



REPORT TO MAYOR AND CITY COUNCIL

TO THE HONORABLE MAYOR AND COUNCIL

DATE: September 9, 2014

SUBJECT: UPDATE ON THE DEVELOPMENT OF A CENTRAL COUNTY FAMILY JUSTICE CENTER

Report in Brief

The purpose of this memorandum is to update the City Council on the development of a Central County Family Justice Center in Concord and to request that the Council adopt Resolution No. 14-74 (Attachment 1) in support of the development of a Central County Family Justice Center (FJC) in Concord.

After a two-day communitywide planning meeting held in March 2014, hosted by the City of Concord and attended by over 100 participants, a group of community members and city staff have been meeting as a transition leadership team focused on four key areas of development: (a) funding and sustainability; (b) service delivery and operations; (c) governance; and (d) communication. This memo contains background information and the team's proposal to begin operating a Family Justice Center in Concord. In addition, Chief Swanger will be making an oral presentation during tonight's City Council meeting regarding the progress and vision for the development of the Central County FJC in Concord.

Background

What is a Family Justice Center?

The Family Justice Center (the "Center") is a warm and welcoming one-stop center for victims of domestic violence, sexual assault, child abuse, elder abuse, and human trafficking. The Center is where **families come first**. When survivors of interpersonal violence seek help, they are often frustrated by a fractured system. They may have to travel to multiple locations and tell their stories repeatedly. National estimates show that victims may have to access as many as 32 different agencies for assistance. These hurdles can discourage their efforts and cause many people to simply stop seeking help. The Center brings public and private partners together under one roof to provide wrap-around services.

The Family Justice Center model has been identified as a best practice by the United States Department of Justice and is employed in eighty communities worldwide. Coordinating services result in fewer homicides, increased victim safety, more autonomy and empowerment for victims, less fear and anxiety for families, and greater efficiency and coordination among service providers.

Why a Family Justice Center?

For clients, coming to one location is faster, more immediately helpful, and far less expensive than traveling to multiple locations throughout the county to receive help. Clients can access a broader spectrum of essential services during each visit when there are multiple partners on-site. Putting many agencies in one place not only promotes efficiency, but also can improve the quality of services. Working face-to-face in the same location allows agencies to serve and advocate for clients quickly and directly, eliminates redundancies, and improves coordination. Victims no longer need to tell their story multiple times, papers are filed right away, and cases are completed more quickly, with the ultimate result of faster client safety.

Not only does a Family Justice Center achieve safety sooner (thereby saving lives), it saves money. Each year, the Concord Police respond to and investigate a large number of incidents of family violence. Domestic violence is consistently 31-38 percent of all felony aggravated assaults in Concord. In addition, there is also an average of over 500 misdemeanor domestic violence assault cases in Concord. Lastly, a more troubling fact is the vast majority of sexual assaults and child molestation cases involve a family member or someone the victim trusts.

While family violence is often viewed as an intimate interpersonal problem, research indicates that it is closely tied to community violence and takes a substantial toll on community health. For individuals, exposure to violence reshapes the brain and increases the risk of antisocial behaviors, substance abuse, mental illness, and adverse health outcomes. At the community level, family violence places additional demands on an overburdened health system.

History & Success to Date

In 2000, the Contra Costa County Board of Supervisors adopted a policy of “Zero Tolerance toward Domestic Violence (ZTDV).” They recognized that disjointed services in the County were having limited success in curbing interpersonal violence and the dire impacts of violence on community members. Many County agencies and organizations worked together to address violence and abuse, and the Family Justice Center emerged as a key strategy.

There was a clear need to establish this collaborative service center and so much support from agencies and officials in Contra Costa County, that with the leadership of the ZTDV initiative, the West Contra Costa Family Justice Center was launched in February 2011 without a permanent home. The Center began serving clients at a temporary location in the police substation at Richmond’s Hilltop Mall and has assisted 700 families to date.

