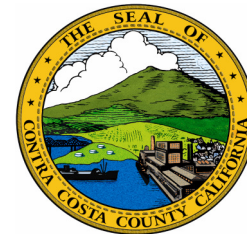


CONTRA COSTA COUNTY ZERO TOLERANCE FOR DOMESTIC VIOLENCE INITIATIVE

Strategic Plan, 2005-2006



ZERO TOLERANCE “SNAPSHOT Strategic Planning Process 2005

The Board of Supervisor’s “Zero Tolerance for Domestic Violence” Initiative (Zero Tolerance) is a multi-jurisdictional partnership, designed to reduce domestic and family violence and elder abuse in Contra Costa County through a comprehensive, coordinated, community-wide approach that interrupts the progressive cycle of violence.

Zero Tolerance is a collaborative effort among many disciplines: the Superior Court, the Sheriff’s, District Attorney’s and Public Defender’s Offices, the Employment and Human Services (including Children & Family Services, Workforce Services, and Adult Protective Services), Probation, Health Departments, and community service providers (STAND! Against Domestic Violence, Elder Abuse Prevention, and Bay Area Legal Aid).

Zero Tolerance emphasizes system improvement activities centered on addressing domestic/family violence and elder abuse early in order to reduce expensive crisis services (savings in law enforcement costs, court time, out-of-home placements) over time. Activities include; Domestic Violence Court, Vertical Prosecution Units and coordination of misdemeanor cases, Restraining Order Clinics, Co-located Liaisons, Intensive Supervision of Offenders, and a Multi-jurisdictional Domestic Violence Database.

Zero Tolerance is a long-term investment in system change that intends to 1) increase safety for victims and their children 2) increase access to services for people experiencing abuse and 3) increase capacity to reduce domestic/family violence and elder abuse.

HISTORY

In February 2000, the Contra Costa County Board of Supervisors adopted a policy of “zero tolerance for domestic violence” in the County and directed the County Administrator to convene a meeting of the leaders of County Departments and organizations responsible for domestic and

family violence and elder abuse prevention, intervention, prosecution of batterers and remediation. Based on the initial recommendations of this group, individual agency recommendations, as well as research and analysis of the overlaps and gaps in the County's response system, the Board subsequently authorized the "Zero Tolerance for Domestic Violence" initiative in fiscal year 2000/2001.

The "Zero Tolerance" initiative allocated funding across Departments and community organizations to improve the domestic and family violence and elder abuse response system focused on misdemeanor-level offenders, victims and families. Funds were allocated to individual department budgets. Service designs and costs were determined by individual agencies rather than collaboratively.

The Board required County Departments to establish and track "return on investment" performance measures. Departments utilized these funds to:

- Establish a misdemeanor domestic violence court, improve coordination of misdemeanor prosecutions and handle the increased caseload of domestic violence defendants;
- Coordinate prosecution of domestic violence cases at the misdemeanor level;
- Establish an elder abuse prosecution unit and utilize case preparation assistants to increase the number and quality of cases adjudicated;
- Increase investigations of misdemeanor cases (Sheriff's specialized DV Unit);
- Automate the filing of domestic violence orders in the statewide system;
- Extend the pilot restraining order clinic;
- Expand capacity to intensively supervise violent felony offenders and increase supervision of misdemeanor offenders;
- Train physicians, other health service providers and other County staff to identify and address domestic and family violence;
- Train professionals and community members to identify and address elder abuse;
- Expand outreach to victims and children to help them access state-funded counseling and remediation services;
- Convene a meeting of local service provider and community experts to study and make recommendations for system improvements;
- Install domestic violence liaisons in each Employment and Human Services office serving CalWORKs and Child Protection clients and workers;

- Enhance the domestic violence reporting and tracking capabilities of automated systems.

Activities began in January 2001.

In October 2000 over 50 local experts from across the County participated in a full day “Zero Tolerance” workshop to identify and prioritize system improvements. The group identified strategic directions for the County’s domestic violence response system and made initial recommendations for implementing top priorities. The top two priorities cited by participants were:

- Coordination of domestic and family violence and elder abuse intervention
- Establishing multidisciplinary teams to monitor perpetrators and serve victims and their families.

As part of its 2000-01 legislative platform, the Board of Supervisors sought state approval to protect this investment of County funds in the domestic/family violence system by establishing a funding stream for governmental oversight and coordination of Zero Tolerance activities. SB 425, the “Zero Tolerance for Domestic Violence” Act, was carried by Senator Torlakson, approved by the Legislature and signed by the Governor on July 20, 2001.

