

***STOP Violence Against Women  
Formula Grants Program  
Implementation Plan for Oregon***

---

***Fiscal Years 2003-2006***

**Criminal Justice Services Division  
Oregon Department of State Police**

The policies and procedures of the *STOP Violence Against Women Formula Grants Program Implementation Plan for Oregon: FY 2003-2006* were developed by the Criminal Justice Services Division of the Oregon Department of State Police

**Carmen Merlo, Director**

**Renee Kim, Grants Coordinator**

and members of the STOP VAWA Advisory Board:

**Phyllis Barkhurst**

Attorney General's Sexual Assault Task  
Force

**Steve Bellshaw**

Salem Police Department

**Bonnie Braeutigam**

Oregon Department of Human Services

**Marie Calica**

Confederated Tribes of Warm Springs

**Deborah Cameron**

Domestic Violence Resource Center

**Marsha DeCaires**

Confederated Tribes of Coos, Lower  
Umpqua, and Siuslaw

**Bob Hermann**

Washington County District Attorney's  
Office

**Sybil Hebb**

Oregon Law Center

**Alice Phalan**

Oregon Judicial Department

**Dan Norris**

Malheur County District Attorney's Office

**Ramon Rodriguez**

Ontario Police Department

**Chiquita Rollins, Ph.D.**

Multnomah County Department of County  
Human Services

**Denise Washington**

Oregon Coalition Against Domestic and  
Sexual Violence

***STOP Violence Against Women Formula Grants Program  
Implementation Plan for Oregon***

***Fiscal Years 2003-2006***

Prepared by

**Barbara Glick, Ph.D.**

Support was provided by the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program of the US Department of Justice, Office of Justice Programs, Bureau of Justice Assistance.

Appreciation is expressed to the Oregon women who reported incidents of victimization to authorities and shared personal experiences through interviews and testimony, and to the Oregon agencies that were then able to provide the information and data needed for the most responsive use of STOP Violence Against Women Formula Grants Program funds.

2003

## **Table of Contents**

	<b>Page</b>
<b>I. Introduction</b>	<b>1</b>
<b>II. Planning Process for the <i>FY 2003-2006 STOP VAWA Implementation Plan for Oregon</i></b>	<b>2</b>
<b>III. Context of the <i>FY 2003-2006 STOP VAWA Implementation Plan for Oregon</i></b>	<b>6</b>
<b>A. Oregon State and Regional Demographic Characteristics</b>	<b>6</b>
Statewide Population	6
Female Population by Region and Age	7
Female Population by Race and Ethnicity	8
<b>B. Prevalence and Reported Incidents of Violence Including Violence Against Women in Oregon</b>	<b>9</b>
Intimate Partner Abuse and Domestic Disturbances	10
Restraining Orders	11
Stalking Case Filings	12
Sexual Coercion by Intimate Partners and Sexual Assaults	13
Abuse of Elder Females	14
<b>C. Service Needs of Female Victims of Violence</b>	<b>15</b>
Indicators of Regional Level of Service Needs	16
Need for Stable Funding	17
Services Used by Victims of Domestic Violence	18
Services Needed by Victims of Domestic Violence	19
Services Needed and Barriers Faced by Victims of Sexual Assault	20
<b>D. Cultural Competency Needs of Agencies</b>	<b>20</b>
<b>E. State Administered Resources Currently Devoted to Addressing Violence Against Women</b>	<b>21</b>
<b>IV. Key Components of the <i>FY 2003-2006 STOP VAWA Implementation Plan for Oregon</i></b>	<b>24</b>
<b>A. Designated Priority Areas for STOP VAWA Formula Grants Program Funding</b>	<b>25</b>

