in cases that involve domestic violence, both in court and in mediation.
<i>Justice and Courage (2002)</i>	145.	Ensure that all Family Court personnel are familiar with all mediation and resolution resources including the Mediation Model.
<i>Justice and Courage (2002)</i>	146.	Review and develop training programs on domestic violence for all court personnel working with violence against women cases. Training should be developed and implemented with participation from victim service agencies and should include consultation with experts on batterer characteristics and appropriate intervention with batterers. San Francisco resources such as SafeStart and the Greenbook Project should be utilized for specific training on issues related to children who witness or are exposed to domestic violence.
<i>Justice and Courage (2002)</i>	147.	The Superior Court should review data collection procedures and, where necessary, expand data collection to include documentation of the following statistics regarding domestic violence: <ul style="list-style-type: none"> a) Emergency Protective Orders requested each year; b) Emergency Protective Orders denied; c) restraining order applications received; d) restraining orders denied; e) restraining orders granted; f) requests to have restraining orders dissolved; and g) restraining orders that were dissolved.
<i>Courage to Change (2010)</i>	148.	Enhance communication between criminal justice system agencies by developing written protocols on communication between criminal court and family court, including updated technological communication, such as access to all court-related computer networks.

SHERIFF'S DEPARTMENT

Source	Recommendation	Status
<i>Justice and Courage (2002)</i>	149. Establish protocols for regular and effective communication between the Sheriff's Department and the Police Department, the District Attorney's Office, the Adult Probation Department, and the courts (civil and	Completed

	criminal divisions). At a minimum, these protocols should provide a mechanism for interdepartmental tracking of cases and criminal history of defendants and for sharing of information regarding changes in departmental processes and protocols.		
<i>Justice and Courage (2002)</i>	150.	Establish a protocol to ascertain whether a defendant is in custody when they fail to appear in court.	Completed
<i>Justice and Courage (2002)</i>	151.	Establish or enhance existing policies to ensure a warrant check is run on anyone being released from custody.	Completed
<i>Justice and Courage (2002)</i>	152.	Establish evaluation tools for all offender treatment programs conducted in collaboration with the Sheriff's Department. Evaluation should demonstrate the efficacy of the program and should include input from victim/survivors.	Completed
<i>Courage to Change (2010)</i>	153.	Enhance communication between criminal justice system agencies and victims by developing a system for notifying victims when defendants are released from jail.	Completed

MEDICAL EXAMINER

Source	Recommendation	Status
<i>Justice and Courage (2002)</i>	154. Establish protocols for regular and effective communication between the Medical Examiner's Office and the Police Department, the District Attorney's Office, the Adult Probation Department, and the courts (civil and criminal divisions).	Completed
<i>Justice and Courage (2002)</i>	155. Develop or enhance existing protocols to evaluate and document any domestic violence connection to all deaths (particularly from violence, suicide, or substance abuse) even if the death is not obviously attributable to a domestic violence homicide. These statistics would document the connection between the experience of domestic violence and deaths from violence, suicide, or substance abuse. Additionally, domestic violence clearly contributes to many victim/survivors and their children becoming homeless. Wherever possible, the Medical Examiner should document the effect of domestic violence in the death of homeless people.	Completed
<i>Justice and Courage (2002)</i>	156. Document these statistics and report them annually to an oversight committee or the Department on the Status of Women.	Completed

DEPARTMENT OF HUMAN SERVICES – CHILD PROTECTIVE SERVICES

Source	Recommendation	Status
<i>Justice and Courage (2002)</i>	157. Establish protocols for regular and effective communication between the Department of Human Services and the Police Department, the District Attorney's Office, the Adult Probation Department, the Sheriff's	In Progress