SB 425 conveys authority to the Contra Costa County Board of Supervisors to increase fees for copies of birth, marriage and death/fetal death records by up to \$2.00 per certified copy to provide governmental oversight and coordination of the County’s Zero Tolerance initiative.

Since its inception, Zero Tolerance partners tracked performance measures and reported to the Board. Highlights of results achieved to date include:

- Reduced re-occurrences of domestic violence - 2.4% recidivism rate in DV Court
- Increases in the number of people accessing services - 250% increase in the number of victims receiving restraining orders, 1250% increase in the number of DV CalWORKs waivers provided
- Effective investigation and prosecution – over 50% increase in the number of DV reports prepared by law enforcement

- Increased coordination/collaboration – further development of policies and/or procedures/practices

In December 2002 the Board adopted a “Domestic Violence in the Workplace” policy.

FINANCING

General fund dollars have been a core allotment, at its highest in 2001 at \$1.8 million and today at \$1.1 million.¹ Also, mirroring the fiscal challenges at the federal, state and local level, Zero Tolerance has had reductions since its inception. TANF funds available in the first year and carried forward as available have since been cut, as at the federal level, from the Zero Tolerance allotment. As a result of these reductions and loss of revenue training efforts were discontinued (e.g. health services and elder abuse) and the Sheriff’s DV Unit was disbanded.

Currently, Zero Tolerance activities are funded by general fund dollars (\$1.1 million), CC Future Fund (\$225,000 transient occupancy tax) and SB 425 (\$179,000 vital record fees, restricted use for oversight and coordination).

Zero Tolerance sought and received federal funding from the Office on Violence Against Women, Centers for Disease Control, and Department of Health and Human Services to build on core elements totaling over \$1 million over the next three years. The system enhancements funded by these grants include:

- DV training for law enforcement and the Court
- Enhancing the multijurisdictional DV database
- Legal advocacy for victims
- Court investigator
- Develop a multidisciplinary case conferencing model for law enforcement
- Conducting a safety audit of the County’s criminal justice system

¹ Historically, general fund dollars have resided in individual department budgets. For FY 04/05, consistent with the premise that Zero Tolerance is an interdependent system and policy, funding will be centralized.

- Developing and implementing a primary prevention strategy
- Planning a coordinated system for children who have witnessed or been exposed to domestic violence

STRENGTHS

Zero Tolerance has made an impact on shorter-term outcomes through the collaborative efforts of various partner agencies. Strengths include:

- Documented positive results (e.g. low recidivism rate at 2.5%, increased referrals and identification of DV victims)
- Operating a misdemeanor Domestic Violence Court
- Timely response on the part of Law Enforcement and the court when a defendant has violated a restraining order
- Intensive supervision of perpetrators by the Probation Department
- Increased capacity to address domestic violence/elder abuse
- Improved level of alignment in coordination/collaboration among the partner agencies
- Development or enhancement of internal and cross-agency policies and/or practices
- Making domestic violence and elder abuse more visible to the government and community
- Leveraged over \$1 million to build on core elements of the initiative

CHALLENGES

Challenges faced by Zero Tolerance include the following:

- Uncertain financial climate and anticipated budget reductions
- Heavily weighted in funding criminal justice activities
- Lack of centralized data system, confidentiality issues/how to share data across agencies and other data needs
- Lack of services for children
- Need for centralization of collaborative services under one roof
- Continuous training efforts (emphasizing cultural competency) for all partner agencies

- Not enough focus on prevention efforts
- Narrow scope of DV Court to only focus on limited misdemeanor cases
- More outreach efforts to immigrant communities
- Engage and include more community-based organizations that serve minorities
- No services for families who want to stay together

OPPORTUNITIES

- Partner agency willingness to work together
- Continued political commitment and will
- Legislative support - SB 425 Reauthorization
- Interest of funders in innovative approaches to addressing domestic violence and elder abuse

STRATEGIC DIRECTIONS UNDERWAY

- Planning a coordinated system for children/adolescents who witness or are exposed to domestic violence.
- Planning and implementing primary prevention activities focused on men and boys.

