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April 15, 2004

REPORT TO THE HONORABLE
MAYOR AND CITY COUNCIL

SAN DIEGO FAMILY JUSTICE CENTER UPDATE

INTRODUCTION

The San Diego Family Justice Center opened on October 10, 2002, with unanimous support from the Mayor, City Council, City Attorney, City Manager, Police Chief, Fire Chief, and over forty community organizations. The Family Justice Center and its camping operation, known as Camp Hope, have already become the most significant and comprehensive public safety initiative in the history of San Diego, combining law enforcement, prosecution, intervention, and prevention services under one roof to address family violence.

The San Diego Family Justice Center has become a model for the nation with the creation of the federal government's National Family Justice Center Initiative in the fall of 2003. Currently, the United States Department of Justice is conducting a competitive selection process to choose twelve communities to serve as sites for the first Family Justice Centers in the country to be modeled after the San Diego Family Justice Center. Over 170 communities in the nation are competing to be one of the first twelve sites to develop Family Justice Centers modeled after San Diego's Family Justice Center. In addition, the County of San Diego has begun a regional planning process designed to create specialized Centers around the County within the next five years. The vision is a network of Centers throughout the County with the largest Center in downtown San Diego, sponsored by the City of San Diego.

Since being featured on the Oprah Winfrey Show in January 2003, and receiving national and international media interest, the Family Justice Center has hosted site visitors from forty-five states and twenty-two countries. We are currently developing sister city relationships with the Canadian cities of Edmonton, Calgary, and Toronto, with the Gold Coast of Australia, and London, England. Each of our sister cities has planning processes underway to develop a Family Justice Center modeled after the San Diego Family Justice Center.

Camp Hope, as well, has garnered attention from across the country as the first dedicated camping facility of its kind in America for victims of child abuse and family violence. The planning for Camp Hope is currently in the project design phase and initial environmental review has begun at Lake Sutherland, the site for the main facility for Camp Hope. The City's Water Department, under Larry Gardner's leadership, has played a crucial role in working cooperatively with the Family Justice Center to help make Camp Hope a reality. Last summer, the first seventy-five children camped at Lake Sutherland in tepees and other temporary structures. You can view pictures of the first summer operation at www.sdcamphope.org. Executive Director Tiffanie Mills hired a part-time staff, recruited many volunteers, and together, they touched the lives of many hurting and at-risk youth who came to camp from domestic violence shelters and transitional housing facilities for domestic violence victims and their children.

The Family Justice Center also benefited greatly from the support of a new Foundation, the San Diego Family Justice Center Foundation, created to support Camp Hope, the day-to-day operation of the Family Justice Center, and the long-term capital needs of the Family Justice Center vision. The Foundation is led by Executive Director Sharon Smith and a diverse Board of community leaders.

More importantly, in the last eighteen months, the day-to-day operation of the San Diego Family Justice Center has served over 8,000 victims of family violence and their children at its downtown location at 707 Broadway. Volunteers and staff have received over 30,000 phone calls on the Center's toll free information line (866-933-HOPE). Presently, over 120 family violence professionals, including the Police Department's Domestic Violence Unit, the City Attorney's Domestic Violence Unit, and over twenty non-profit agencies, come together every day to provide services to clients from across the City. The results have been stunning. Since the Family Justice Center opened its doors, domestic violence homicides have continued their twenty year decline. In 2002, there were nine domestic violence homicides in the City. In 2003, there were seven domestic violence homicides. And in the last six months, there has been one domestic violence homicide in the City. Since its opening in October 2002, no one seeking services at the Family Justice Center has been a victim of homicide or suicide.

Tremendous credit for the success of the Family Justice Center belongs to Assistant City Attorney Gael Strack, Police Lt. Jim Barker, and Police Sgt. Robert Keetch who work collaboratively to oversee the daily operation of the Family Justice Center and the partnerships with over twenty on-site and twenty off-site community organizations that form the Family Justice Center collaborative. The Center also enjoys the services of a full-time, unpaid Volunteer Coordinator, Carolyn Wilson, who plays a critical role in providing volunteers to support every aspect of the Center's operation. Over fifty volunteers, including Chaplain Assistants, currently provide help to the professional staff of the Center on a daily basis.

STRATEGIC PLANNING PROCESS

Over the last eighteen months, the Police Department, the City Attorney's Office, and many other public and private agencies have been participating in a strategic planning process related to the future of the San Diego Family Justice Center. Strategic Plans have emerged for the next year, three years, and five years. The major issues being addressed in the strategic planning process relate to expanding critically needed services for adult clients at the current Center site, developing immediately needed services for children in homes with family violence, and creating a permanent home for the Family Justice Center in downtown San Diego.

As you are aware, the original strategic plan for the Family Justice Center envisioned two phases to the development process of the Center. Phase I, currently in operation, is focused on services for adult victims of domestic violence. Phase II, currently in the planning stages, envisions providing comprehensive services to victims of domestic violence, sexual assault, child abuse, and elder abuse. However, over the last eighteen months of operation the need for children's services has become paramount. Currently, the Center is seeing approximately 150 children per month, arriving with their mothers. Based on current research, approximately fifty percent of these children are also victims of actual physical or sexual abuse. The present Center has no services for these children. The pressing need for children's services at the Family Justice Center has become a paramount concern for all agencies currently working with the Center. The recent death of a 15-year-old girl, our first domestic violence fatality in San Diego in 2004, highlights the critical importance of providing services at the Center to address teen relationship violence as well as child witnessing of domestic violence and physical child abuse. Police Chief Bill Lansdowne has assigned a specialized officer to the Family Justice Center, Juvenile Division Officer Ben Jolly, to focus on the critical needs of teen victims of relationship violence. In addition, the Police Department has begun developing protocols to cross-train and cross-assign child abuse detectives to work collaboratively with the domestic violence detectives currently assigned at the Family Justice Center.

Most significantly, over the last three months, the Family Justice Center staff has been working with Children's Hospital, the Police Department, Childhelp USA, and the Real Estate Assets Department to develop a plan to provide immediately needed services for children at the Family Justice Center. During this planning process, an additional floor became available at 707 Broadway. The Shidler Group, current owners of 707 Broadway, have offered the City the space at a rental rate even lower than the rate currently being paid on the 5th, 6th, and 7th floors of the building. This offer has allowed our planning team at the Family Justice Center to focus on a plan for adding additional space to the current Center. This matter will be coming before Council within the next 30 days, including additional lease amendments discussed below.

PROPOSED LEASE AMENDMENT

The current proposal is to lease an additional 12,000 square feet of space on the 2nd floor of 707 Broadway to allow for the addition of other community partner organizations at the

Family Justice Center and to develop a Children's Advocacy Program, sponsored by Childhelp USA at the Center. The new Children's Advocacy Program will be a collaboration between Childhelp USA, the Family Justice Center, and the Chadwick Center at Children's Hospital. Childhelp USA has pledged \$5,000 per month for five years to offset the cost of the additional space. The City Attorney is also seeking additional grant funds to assist the City in funding the expanded space. The Real Estate Assets Department has been planning for the last two years for the additional needs of the Family Justice Center and funds are available in the Manager's FY2005 Proposed Budget to provide for the approximately \$180,000 per year necessary for the additional space. Childhelp USA has already begun their fundraising efforts to assist with the anticipated costs. In addition, Childhelp USA and Children's Hospital Chadwick Center will be providing staffing for the new Children's Advocacy Program at no cost to the City.

We have also begun a focused planning effort related to the Phase II vision for the Family Justice Center. Deputy Mayor Toni Atkins and Councilmember Jim Madaffer have assisted us in developing a Working Group to begin evaluating the potential use of the current downtown library building upon the completion of the new Main library in 2007-2008. Councilmember Michael Zucchet has assigned a staff member to this preliminary planning process as well. Representatives from the Police Department, the City Attorney's Office, the Centre City Development Corporation, the Commission on Arts and Culture, and the East Village Association will also be participating in this Working Group. City Manager Lamont Ewell will be chairing the Working Group with the goal of producing a possible plan for Council consideration in the fall of 2004.

The current lease for the Family Justice Center space at 707 Broadway expires in 2007. In order to provide adequate time for planning and potential renovation of the library building for community service center, arts and culture community, and Family Justice Center purposes, we will be seeking to extend the current term of the presently leased space to a five-year term beginning in 2004. This will allow adequate time to renovate the library building after the new library is completed and library operations move from the E Street site. This lease amendment is included in the action coming forward to Council. We anticipate broad community support for both the lease amendment and the larger planning process.

The Police Chief, the City Attorney, and the City Manager are recommending approval of the upcoming lease amendments in order to allow us to:

1. Provide for the needs of the Family Justice Center until a permanent site can be obtained for operation of the Center;
2. Meet the immediate critical needs of children coming to the Family Justice Center; and
3. Continue moving forward with the vision for the Justice Center as we set a standard for the nation and the western world in breaking the cycle of family violence.

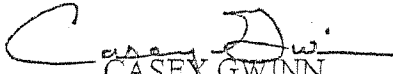
Thank you in advance for your on-going support for the San Diego Family Justice Center. The Family Justice Center promises to impact the lives of thousands of hurting families

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in the years to come. The city, the county, the state, and the nation will benefit from your support for this vision. You each are playing a critical leadership role in helping us stop the violence and abuse that can damage and destroy the lives of so many in our community.

Respectfully submitted,



CASEY GWINN
City Attorney



WILLIAM LANSDOWNE
Chief of Police

CG:je
RC-2004-9

Meeting Purpose: to hear more about the results of the six month planning process engaged in by the YWCA Board and staff, FJC Partner agency leaders, and other downtown community service providers related to renovation of the historic YWCA Main building at 10th and C Street and the planned redevelopment of the entire block in the next five years. All community-based agency FJC partners were invited to this initial question and answer session. The City Attorney's Office asked to attend and also participated in the meeting.

Agencies and Organizations represented at meeting:

YWCA (4)
City Attorney's Office (2)
Rady Children's Hospital – Center for Child Protection (3)
Crime Victims Fund (1)
HHSA Office on Violence Prevention (1)
County Department of Probation (1)
East County Family Justice Center (1)
Center for Community Solutions (2)
FJC counseling Services (1)
FJCA (1)
FJC Volunteers (2)

Proposal of the YWCA – Casey Gwinn (YWCA CEO)

The YWCA invested \$25,000 over the last six months to study the feasibility of operating the San Diego Family Justice Center out of the historic YWCA Main Building at 1012 C Street by March 2010. The YWCA presented before the FJC Community Partners meeting, invited community-based agency partners to strategic planning meetings at the YWCA, held internal and external planning meetings related to the larger vision of the YWCA, conducted focus groups with domestic violence survivors in San Diego, met with the San Diego FJC VOICES Committee (former clients of the San Diego Family Justice Center). The City's Family Justice Center director was invited to participate in the YWCA's community partner meetings and did participate. The ultimate vision and plan will focus the YWCA in two areas: Housing and collaborative leadership on issues related to victims of family violence and their children. At the conclusion of the entire planning process, the YWCA Board of Directors unanimously endorsed the plan and committed to raise over \$13 million in a capital campaign to ensure the success of the vision.

On March 27, 2008, YWCA Board President Roberta Spoon sent a formal proposal to the Mayor's Office for review. The proposal includes a short-term and long-term component. Yesterday, the Mayor endorsed the YWCA proposal including the short-term proposal to have the YWCA provide management and coordination services to the community-based partner agencies and the client services functions of the San Diego Family Justice Center. The short-term proposal will save the City at least \$326,000 per fiscal year for the next two years based on current expenses. The long-term proposal focuses on renovating the YWCA Main building in order to provide a permanent home for the San Diego Family Justice Center by March 2010. The YWCA will raise \$13 million in capital to fund this effort. The Mayor will ask the City Council to support a ten year lease agreement that will pay the YWCA an initial amount of \$900,000 per year starting in 2010 to provide space for the City Attorney's Domestic Violence and Special Victims Unit (7,200 square feet), the San Diego Police Department's Domestic Violence and Elder Abuse Units (7,300 square feet), and space for the allied agencies of the FJC. The layout will be determined in consultation with all public and private partner agencies of the San Diego Family Justice Center in the coming months.