<b>Table of Contents (continued)</b>	<b>Page</b>
<b>B. Request for Proposals</b>	<b>26</b>
Non-Competitive and Competitive Processes	26
Requirements for Sexual Assault Services	28
<b>C. Distribution of Funds Across Types of Services</b>	<b>28</b>
<b>D. Funding Allocation Rationale and Formula for Victims' Services (Non-Competitive) Awards</b>	<b>29</b>
<b>E. Priority Areas Addressed Through FY 2003-2004 STOP VAWA Subgrantee Program Funding</b>	<b>31</b>
Victims' Services	31
Law Enforcement	36
Prosecution Services	37
Court Services	39
<b>F. Improving Services for Diverse Populations: Newly Developed <i>Cultural Competency Plan</i></b>	<b>39</b>
Overview	39
Collaborative Effort of Three State Departments	41
<b>G. Monitoring and Assessment of Subgrantee Programs</b>	<b>42</b>
<b>H. Annual Implementation Calendar</b>	<b>43</b>
<b>V. Considering the Role of the STOP VAWA Formula Grants Program in Serving Victims of Elder Abuse</b>	<b>44</b>
<b>VI. Barriers to Implementation and Need for Technical Assistance from the Office on Violence Against Women</b>	<b>45</b>
<b>VII. Summary and Conclusion</b>	<b>46</b>
<b>VIII. References</b>	<b>47</b>
<b>Appendix A: <i>Map of Oregon by Region and County</i></b>	<b>48</b>
<b>Appendix B: <i>Application to the Office for Victims of Crime Training and Technical Assistance Center for Cultural Competency Training</i></b>	<b>50</b>

## **List of Tables**

	<b>Page</b>
Table 1. <b>Female Population 18 to 64 and 65+ Years of Age by Region Of Oregon</b>	<b>7</b>
Table 2. <b>Oregon Female Population by Race and Ethnicity</b>	<b>8</b>
Table 3. <b>Non-White and Hispanic Female Population 18+ Years of Age by Region of Oregon</b>	<b>9</b>
Table 4. <b>Reported Domestic Disturbances by Region of Oregon</b>	<b>11</b>
Table 5. <b>Restraining Orders by Region of Oregon</b>	<b>12</b>
Table 6. <b>Stalking Case Filings by Region of Oregon</b>	<b>12</b>
Table 7. <b>Reported Sexual Assaults by Region of Oregon</b>	<b>14</b>
Table 8. <b>Non-Facility Complaints of Abuse of Elder Females by Region of Oregon</b>	<b>15</b>
Table 9. <b>Female Population 18+ Years of Age and Reported Incidents of Violence Including Violence Against Women by Region of Oregon</b>	<b>16</b>
Table 10. <b>2003-2004 State Agency and State Coalition Administered Resources Addressing Violence Against Women in Oregon</b>	<b>23</b>
Table 11. <b>2003-2004 Regional Distribution of State Agency and State Coalition Administered Resources for Services Directly Addressing Violence Against Women in Oregon</b>	<b>24</b>
Table 12. <b>FY 2003-2004 Allocation of STOP VAWA Formula Grants Program Funds to Victims' Services Programs by Region of Oregon</b>	<b>31</b>

## **I. Introduction**

The reauthorization of the federal Violence Against Women Act (VAWA) in 2000, through the Victims of Trafficking and Violence Protection Act of 2000, resulted in the continuation of assistance to states through the Services, Training, Officers, and Prosecutors (STOP) VAWA Formula Grants Program. Funds distributed to states through this program are intended to provide support for the development and enhancement of effective victims' services and victim-centered law enforcement, prosecution, and court strategies to address violent crimes against women. In Oregon, these funds have consistently supported services that would otherwise have been unavailable or far more limited. Moreover, Oregon's economic downturn has adversely affected existing criminal justice services, social services, and health services aimed at addressing the problem of violence against women. As a result, Oregon's approach to the problem must be more considered, responsive, and efficient now than ever before.

Criminal Justice Services Division (CJSD) of the Oregon Department of State Police is the administering agency for the STOP VAWA Formula Grants Program in Oregon. In accordance with the new guidelines from the Office on Violence Against Women (OVW), CJSD is fulfilling its current certification requirement by submitting a comprehensive three year implementation plan for fiscal years (FY) 2003-2006. CJSD is also taking the opportunity this year to prepare a newly defined accounting of how Oregon uses the STOP VAWA Formula Grants Program funds to develop and enhance responses to victims of domestic violence, sexual assault, and stalking. The *FY 2003-2006 STOP VAWA Implementation Plan for Oregon* presented here more fully examines and documents the process, context, and components of administering these funds.