ZERO TOLERANCE INITIATIVE

Strategic Plan 2005-2008

MISSION

The mission of the Zero Tolerance Initiative is to effect a systems change that reduces domestic violence, family violence and elder abuse by fostering the development and implementation of collaborative, coordinated and integrated services, supports, interventions and prevention activities. *(Approved by Partners April 8, 2005)*

GUIDING PRINCIPLES

The work of the Zero Tolerance Initiative is devoted to the creation of safe and nurturing communities through the elimination of all types of domestic violence/elder abuse in families and personal relationships and is guided by the following overarching principles and values.

Sustainability

The focus of the Initiative is on long-term, sustainable systems change.

Voice of the Client

The perspective of the community and of those we serve will always be considered

Collaboration

Strategies or activities of the Initiative will be collaborative and interdependent in nature to ensure a systemic, long-term solution and a continuum of coordinated services, with accountability, evidenced among providers. Clear ongoing communication is essential. Each Partner in the Initiative represents the needs and contributions of his/her department or agency while remaining committed to the overall mission and vision of the Initiative.

Cultural Competency

Strategies or activities of the Initiative will strengthen the cultural competence of providers and will be designed to reach out and provide increasing accessibility to those served across all cultural communities.

Results-based Accountability

The Initiative will measure the results of its efforts through data-driven evaluation while remaining open to exploring new and promising practices.

Reinvestment of Diversified Funding

Funding for the Initiative will be diversified to ensure sustainability of the Initiative's work. Existing resources will be used to attract additional funding. Investments by the Initiative are time-limited and will be reinvested so that successful strategies can be institutionalized and new ones initiated over time.

LONG-TERM VISION

The Initiative is guided by the long-term vision of a Contra Costa County where by 2015:

- A continual, incremental reduction in the number of DV/FV/EA incidents from those reported in 2005 has occurred (recognizing that focusing on these incidents will initially increase reporting of them). All DV/FV/EA incidents, when they do occur, are reported.
- When domestic/family violence or elder abuse does occur, those who are abused and their children are safe and have increased access to adequate, co-located services and those who abuse will be held accountable.
- Collaboration has been increased among government and community-based organizations using a multi-disciplinary approach.
- The “light continually shines” on the issues of domestic/family violence and elder abuse, building community awareness, knowledge and zero tolerance. Increased outreach and education to the entire community will make it more likely that those who are abused will report incidents and access appropriate resources for safety and well-being.
- Zero Tolerance for Violence within families and against elders has become the popularly accepted and understood conventional wisdom through the county.
- Domestic/family violence and elder abuse are understood from the perspective of those who are abused, their children and those who abuse.
- Beliefs, values and behaviors have changed.
- Policies and practices have changed.
- The Initiative evidences strong and effective follow-up supported by necessary resources.

GOALS 2005-2008

- ❑ **Initiative Strategies:** Identify, enhance successful Initiative strategies and move them toward institutionalization into the ongoing work of Partners and Allies resulting in improved and aligned services. Build new strategies as needs are identified and as resources allow. Identify policy needs.
- ❑ **Capacity Building:** Continue to build the capacity of those who provide relevant services both within government and community-based organizations
- ❑ **Key Stakeholders:** Maintain the Initiative’s active “ownership” and leadership of the Contra Costa County Board of Supervisors and Partner agencies. Expand Partners and Allies.
- ❑ **Funding and Reinvestment:** Secure funding to advance the long-term vision of the Initiative continually leveraging resources. Continually reinvest Initiative funds as strategies are institutionalized.
- ❑ **Evaluation of Effectiveness:** Continue to measure and report on the effectiveness of the Initiative’s strategies using results-based accountability.

STRATEGIC PLAN IMPLEMENTATION - YEAR ONE

This document sets priorities and guides action but does not preclude the exploration of opportunities (as they arise).

Goal #1

Initiative Strategies: Identify and/or enhance successful Initiative strategies and move them toward institutionalization (sustainability) into the ongoing work of Partners and Allies resulting in improved and aligned services. Build new strategies as needs are identified and as resources allow. Identify policy needs.