The current YWCA long-term proposal for the San Diego FJC results in an annual savings to the City of over \$700,000 per year for the anticipated 10 year lease term, for a total savings to the City of more than \$7 million. While providing major savings to the City, the proposal will also ensure the long-term sustainability of the Family Justice Center and lay the groundwork for the Family Justice Center Network regionalization plan which will ultimately envision the creation of 4-5 regional Family Justice Centers with coordination of this system provided by the District Attorney's Office and the County of San Diego. The Mayor has endorsed the regionalization plan. The regionalization plan currently includes

the Center for Community Solutions. Other Centers should be developed in coordination with the needs of North County as well building on the operation of the North County Family Violence Prevention Center founded by Supervisor Pam Slater-Price in 2004. South Bay Community Services has a different collaborative model in South Bay but is pursuing a similar co-location vision in partnership with the Chula Vista Police Department in their new building.

The YWCA Building will provide the San Diego FJC with a dynamic, synergistic environment for FJC clients and their children including the renovation of the pool, gym, and fitness center areas of the building. The building will become a beacon of hope while also serving as a community resource center for the east side of downtown. The building can house activities to benefit affordable housing residents in the area, City College students, FJC clients and staff, YWCA clients and staff, and the general public. All the details of space allocation in the renovated building have not been worked out and consultation will need to take place with the City Attorney, District Attorney, Police Department, FJC community-based non-profit agencies, and other FJC partners and allies in the coming months. But the vision is clear, the funding plan is clear, and the savings to the City are substantial. The vision promises to provide a national model for service delivery for victims of domestic violence and their children.

The YWCA plan will also require the support of the Redevelopment Agency and the Housing Authority to lift the current housing restrictions on the YWCA Main Building so that the YWCA can move its housing units to allow for the complete renovation of the nearly 90 year old building. The construction needs to start by January 2009 to ensure completion by March 2010 when the San Diego Family Justice Center needs a new home. Time is very short!

The Mayor, the City Attorney, the District Attorney, the Police Chief, and all of us here are committed to the long-term success and effectiveness of the San Diego Family Justice Center and this proposal will clearly ensure that success. It is the most successful, powerful, lifesaving collaboration ever created to help save the lives of victims of family violence and their children. San Diego launched a national and international movement through this Center and now we must prove that we can all come together to reinvigorate the Center, expand it to a regional vision, and ensure its long-term sustainability.

(After a brief presentation by Casey Gwinn and Debra Zanders-Willis of the YWCA, the remainder of the meeting was a question and answer session with YWCA leadership and FJC partners)

Q and A between FJC community partners, Casey Gwinn, and Debra Zanders-Willis (YWCA COO)

Q. How will the new director for the FJC be selected?

A. This will be a collaborative process, community partners will be involved. We will conduct a local and national search. There are some great local people and there are some great FJC directors around the country that might be interested in moving to San Diego. The decision will be made by the YWCA with input from everyone.

Q. What is going to happen with the FJC Info Line (866-933-HOPE)?

A. We need to revisit this issue. It was never intended to replace the county DV hotline. Originally it was answered live by volunteers during working hours and then a recording referred to the county hot line after hours.

Meeting Participant Comments: The 1-888-DVLINKS function and the FJC Information line need to be coordinated. Today, the voicemail system of the INFO Line is very frustrating to clients. Currently, it is not answered live and takes callers through a series of "press this number" responses until folks just give up. Agreement all around that this will be a high priority; lots of concern over the fact that it is not being answered by a live person. The YWCA committed that it will be answered live again after the transition to YWCA coordination services.

Q. Will partners be charged rent?

A. No. That goes against the fundamental principles of operating an FJC. This doesn't mean, however, collaborating agencies at the FJC couldn't write a grant for a new program and include a line item in the budget to cover part of the rent. That's how the Archstone grant was designed to work, to pay part of the rent for the DA's social worker housed at the FJC. Other FJCs have successfully pursued this strategy based on a mutual agreement. But the fundamental principle is that individual non-profits will not have to pay rent to be part of the FJC.

A. A volunteer coordinator has been selected by Camp HOPE and is due to start at the FJC on May 5th. The volunteer coordinator position must become an employee of the YWCA since all management and supervision positions related to the FJC (currently handled by City employees) will be YWCA employees under the agreement with the Mayor. We will discuss this matter with Mickey Stone. All funds which have been previously raised to benefit the San Diego Family Justice Center will be used to directly support the day to day work of the FJC and its partner agencies. The YWCA will raise money to support the non-city funded needs of the San Diego FJC and work with Camp HOPE on the funds currently held for the benefit of the Family Justice Center. Previously, this was a function of the San Diego Family Justice Center Foundation. The Volunteer program will be rebuilt immediately and former volunteers will be recruited back to the FJC. Within one year, we will rebuild the volunteer program to its strength level in May, 2007 of 120 active volunteers.

Meeting Participant Comments: Excellent. Volunteers are crucial. Some days now there are only a handful of volunteers. Last week, days with only 1 volunteer at the FJC!

Q. Will the Children's Room be re-opened?

A. Yes. Sea World is still interested in redesigning the Children's Room. We (Casey and Diane McGrogan) will contact them again and resume those conversations. The YWCA will recruit and train qualified volunteers to work in the Children's Room. The YWCA's clinical program has an excellent intern program and clinical interns may be used to staff the Children's Play room and assist with intakes. The YWCA also has staff positions (Children's Coordinators) that will assist with the Children's Room activities.

Meeting Participant Comments: Wonderful. Thank goodness. Finally!

Q. Will the Client Services Coordinator be filled?

A. We don't know yet. We do know that the YWCA will provide a comprehensive client services team at the FJC, but what that will look like we will need to do some planning about with all the community partners. The YWCA counseling team will play a key role in this.

Meeting Participant Comments: Interns can help a great deal. We can all work on this together.

Q. Will Anabel continue to manage grants at the FJC? What about the current federal grant that is stalled and has funding for several partners, SDPD, CCS, Probation, City Attorney, and Adams & Adams?

A. Anabel will be relocating to another department in the city. With the exception of the FJC director, all city staff will be reassigned to different departments. The current FJC director is the only city staff person that does not have a particular position or classification to move to as a result of this change. Sandra's federally funded position will remain at the FJC, funded by the federal grant. The YWCA has the capacity to assume grant management responsibilities working closely with the City. OVW has already indicated their willingness to work with the City and the YWCA to ensure a smooth transition. The federal grant funds are in the City and accessible for draw down. CCS is drawing down their funds from the City. Other partners are not. There was supposed to be a probation officer assigned to the project. We don't know the status on that. These issues will be identified in the next 60-90 days. We will also work with the federal government to obtain the Forensic Medical Unit grant if possible.

Meeting Participant Comments: All aspects of the federal grants should be funded as soon as possible.

Q. How will the FJC be managed?

A. Community partners will play a major role in this, like they did before the FJC became a city department. That structure was set up in the original strategic planning process in 2002. We can revisit that plan, review progress, set goals for Phase II – the final home for the FJC. We can look at the governance structure again. Collaboration and cooperation is the very essence of the Family Justice Center model. We will be meeting together a great deal to figure out details to ensure a smooth transition. Yesterday, the Mayor presented his formal budget adjustment to the City Council which supports the YWCA short and long-term proposal. Next Wednesday is a key event. The Mayor's

Meeting Participant Comments: Exciting proposal, needed to be done, will bring everyone together. This will help make the Center successful. Thank you for answering our questions.

Prepared by
Judi Adams



The Honorable Jerry Sanders
Mayor, City of San Diego
202 C Street
San Diego, CA 92101

March 27, 2008

Dear Mayor Sanders,

On behalf of the Board of Directors of the YWCA of San Diego County, I am writing to offer two mutually beneficial proposals which will provide substantial savings to the City of San Diego and improved services to YWCA of San Diego County and San Diego Family Justice Center clients. These two proposals, if implemented by the City, will yield financial savings to the city of \$600,000 between 2008 and 2010 and savings of over \$500,000 per year after 2010. The proposals will also ensure the long-term sustainability of the nationally recognized San Diego Family Justice Center and produce a Family Justice Center regional governance approach that will be a model for the nation in the years to come.

Proposal #1 – Savings to City of approximately \$500,000 per year

The first proposal is to offer a permanent home for the San Diego Family Justice Center, within two years, at the historic Main Building of the YWCA of San Diego County located at 1012 C Street. With your support, the YWCA would provide a home to and leadership for the nationally recognized Center by contracting with the City of San Diego for a ten year lease arrangement of approximately \$900,000 for the first year with minimal inflation increases thereafter.

With the City of San Diego's acceptance of this proposal and the waiver of use restrictions on our property by the Centre City Development Corporation (CCDC) and the San Diego Housing Commission, the YWCA is prepared to engage in the planning and execution of a multi-million dollar renovation of our

YWCA of San Diego County, 1012 C Street, San Diego, CA 92101 (619) 239-0355
www.ywcasandiego.org

1012 C Street property in order to house the San Diego Family Justice Center by March 2010. Through a cooperative rent/management arrangement with the City of San Diego, we believe we can save the City of San Diego approximately \$500,000 per year compared to the current City operational costs for the Family Justice Center.

Since 1978, the YWCA of San Diego County has been providing, and is committed to continue providing, shelter and services to domestic violence victims and their children. The addition of the Family Justice Center to the YWCA programs will significantly enhance the safety and services to over 7,000 domestic violence victims per year in the City of San Diego. Such a merger is also consistent with the original vision for the Family Justice Center model which came from collaborative work at the YWCA as early as 1989.

Our financial team has completed a comprehensive business analysis and has concluded, in consultation with the community partner agencies of the San Diego Family Justice Center, that the renovation of our property is a perfect opportunity to move toward community-based leadership for the Family Justice Center and finalization of a plan to create a permanent home for the San Diego Family Justice Center. This is consistent with the Regional Family Justice Center Network Plan prepared in 2004 in conjunction with the San Diego Family Justice Center and the San Diego Domestic Violence Council and updated in 2007 by the District Attorney's Office and a host of community-based agencies planning the current East County Family Justice Center. The current regionalization plan is included as an attachment to this letter.

In preparing this proposal we not only received input from all the community partner agencies of the San Diego Family Justice Center, but have consulted with architects, contractors, CCDC, the San Diego Housing Commission, financing experts, possible tenants, and property owners on our block. We believe the renovation of our building is feasible within the time frame required to move the Family Justice Center to the YWCA Main Building by March 2010 if we can begin the process, with your support, toward this vision.

The Board of Directors of the YWCA has unanimously voted to support implementation of this proposal including the attendant capital campaign and related fundraising necessary to fund the renovation of the YWCA building. The plan does anticipate funding from CCDC's current Health and Human Services Capital Assistance Program (currently in process).

Obviously, time is of the essence. Your support for this proposal is the first step in accomplishing this significant goal and preventing future generations of family violence victims. The second step will be to ask CCDC and the San

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www.ywcasandiego.org

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Diego Housing Commission to waive the residential use restrictions on the building and re-locating our current housing programs to other locations. The final step will be City Council support for the amendment of the San Diego Municipal Code to eliminate the current City department charged with operating the Center and moving toward the community-based leadership model for all Family Justice Centers in San Diego envisioned in the Regional Family Justice Center Network Plan.

Proposal #2 – Savings to City of approximately \$300,000 per year

Our second proposal for your consideration in the current City budget cycle is for the City to immediately pursue a management agreement (effective July 1, 2008) with the YWCA to provide leadership for the San Diego Family Justice Center at the present location of the Center at 707 Broadway. Based on a \$125,000 management fee paid by the City to the YWCA of San Diego, the YWCA would oversee and coordinate the work of the Family Justice Center partner agencies.

Based on our financial team's assessment, the City could save approximately \$300,000 per year for the next two years by contracting with the YWCA to provide collaborative leadership to the San Diego Family Justice Center partner agencies. The YWCA clients would also benefit from this arrangement during the building renovation at 1012 C Street by receiving commonly provided FJC services at the existing location at 707 Broadway.

Through a cooperative management agreement between the YWCA and the City of San Diego, the YWCA of San Diego County proposes to provide on-site coordination for and leadership among the community agencies historically associated with day to day operation of the San Diego Family Justice Center. Using new and existing YWCA personnel, this model would immediately provide savings to the City of over \$300,000 per year and allow a two year transition process for the re-location of the Center to the YWCA Main Building by March 2010.