Meanwhile, the Center’s leadership team identified a suitable building in downtown Richmond as a potential permanent home for the Center. Contra Costa County donated the building, the City of Richmond took ownership, and the Center has a long-term lease agreement for the space. The City of Richmond obtained a \$2 million bridge loan to pay for the necessary renovation of the long-shuttered building. The West County Family Justice Center is planning to move to its permanent home in early 2015.

Discussion*Opening a Central County Family Justice Center in Concord*

Subsequent to the March 2014 strategic planning meeting, the leadership team held follow-up committee sessions with key community leaders focusing on sustainability, operations, and overall design of the Center. The leadership team synthesized the feedback and research gathered during this phase. The team also reviewed a number of properties and evaluated them based on size, costs, access to public transit and accessibility for clients. The property at 2151 Salvio Street, #201 (Todos Santos Plaza) emerged as the most suitable interim location with a permanent home to be determined at a later time.

It is anticipated that tenant improvements at the Salvio Street property would take approximately four weeks to complete. Once complete, the Center partner staff would require two to four weeks to transition into the space with a soft opening in week two and a grand opening in week five.

Client Needs

We expect to serve more than 2,000 individuals (750 families) per year at the Center. Based on the Concord Police Department's experience, as well as the West Family Justice Center's client data, we anticipate that the vast majority of the Center's clients will be low-income, and about half of the clients will receive services in a language other than English, mostly Spanish. We also expect that 95 percent of clients will be female, many with young children.

While a majority of clients will be victims of domestic violence, we expect to assist with significant numbers of sexual assault, elder abuse, and child abuse cases.

Partnerships Formed and Emerging

The Center will bring together the diverse group of professionals from the criminal justice, civil legal, advocacy, health, and mental health system. To date, the leadership team has identified and engaged the following partners to co-locate their staff at the Center during the initial start-up period:

Adult Protective Services: Preventive and remedial services to seniors and dependents.

- *Bay Area Legal Aid:* Free legal services in the areas of restraining orders, family law, housing, and public benefits.
- *Catholic Charities:* Therapy, immigration legal assistance, and social services.
- *Community Violence Solutions:* Comprehensive services for survivors of sexual assault and human trafficking.
- *Concord Police Department.*
- *District Attorney's Office:* Investigation and prosecution; and access to Victim Assistance Program.
- *STAND! for Families Free of Violence:* Comprehensive services for survivors of domestic violence including: emergency housing, case management, therapeutic services, advocacy, and support groups.

In addition, the Center will collaborate closely with the following off-site partners:

- *Michael Chavez Center*: Computer classes, job training, and placement services.
- *Monument Crisis Center*: Food, youth services, senior programs, and life skills.
- *Mujeres Unidas Activas*: Empowerment and employment services.
- *WE Care*: Child counseling.
- *Bay Area Crisis Nursery*: Emergency child care services.

The Center will expand its network of partners to provide not only crisis intervention services, but also long term safety and after care services.

Governance Model

As for the governance and decision making structure of the Central County FJC, the County's Zero Tolerance Initiative has undertaken the efforts to establish a countywide Family Justice Network to ensure long term sustainability and efficiency. The Network will have its regional governing body with oversight responsibilities for the countywide Network with campuses in Central (Concord), West (Richmond) and East (TBD) County. The County Zero Tolerance administrator will convene a work group to design and develop governance, such as board membership, roles and responsibilities, terms, decision making protocols, officers and committees. The work group will design the selection process for the governing body and help seat it.

During the start-up phase before the Network is established with its governing body, the Concord Center will operate under the fiscal sponsorship of Tides Center. Tides Center is the fiscal sponsor for the West County Family Justice Center and provides fiduciary and legal oversight to emerging non-profit social justice projects by offering fiscal, legal, and human resources functions, including payroll and benefits. During the interim phase, Tides can perform similar functions for the Central Family Justice Center. Tides' fees (approximately 10 percent of operating budget) are reasonable and competitive compared to other non-profit incubators or fiscal sponsors.