SUCCESSFUL INITIATIVE STRATEGIES

Action Step	Responsibility	Milestones	Completion Date	Progress Report to Whom	Funding Source	Status
Define criteria for sustainability and reinvestment (see Goal #4)	ZT staff to draft/Partners to approve	Sustainability /Reinvestment definition and criteria established	November 2005	Partners	SB 425	
Identify current ZT strategies meeting criteria for sustainability-reinvestment and build plans/timelines	Partner Working group	All current strategies identified as limited-time or sustainable with plans which include resources. MOUs signed with appropriate Partners and Allies.	June 2006	Partners	SB 425	

NEW STRATEGIES

Action Step	Responsibility	Milestones	Completion Date	Progress Report to Whom	Funding Source	Status
Begin development of strategies serving children. Outline long term plan to create a continuum of services, supports, interventions and preventions for children who have witnessed/been exposed to DV	Partner/Allies Working group	Plan completed	June 2006	Partners	Safe & Bright Futures	
Implement primary prevention strategies focused on men/boys: a. Form community action teams b. Design and produce public awareness campaign	Partner/Allies Working group (DELTA project) with staff support by STAND!	Action teams identified with leaders Campaign materials	September 2005 January 2006	Partners	DELTA grant	
Develop multi-disciplinary team response model for law enforcement.	ACAD Police/Victim Subcommittee to lead with ZT staff support	Protocol for MDT Pilot in one jurisdiction	March 2006 July 2006	Partners; Police Chiefs Assn.; ACAD; (DOJ/VAW Office)	GTEA In-Kind	
Develop elder abuse needs statement	Partner/Allies Working Group	Needs statement	August 2006	Partners	In-Kind	

Possible Year 2 and Year 3 actions. In identifying actions for YR2 & YR3 our intention will be to avoid duplication, enhance successful activities, and leverage resources.

- A. Expand DV Court
- B. Develop activities/programs serving children.
 - 1. Develop a supervised visitation center for children who have witnessed/been exposed to DV.
 - 2. Develop psycho-educational program(s) for children who have been witnessed/been exposed to DV.
 - a. Partner with schools to develop innovative programs focused on trauma and assisting children in reaching developmental milestones.
 - b. Mandatory DV education in the schools (elementary through high school) (policy issue)
- C. Enhance existing pre-natal, in-home services in the County to address domestic violence.
- D. Work toward a co-located, multi-disciplinary team approach by building on such efforts already in place (three areas of the county, SIT teams, RO clinics, Elder Abuse/APS work etc.)- Have aspects of this “shelf-ready” to be able to take advantage of funding when it becomes available
 - 1. Create the best practices model for “one stop” center(s).
 - 2. Develop services for intact families experiencing domestic violence. (Ex: in-home long-term supportive case managers. Identify appropriate service providers, avoid duplication).
- F. Elder Abuse
 - 1. Develop outreach and public awareness campaign.
 - 2. Implement FAST team.
 - 3. Develop Death Review team.
 - 4. Increase mental health services for elders.
- G. Public Awareness
 - 1. Increase public education/awareness activities using culturally relevant messages
 - 2. Use the “campaign against smoking” as a model
 - 3. Identify specific venues for out-reach (education/schools, senior centers, etc.)

Goal #2

Capacity Building: Continue to build the capacity of those who provide relevant services both within government and community-based organizations

Action Step	Responsibility	Milestones	Completion Date	Progress Report to Whom	Funding Source	Status
SB 425 Re-authorization	ZT staff/Board of Supervisors	Report to Senate Judiciary Reauthorization	February 2006 October 2006	Partners / Board of Supervisors		
Build plan to maintain competency-based inter-organizational staff training re DV/FV/EA to assure continuity amidst high rates of turnover	Partner Working Group	Plan approved; Funding secured, sustainability identified and implementation begins	June 2006 Fall 2006	Partners		
Improve DV database	Sheriff (ARIES staff) with ZT staff support	Create relational database (link to ARIES) Implement	June 2006 July 2006	Partners	GTEA	
DV training for multiple law enforcement jurisdictions	ACAD Police/Victim Sub-Committee with ZT staff support	Multi-jurisdictional train the trainer event Training schedule for jurisdictions 1,108 personnel trained	October 2005 November 2005 July 2006			
Conduct Safety Audit of DV-serving agencies county-wide to provide information on system capacity and recommended improvements	ACAD Executive Committee to lead with ZT staff support	Convene safety audit team Audit report	October 2006 July 2006	Partners; ACAD; (DOJ/VAW Office)	GTEA	

Anticipated Year 2 and Year 3 actions. In identifying actions for YR2 & YR3 our intention will be to avoid duplication, enhance successful activities, and leverage resources.

- . Develop effective shared/centralized database (real time information available)
 1. Address and resolve confidentiality issues
 2. Refine/add to current data systems

- A. Develop procedures/tools for identifying “red flags” so support can be provided to prevent escalation of violence and increase staff capacity to identify DV and carry out procedures

Goal #3

Key Stakeholders: Maintain the Initiative’s active “ownership” and leadership of the Contra Costa County Board of Supervisors. Expand Partners and Allies.