Both proposals included in this letter are consistent with the current Family Justice Center Regional Network Plan originally developed with participation from all the partner agencies of the San Diego Family Justice Center, the San Diego Domestic Violence Council, Supervisor Pam Slater-Price, Police Chief Bill Lansdowne, Sheriff Bill Kolender, and District Attorney Bonnie Dumanis.

There are two attachments to this letter which provide the background information related to this proposal from the YWCA of San Diego County.

- The Family Justice Center Regional Network Plan - 2007
- Draft Building Renovation Floor Plans for the FJC in 2010 (Phase I)

Family Justice Center Regional Network Plan - The FJC Regionalization Plan anticipates community-based agency leadership in 5-6 Family Justice Centers to be developed county-wide over the next five years under the regional leadership of the County District Attorney's Office.

Draft Building Renovation Floor Plans - The draft building layout of the renovated YWCA Main Building was prepared by architect Kotaro Nakamura in consultation with community partner agencies of the San Diego Family Justice Center. It allocates over 32,000 rentable square feet space for the Family Justice Center and the San Diego Police Department's Domestic Violence and Elder Abuse Units. It does not anticipate a large presence from either the District Attorney or City Attorney's Office in Phase I. The YWCA is willing to work cooperatively with CCDCC, the City, 11th and B Development Corporation, and the FJC community partner agencies to plan additional space for the San Diego Police Department, prosecutors, and other allied agencies of the Family Justice Center in Phase II of the redevelopment of the entire block bounded by B and C Streets and 10th and 11th Avenues over the next 3-5 years.

We have consulted with all community partner agencies of the Family Justice Center on this proposal and are prepared to work cooperatively with the Police Department and other potential partners to make this vision a reality by March 2010.

The YWCA Main Building offers a synergistic environment for children and families that would greatly enhance the Family Justice Center work and vision. The preliminary plans for the renovated building have an operating health and fitness center, a large training room/auditorium, an indoor and outdoor children's area, an operating pool and gym, a coffee shop, art and music activity areas, indoor and outdoor eating areas, a health clinic (including space for the Center's Forensic Medical Unit), and space for the community partner agencies of the Center, the San Diego Police Department, and space for prosecutors and support staff to work at the Center on an as-needed basis.

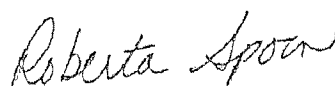
At your earliest convenience, we would like to meet with you or your staff designees to discuss our proposal and seek to develop a process for

consideration of this exciting opportunity for the YWCA, the San Diego Family Justice Center, and the allied agencies of the Center. We would also like to engage the City Council in this discussion as soon as possible.

We are honored to have the support of the Family Justice Center's VOICES Committee (former clients of the Center), District Attorney Bonnie Dumanis, San Diego City College, the Corporation for Supportive Housing, LISC, the San Diego Capital Collaborative Group, Family Health Centers of San Diego County, and current and former partner agencies of the San Diego Family Justice Center. Our current timeline anticipates a decision making process with the City by June 1, 2008 in order to implement this plan successfully between July 2008 and March 2010.

Thank you for your consideration and designation of City staff members to work with us on the details of this exciting opportunity for the YWCA, the community partner agencies of the Family Justice Center, the City of San Diego, and thousands of victims of domestic violence and their children in the City of San Diego.

Sincerely Yours,



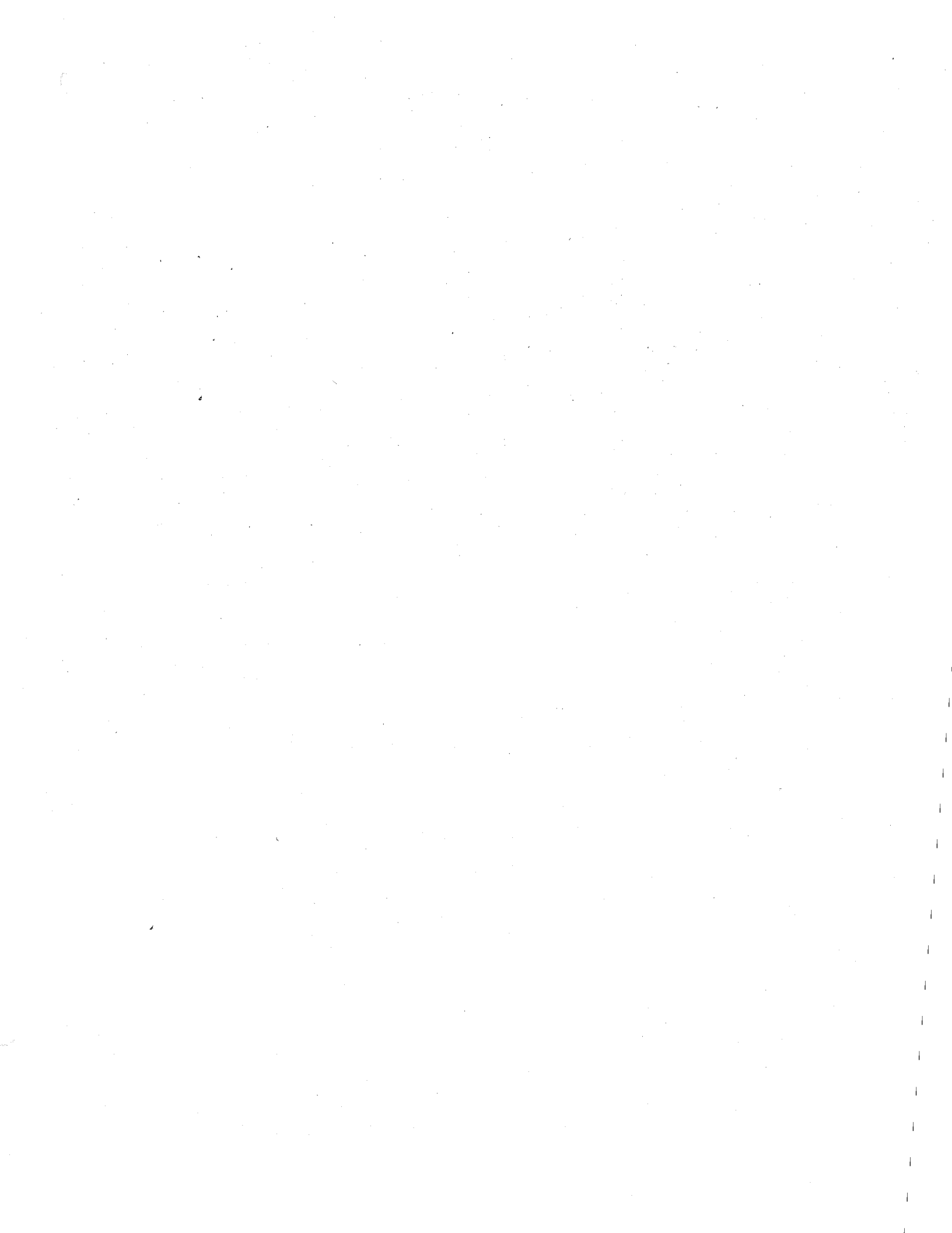
Roberta Spoon, CPA
President
YWCA of San Diego County
Board of Directors

cc: Hon. Scott Peters

Jay Goldstone

Kris Michell

Nadir Tirandazi





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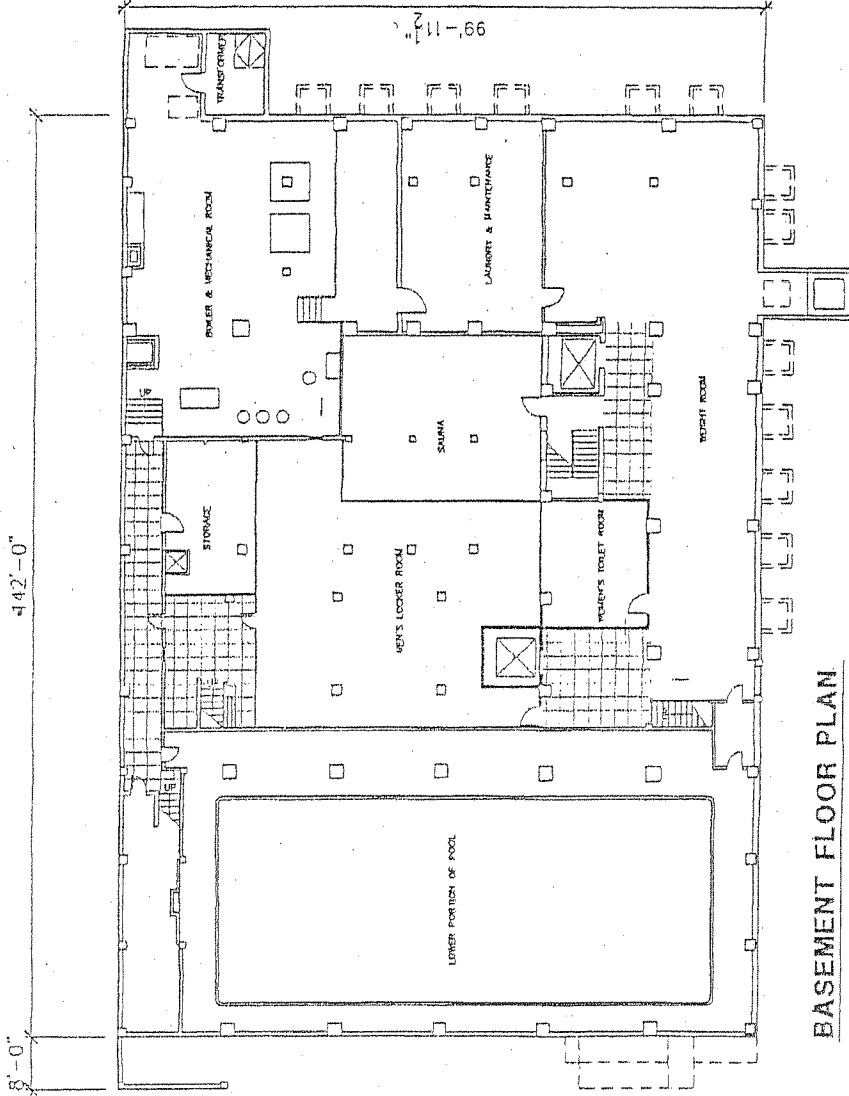
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BASEMENT FLOOR PLAN