Service Model

Each Family Justice Center client works with a trained and culturally competent Navigator who serves as the client's single and trusted point of contact. Navigators work with each family to complete comprehensive needs and risk assessment. They help clients to identify the goals and outcomes that each family would like to achieve. They also support clients to make safety plans and connect with all the services they need to find long term solutions, including employment, financial literacy, and other economic assistance programs.

The Center serves as a backbone organization to support collective efforts to end abuse and interpersonal violence, provides a centralized and efficient infrastructure (i.e. work space, office equipment, and a training facility), coordination, and support for direct-service organizations to work together and remain in communication amongst themselves and with clients. Data collection and analysis is centralized, so partners remain responsive to client needs. The Center facilitates in-service and cross-disciplinary trainings amongst partner agencies, helps partners implement best practices, shares successful approaches and best practices with other Family Justice Centers, and builds community-based violence prevention strategies.

Resource Needs

The Center will provide a functional, efficient and comfortable workplace and meeting space. Computers, printers, copiers, and training equipment will enable staff to provide top-notch services. The reception and waiting areas will be warm and welcoming to clients and their family members. The proposed interim site in Todos Santos Plaza is an 8,000 square foot office suite on the second floor near the elevator. This light-filled space comes with two conference rooms, several private offices, a large kitchen, a separated reception area, and large space for work stations.

The initial staffing structure (Phase I) will consist of:

- *Center Director* - ensures high quality service delivery; develops and executes sustainability plans; maintains effective partnerships; and creates policy, communication, and advocacy strategies. He or she is responsible for all fiscal and personnel matters and for identifying funding sources and preparing grant proposals.
- *Site Coordinator* - responsible for day-to-day operations of the Center, including service provision, staff assignment, partnership management, and data systems.
- *Navigator* - a single point of contact for all Center clients.
- *Support Staff* - performs reception duties, maintains visitor/client logs, assists staff with scheduling appointments and performs other clerical functions including data entry.

Navigator and Support Staff will be employees of Tides Center and work side-by-side with the Concord PD's Domestic Violence Unit and Domestic Violence Advocate, Irene Van Der Lan, who will serve as Site Coordinator. During the start-up phase, the West County Center Director, Susun Kim, will serve as Interim Director while maintaining her duties as West County Center Director.

In Phase II, we anticipate that the Contra Costa Family Justice Network will have been formed with one governing body and one Executive Director overseeing both West and Central Centers. Additional key staff will be added to support the ongoing operations and overall sustainability of the Center. They include: an additional Navigator, Director of Project Connect, and Director of Technology, Evaluation & Training. In Phase III of the development, we anticipate that the Network will add another center in East County and have its own 501(c)(3) non-profit status.

Fiscal Impact*Funding and Sustainability*

The Center will require a "start-up budget" in the amount of \$64,000 for tenant improvements and purchases and installations of furniture/equipment/supplies. The operating budget consists of three phases; Phase I: Concord pilot operation in 2015; Phase II: West and Central Network; and Phase III: Countywide Network. The operating costs are estimated at \$353,000 during the first year of operation, assuming two new staff hires and interim part-time Director (1/2 of annual salary). One third of the operating costs, \$120,000 during the first year and \$144,000 during the second year, will consist of anticipated space costs.

In comparison, the value of co-located staff and partner agencies will be about \$2 million per year. The Center's partner agencies relocate their existing staff members to the Center, either full or part time, at no direct cost to the Center. These staff and their expenses are primarily paid for by our partner agencies, so the Center's annual operating costs remain low.

The West Contra Costa County Family Justice Center has a strong record of resource development from both public and private funding sources, raising over \$2 million to date. Foundation and corporate supporters include the Y&H Soda Foundation, the California Endowment, Richmond Community Foundation, AT&T, and San Pablo Community Foundation. Most recently, the Center obtained a \$600,000 grant from Kaiser Permanente Community Benefit in recognition of the value of its work. The Center has also received funding from the Department of Justice and support from the County Zero Tolerance Initiative.

