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- 503-539-081 or listen on your computer speakers
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Your host today:



Melissa Mack
Director of Technical Assistance
FJC Alliance



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Your presenter today:



Barbara J. Hart, JD
Senior Law and Policy Advisor
Battered Women's Justice Project Senior Counsel
National Center on Full Faith and Credit



Millicent Shaw Phipps, JD

Managing Attorney

National Center on Full Faith and Credit



Protection Orders and Full Faith and Credit

Barbara J. Hart

Millicent Shaw Phipps

October 19, 2010

What Is a Protection Order?

 Under VAWA, a "protection order" is defined as "...any injunction, restraining order, or any other order issued by a civil or criminal court for the purpose of preventing violent or threatening acts or harassment against, sexual violence, or contact or communication with or physical proximity to another person..."

 This expansive definition also includes "any support, child custody or visitation provisions, orders, remedies or relief issued as part of any protection order, restraining order or injunction." 18 U.S.C. § 2266(5).

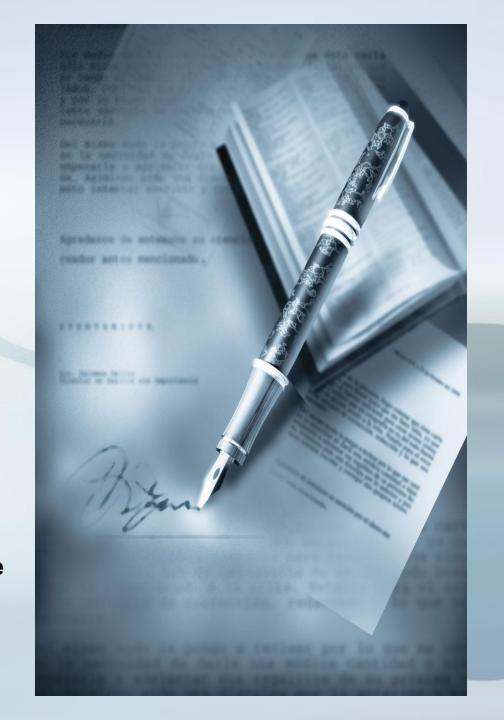
Protection Orders:

- These orders may be hand written or oral.
- They may be on a form or they may be issued orally by a judge or judicial official.
- Orders also vary in length and content.



Orders issued to prevent domestic violence, sexual assault, dating violence or stalking may be called many things including:

- Stay Away Order
- No Contact Order
- Restraining Order
- Injunction for Protection
- Harassment Order
- Protection from Abuse Order
- Stalking Protection Order
- Orders not to Abuse, Harass, Contact, etc. that are part of bail, probation or parole conditions
- Protective provisions in divorce or dissolution agreements
- Injunction for Protection
- Emergency, temporary or ex parte order



Other protection orders:

- Conditions on bail or release, on probation or parole and criminal no contact orders;
- "No contact" orders in divorce decrees;
- Directives in "parenting time" orders that prohibit contact, threatening behavior, etc.;

- Think broadly when discussing what type of legal orders a survivor already has.
- Full faith and credit will generally apply.

Purpose of protection orders:

- To stop the respondent from further threats, physical or sexual abuse, harassment, or stalking by a person found to have inflicted violence against a family member, intimate partner, or dating partners; defined by law of the state, tribe or territory issuing the PO.
- Some jurisdictions allow a petitioner to obtain an order against someone who they do not have an intimate relationship with.
 For example, stranger stalking orders and stranger sexual assault orders.

Things Advocates and Attorneys should consider:

 Does the survivor plan on leaving your jurisdiction for work, travel, or a permanent move?

Questions to ask regarding travel?

- Are you moving to a different community?
- Do you work and live in different locations?
- Are you going to school out of state or off tribal land?
- Are you planning a vacation or extended travel?
- Do you shop in another state or off the military installation?
- Are you going to an event outside the community where you reside?

Things Advocates and Attorneys should consider:

- What is the appropriate jurisdiction for a person to get a protection order?
 - Where abuse happened.
 - Where abuse started and finished (cyber)
 - Where DV victim needs protection within a state, tribe, territory and jurisdiction to which victim flees (25 states)

Survivors Can Flee and Get an Order

- Alabama
- Arizona
- Arkansas
- **Delaware**
- Florida
- Hawaii
- Idaho
- Indiana
- lowa
- Kentucky

- Massachusetts
 Vermont
- Minnesota
- New Hampshire
 Washington
- New Jersey
- North Dakota
- Oklahoma
- Rhode Island
- Texas
- Tennessee
- Utah

- Virginia
- West Virginia
- Wyoming

You can travel with a protection order!