YWCA FEASIBILITY STUDY

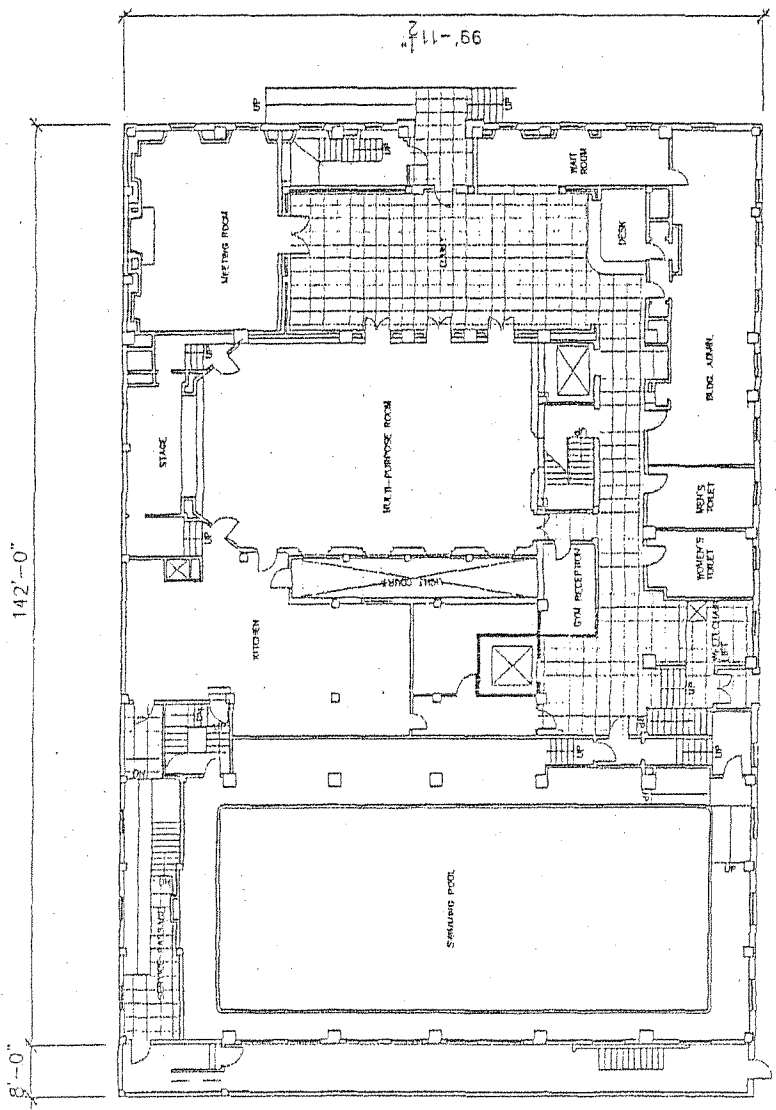
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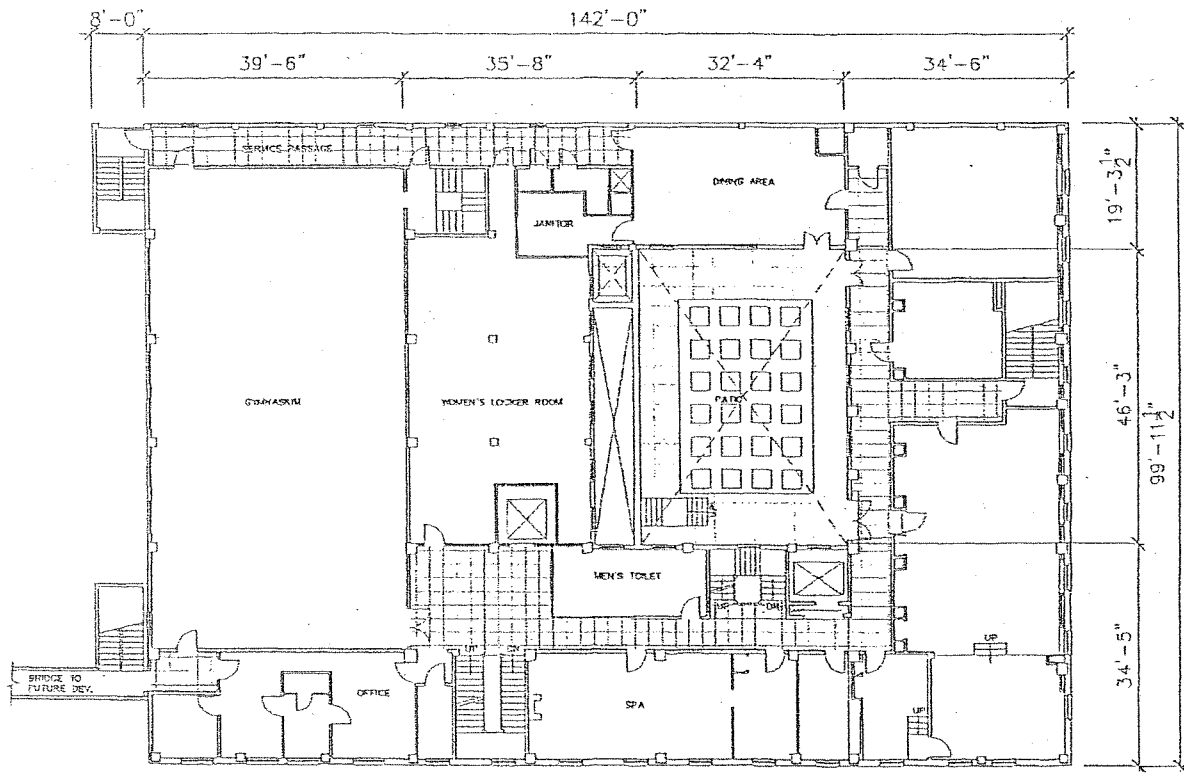
ROSEBUD MATAMORA LEAP
ARCHITECTS INC.
303 21st AVENUE
DENVER, COLORADO
80202-3228
303.733.2818
www.rosebudmatamora.com

YWCA FEASIBILITY STUDY

MARCH 14th, 2008

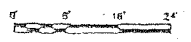
FIRST FLOOR PLAN





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SECOND FLOOR PLAN



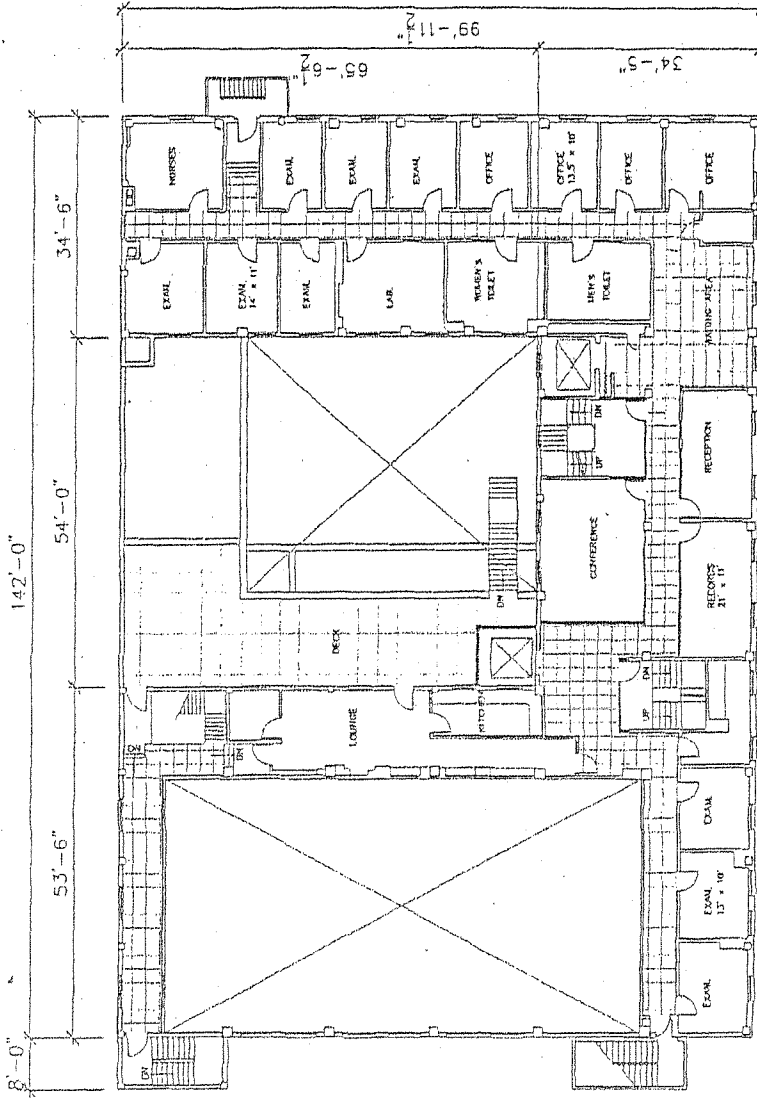
YWCA FEASIBILITY STUDY
 MARCH 14th, 2008

ROBERTING WYAMURA TERADA
 ARCHITECTS INC.
 283 Fifth Avenue
 2nd Floor, California
 #210, 323, 1022
 8616, 333, 0016
 WWW.YWCAARCHITECTS.COM



LEGEND

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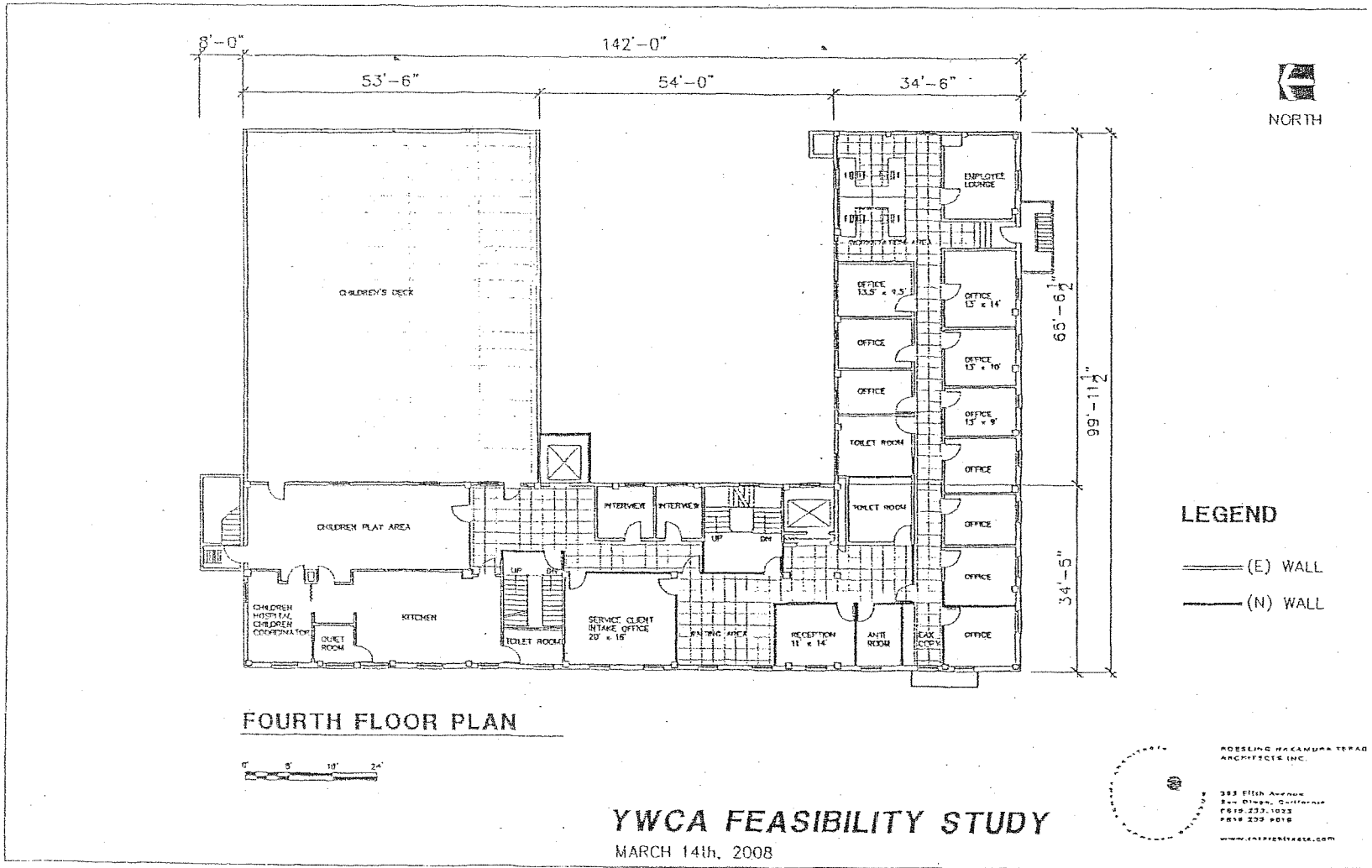
THIRD FLOOR PLAN



HOUSING MATSUYAMA TERAO
ARCHITECTS, INC.