		Department and the courts (civil and criminal divisions). At a minimum, these protocols should provide a mechanism for interdepartmental tracking of cases and sharing of information regarding changes in departmental processes and protocols.	
<i>Justice and Courage</i> (2002)	158.	Develop protocols regarding all legal options for ensuring the safety and well-being of children in situations where a non-abusive parent may be victimized in a domestic violence situation. These protocols must prioritize the safety of child(ren), especially in cases where the child has been a witness or exposed to domestic violence.	Completed
<i>Justice and Courage</i> (2002)	159.	Review and revise protocols for emergency response in situations where a parent(s) is killed, seriously injured, or arrested. At a minimum, protocols should provide for: <ol style="list-style-type: none"> trained staff to respond to an emergency situation and provide immediate assessment/intervention; a review of emergency placement options to balance the best quality of care and highest safety available for the child(ren); policies regarding placement of child(ren) with a parent or others who have a history of domestic violence aggression; and permanent placement at the earliest possible opportunity. 	Completed
<i>Justice and Courage</i> (2002)	160.	Review and evaluate existing training on domestic violence. All Child Protection Services staff and any other division within the department working directly with or supervising domestic violence related cases should receive comprehensive initial training and ongoing trainings. The Department of Human Services should make funds available for staff to attend specialized and/or advanced violence against women and family violence trainings annually.	Completed

COMMUNITY-BASED SERVICES

Source	Recommendation	Status
<i>Justice and Courage</i> (2002)	161. Review protocols, policies, and statutory requirements regarding confidentiality and communication between victim services and law enforcement to ensure that information about ongoing criminal incidents is provided where appropriate.	Substantial Progress
<i>Justice and Courage</i> (2002)	162. Provide intervention, shelter, transitional housing, and legal services for victim/survivors of domestic violence who have histories or current experiences with substance abuse or sex work.	Substantial Progress
<i>Justice and Courage</i> (2002)	163. Provide more culturally appropriate and multilingual accessible services for all victim/survivors of domestic violence. A study issued by the Department on the Status of Women titled <i>Violence Against Women and Girls in San Francisco: Meeting the Needs of Survivors</i> identifies that the communities most significantly underserved by existing programs are:	Completed

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

JUSTICE AND COURAGE OVERSIGHT PANEL

Source	Recommendation	Status
<i>Strategic Plan</i> (2009)	<p>167. In 2010, establish a Resource Committee to identify resource gaps and pursue additional resources.</p> <ul style="list-style-type: none"> a) Partner with the Controller's City Services Auditor to conduct an audit of the City and County of San Francisco's investment in domestic violence services, possibly focusing on one aspect of these services, such as training or housing; b) Assess the impact of recent and impending cuts, including state and federal cuts, to determine new gaps in services; c) Use tools developed in the original Resources Committee to research possible sources of income, such as the Real Estate Fraud Fund. 	Incomplete
<i>Strategic Plan</i> (2009)	<p>168. By the end of 2011, create a protocol for responding to domestic violence incidents for all City-, State-, or Federally-funded housing sites, including single room occupancy sites and other affordable housing units.</p> <ul style="list-style-type: none"> a) Convene a work-group of Justice and Courage Panel members, representatives from the Housing Authority, the Mayor's Office of 	In Progress

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

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

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

	<p>d) Advocate with the Department of Public Health for the long-term continuation and expansion of the Center for Special Problems, currently the only intervention program certified to work with convicted stalkers.</p>	
<i>Strategic Plan (2009)</i>	<p>179. Partner with the Office of Language Services (OLS) to improve City-wide language access.</p> <ul style="list-style-type: none"> a) Become an active participant in the Language Access Coalition, specifically in efforts to develop officer training and resource materials; b) Monitor domestic violence content in the language fluency program; c) Monitor the expansion and institutionalization of the language fluency program. 	Completed
<i>Strategic Plan (2009)</i>	<p>180. Engage in committee-based and Panel-wide activities to address the issues and goals laid out in the Strategic Plan.</p> <ul style="list-style-type: none"> a) Hold quarterly meetings of the Oversight Panel to discuss, plan for, and respond to domestic violence response issues; b) Continue to meet regularly (2-4 times annually) with department heads of each of the criminal justice agencies to inform them of concerns and build cross-departmental collaboration; c) Utilize the Media Committee ad hoc to respond to specific "high-profile" domestic violence events; d) Hold annual hearings at the Board of Supervisor's Public Safety Committee to draw attention and raise awareness about the ways that funding creates gaps in the system response to domestic violence and develop "champions" amongst government and elected San Francisco leadership. 	Substantial Progress