While the approach of the *FY 2003-2006 STOP Violence Implementation Plan for Oregon* clearly relies upon that of previous years, there are some differences of particular note for this year. First, the population statistics and reported incidents of violence presented now focus on regional distributions, since a significant portion of Oregon's STOP VAWA Formula Grants Program funds are allocated in relation to regions (section III. A, B). Second, the application process for victims' services (non-competitive) subgrantees has been changed from an annual to a biannual schedule requiring only brief updates on alternating years (section IV. B). Third, the funding priority areas that are addressed in each subgrant category are now identified, and subgrant program names, amounts, and funding purposes are listed (IV. E). Fourth, in response to the documented need for improved cultural competency (section III. D), a *Cultural Competency Plan* has recently been developed for Oregon's STOP VAWA Formula Grants Program. This *Cultural Competency Plan* is now being supported by three state departments that administer funding for domestic violence, sexual assault, and stalking in Oregon (section IV. F). CJSD is, herein, seeking assistance from OVW in identifying support for the training

portion of this new effort (section VI). Fifth, CJSD is contracting with an external evaluation team for the purposes of developing a uniform approach to assessing the performance of subgrantee programs. Initial planning efforts are now laying the foundation for establishing longer term data collection efforts (section IV.G). Finally, the increasing proportion of the statewide population of women 65+ years of age has raised a new issue for future consideration, that of the potential role of Oregon's STOP VAWA Formula Grants Program in targeting services for female victims of elder abuse (section V).

The following pages describe the:

- **Planning Process for the *Implementation Plan*** conducted by CJSD, including working closely with a STOP VAWA Advisory Board to set policies and make funding recommendations, reviewing data from a wide range of sources on violence against women in Oregon, and partnering with other statewide domestic violence and sexual assault policy and work groups;
- **Context of the *Implementation Plan***, as revealed through the most current statewide and regional demographics, prevalence and reported incidents of violence against women in Oregon, statewide studies on the services needed by female victims of violence, cultural competency needs of service agencies, and state administered resources currently devoted to violence against women; and
- **Key Components of the *Implementation Plan***, including the designated priority areas for funding, Request for Proposals, distribution of grant funds across types of services, funding allocation rationale and formula for non-competitive awards, priority areas addressed through FY 2003-2004 funding, a newly developed *Cultural Competency Plan*, monitoring and assessment of subgrantees, and annual implementation calendar.

## **II. Planning Process for the FY 2003-2006 STOP VAWA *Implementation Plan for Oregon***

CJSD oversees the implementation planning process for the STOP VAWA Formula Grants Program primarily through a STOP VAWA Advisory Board that meets quarterly throughout the year. STOP VAWA Advisory Board members have been selected by CJSD with an aim toward engaging individuals from diverse backgrounds who are living and working in different geographic areas of the state, and who represent a variety of agencies within the criminal justice and social services systems. The 13 STOP VAWA Advisory Board members and CJSD staff include individuals of Asian, African American, Hispanic, and Tribal backgrounds.

**STOP Violence Against Women Formula Grants Program  
Implementation Plan for Oregon: FY 2003 – 2006**

---

Members also represent community-based domestic violence programs, law enforcement, prosecution services, and court services. While CJSD develops the procedures and timelines for implementing the STOP VAWA Formula Grants Program, it works closely with the STOP VAWA Advisory Board to set policies and make funding recommendations. The specific tasks of the STOP VAWA Advisory Board are to:

- Establish priority areas for use of STOP VAWA Formula Grants Program funds and determine how these funds will be distributed across the victims' services, law enforcement, prosecution, and court services categories;
- Ensure equitable distribution of STOP VAWA Formula Grants Program funds based on established priorities; and
- Review STOP VAWA Formula Grants Program subgrantee applications and make funding recommendations.

The primary goal of the planning process is to determine how STOP VAWA Formula Grants Program funds will best be targeted and distributed in Oregon. The planning process involves reviewing the current demographic characteristics of Oregon women, and examining several sources of data and other information that draw upon the experiences of domestic violence and sexual assault professionals as well as those of women who are or have been victims. These sources include:

- a) Findings of statewide needs assessments and other studies;
- b) Information reported through the planning and funding activities of domestic violence and sexual assault councils, advisory boards, task forces, and committees throughout Oregon;
- c) Statutory changes, if any, resulting from state legislative activities; and
- d) Information gathered by CJSD while monitoring STOP VAWA Formula Grants Program subgrantee activities.