213 N. 1st St.
Seattle, WA 98101
206.462.1817
206.462.1818
www.janitoria.com

YWCA FEASIBILITY STUDY
MARCH 14th, 2008



NORTH

LEGEND

— (E) WALL

— (N) WALL

FOURTH FLOOR PLAN



YWCA FEASIBILITY STUDY

MARCH 14th, 2008

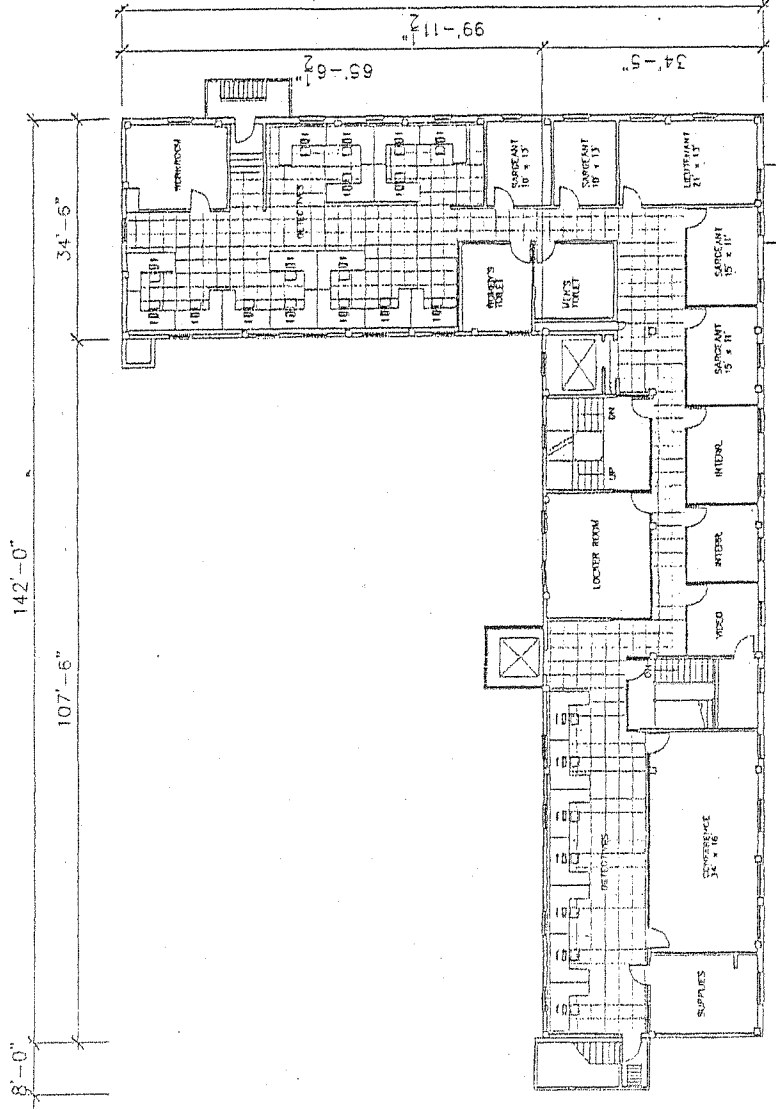
ROSELING WA KAMUJA TERPADU
ARCHITECTS INC.
283 Fifth Avenue
2nd Floor, Suite 202
New York, NY 10001
Phone: 212-1023
Fax: 212-1018
www.roselingwa.com



NORTH

LEGEND

- ==== (E) WALL
- (N) WALL



FIFTH FLOOR PLAN



ROCKLING WALLACE PERAZ
ARCHITECTS INC.

205 WEST AVENUE
ANN ARBOR MI 48106
PH 313.763.1025
FAX 313.763.1028
WWW.ROCKLINGWALLACEPERAZ.COM

YWCA FEASIBILITY STUDY

MARCH 14th, 2008



THE CITY OF SAN DIEGO
MAYOR JERRY SANDERS

M E M O R A N D U M

DATE: May 1, 2008

TO: Honorable Council President Peters and Members of the City Council

FROM: Jerry Sanders, Mayor

SUBJECT: Proposed Revision to the Recommended Fiscal Year 2009 Budget and the Recommended Transition of the Management of the City's Family Justice Center to the YWCA

For the past six months the City of San Diego has been in discussions with the YWCA to consolidate services provided by the Family Justice Center (FJC) and those provided by the YWCA, the District Attorney's Office and other community-based organizations. Recently, the YWCA submitted a formal proposal which management has validated and determined would be in the best interest of our citizens. The proposed change would provide for better coordination of services and a more regionalized approach for providing services to families in need.

The proposal is in two parts and is projected to save the City approximately \$326,000 per year for fiscal years 2009 and 2010 and to save over \$785,000 per year each year thereafter. This proposal comes after several discussions with representatives of the YWCA, community-based organizations at the Center, the District Attorney's Office and City staff.

The first part of the proposal calls for the YWCA to assume responsibility for the management of the FJC effective July 1, 2008. The YWCA would be paid a management fee of \$125,000 per year for the first two years and would assume all responsibility for the positions summarized as "personnel costs" in the Fiscal Year 2009 Budget. This would reduce the City's net labor costs by \$451,000, resulting in a net savings to the City of \$326,000. Because of lease obligations, the program would still be operated out of the FJC current location and the City would retain its obligation to pay for rent and other related operating expenses.

The second part of the proposal would take effect following the expiration of the City's current lease. The YWCA is about to undertake a major renovation of its property at 1012 C Street and is expected to complete this project by March 2010. As part of this renovation, the YWCA would provide adequate space for the FJC, along with the numerous community organizations that have partnered with the City to meet the needs of this population. The proposal calls for the City to pay rent in the amount of \$900,000 per year, inclusive of any management fee paid during the first two years. In exchange for this, the YWCA would assume all other operating expenses. Based upon the proposed 2009 budget of approximately \$1.685 million, the City would save \$785,000 per year. The proposed lease arrangement would be for a ten year period.


May 1, 2008

Family violence is an extremely complex issue which manifests itself in varying dynamics within families. We must recognize that violence that begins within the family unit often carries over beyond familial relationships in the form of your violence, gang violence, school violence, and community violence. Therefore, a comprehensive, regionalized approach to preventing and intervening with family violence is essential. Violence that originates within families affects the entire community.

The vision of this proposal is to develop a comprehensive continuum of care for families across San Diego County including public safety services to be known as the San Diego County Family Justice Network. This continuum includes prevention of family violence, identification and screening, early intervention, intensive intervention and support services, re-entry for victims and offenders, as well as re-unification/reintegration of families whenever appropriate. The foundation of this countywide system will be Regional Family Justice Centers. This network will be made up of four to five primary regional Family Justice Centers which reflect the continuum of care and facilitate the coordination of community and criminal/civil justice system intervention services for families experiencing domestic violence, child abuse, sexual assault and elder abuse.

At present there are two co-located service delivery Centers in San Diego County, the San Diego Family Justice Center and the North County Family Violence Prevention Center. A third center, the East County Family Justice Center is currently in the planning stage in El Cajon. Ultimately, the plan would be for a Regional Family Justice Center Network that focuses in four geographical areas for planning purposes in order to coordinate the development of regional plans which establish comprehensive, inter-related, interactive, coordinated community and criminal/civil justice system services in each area of the County. The regional vision for meeting the needs of families exposed to violence will become a national model and ensure the long-term success of our joint commitment to break the cycle of family violence in San Diego County.

The City's participation in this effort is critical for its success and I will ask for your support both as part of the budget process and ultimately when I bring forward a memorandum of understanding which will address the operations of the FJC for fiscal years 2009 and 2010 and ultimately a lease agreement for fiscal years 2011 through 2020.



JERRY SANDERS
MAYOR

JG/lr

cc: Jay M. Goldstone, Chief Operating Officer
Andrea Tevlin, Independent Budget Analyst
Jill Olen, Deputy Chief Operating Officer



THE CITY OF SAN DIEGO
MANAGER'S REPORT

DATE ISSUED: March 10, 2005 REPORT NO. 05-072

ATTENTION: Public Safety and Neighborhood Services Committee
Agenda of March 16, 2005

SUBJECT: Family Justice Center Department and Budget Update

REFERENCE: Family Justice Center Department, Manager's Report 04-261 dated
November 24, 2004, and Ordinance 0-19339 Adopted on November 29,
2004

SUMMARY

Issue(s) – 1) Should the City Manager authorize an additional clerical position to Family Justice Center for FY06?
2) Should the City Manager authorize the Steering Committee an additional 60 days to evaluate the FJC long-term governance structure?

Manager's Recommendation – 1) Approve the addition of one Public Information Clerk position to FJC's FY06 budget.
2) Allow the Steering Committee/Working Group an additional 60 days to evaluate and recommend the long-term governance structure for the FJC.

Fiscal Impact – \$15,132.56 to replace front desk personnel. Funds should be budgeted under the Family Justice Center's budget, Department 047, Fund 100 for FY06.

The balance of this Report is informational and no further action is required on the part of the Committee or City Council.

BACKGROUND

On November 29, 2004, the Mayor and City Council unanimously adopted Ordinance No. 0-19339 thereby creating the Family Justice Center (FJC) as a City Department. The Council also approved the allocation of four positions from the City Attorney's Office to staff the operations of the FJC, including: a Director, Manager of Client Services, Grants Analyst and a Senior Legal Secretary. Personnel and non-personnel expenses for these four positions in FY05 will be fully funded from a grant from the Department of Justice. Because of this grant funding, the City Attorney's Office received a salary savings of approximately \$250,000 in FY 2005. In

FY 2006, the associated funding for these four positions, estimated in November at \$473,876, would need to be transferred, subject to City Council approval, from the City Attorney's Office to the new FJC. The Ordinance also created a Steering Committee that serves in an advisory capacity to assist the City Manager and City Council with long range strategic planning and making recommendations pertaining to programs, priorities and the annual budget for the FJC.

At the November 29 hearing, the City Council further directed the City Manager to work on the following items:

1. Introduce the Ordinance to create the FJC Department.
2. Identify the five staff positions to be assigned and all current City costs associated with the FJC operations and report back within 60 days.
3. Work with City Department heads to coordinate all necessary transitional processes for creation of the department.
4. Convene the Steering Committee and all necessary stakeholders in order to: a) advise on the FJC operations; b) conduct a six-month study of alternative governance structures which may address the needs of the FJC more effectively in the long run; and c) return to PS&NS in 180 days with a report on the most viable and effective long-term governance structure for the FJC.
5. Include the FJC in the FY 2006 City Manager's Proposed Budget on a revenue neutral basis to the General Fund.
6. Appoint a Director.
7. Ensure that the City is indemnified by all community partners at the FJC; and
8. Ensure that any Meet and Confer obligations are addressed before final adoption of the Ordinance.

DISCUSSION:

Ordinance No. 0-19339 adopted on November 29, 2004 with the unanimous support of the Mayor and City Council. The Ordinance became final on December 29, 2004.

FJC Director and Staff:

On December 4, 2004, Gael B. Strack was appointed by City Manager Lamont Ewell to be the Director of the FJC. Subsequent to this appointment, the following personnel were transferred to the FJC: Jean Emmons, Executive Secretary; Kimberly Pearce, Client Services Program Manager; and Diana Monaco, Grants Analyst. In addition, Sergeant Robert Keetch continues to be assigned by the San Diego Police Department to work at the FJC as the Operations Manager.

The Personnel Department is currently studying the appropriate job classifications for Kimberly Pearce and Diana Monaco.

Effective February 11, 2005, the front desk clerk for the FJC was transferred back to the City Attorney's Office. The clerk was a full-time, bilingual support staff for the FJC who provided support for the City Attorney's Office, San Diego Police Department (SDPD) and on-site community partners. This position is critical to the day-to-day operations of the FJC in order to handle approximately 600 monthly clients who are seeking services; approximately 400 site visitors who are meeting with other on-site professionals; and responding to over 3,000 monthly calls for information and assistance. In light of this vacancy, staff has reviewed three possible job classifications that would meet the needs of the current duties for the front desk: Public Information Clerk, Word Processing Operator and a Clerical Assistant II. Some of the scope of the duties for the front desk includes: 1) understand the roles and responsibilities of 25 on-site partners; 2) review and understand court orders, subpoenas, discovery requests, and continued dockets, 3) ability to query computer systems and be familiar with penal code and civil code action, 4) ability to handle clients in crisis, 5) screens and routes information to jurisdictions concerning FJC operations and programs, 6) maintains log of statistics and parking validations, 7) handles parking vouchers, 8) explains FJC policies and procedures to general public and 9) familiar with community resources and shelters. As such, it is recommended that a Public Information Clerk be added to the FJC's FY06 budget. This position also needs to be temporarily assigned to SDPD until separate authorization to access criminal records is obtained for the FJC.