The Contra Costa Family Justice Network, once formed, will become an effective communication and fundraising vehicle. Rather than competing for the same sources of funding, the two Centers will combine their efforts under one Network to seek funding to support each location. Further, the Network will also be able to form partnerships with various County departments for either in-kind support or funding. The regional Network planning undertaken by the Zero Tolerance Initiative will focus on and develop sustainability strategies.

Timing/Process

The leadership team proposes that the City pursue a lease at the Todos Santos site. The Concord Police Domestic Violence Unit (three full-time detectives and a detective sergeant) will be stationed at the Center. The Concord PD DV advocate, Irene Van Der Lan, and on-site partners listed above will start providing services while identifying and recruiting additional partners to come on-site.

Public Contact

The City Council agenda was posted in accordance with legal requirements.

Recommendation for Action

Staff recommends that Council support the planning activities of the Center and development of the countywide Family Justice Center Network by adopting Resolution No. 14-74 supporting the development of the Central County Family Justice Center in Concord.



Scott P. Johnson
Assistant City Manager

Prepared by: Guy Swanger
Chief of Police

**BEFORE THE CITY COUNCIL OF THE CITY OF CONCORD
COUNTY OF CONTRA COSTA, STATE OF CALIFORNIA**

**A Resolution Supporting the Development of the
Central County Family Justice Center in Concord**

Resolution No. 14-74

WHEREAS, the Family Justice Center is a welcoming one-stop center for victims of domestic violence, sexual assault, child abuse, elder abuse, and human trafficking; and

WHEREAS, the Family Justice Center model has been identified as a best practice by the United States Department of Justice and is employed in eighty (80) communities worldwide; and

WHEREAS, the Concord Police Department responds to over 600 cases of domestic violence a year; and

WHEREAS, Contra Costa County and the City of Richmond have successfully operated a West County Family Justice Center in Richmond to address the needs of victims of family violence for the past four years in that region; and

WHEREAS, the City of Concord is taking the leadership role in establishing a Central County Family Justice Center in Concord to meet the needs of the victims of family violence in this region; and

WHEREAS, after a two-day communitywide planning meeting in March 2014 hosted by the City of Concord and attended by over 100 participants, a group of community members and city staff have been meeting as a transition leadership team focused on the development of a Central County Family Justice Center in Concord; and

WHEREAS, a Family Justice Center has a proven track record with the coordination of a diverse group of professionals providing services including criminal justice, civil legal, advocacy, health, and mental health services; resulting in fewer homicides, increased victim safety, more autonomy and empowerment for victims, less fear and anxiety for families, and greater efficiency and coordination among service providers; and

WHEREAS, a Family Justice Center serves as a backbone organization to support collective efforts to end abuse and interpersonal violence, providing a centralized and efficient infrastructure,

1 coordination, and support for direct-service organizations to work together and remain in
2 communication in a safe environment for clients, in which coming to one location is faster, more
3 immediately helpful, and far less expensive than traveling to multiple locations throughout the county
4 to receive help with the ultimate result of faster client safety, thereby saving lives.

5 **NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF CONCORD DOES**
6 **RESOLVE AS FOLLOWS:**

7 **Section 1.** The Council is committed to and supports the planning activities of the Family
8 Justice Center and is in full support of the development of a Central County Family Justice Center in
9 the City of Concord.

10 **Section 2.** This resolution shall become effective immediately upon its passage and adoption.

11 **PASSED AND ADOPTED** by the City Council of the City of Concord on September 9, 2014,
12 by the following vote:

13 **AYES:** Councilmembers -

14 **NOES:** Councilmembers -

15 **ABSTAIN:** Councilmembers -

16 **ABSENT:** Councilmembers -

17 **I HEREBY CERTIFY** that the foregoing Resolution No. 14-74 was duly and regularly
18 adopted at a regular meeting of the City Council of the City of Concord on September 9, 2014.

23 **APPROVED AS TO FORM:**

21 _____
Joelle Fockler, CMC
Deputy City Clerk

24 _____
25 Mark S. Coon
City Attorney