The Concept: Full Faith and Credit

"Full Faith and Credit shall be given in each State to the public Acts, Records, and judicial Proceedings of every other State. And the Congress may by general laws prescribe the Manner in which such Acts, Records and Proceedings shall be provided,

and the Effect thereof."

U.S. Constitution, Article IV, Section 1.

Examples of FFC

- Driver's license
- Birth certificates
- School diplomas
- Divorce decrees
- Death certificates

The Violence Against Women Act

The Violence Against Women Act (VAWA) mandates that protection orders must be given full faith and credit.

VAWA was enacted in 1994 and revised in 2000, and 2006. Significant changes have occurred to the full faith and credit provision during each revision.

Full Faith and Credit 18 U.S.C. § 2265 (a)

Full faith and credit for protection orders means that when a protection order that was issued by any State, Indian tribe, or territory is violated in any other jurisdiction, courts and law enforcement personnel must enforce it as if the order had been issued in the enforcing jurisdiction.

Jurisdiction Requirement

18 U.S.C. § 2265 (b)

A protection order issued by a State or tribal court is consistent with this subsection if --

(1) such court has jurisdiction over the *parties* and matter under the law of such State or Indian tribe, or territory;

<u>AND</u>

Due Process Requirement

- 18 U.S.C. § 2265 (b) continued:
- (2) reasonable notice and opportunity to be heard is given to the person against whom the order is sought sufficient to protect that person's right to due process. In the case of ex parte orders, notice and opportunity to be heard must be provided within the time required by State, tribal or territorial law, and in any event within a reasonable time after the order is issued, sufficient to protect the respondent's due process rights.

Enforcement:

What happens when a protection order is violated?

Enabling Statutes

To provide clarification to the Federal law, most state legislatures have passed their own full faith and credit laws that NCPOFFC calls enabling statutes.

Every Jurisdiction is both...

ISSUING

- issue orders in New Jersey that will be carried to other jurisdictions & require enforcement there
- should issue clear orders to facilitate enforcement & protect New Jersey residents when they travel to other jurisdictions

ENFORCING

 (law enforcement & courts) presented with orders from other jurisdictions to enforce in New Jersey

Which Jurisdiction's Laws Apply?

The ISSUING Jurisdiction Determines:

- whom the order protects
- the terms and conditions of the order (including all relief issued)
- how long the order remains in effect (e.g. pendency of a criminal case, lifetime, 18 months)

Which Jurisdiction's Laws Apply?

The ENFORCING Jurisdiction Determines:

- -how the order is enforced
 - (e.g. whether it is contempt of court or a crime)
- -the arrest authority of responding law enforcement
- -detention & notification procedures
- -penalties & sanctions for violations

Extending Project Passport: "Getting Everybody on the Same Page"

Key Concept of "Model Template..."

RECOGNIZABILITY:

- Consistency in FORMAT
- Info for facial validity on ONE PAGE
- Passes "squint test"

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ONDE R.	ENT IDI ACE	ENTIF DO SO(IERS DB	ECUR	ITY#
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further	acts of a	buse or	threats	of abus	e.
with th	e Petition	ner/Plai	ntiff.		
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	on, by	on, by the co	with the Petitioner/Plai on, by the courts of ed by Tribal Lands to violate this ord	with the Petitioner/Plaintiff. on, by the courts of any ed by Tribal Lands (18 Uto violate this order may	urther acts of abuse or threats of abus with the Petitioner/Plaintiff. on, by the courts of any state, ed by Tribal Lands (18 U.S.C. to violate this order may result porting, shipping, or receiving porting, shipping, or receiving

Benefits of the Model Template

- Commonly agreed upon elements & format
- Recognized across jurisdictions
- Identifies Federal gun law prohibitions
- Enhances enforcement
- Flexible to jurisdictional and statutory requirements
- Facilitates sharing common data nationally
- Strengthens sovereignty for state and tribal jurisdictions National Center on Protection