FJC Department FY06 Budget:

Item	Estimated FY06 (See Manger's Report)	Revised FY06	Explanation for Variance
Salaries for Director, Client Services Program Manager, Dept. Analyst and Executive Secretary	457,631.00	447,525.46	Two positions decreased in salary due to reassignment. FY06 Savings - \$10,105.54
Public Info Clerk	Similar position was budgeted under the City Atty. Office for FY05	52,857.96	Request this position be added to FJC. The FY06 NPE would increase by \$1,917.50.
NPE for 4 existing	16,245.00	16,245.00	The NPE for FY06 is well below the standard

positions			percentage used by FM to calculate a dept's FY NPE. The standard is 8%. In trying to reduce the budget, OFJC used 3.63%. This is 4.37% below the standard.
IT Budget	65,000.00	56,260.00	OFJC implemented costs controls. FY06 Savings - \$8,740
Total	538,876.00	572,854.10	Added position increases budget by \$33,978.10 but, above cost controls for NPE, IT and salary provides a decrease of \$18,845.54. Therefore, actual increase for FY06 is \$15,132.56.

Added position increases budget by \$33,978.10 but, above cost controls for NPE, IT and salary provides a decrease of \$18,845.54. Therefore, actual increase for FY06 is \$15,132.56.

Steering Committee:

The Steering Committee was convened on February 18, 2005. In attendance were Police Chief William Lansdowne, Fire Chief Jeff Bowman, District Attorney Bonnie Dumanis, FJC Director Gael B. Strack, Rupert Linley represented the City Attorney and Dan Coffey represented Councilmember Jim Madaffer. Councilmember Jim Madaffer was appointed the Chair. The Committee discussed the FJC's staffing needs, budget, and task of identifying a long-term governance structure for the FJC.

A working group was designated to review two alternate governance approaches, other than being a City Department, that were listed in the City Manager's November Report: 1) a public benefit corporation administered through a community-based governance board, or 2) a joint powers authority between the City of San Diego and the County of San Diego. The working group includes Dan Coffey, Lt. Kathleen Healey, Assistant City Attorney Andrea Freshwater, Assistant Chief Genaro Ramirez and FJC Director Gael B. Strack. The working group will meet on March 11, 2005, to begin the governance approach.

The Steering Committee was provided with an update of the FJC major accomplishments, the FJC Foundation, and Camp Hope. In addition, the 2004 Charrette Report from the FJC and Arts & Culture Center was provided which identifies the downtown main Library as a potential site for the future permanent home of the FJC.

Indemnification of Community Partners:

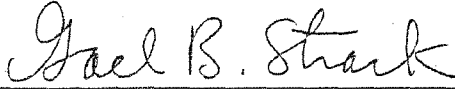
On-site partners are requested to sign a partnership agreement with the City of San Diego. Among other things, the partnership agreement includes an indemnification clause which holds

"harmless the City, its officers, employees and agents, from and against all liability, damages, expenses or costs of any kind arising from the negligence or misconduct of the Participating Partner's personnel, employees, invitees, volunteers or contractors." The Director of the FJC has been tasked to review and update all partnership agreements to this end.

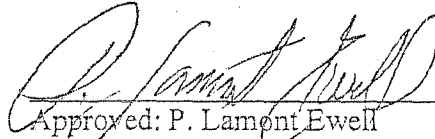
Meet and Confer:

Staff from the City Manager's Office met with MEA on November 23, 2004 and expressed their continued support and expects to be involved in any future modifications that impact MEA.

Respectfully submitted,



Gael B. Strack
Director



Approved: P. Lamont Ewell
City Manager

STRACK/GBS

- Attachment(s):
1. Ordinance 0-193339
 2. Manager's Report No. 04-261 dated November 24, 2004
 3. Steering Committee Notice/Agenda
 4. 2004 Charrette Report

11/27/04
#52

CLERK'S FILE COPY

(O-2005-61 REV.)

ORDINANCE NUMBER O- 19339 (NEW SERIES)

ADOPTED ON NOV 29 2004

AN ORDINANCE AMENDING CHAPTER 2, ARTICLE 2, DIVISION 18 OF THE SAN DIEGO MUNICIPAL CODE BY AMENDING SECTION 22.1801(b) AND AMENDING CHAPTER 2, ARTICLE 2 OF THE SAN DIEGO MUNICIPAL CODE BY ADDING DIVISION 22 AND SECTIONS 22.2201, 22.2202 AND 22.2203, ALL RELATING TO THE CREATION OF THE FAMILY JUSTICE CENTER DEPARTMENT

WHEREAS, on October 10, 2002, the City Attorney's Office and the Police Department, along with over 24 public and private agencies, opened the San Diego Family Justice Center at 707 Broadway in downtown San Diego; and

WHEREAS, the San Diego Family Justice Center is the most comprehensive facility of its kind in America, providing "one stop shop" services to victims of domestic violence and their children; and

WHEREAS, each day over 120 child abuse and domestic violence professionals and volunteers provide services to victims of family violence and sexual assault at the Family Justice Center; and

WHEREAS, each month the San Diego Family Justice Center provides services to 600-800 women, men, and children; and

WHEREAS, as part of the healing and therapeutic services offered by the San Diego Family Justice Center, the Center has developed a camp for victims of domestic violence and their children; and

WHEREAS, Camp Hope is the first camp of its kind in the country to focus on victims of child abuse, victims of domestic violence, and at-risk children; and

WHEREAS, the San Diego Family Justice Center (including its camping initiative, Camp Hope) has quickly become a national model; and

WHEREAS, in October 2003, President Bush announced the President's Family Justice Center Initiative to create Family Justice Centers across America modeled after the San Diego Family Justice Center and its related programs; and

WHEREAS, over the next two years, the United States Department of Justice, with strong bi-partisan support from Congress, will fund fifteen sites with approximately \$20 million already authorized for the national initiative; and

WHEREAS, in June 2004, the Office on Violence Against Women in the Department of Justice awarded the San Diego Family Justice Center Foundation a grant of \$1.6 million to provide training and technical assistance to the fifteen federally funded Family Justice Center sites over the next two years; and

WHEREAS, the City Attorney and Police Chief have been working in partnership with District Attorney Bonnie Dumanis, Supervisor Pam Slater, and Sheriff Bill Kolender to develop a strategic plan to facilitate creation of Family Justice Centers throughout the County in furtherance of a Regional Family Justice System for San Diego County that coordinates services for victims of domestic violence, child abuse, elder abuse, and sexual assault; and

WHEREAS, because the organization and operation of the San Diego Family Justice Center is independent and unique from all other functions of the City Attorney's Office and in order to carry on with the considerable investment made by the City and assure continued benefits to the citizens of San Diego realized from the Family Justice Center, the Chief of Police,

the City Manager, the Fire Chief, and the City Attorney are jointly proposing to establish a new City department to continue with the management, operations, and future development of the San Diego Family Justice Center; NOW, THEREFORE,

BE IT ORDAINED, by the Council of the City of San Diego, as follows:

Section 1. That Chapter 2, Article 2, Division 18, Section 22.1801(b) is hereby amended to read as follows:

§ 22.1801 City Departments

- (a) [No change in text.]
- (b) The following are the departments of the City of San Diego within the meaning of the Charter and ordinances of said City:

Auditor and Comptroller

Citizens Assistance and Information

City Attorney

City Clerk

City Council — District 1

City Council — District 2

City Council — District 3

City Council — District 4

City Council — District 5

City Council — District 6

City Council — District 7

City Council — District 8

City Manager

City Retirement
City Treasurer
Development Services Department
Engineering Department
Executive Services Department
Family Justice Center Department
Financial Management
Fire
General Services
Intergovernmental Relations
Library
Mayor
Neighborhood Code Compliance
Park and Recreation
Personnel
Planning
Police
Purchasing
Real Estate Assets
Risk Management
Waste Management
Water Utilities

(c) [No change in text.]

Section 2. That Chapter 2, Article 2, of the San Diego Municipal Code is amended by adding a new Division, and new Sections 22.2201, 22.2202, and 22.2203, to read as follows:

Division 22: Family Justice Center Department

§ 22.2201 Family Justice Center Department

The Family Justice Center Department is a City department. The department is a collection of public agency and social service agency organizations collaboratively brought together under the executive management of the City to fulfill a community need for "one stop shop" services to victims of domestic violence and their children.

§ 22.2202 Director of Family Justice Center Department

The Director is the administrative head of the department and shall be selected by the City Manager. The Director shall be the appointing authority of all City personnel authorized in the department through the normal annual budget and appropriation process of the City, with the exception of: any Deputy City Attorneys who shall be appointed and serve at the pleasure of the City Attorney, and any employees classified by the City to serve under the appointment, direction, and supervision of the Chief of Police.

§ 22.2203 Family Justice Center Steering Committee

The Family Justice Center Steering Committee shall consist of the Director of the Family Justice Center, the City Attorney, the Chief of Police for the City of San Diego, and the current Chair of the Public Safety and Neighborhood Services Committee of the City Council. The San Diego District Attorney shall also be invited to participate. The Family Justice Center Steering Committee members or

their designees shall meet periodically, but no less than once a quarter, to develop and oversee the operational guidelines for the Family Justice Center, and to make recommendations to the City Manager and the City Council for development of a Long Range Strategic Plan for development of the Family Justice Center, and to make recommendations pertaining to programs, priorities, and the annual budget for the Family Justice Center.

Section 3. The City Manager is directed to take those steps required to expeditiously establish the Family Justice Center Department as a managerial department, including but not limited to, the following:

1. Identify all staff positions to be assigned to the Family Justice Center Department from the City Attorney's Office and Police Department, and all current City costs associated with the Family Justice Center operation and report back within sixty days;
2. work with the City Attorney, Police Chief, the Municipal Employees Association, and other City department heads to coordinate all necessary transitional processes for creation of the Family Justice Center Department;
3. work with the Police Chief, Fire Chief, Public Safety and Neighborhood Services Committee Chair, City Attorney, and District Attorney to establish the Steering Committee to assist the Manager in overseeing the Family Justice Center Department;
4. include the Family Justice Center Department in the FY2006 Manager's Proposed Budget; and

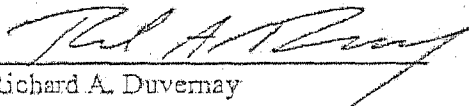
5. work with the City Attorney and Police Chief to appoint an Acting Director for the Family Justice Center Department and initiate a selection process for a permanent Director after the formal adoption of this ordinance.

Section 4. That a full reading of this ordinance is dispensed with prior to its final passage, a written or printed copy having been available to the City Council and the public a day prior to its final passage.

Section 5. That this ordinance shall take effect and be in force on the thirtieth day from and after its passage.

APPROVED: CASEY GWINN, City Attorney

By


Richard A. Duvernay
Deputy City Attorney

RAD:SHS:jab

11/02/2004

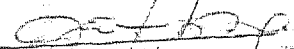
11/16/2004REV.

Or.Dept.Atty., Police, Fire, Mgr.

O-2005-61

I, CHARLES G. ABDELMOUR, Clerk of the City of San Diego, California, hereby certify that this is a true copy of papers on file and of record in the office of the Clerk of said City.

CHARLES G. ABDELMOUR, City Clerk

By  Deputy

Dated

11/16/2004



Regional Family Justice Center Network
DRAFT Concept Paper
June 2007

Regional Family Justice Center Network

Family violence is an extremely complex issue which manifests itself in varying dynamics within families – from intimate partner violence to child abuse, from teen dating violence to elder abuse, from sexual assault to emotional and psychological abuse. We must also recognize that violence that begins within the family unit often carries over beyond familial relationships in the form of youth violence, gang violence, school violence, and community violence. Therefore, a comprehensive, regionalized approach to preventing and intervening with family violence is essential. Violence that originates within families affects the entire community.

The complexity of family violence is made even more difficult by a multitude of co-occurring factors – alcohol and substance abuse, mental health issues, and prior history of violence and victimization. To fully address the myriad of dynamics that come into play in family violence, we must develop a multi-faceted and multi-disciplinary response. A hybrid model consisting of both a public health and public safety approach provides an all encompassing safety net for both individuals and the community. This model has as its centerpiece a continuum of strategies --- which begins with primary prevention through tertiary intervention, and follows through intervention including offender re-entry and re-integration. Support for families should not end after the crisis has past. Because of the disruption of families and the trauma that has been sustained, following either shelter residency for the victim or incarceration for the offender, it is vital to help facilitate family re-unification if appropriate and re-integration back into the community for aggressors and survivors in order for these families to emerge healthy and whole.