Oregon is fortunate to have a number of needs assessment and other study results to aid the planning process. The following briefly describes these studies, their methods, and the kinds of information they have provided. The *1998 Oregon Domestic Violence Needs Assessment: A Report to the Oregon Governor's Council on Domestic Violence (ODVNA)* (1)<sup>1</sup> examines the prevalence and characteristics of domestic violence against women in all regions of Oregon. This report describes the personal experiences of women, their children, and their intimate partners as relayed through telephone interviews of a stratified random sample of 1,855 women 18 to 64 years of age. The *ODVNA* also describes the unmet service needs of domestic violence victims, perpetrators, and children who witness domestic violence as

---

<sup>1</sup> Supported by the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program of the US Department of Justice, Office of Justice Programs, Bureau of Justice Assistance.

identified by administrators and key staff through a mail survey of a stratified random sample of 365 public and community-based agencies.

More directly focused on effective administration of the STOP VAWA Formula Grants Program, the *Preliminary Assessment of Cultural Competency Among 2000-2001 VAWA Funded Agencies in Oregon (2)*<sup>1</sup> explores the level of cultural competency and identifies unmet needs within agencies. Using a census survey methodology, the assessment examines organizational policies and procedures, ability to identify and reach underserved populations, provision of staff training, and agency self ratings of cultural competency.

*Listening to Survivors: Assessment of the Needs of Domestic Violence Victims in Oregon (3)* provides information on gaps in available services as described through the personal testimony of domestic violence survivors and their advocates. This 2001 report by the Governor's Council on Domestic Violence summarizes qualitative information from nearly 20 public hearings held over a three year period in communities throughout Oregon.

The *2002 Oregon Crime Victims' Needs Assessment: Final Report (4)* describes an 18-month study of service gaps, range and quality of services, barriers to accessing services (focusing on underserved populations), implementation of Crime Victims' Rights, and model programs for victims of crime. Information is reported on the findings of telephone interviews of 100 service providers, mailed surveys of 206 other service or referral agencies, telephone interviews of 42 individuals working with underserved populations, mailed surveys of 434 victims of interpersonal crime or elder fraud, six focus groups with 51 victims from underserved populations, and three public meetings with 38 community participants.

At the 2001 Oregon Attorney General's Sexual Assault Task Force conference, 133 individuals representing sexual assault non-profit advocacy groups, prosecution, law enforcement, education, forensic medicine, tribes, and other related professions from 31 counties completed a survey on issues related to sexual assault. Questions asked focused on the types of services provided versus referred out by respondents, whether and how well service coordination worked in their counties, and services needed but not available in their service areas. Survey respondents' views of the status of sexual assault response are summarized in the *2002 Sexual Assault Task Force Report* by the Oregon Attorney General's Office (5). In addition, *One in Six – Rape in Oregon: A Report to the State (6)* estimates the prevalence of lifetime rape for Oregon women. This estimate is based on adjustments to national data made by applying age, racial / ethnic, and regional risk factors to a group breakdown of the Oregon population as reported by the Census 2000 (7, 8).

*The State of Access to Justice in Oregon (9)* reports on a study of the legal needs of low (up to 125% of poverty) and moderate (between 125% and 200% of

poverty) income Oregonians. Conducted in 1999-2000 under the auspices of the Oregon State Bar, the Oregon Judicial Department, and the Office of the Governor, the goal of this study was to recommend ways to improve the ability of legal services programs, partner agencies, the Bar, and the courts to meet these needs. Fixed survey interviews were conducted with 1,011 individuals from a variety of disadvantaged backgrounds, including survivors of domestic violence. In addition, focus groups and interviews were used to gather the views of 23 judges, 107 lawyers, and 81 social services providers and community leaders.

Although not directly involved in the STOP VAWA Formula Grants Program implementation planning process, the Governor's Council on Domestic Violence gathers and reports information that is considered by CJSD and the STOP VAWA Advisory Board in the implementation planning process. Appointed by the Governor, the 21 Council members represent diverse personal, geographic, and professional backgrounds (including criminal justice, social services, and health services). CJSD staffs the Governor's Council, which serves to gather public input on the needs of victims of domestic violence, support the development of coordinated responses for victims, and work with employers, labor unions / representatives to improve workplace policies on domestic violence.