Orders and Full Faith & Credit

Generic Phrases: Modifiable Across Types

1 0	rder of Protection	Case No. Court County State
2	PETITIONER/PLAINTIFF	PETITIONER/PLAINTIFF IDENTIFIERS
First And/or on beha	Middle Last alf of minor family member(s): (list name and	Date of Birth of Petitioner Other Protected Persons/DOB:
	V.	———

ivational Center on Protection

Relationship Respondent & Weapon Information

0	rder of Pro		Case No. Court County	State			
PETITIONER/PLAINTIFF			PETITIONER/PLAINTIFF IDENTIFIERS				
First	Middle	Last	Date of Birth of Petiti	oner			
And/or on behalf of minor family member(s): (list name and DOB)			Other Protected Pers				
	V.						

RESPONDENT	RESPONDENT IDENTIFIERS					
	SEX	RACE	DOB	HT	WT	
First Middle Last						
Relationship to Petitioner:	EYES	HAIR	SOCIAL SECURITY #			
Respondent's Address	DRIVE	RS LICEN	SE# STAT	E EXP	DATE	
CAUTION: Weapon Involved	Distinguis	shing Feature	es			

National Center on Protection
Orders and Full Faith & Credit

- Relationship Info Helps determine order; provisions; Brady Y/N?
- Respondent Identifiers Box Physical & NCIC numerical identifiers
- 5 "Weapon Involved" for officers; not firearms laws

RESPONDENT	RESPONDENT IDENTIFIERS						
	SEX	RACE	DOB	HT	WT		
First Middle Last						4	
Relationship to Petitioner:	EYES	HAIR	SOCIAL S	SECUR	ITY#		
Respondent's Address	DRIVE	RS LICEN	SE# STAT	E EXP	DATE		
CAUTION: Weapon Involved 5	Distinguishing Features						

THE COURT HEREBY FINDS: That it has jurisdiction over the parties and subject matter, and the notice and opportunity to be heard. Additional findings of this order are as set forth below.	e Respondent has beer	n provided with reasonable
THE COURT HEREBY ORDERS: That the above named Respondent be restrained from common That the above named Respondent be restrained from any common Additional terms of this order are as set forth below. The terms of this order shall be effective until	•	
-indinas: Qualifyina	Respondent's Address	DRIVERS LICENSE # STATE EXP DATE

order for FF&C notice & opportunity to be heard

7 Orders: Brady
Qualified? Y/N Pational Center on Protection
Orders and Full Faith & Credit

The Major Elements

WARNINGS TO RESPONDENT:

This order shall be enforced, even without registration, by the courts of any state, the District of Columbia, any U.S. Territory, and may be enforced by Tribal Lands (18 U.S.C. Section 2265). Crossing state, territorial, or tribal boundaries to violate this order may result in federal imprisonment (18 U.S.C. Section 2262).

Federal law provides penalties for possessing, transporting, shipping, or receiving any irearm or ammunition (18 U.S.C. Section 922(g)(8)).

Only the Court can change this order.

Page 1 of _____

Warnings: Federal interstate DV and firearms laws; language modified on some for VAWA III judicial notification requirement

Relationship to Petitioner:	tionship to Petitioner:		HAIR	SC	CIAL SE	CURITY#
Responden	t's Address	DRIVE	RS LICEN	ISE#	STATE	EXP DATE
CAUTION: Weapon Involv	ved	Distinguis	hing Featur	es		
THE COURT HEREB That it has jurisdiction over th notice and opportunity to be I Additional findings of this	ne parties and subject matte neard.		ndent has be	een pro	vided with	reasonable
☐ That the above named R	BY ORDERS: espondent be restrained fro espondent be restrained fro rder are as set forth below.					if abuse.

The Major Elements

THE COURT HEREBY FINDS: That it has jurisdiction over the parties and subject matter, and the Respondent has been provided with reasonable notice and opportunity to be heard. □ Additional findings of this order are as set forth below.
THE COURT HEREBY ORDERS: ☐ That the above named Respondent be restrained from committing further acts of abuse or threats of abuse. ☐ That the above named Respondent be restrained from any contact with the Petitioner/Plaintiff. ☐ Additional terms of this order are as set forth below.
The terms of this order shall be effective until

Expiration of Order: For officers: Moved to first page – easily locatable; still valid & enforceable?