The District Attorney's vision is to develop a comprehensive continuum of care for families across San Diego County including public safety services to be known as the San Diego County Family Justice Network. This continuum includes prevention of family violence, identification and screening, early intervention, intensive intervention and

support services, re-entry for victims and offenders, as well as re-unification/re-integration of families whenever appropriate. The foundation of this countywide system will be Regional Family Justice Centers. This network will be made up of four-five primary regional Family Justice Centers which reflect the continuum of care and facilitate the coordination of community and criminal/civil justice system intervention services for families experiencing domestic violence, child abuse, sexual assault and elder abuse. Such centers should be formed through and coordinated by existing community-based service agencies with financial and policy-based support and leadership from local law enforcement agencies, county government, cities throughout the region, and a diverse team of service providers from each region of the county who co-locate their services to benefit victims of domestic violence and their children. The core principal is community-based leadership and strong partnerships between public and private agencies. At present, there are two co-located service delivery Centers in San Diego County – the San Diego Family Justice Center (currently a department of city government) and the North County Family Violence Prevention Center. The third Center, the East County Family Justice Center is currently in planning in El Cajon. In addition, coordination with excellent programs throughout the county is central to the success of the Regional Family Justice Center Network's assistance to families in need.

The Regional Family Justice Center Network will focus in the four geographical areas for planning purposes in order to coordinate the development of regional plans which establish comprehensive, inter-related, interactive, coordinated community and criminal/civil justice system services in each area of the county.

As the plan develops, North County should begin evaluating the creation of two Regional Family Justice Centers – North County Coastal and North County Inland. The San Diego County District Attorney's Office and the County's Office of Violence Prevention should play a leadership role at the county level to provide consistency and coordination among the four to five regional Centers and the many collaborating non-profit service providers in each region of the county. The four geographical areas will correlate with existing court systems in the County: San Diego Central, East County, South Bay, and North County. Though initially focused on domestic violence services, the Network will ultimately seek to coordinate the prevention and intervention work of domestic violence, child abuse, sexual assault, and elder abuse professionals.

In order to thoughtfully plan and implement this system of care countywide, an incremental phasing-in process is currently being utilized. The first regional focus area has been East County. County supervisor Dianne Jacob and District Attorney Bonnie Dumanis, in partnership with Sheriff Bill Kolender and a host of community-based organizations, have convened a forty agency strong Working Group to develop a blueprint and an operational plan for a coordinated community response to family violence in East County. Working in partnership with the East County Domestic Violence Coalition and the internationally recognized National Family Justice Center Alliance, this collaborative team is developing a regional Family Justice Center in El Cajon, California to provide comprehensive, co-located, multi-disciplinary services to victims of family violence and their children in the east county region of San Diego

County. The year-long planning process will produce a Blue print by May 2008 to guide creation of the East County Family Justice Center.

The East County Family Justice Center in conjunction with local community resources will address not only the coordinated provision of all available community and criminal/civil justice system services, but will also incorporate prevention services that address issues related to drugs, alcohol, gangs, juvenile crime, and related intimate partner violence. At present, the East County planning and implementation process is estimated to be completed with their first phase process (creation of the blue print by May 2008).

As noted, the long-term vision for the Regional Family Justice Center Network is the development of a countywide system of care made up of co-located service delivery centers in each region of the county (with the potential for two in North County), designed to meet the unique needs of the community and taking into consideration the local resources available in each part of the county. It is expected that the Centers will offer different approaches and services based on the needs and demographics of each region. Each regional Center will be coordinated into the Regional Family Justice Center Network which will have a shared vision and mission as well as shared policies, protocols, procedures, and core values across regions and from Center to Center. Leadership at the county level is imperative to create consistency among Centers and close collaboration among Centers.

It is the intent of the Regional Family Justice Center Network to work closely with other concurrent efforts, including the County of San Diego's Comprehensive Domestic Violence Planning Process, the Raising the Bar Planning Initiative, the San Diego County's Safe Start Initiative which is building county capacity for expertise in the clinical treatment of children exposed to domestic violence, as well as other county and community efforts such as the County's Domestic Violence Fatality Review Team and the San Diego Partnership for Families. The goal of the Regional Family Justice Center Network is to work in concert with these efforts to ensure quality prevention and intervention delivery to all families at -risk or experiencing domestic violence irrespective of where these families reside in San Diego County.

As an integral part of designing and developing the Regional Family Justice Center Network, an inclusive community planning process is critical. Community leaders, community members, youth and families, local business leaders, public and private partners will be invited to take part in the planning of each Regional Family Justice Center including the re-evaluation of service delivery at each Center. Community ownership, decision making authority, and participation in the planning should be the impetus for the formation of each Regional Center. With the initial focus on East County, this approach will lead to the creation of an East County Family Justice Center Working Group, led by Supervisor Dianne Jacob, District Attorney Bonnie Dumanis, and Sheriff Bill Kolender, in partnership with the East County Domestic Violence Coalition, and the San Diego Foundation.

A shared vision and the collective development of guiding principles are important to success. Over the last two years, preliminary meetings have been held where community partners voiced their desire to include certain core values in the development of this Network. In the current meetings in East County and other regions, this list of core values will be presented and expanded upon by both the community planning and the resulting Working Groups in each region of the County.

Core Values – Each regional effort, beginning with the East County planning process will share the following core values:

Prevention Focused: A shared belief that “violence is learned” therefore can be prevented. Through increased awareness, education and skill building, we can increase the protective factors against intimate relationship and family violence, by means of primary prevention efforts. If violence has already manifested, through secondary and tertiary interventions, violence can be greatly reduced and eventually eliminated within relationships.

Primary prevention is most effective when it begins with children and adolescents. A significant component of the Regional Center’s prevention services will be directed towards children and youth, ages 0-17. Be it through home visiting programs, parent education, working with schools, public education and community based awareness campaigns, the East County Family Justice Center will infuse the principles of “healthy relationships” into all aspects of its prevention activities. In addition, a focus on youth development and youth leadership will help to spur prevention of relationship and family violence.

Prevention strategies will also be directed at the community-at-large. All regional initiatives should integrate primary, secondary, and tertiary prevention efforts into their respective service delivery systems while not neglecting intervention services for victims of family violence and their children.

Community Driven and Community-Based: Any community initiative directed at strengthening and serving the community must be community-driven. When addressing critical community issues like family violence, the solutions and remedies will not be effective unless they emanate from the community itself. All Regional Centers will be committed to engaging community leaders, residents (including youth and families) as well as local government and non-profit agency service providers in all planning efforts. It is equally important that all Regional Center programs and services be community-based. Each Regional Center should have community-based leadership. Whenever possible, each planning process for the development or expansion of Centers or related services in the Network should have representatives from the following:

Community Members
Community Leaders
FV Survivors

FV Service Providers
Law enforcement – Local, State and Federal
Prosecution
Judges and court staff- Superior and Family Court
Child, Family & Legal Advocacy
Health and Medical Professionals
Adult and Children's Mental Health
Child Welfare Services
Aging and Independent Services (APS)
Alcohol and Drug Services
Batterer Intervention
Shelter Services
Sexual Assault
Faith Community Leaders
Business Leaders
County Counsel
Adult and Juvenile Probation
Education

Each regional planning group should be culturally diverse and reflect the composition of the community.

Client Oriented and Family Centered:

The highest priority is client safety and well-being. All processes, policies, and procedures will ensure client confidentiality and client safety. Historically, an adult victim/perpetrator model was used to address family violence. It is understood that during times of crisis, initial services may have to be provided individually to family members until the violence has stopped and the family has stabilized. It is also important to recognize that the majority of families affected by family violence do reunify. Even if the partners choose to separate, these unions with children in common continue to be important relationships, engaging in situations of co-parenting, joint custody, child support, etc. All efforts will be made to look at the family as a whole, made up of a number of individuals who will benefit from supportive prevention and intervention services.

Culturally Appropriate and Responsive: All initiatives in the Regional Family Justice Center Network will strive to ensure access to culturally and linguistically appropriate services. Each region will identify the diverse populations included in their communities and include in development of their policies and procedures how to best serve all segments of their region. Membership of each regional working group should reflect the cultural diversity of their respective communities.

Offender Accountability Focused:

Pro arrest/pro prosecution

All initiatives should acknowledge the criminal nature of most family violence. While the criminal justice system should not be the only response, nor necessarily even the primary response to family violence, all processes, policies, and procedures should emphasize criminal accountability for family violence perpetrators including pro-arrest and pro-prosecution philosophies and coordination with civil justice system interventions.

Re-entry and Re-integration: Families that have experienced serious violence often have family members who have been incarcerated for the offense. As stated earlier, holding offenders accountable and their subsequent incarceration is important to ensuring that all violence ceases to continue. Equally critical during the time of re-entry, and whenever appropriate, is re-integration back into the family and community. The success or failure of offender rehabilitation and family re-unification depends on this. We recognize that the time following incarceration is a very crucial time for the entire family, when support and guidance back to a non-violent, cohesive family unit is needed by all. The Regional Family Justice Center Network is committed to having specialized components with specific expertise and specialized assistance to facilitate the successful re-entry and re-integration of offenders and their family members.

Capacity to Change: The Network will embody a fundamental belief in the capacity of people to change and heal. The regional efforts should be embedded in the belief that "all people have the ability to change." More specifically, that individuals have the ability to change "unhealthy" attitudes, thinking, behaviors, and values, which will, over time, result in "healthy", non-violent relationships. Appropriate interventions can further assist individuals and their families to move toward more nurturing, non-violent relationships. Families who have experienced family violence have the ability to heal from the stress and trauma and cease any future violence. A shared commitment of all regional efforts will be to move families toward positive change and healing.

Evidence Based and Evaluation Oriented: There is a growing body of research in effective treatment and intervention efforts with family violence. The Regional Family Justice Center Network will have a commitment to utilizing the most effective evidence-based practices and best practices available. As new evidence-based treatments emerge, the Regional Centers will continue to incorporate these new practices in their work with children, individuals and families to ensure the best outcomes for all served. The system will be outcome oriented and outcome driven. Services and programs will have an evaluation component, to continually evaluate that effectiveness of all treatment and intervention.

Specialization: Special training and education for those assigned to each center should be provided. Any staff members from public or private, community-based

agencies that are assigned to a Family Justice Center should be allowed to stay for a significant period of time to ensure continuity of services on the part of an agency's commitment of staff to any Family Justice Center in the region.

Commitment to Integrated Systems and Multi-Disciplinary Approaches to Family Violence: Because of the multitude of factors that comprise family violence, it is important to offer individuals and families an integrated, multi-disciplinary approach. Since programs and services will be situated in a single location, every effort will be made to offer an array of essential services, including those related to public health and public safety, mental health and spiritual support, and alcohol and drug services. All services should be integrated and seamless to those they serve. The components of each Center in the Network, while locally based, should connect at the County level, creating an integrated regional system across the County, rather than a series of local programs. The integrated system will seek to ensure that high quality practice is implemented and redundancies are avoided

Core Components – The following components should be incorporated into the Regional Family Justice Center Network planning process:

1. Critical Partners:

All regional efforts shall focus on a multi-disciplinary approach to developing coordinated community response within the Regional Family Justice Center Network.

All initiatives should seek to include, at a minimum, the following professionals and disciplines:

- a. Law enforcement/prosecution
- b. Medical (for diagnostic, treatment and forensic purposes) evaluation
- c. Victim advocacy
- d. Mental health services for adult victims
- e. Specialized trauma mental health services for children
- f. Child and Adult Protection
- g. Legal services
- h. Non-sectarian faith-based services
- i. Community-based non-profit agency social services
- j. Substance Abuse providers
- k. Prevention services
- l. 24 Hour Response Team (Integration)
- m. Military Service Centers (Connecting Families)

Those represented in the Working Group should also be included as critical partners.