Action Step	Responsibility	Milestones	Completion Date	Progress Report to Whom	Funding Source	Status
Establish Plan for annual individual briefings of Board members and regular formal update report on ZT activities to Board	Partners/ZT staff	Annual progress update occurs Briefings occur	October 2005 Spring 2006	Partners		
Strategically identify and involve new partners and Allies; emphasize CBOs that serve minorities; businesses; faith community	Identified Partners/ZT staff	Briefings/meetings with new partners/allies	Continuous	Partners		

Anticipated Year 2 and Year 3 actions. In identifying actions for YR2 & YR3 our intention will be to avoid duplication, enhance successful activities, and leverage resources.

- . Explore the use of volunteers to assist in the Initiative’s work
 1. Develop internship program with an emphasis on fundraising, grant development, and evaluation. Partner with local university/college.
 - A. Involve faith community. (Ex: “twelve-step” model equivalent will be provided free in churches and communities).

Goal #4

Funding and Reinvestment: Secure funding to advance the long-term vision of the Initiative continually leveraging resources. Continually reinvest Initiative funds as strategies are institutionalized.

Action Step	Responsibility	Milestones	Completion Date	Progress Report to Whom	Funding Source	Status
Set up Development Team (DC)	ZT Staff	Calendar of conference calls	9/1/05		SB425	
Partner staff allocation	DC and ZT Staff		9/15/05		SB425	
Set up staff funding search system	Dev. Team	Updated report of sources available bi-monthly	9/30/05		SB425	
Complete database of sources	ZT Staff	Completed	10/15/05		SB425	
Development Calendar issued, posted online (use partner website or tripod)	ZT Staff/DC & Dev. Team	Completed	10/30/05		SB425	
Set up online info page (tripod or other)	Dev. Team	Completed	11/15/05		SB425	
Implement calendar of proposals	Dev. Team	Launch	10/30/05		SB425	
Determine 3-years of development infrastructure goals	DC	1 conference meeting 1 survey Report issued to CAO	12/15/05		SB425	
Prioritize program funding options	Dev. Team recommend to DC	NA	11/1/05		SB425	
Calendar small steps in development infrastructure	Dev. Team	Extended 12-mo. calendar printed	11/31/05		SB425	
Establish marketing goals and labor solution (in-kind publicist?)	DC	Memo completed	11/31/05		SB425	
Take next step in development infrastructure (secondary funding source)	Dev. Team	Target person identified to lead next step	1/1/06		SB425	
First new hire for ZT development	Chosen Agency	Grant awarded	3/1/06			

Possible Year 2 and Year 3 Actions. In identifying actions for YR2 & YR3 our intention will be to avoid duplication, enhance successful activities, and leverage resources.

- . Work toward stability in funding by developing a long-range plan for resources.
 1. Balance investments among prevention/education, support for those who are abused and those who abuse.
- A. Develop a ZT website.
- B. Explore the feasibility of a mandated tax-funding to ensure sustainability.
- C. Develop a methodology to track in-kind investments.

Goal #5

Evaluation of Effectiveness - Continue to measure and report on the effectiveness of the Initiative's strategies using results-based evaluation.

Action Step	Responsibility	Milestones	Completion Date	Progress Report to Whom	Funding Source	Status
Complete DV Court Cost Analysis	Evaluator/DV Court Partners	Report	September 2005	Partners / Board of Supervisors	SB425	
Update ZT Evaluation Plan	Evaluator with ZT staff	Evaluation Plan	October 2005 and on-going	Partners / Board of Supervisors	SB425	
Develop and implement standardized ZT tool to assess satisfaction of consumer/client by type of service/agencies	Evaluator with ZT staff submit draft to Partners	Tool and Implementation Plan Implement consumer satisfaction tool	December 2005 July 2006	Partners / Board of Supervisors	SB425	
Develop data spreadsheet on prevalence of DV/EA (snapshot of County)	ZT staff submit draft to Partners	Data Spreadsheet	September 2006	Partners / Board of Supervisors	SB425	

Possible Year 2 and Year 3 Actions. In identifying actions for YR2 & YR3 our intention will be to avoid duplication, enhance successful activities, and leverage resources.

- . Document avoided costs associated with system's response.
- A. Increase research capacity