Appendix B: Tabled Recommendations

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

Interagency

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

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

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

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

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

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

Police Department

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

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

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

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

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

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

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

District Attorney's Office

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

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

Adult Probation Department

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

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

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

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

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

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

Appendix C: Substantial Progress and In Progress Recommendations

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

Interagency

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Police Department

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

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

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

District Attorney's Office

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

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

Adult Probation Department

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

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

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

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

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

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

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

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

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

Criminal Division Court

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

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

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

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

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

Family Division Court

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

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

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

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

Child Protective Services

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

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

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

Community-Based Organizations

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

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

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

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

Oversight Panel

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

SAN FRANCISCO POLICE DEPARTMENT

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

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

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

Source	Recommendation	Status
<i>Justice and Courage (2002)</i>	34. Establish protocols for regular and effective communication between Family Court and the Criminal Domestic Violence Court, the Police Department, the District Attorney's Office, the Adult Probation Department, the Sheriff's Department and the Department of Human Services. These protocols should minimally provide a mechanism for interdepartmental tracking of cases and sharing of information regarding changes in departmental processes and protocols. (#1 in Family Court section of 2002 Justice and Courage Report; #142 in Appendix A)	Substantial Progress
<i>Courage to Change (2010)</i>	35. Enhance communication between criminal justice system agencies by developing written protocols on communication between criminal court and family court, including updated technological communication, such as access to all court-related computer networks. (#1a of Communication Recommendations in Courage to Change Report; #148 in Appendix A)	In Progress

DEPARTMENT OF HUMAN SERVICES – CHILD PROTECTIVE SERVICES

Source	Recommendation	Status
<i>Justice and Courage (2002)</i>	36. Establish protocols for regular and effective communication between the Department of Human Services and the Police Department, the District Attorney's Office, the Adult Probation Department, the Sheriff's Department and the courts (civil and criminal divisions). At a minimum, these protocols should provide a mechanism for interdepartmental tracking of cases and sharing of information regarding changes in departmental processes and protocols. (#1 in Child Protective Services section of 2002 Justice and Courage Report; #157 in Appendix A)	In Progress

COMMUNITY-BASED SERVICES

Source	Recommendation	Status
<i>Justice and Courage (2002)</i>	37. Review protocols, policies, and statutory requirements regarding confidentiality and communication between victim services and law enforcement to ensure that information about ongoing criminal incidents is provided where appropriate. (#1 in Community-Based Services section of 2002 Justice and Courage Report; #161 in Appendix A)	Substantial Progress
<i>Justice and Courage (2002)</i>	38. Provide intervention, shelter, transitional housing, and legal services for victim/survivors of domestic violence who have histories or current experiences with substance abuse or sex work. (#2 in Community-Based Services section of 2002 Justice and Courage Report; #162 in Appendix A)	Substantial Progress
<i>Justice and Courage (2002)</i>	39. Review existing criminal justice advocacy services provided to victim/survivors to ensure that advocacy services are comprehensive, coordinated, seamless, and support victim/survivors throughout their interaction with the criminal justice system. (#5 in Community-Based Services section of 2002 Justice and Courage Report; #165 in Appendix A)	Incomplete