First Page vs. Cover Page?

WARNINGS TO RESPONDENT:

This order shall be enforced, even without registration, by the courts of any state, the District of Columbia, any U.S. Territory, and may be enforced by Tribal Lands (18 U.S.C. Section 2265). Crossing state, territorial, or tribal boundaries to violate this order may result in federal imprisonment (18 U.S.C. Section 2262).

Federal law provides penalties for possessing, transporting, shipping, or receiving any firearm or ammunition (18 U.S.C. Section 922(g)(8)).

Only the Court can change this order.

10 Page 1 of _____

First page of official order — it is not removable; order is incomplete without

For More Information

Denise Dancy, NCSC Project Director ddancy@ncsc.org
757-259-1593

Susan Keilitz, NCSC skeilitz@cox.net

Coming in 2009! Passport Website and Implementation Training Manual with Videos

If a petitioner travels with a protection order:

Registering the Order

- Filing or registration of a protection order is a process that allows an protection order issued in another jurisdiction to be domesticated.
- Easier to enforce.

Not registering the Order

- Still enforceable.
- It helps to have a paper copy of your protection order so that law enforcement has the ability to see the terms and conditions of the order.

No Registration Requirement For Enforcement

Federal and many state laws do not require registration or filing as a prerequisite for enforcement.

18 U.S.C. §2265(d)(2)

Registration

PROS:

- The survivor is in the new state or tribe on a temporary or permanent basis (vacation, visiting family, moved here permanently).
- Provides notice to law enforcement and courts of the existence of the order and the presence of the victim in the state or tribe.
- Facilitates enforcement by law enforcement and the courts, should it be necessary.
- May stop future firearms purchases under the Brady Act.

CONS:

- Inconvenience: Difficult to access the place to register.
- Improper Disclosure to Abuser: Possibility that notice will be sent to the abuser (although contrary to 18 U.S.C. §2265(d)(1)).
- Improper Public Disclosure: Registration may make the document a searchable public record. (Although contrary to Limits on Internet Publication)

Notification 18 U.S.C. § 2265(d)(1)

A State, Indian tribe, or territory shall not notify or require notification that the protection order has been registered or filed in that enforcing State, tribal, or territorial jurisdiction unless requested to do so by the party under such order.

Domestication

Advantages

Ease of validation for legal system professionals

Local police, prosecutors and courts will readily enforce

Local order is useful for other matters

Concerns

Multiple Court appearances

Service may be difficult – if respondent is not local

Disclosure of victim location

Petitioner may not be eligible or relief available

Potential loss of stalking, federal crimes

What is the cost for obtaining a protection order?



VAWA 2000 No Fees Certification Requirement

Jurisdictions receiving STOP grants & Arrest grants MUST certify that:

"their laws, policies, and practices do NOT require, in connection with the prosecution of any misdemeanor or felony domestic violence offense, or in connection with the filing, issuance, registration, or service of a protection order, or a petition for a protection order, to protect a victim of domestic violence, stalking, or sexual assault, that the victim bear the costs associated with the filing of criminal charges against the offender, or the costs associated with the filing, issuance, registration, or service of a warrant, protection order, petition for a protection order, or witness subpoena, whether issued inside or outside the State, tribal, or local jurisdiction."

What Types of Orders Are Included?

The statute refers to orders "issued to protect a victim of domestic violence, stalking, sexual assault, or dating violence,"

Look to the state law definitions of "domestic violence," "stalking," "sexual assault," and "dating violence."

Victims Must NOT be Forced to Pay....

The "no fees" certification requirement includes:

- filing fees
- other fees associated with issuance
- registration fees
- service of process fees

 (e.g. fees for certified copies, motions to withdraw, modify, or dismiss, appeals)
 for a warrant, protection order, petition for a protection order, or witness subpoena
 in both the civil and criminal law systems.

Specific Types of Protection Orders Entitled to Full Faith and Credit *

Ex Parte orders **Mutual Orders** "Criminal" Protection Orders; conditions on release, bond, sentencing, probation or parole Consent or Agreed Orders Military Orders **Custody Provisions Tribal Orders**

Ex Parte

Ex Parte Orders

Under Federal law:

18 U.S.C. § 2265(b)(2):

"In the case of ex parte orders, notice and opportunity to be heard must be provided within the time required by State or tribal law, and in any event within a reasonable time after the order is issued, sufficient to protect the respondent's due process rights."