2. Any Family Justice Center developed as part of the Network should seek to develop interactive information sharing, training, and collaboration with the San Diego Family Justice Center and the North County Domestic Violence Service Center
 - a. Each Center should include all critical partners in either an off-site or on-site partnership relationship
 - b. Each Center should have policies and procedures in place at the time of opening that connect it to other operating centers in the county
3. Any Family Justice Center facility will be client oriented and therefore all services or contact with or for the offender will occur at a different location than where victims receive services
 - a. No Family Justice Center will knowingly place victims and offenders together unless specifically authorized for limited purposes.
 - b. Each operating Center will provide services only to victims and their children.
 - c. Offenders will receive services at separate and distinct locations from operating Centers
4. Strategic Development of a continuum of services:
 - a. During any regional planning process, the group should also focus on development of a continuum of services from prevention to intervention, through re-entry and re-integration for victims, offenders, and their children for all related disciplines, including domestic violence, child abuse, sexual assault, and elder abuse.
5. Culturally Sensitive Response:
 - a. Each region should conduct a broad regional assessment of the demographics of its population and design a plan to ensure access to culturally and language appropriate services for all victims and their children.
6. Community Training/Education Plan:
 - a. Each region should develop a plan to ensure, at a minimum, relevant and regular trainings and cross-trainings for law enforcement officers, prosecutors, medical professionals, volunteers, advocates, child welfare workers, mental health professionals, alcohol and drug staff, court staff, and judges.
 - b. All training materials should be consistent with the San Diego County Law Enforcement Protocol on Domestic Violence.

c. The Training Plan should include community outreach initiatives intended to develop broad public awareness on the relationship between domestic violence, child abuse, sexual assault, and elder abuse in the relevant sub-region of the County.

November 15, 2004

REPORT TO THE HONORABLE
MAYOR AND CITY COUNCIL

SAN DIEGO FAMILY JUSTICE CENTER DEPARTMENT PROPOSAL

INTRODUCTION

The San Diego Family Justice Center opened on October 10, 2002, with unanimous support from the Mayor, City Council, City Attorney, City Manager, Police Chief, Fire Chief, and over forty community organizations. Supporters included the County's entire Congressional delegation and state legislative delegation. The Family Justice Center (including its camping initiative, Camp Hope) has become the most significant and comprehensive public safety initiative addressing domestic violence in the history of San Diego. Law enforcement, prosecution, intervention, and prevention services are now available under one roof to address all aspects of family violence incidents.

Since its inception, however, the San Diego Family Justice Center has not had a formal governance structure. It has been managed and supervised by the City Attorney, the Police Chief, and the Real Estate Assets Department. Using a public/private partnership model, the Center has also built relationships and alliances with a host of non-profit public and private agencies. These relationships are largely informal and are based on partnership agreements and Memorandums of Understanding. With the rapidly expanding scope and stature of the Family Justice Center on a local, state, national, and international level, we are proposing to codify the San Diego Family Justice Center into the City's Municipal Code in order to develop a collaborative governance structure and bring all funding aspects of the Center under the authority of the City Manager. We are also proposing the creation of an Executive Committee that will assist the City Manager in the operation of the Family Justice Center.

OVERVIEW

The San Diego Family Justice Center has become a model for the nation with the creation of the President's Family Justice Center Initiative in the fall of 2003. In July 2004, the United States Department of Justice completed a competitive selection process

the entire City Attorney's Domestic Violence Unit, and over 23 non-profit agencies, work together every day to provide services to clients from across the City.

Listed below are the agencies that are currently housed at the Family Justice Center or are in the process of moving into the Center. These organizations support the operation, goals, and objectives of the Family Justice Center and collectively enhance the service delivery effort for victims of family violence within the City of San Diego:

1. Adams and Adams Consulting (Strategic Planning)
2. Adult Protective Services
3. Cal Western Law School – Legal Internship Program
4. Camp Hope
5. Center for Community Solutions (Restraining Order Clinic/Shelter Services)
6. Child Protective Services
7. Children's Hospital – Chadwick Center
8. Home Start
9. Department of Defense Military Liaison (Navy and Marine Corp)
10. President's Family Justice Center Initiative, Technical Assistance Program
11. San Diego City Attorney's Office, Child Abuse and Domestic Violence Unit
12. San Diego District Attorney's Office
13. San Diego Family Justice Center Foundation
14. San Diego Fire Department – Chaplain's Program
15. San Diego Police Department – Domestic Violence Unit, Elder Abuse Investigations (pending) and the Volunteer Program
16. San Diego Domestic Violence Council
17. San Diego County Probation Department
18. San Diego Volunteer Lawyer Program
19. Sharp Grossmont Hospital – Forensic Medical Unit
20. Teen Court
21. Travelers Aid
22. UCSD – Paralegal Program
23. UPAC – Union of Pan Asian Communities
24. SDSU Women, Infants and Children Program (WIC)
25. YWCA – Legal Clinic/Shelter Services

While efficiency and collaboration have been important successes by bringing professionals together, the most important results are increases in public safety. The results have been tremendously encouraging. Since the San Diego Family Justice Center opened its doors in October 2002, domestic violence homicides have continued their twenty year decline in the City of San Diego. In 2002, there were nine domestic violence homicides in the City. In 2003, there were seven domestic violence homicides. And in the

last 12 months, there have been five domestic violence homicides in the City. Most notably, no one seeking services at the San Diego Family Justice Center has been a victim of homicide. These tremendous results continue the twenty year decline in domestic violence homicides in the City as the City Attorney's Office and Police Department have pursued a coordinated community response approach in San Diego. In 1985, San Diego experienced 30 domestic violence related homicides. Today, we are steadily moving toward ZERO. We aspire to be the first major City in America with no deaths related to domestic violence.

While the annual City costs related to the Family Justice Center are approximately \$1 million per year, excluding staffing costs, the value of the investment is obvious. Less women, men, and children are dying today as a result of our public safety efforts and the quality of life for those seeking services at the Family Justice Center is improving. Experts estimate that a single murder case in America costs in excess of \$1 million to prosecute to completion. Preventing one homicide through the Center's work makes the business case for the Center's on-going funding levels. But the statistics are pointing toward far greater results in both homicide prevention and service effectiveness. In recently conducted Focus Groups, Family Justice Center clients have praised the work of the Family Justice Center and have credited the Center with dramatically increasing their safety and reducing their fear and pain.

The Mayor and the City Council deserve tremendous credit for the unanimous support you have consistently shown for the Family Justice Center. You have demonstrated the foresight, the courage, and the vision to take San Diego to the next level in its response to family violence. We must also recognize the community partners at the Family Justice Center who have invested themselves in helping hurting families and sharing the City's vision of one day being the first major city in America to achieve zero domestic violence homicides.

STRATEGIC PLANNING PROCESS

Over the last eighteen months, the Police Department, the City Attorney's Office, and many other public and private agencies have been participating in a strategic planning process to lay out the future of San Diego Family Justice Center. One year, three year, and five year Strategic Plans have been developed. The original strategic plan for the Family Justice Center envisioned two phases of development. Phase I, currently in operation, is focused on services for adult victims of domestic violence. Phase II, currently in the planning stages, envisions comprehensive services for victims of domestic violence, sexual assault, child abuse, and elder abuse. Efforts are underway to develop new county-wide protocols which would include the Family Justice Center within the context of San Diego's response to child abuse, sexual assault and elder abuse.

Administrative Assistant/Legal Secretary. The last two years have proven that each of these positions is critical to the administration of the Center. These positions are currently staffed with personnel from the City Attorney's Office and the San Diego Police Department. The Real Estate Assets Department has also expended considerable time on matters related to the Family Justice Center that could be absorbed by the staff of the new department. This resource transfer is comparable to the Ethics Commission Department created using City Attorney personnel and corresponding budget allocations. A Family Justice Center department would consolidate positions from different City departments, allowing the staff to focus exclusively on the needs of the Family Justice Center.

Under the ordinance, the Police Chief will maintain authority over all personnel assigned to the Family Justice Center and will maintain command prerogative related to moving or reassigning personnel based on public safety needs in the City. The City Attorney will maintain authority over all unclassified personnel, including Deputy City Attorneys under the authority of the City Attorney. Other City Attorney's Office classified personnel including victim advocates, and support staff currently assigned to the Family Justice Center could be transferred to the Family Justice Center department in a process to be identified by the City Manager and in consultation with the City Attorney. This would ensure the provision of ongoing and essential client services at the Family Justice Center. These issues can be addressed by the Manager during the implementation process for the new department.

The ordinance also anticipates an Executive Committee to advise the Manager and assist in the governance process. The members will include the City Attorney, the Police Chief, the Chair of the Public Safety and Neighborhood Services Committee, the District Attorney, and the Director of the Family Justice Center Department. The Executive Committee will provide hands-on oversight and input related to the day to day operations of the Family Justice Center. The Committee will also assist in coordinating the work of the Family Justice Center with the regionalization process moving forward countywide.

The San Diego Family Justice Center, through the leadership of the City Attorney and the Police Chief, has obtained local, national, and international acclaim. The Center has developed its own name recognition and its own identity. The work of the Center is now bigger than any individual and must be structured to acknowledge this reality. The entire national funding approach is changing with the development of the Family Justice Center model. The entire vision is now transforming funding practices of local agencies at the national level. For example, new federal domestic violence grants are mandating that agencies receiving funds partner with their local Family Justice Center in order to receive federal grant monies. Two such recent grants received in San Diego County by the Department of Health and Human Services and the Southern Indian Health Council contained the new federal grant requirements. The City's governance structure must therefore adapt to respond to this changing reality as well.

The San Diego Family Justice Center has generated significant revenue in the form of grant dollars, community partnerships, volunteer services, and corporate support. It has played a central role in spawning a national movement. A host of public and private agencies are continually seeking to develop partnership relationships with the Center. National organizations are now holding trainings at the Center. Community members are volunteering to be part of the Center's Volunteer Program. Private philanthropists are approaching the Center's Foundation in order to support the work of the Center and its camping initiative, Camp Hope. In order to keep the effort moving forward, it is clearly time to make the San Diego Family Justice Center a distinct legal reality with a formal governance structure that recognizes the leadership and authority of the Mayor and Council over this powerful initiative. While some other legal structure may emerge in the years to come, creation of a city department is clearly the best approach at the present time.

Currently, federally funded sites under the Justice Department's Family Justice Center Initiative are identifying the governance issues as the foundation for all other decision-making. In San Diego, we have not had to address this issue before today due to the unique collaboration between partners based on the City Attorney's personal leadership over the process. Now, it is time to institutionalize a governance structure and acknowledge the size and scope of this exciting initiative. Bi-partisan support in Congress promises to assist as the national Family Justice Center movement progresses. San Diego must continue to lead the way for the rest of the nation and the governance structure of the Family Justice Center is central to that leadership.

The City Manager, Police Chief, Fire Chief and the City Attorney recommend that the following steps be taken:

1. Introduce and adopt the proposed ordinance to create the Family Justice Center Department;
2. Direct the Manager to identify all staff positions to be assigned to the Family Justice Center Department from the City Attorney's Office and Police Department and all current City costs associated with the Family Justice Center operation and report back within 60 days;
3. Direct the Manager to work with the City Attorney, Police Chief, the Municipal Employees Association, and other City department heads to coordinate all necessary transitional processes for creation of the Family Justice Center Department;
4. Direct the Manager to work with the Police Chief, Fire Chief, Public Safety and Neighborhood Services Committee Chair, City Attorney, and District Attorney to establish the Executive Committee to assist the Manager in overseeing the Family Justice Center Department;
5. Direct the Manager to include the Family Justice Center Department in the FY2006 Manager's Proposed Budget; and

6. Direct the Manager to work with the City Attorney and Police Chief to appoint an Acting Director for the Family Justice Center Department and initiate a selection process for a permanent Director after the formal adoption of the ordinance.

Thank you in advance for your on-going support for the San Diego Family Justice Center. The Family Justice Center promises to profoundly impact the lives of thousands of hurting families in the years to come. The city, the county, the state, and the nation will benefit from your leadership and support for this vision. You each are playing a critical role in helping us stop the violence and abuse that can damage and destroy the lives of women, men, and children in our City.

Respectfully submitted,

LAMONT EWELL
City Manager

JEFF BOWMAN
Fire Chief

CASEY GWINN
City Attorney

WILLIAM LANSDOWNE
Chief of Police

CG:je
RC-2004-9