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

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

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

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

All Criminal Justice Agencies

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

Adult Probation Department

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

Child Protective Services

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

Community Providers

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

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

Criminal and Family Courts

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

Department of Emergency Management

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

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

Department of Public Health

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

Department on the Status of Women

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

District Attorney's Office

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

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

Medical Examiner's Office

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

Office of the City Administrator

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

Police Department

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

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

Sheriff's Department

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

Appendix F: Justice and Courage Committee Members

Justice and Courage Oversight Panel

Barbara Brooten Job (2002 – 2005)	Marily Mondejar (2005 – 2008)
Kathy Black (2008 – 2014)	Dr. Emily Murase (2004 – 2014)
Denise Castañeda (2005 – 2005)	Belle Taylor-McGhee (2002 – 2004)
Dr. Mary Cavanaugh (2008 – 2009)	Clara Tempongko (2002 – 2003)
Patti Chang (2002 – 2004)	JaMel Perkins (2011 – 2014)
Juana Flores (2005 – 2009)	Antonio Ramirez (2005 – 2014)
Beverly Green-Simmons (2002 – 2004)	Dion Roberts (2009 - 2014)
Allyson Hauck (2008 – 2010)	Andrea Shorter, Co-Chair (2011 – 2014)
Dorka Keehn, Co-Chair (2002 – 2010)	Ken Theisen, Co-Chair (2002 – 2014)
Susan Leal, Co-Chair (2002 – 2004)	Beverly Upton (2002 – 2014)
Fiona Ma, Co-Chair (2004 – 2005)	Manuel Vasquez (2002 - 2005)

Audit Implementation Committee

Ken Theisen, Co-Chair, Bay Area Legal Aid	Lisa Hoffman, Department of Emergency Management
Maria Bee, District Attorney's Office	Minouche Kandel, Bay Area Legal Aid
Kathy Black, Co-Chair, La Casa de las Madres	Laura Marshall, Department on the Status of Women
Emberly Cross, Cooperative Restraining Order Clinic	Lieutenant Molly Pengel, Police Department
Captain John Ehrlich, Police Department	Jean Roland, District Attorney's Office
Susan Fahey, Sheriff's Department	James Rowland, District Attorney's Office
Erika Falk, Institute on Aging	Anna Sop, Department of Emergency Management
Arturo Faro, Adult Probation Department	Inspector Art Stellini, Police Department
Tina Gilbert, Adult Probation Department	

Hediane Utarti, Asian Women's Shelter

Andre Wood, Adult Probation Department

Audit Team

Cedrick Akbar, Positive Directions Equals Change

Jim Hanna, Adult Probation Department

Capt. Marsha Ashe, Police Department

Barbara Kempster, Department of Emergency Management

Beverly Balos, Praxis Safety Audit

Colleen Montoya, Department on the Status of Women

Maria Bee, District Attorney's Office

Sgt. Chris Pedrinie, Police Department

Carol Bernard, Department on the Status of Women

Jim Rowland, District Attorney's Office

Andrea Bible, Free Battered Women

Kavitha Sreeharsha, Asian Pacific Islander Legal Outreach

Emberly Cross, Cooperative Restraining Order Clinic

Jill Tregor, Greenbook Project

Dr. Shamita Das Dasgupta, Praxis Safety Audit

Selena Urbina, La Casa de las Madres

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

Hediane Utarti, Asian Women's Shelter

Susan Fahey, Sheriff's Department

Andre Wood, Adult Probation Department

Batterer Accountability Committee

Dr. Mary Cavanaugh, UC Berkeley

Antonio Ramirez, POCOVI

Arturo Faro, Adult Probation Department

Ken Theisen, Bay Area Legal Aid

Juana Flores, Mujeres Unidas y Activas

Data Collection Committee

Captain Marsha Ashe, Police Department

Ellen Brin, Police Department

Jay Banfield, Treasurer's Office

Kerry Dalrymple, Department of Emergency Management

Carol Bernard, Emergency Communications Department

Susan Fahey, Sheriff's Department

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

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

Filipina Advisory Committee

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

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

Governance Committee

Kathy Black, La Casa de las Madres
Dorka Keehn, Commission on the Status of Women
Marily Mondejar, Filipina Women's Network

Dr. Emily Murase, Department on the Status of Women
Beverly Upton, Domestic Violence Consortium