This means that ex parte orders <u>ARE</u> entitled to full faith and credit as long as the respondent has notice of the order, <u>even if</u> the hearing has not yet been held but only until the date of the hearing, unless it is extended by the issuing court and then to all extension dates (requires inquiry).

Mutual Protection Orders *

"Mutual" Protection Orders

Under 18 U.S.C. § 2265(c):

Protection order provisions issued against the petitioner are <u>ONLY</u> entitled to full faith and credit <u>if</u>:

 The respondent filed a cross or counter petition AND the court made specific findings that each party was entitled to a protection order.

Criminal Protection Orders *

Criminal Protection Orders

Under 18 U.S.C. § 2266:

Under the federal law, protection orders issued by criminal courts <u>ARE</u> entitled to full faith and credit.

Criminal protection orders include those found in pre-trial release orders, conditional release orders, bond conditions, probation orders and parole conditions.

Consent Orders *

Consent Orders

Protection orders issued based upon consent agreements between the parties <u>are</u> entitled to full faith & credit, provided they satisfy the requirements of 18 U.S.C. § 2265(b).

Thus, if the court had subject matter & personal jurisdiction, & the respondent had notice & an opportunity to be heard, a consent order <u>must</u> be enforced as if it had been issued in the enforcing jurisdiction.

Military POs

Are things different if the petitioner or respondent are in the military?



Military Protection Orders

Most military protection orders do not meet the requirements for inter-jurisdictional enforceability because they are usually issued by a commanding officer and the respondent is not accorded due process or an opportunity to be heard to rebut the allegations of abuse.

MILITARY

Civilian Orders = Enforceable

- Enforceable on military installations.
- May be a problem to obtain service.
- Problems getting a final protection order against someone who is deployed.

Military Orders = Not Enforceable off Base

- Military orders are not afforded full faith and credit.
- Military orders are only good on the military installation on which they were issued.

Enforcement of Civilian Orders on Military Installations

- Federal law allows for civil protection orders to be enforced on military installations.
- Civilian Orders of Protection: Shall have the same force and effect on military installations as they do in the issuing jurisdiction. 10 U.S.C. §1561a.
- Civilian Order of Protection is defined the same as of the definition used in 18 U.S.C.§2266(5).

Are there children involved?

How should decisions be made if the Petitioner has children?
What things should be considered?



PO Court can grant:

- Temporary custody of minor children
- Temporary visitation with minor children

- Support
- Enjoin the respondent from removing the children from the person having legal custody of the children

Custody

- The custody provision in the protection order may expire before the protection order does.
- It is important to review legal strategies regarding extending the temporary child custody provision in the protection order or pursuing a custody order in family or other appropriate court.
- Note, different in some states if parties are not married.

 Custody matters are very complex. The survivor may need an attorney to assist him/her in creating a custody and visitation order that protect both the abused parent and the children.

Types of Court Orders

Custody Provision in Protection Order:

- Temporary
- Primary purpose: violence prevention
- Secondary purpose: preservation of status quo or prevention of abduction
- Issued to protect the safety of the petitioner, child, and other protected parties.

Separate Custody Orders (Divorce, paternity, etc.):

- Permanent
- Primary purpose: determines custody and visitation
- Secondary purpose; safety of vulnerable parties
- Issued to determine the parties' parenting time and responsibilities and provide for support and visitation
- Protective provisions subject to VAWA FFC.

Court's Point of View

Protection Order:

- Issued: Court uses their emergency or injunctive power to issue ex parte order
- Standard of Proof –
 ex parte: Reasonable grounds
 to believe the petitioner/child is
 in danger of harm or
 threatened by harm;
 final: Preponderance of the
 evidence
- Factors to weigh: Evidence of abuse, petitioner/child's safety

Custody/Divorce Order:

- Issued: Statutory
 authority of the Court to
 regulate post-separation
 familial relationships
- Standard of Proof: Preponderance of the evidence
- Factors to Weigh: Best interests of the child, parental rights; DV provisions/safety

What about orders issued by Tribes?