Housing for Domestic Violence Survivors Committee

Maria Bee, District Attorney's Office
Jia Min Cheng, Bay Area Legal Aid
Linda Galbreth, Bay Area Legal Aid
Minouche Kandel, Department on the Status of Women
Elizabeth Kirton, Asian Women's Shelter
Miyoung Kleine, Asian Women's Shelter
Laura Marshall, Department on the Status of Women

Claire McCullough, La Casa de las Madres
Irina Naduhovskaya, Bay Area Legal Aid
Karlo Ng, National Housing Law Project
Dion Roberts, Human Services Agency
Lindsay Sweetnam, La Casa de las Madres
Beverly Upton, Domestic Violence Consortium
Jill Zawisza, WOMAN Inc.

Interdepartmental Communication and Coordination Committee

Captain Marsha Ashe, Police Department
Carol Bernard, Emergency Communications Department
Barbara Brooten Job, Justice and Courage Oversight Panel
Caroline Donnola, Department on the Status of Women
Kerry Dalrymple, Emergency Communications Department
Trish Erwin, Community Member

Quita Keller, UCSF
Justine McGonagle, Department on the Status of Women
Dr. Emily Murase, Department on the Status of Women
Rosario Navarrette, Department on the Status of Women
Oli Sadler, Department of Telecommunications and Information Systems
Liz Tarchi, District Attorney's Office

Beverly Upton, Domestic Violence Consortium

Sharon Woo, District Attorney's Office

Media Committee

Dorka Keehn, Commission on the Status of Women

Marily Mondejar, Filipina Women's Network

Allyson Hauck, Rene Sloan Holtzman Sakai LLP

Ken Theisen, Bay Area Legal Aid

Protocols Committee

Cynthia Alexis, District Attorney's Office

Donna Medley, District Attorney's Office

Captain Marsha Ashe, Police Department

Dr. Emily Murase, Department on the Status of Women

Barbara Brooten-Job, Justice and Courage Oversight Panel

Rosario Navarrette, Department on the Status of Women

Sergio Calizo, Adult Probation Department

Sally Pina, Superior Court

Trish Erwin, Community Member

James Rowland, District Attorney's Office

Susan Fahey, Sheriff's Department

Oli Sadler, Department of Telecommunications and Information Systems

Delia Ginorio, Sheriff's Department

Lieutenant Don Sloan, Police Department

Eileen Hirst, Sheriff's Department

Arthur Stellini, Police Department

Avis Jones, Emergency Communications Department

Elizabeth Tarchi, District Attorney's Office

Barbara Kempster, Department of Emergency Management

Ken Theisen, Bay Area Legal Aid

Rachael Kilshaw, Police Department

Mary Twomey, Consortium for Elder Abuse Prevention

Justine McGonagle, Department on the Status of Women

Sharon Woo, District Attorney's Office

Resources Committee

Cynthia Alexis, District Attorney's Office

Jay Banfield, Treasurer's Office

Captain Marsha Ashe, Police Department

Carol Bernard, Department of Emergency Management	Dr. Emily Murase, Department on the Status of Women
Lt. Louis Cassanego, Police Department	James Rowland, District Attorney's Office
Caroline Donnola, Department on the Status of Women	Oli Sadler, Department of Telecommunications and Information Systems
Susan Fahey, Sheriff's Department	Cecile Soto, Emergency Communications Department
Arturo L. Faro, Adult Probation Department	Kavitha Sreeharsha, Asian Pacific Islander Legal Outreach
Andrea Lee, Department of Children, Youth and their Families	Elizabeth Tarchi, District Attorney's Office
Janice Madsen, Emergency Communications Department	Beverly Upton, Domestic Violence Consortium
Sergeant Joseph McFadden, Police Department	Sharon Woo, District Attorney's Office
Justine McGonagle, Department on the Status of Women	

Appendix G: Case Synopsis of People v. Beltran

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

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

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

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

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



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