Tribes

Issued by Tribal Court

 Protection orders issued by a tribal court is afforded full faith and credit and must be enforced as if it was issued by the enforcing state or territory.

Issued by State

VAWA full faith and credit does not mandate that a tribe has to enforce an order issued by a state or territory. Many tribes will enforce the orders. However, tribes are limited to civil jurisdiction over Non-Native offenders and criminal jurisdiction over Native offenders for certain crimes.

Tribal Protection Orders

 18 U.S.C. §2265 applies to tribal court orders. States are required to recognize and enforce valid tribal court protection order.

Tribal Court Jurisdiction 18 U.S.C. §2265(e)

For purposes of this section, a tribal court shall have full civil jurisdiction to enforce protection orders, including authority to enforce any order through civil contempt proceedings, exclusion of violators from Indian lands, and other appropriate mechanisms, in matters arising within the authority of the tribe.

Resources for Help with Tribal Protection Orders

- Enforcement of civil protection orders in Indian Country can be very complex.
- For more information regarding enforcement of protection orders on tribal land please contact:
- Southwest Center for Law and Policy (SWCLP) (520) 623-8192 or
- Tribal Law and Policy Institute (TLPI) at (651)-644-1125.

What about Battered Immigrant or Trafficked Women?

Immigrant or Trafficked Women

- Being a U.S. citizen is not a prerequisite to obtaining a protection order.
- No federal mandate for CJS staff/advocates to report undocumented victims.
- Know the climate and culture of your court's with regard to immigrants obtaining help.
- PO attorney/advocate work with immigration attorney.

- It is important that the attorney/advocate has expertise in both immigration law and domestic violence.
- Immigrant, refugee, and trafficked women may be eligible to self-petition for citizenship or pursue U/T visas.

Helpful Guides



Good Resources

 Encourage your client to consult with a domestic violence advocate in her new jurisdiction early in this process.

Contact the NDVH or state DV/SA coalitions for contact information for local centers and attorneys in new jurisdiction.

NDVH. 800.799.SAFE (7233) 1.800.787.3224 (TTY)

Contact Us at Anytime:

National Center on Protection Orders and Full Faith & Credit

1-800-903-0111, prompt 2

ncffc@bwjp.org

www.fullfaithandcredit.org

- Informational Materials & Brochures
- Technical Assistance & Problem-Solving
- (On-Site) Individualized Training Education/Teleconferences/Webinars



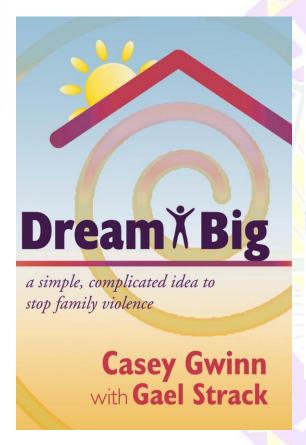
Save The Date

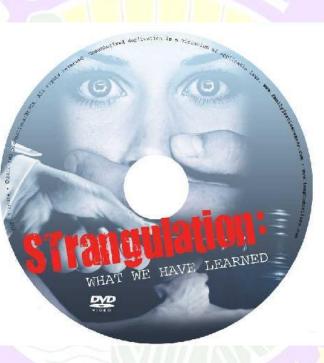
2011 International Family Justice Center Conference April 5-7 2011 in San Diego, CA

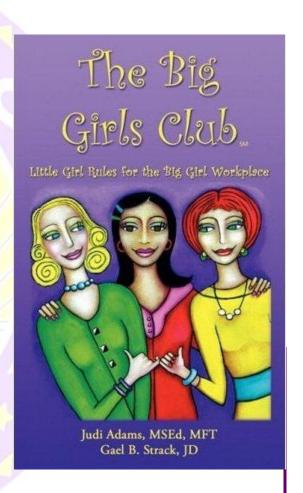


The three-day conference will include discussions on issues related to the handling of domestic violence, child abuse, sexual assault, and elder abuse cases in the context of the Family Justice Center model. The conference faculty includes nationally & internationally recognized subject matter experts, advocates, and survivors. During the conference participants ct will have the opportunity to meet with survivors and professionals who currently work in Family Justice Centers in the United States and internationally.

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To order a copy, please visit our store at

http://www.familyjusticecenter.com/store.html



Thank you for joining today's presentation



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