Strategic partnering with other domestic violence and sexual assault work groups throughout Oregon also provides CJSD and the STOP VAWA Advisory Board with important information on other planning and funding activities occurring throughout the state. Such partnering is critical to keeping the Oregon STOP VAWA Formula Grants Program current, responsive, and an effective part of the larger statewide effort on behalf of Oregon victims. These groups include the Victims of Crime Advisory Board and the Oregon Domestic and Sexual Violence Services Fund Advisory Council of the Oregon Department of Justice, the Domestic and Sexual Violence Fund Advisory Committee of the Oregon Department of Human Services, the Attorney General's Sexual Assault Task Force, the Oregon Coalition Against Domestic and Sexual Violence, and the 30 county domestic violence coordinating councils.

STOP VAWA Formula Grants Program subgrantee quarterly reports, periodic site visits and desk reviews of subgrantee programs by CJSD staff, results of external assessment efforts, and other communications with subgrantees also provide helpful information for implementation planning. Subgrantee feedback on progress toward goals and objectives, programmatic changes made, barriers encountered, solutions attempted, and need for technical assistance helps CJSD and the STOP VAWA Advisory Board determine whether funds are being used as proposed and how to best plan for continued spending.

### **III. Context of the *FY 2003-2006 STOP VAWA Implementation Plan for Oregon***

A variety of kinds of information are used by CJSD and the STOP VAWA Advisory Board to understand the problem of violence against women in Oregon. These include: a) State and regional demographic characteristics; b) Prevalence and reported incidents of violence against women; c) Service needs of female victims of violence; d) Agency cultural competency needs; and e) State administered resources devoted to addressing violence against women. This information provides the context for the funding priorities and allocation strategy for the *FY 2003-2006 STOP VAWA Implementation Plan*.

#### **A. Oregon State and Regional Demographic Characteristics**

As part of the STOP VAWA Formula Grants Program application process, respondents are asked to provide demographic information on the local communities that they serve. This information is used by CJSD and the STOP VAWA Advisory Board in assessing proposals submitted. For state demographics that inform the overall implementation planning process, the most recent published data are used.<sup>2</sup>

This section describes the statewide population as a whole and the statewide female population by region of residence, age, and race / ethnicity. Demographic details are provided only for females since they are the intended recipients of STOP VAWA Formula Grants Program services. Emphasis is placed on females 18 to 64 years of age, since they are the overwhelming majority of those needing services related to violence against women. Data are also provided on females 65+ years of age as background for the developing effort to consider the issue of abuse against elder females.

#### **Statewide Population**

In 2002, the total population of Oregon was 3,504,700. This includes an increase of less than 1.0% or 33,000 over the previous year. A net migration representing 53.3% or 17,590 of that increase was likely limited by the economic downturn in the state. There continued to be wide variation in the populations of the

---

<sup>2</sup>The Population Research Center at Portland State University has developed certified population estimates of some demographic characteristics of Oregon for July 2002. For those not available by certified 2002 estimates, U.S. Census Bureau 2000 estimates are used. All estimates are rounded to the nearest 10.

**STOP Violence Against Women Formula Grants Program  
Implementation Plan for Oregon: FY 2003 – 2006**

---

state's 36 counties, which ranged from a low of 1,550 to a high of 670,250. The five most populated counties accounted for 60.0% or 2,103,300 of the total statewide population. Of the state's total population, 50.4% or 1,767,230 were females between 0 and 85+ years of age. This represents an increase of 16,600 females over the previous year.

**Female Population by Region and Age**

Seven domestic violence service regions have been identified by the Oregon Coalition Against Domestic and Sexual Violence (OCADSV) (Appendix A).<sup>3</sup> These regions, which have widely varying populations, underlie the grant allocation strategy for the victims' services portion of the STOP VAWA Formula Grants Program in Oregon. Of the 1,767,230 Oregon females in 2002, 61.5% or 1,086,750 were between 18 and 64 years of age and 14.6% or 257,560 were 65+ years of age. Populations of females 18 to 64 years of age ranged from 31,610 to 477,750 across the seven domestic violence service regions. Populations of females 65+ years of age ranged from 9,090 to 88,300 across regions (Table 1).

**Table 1  
Female Population 18 to 64 and 65+ Years of Age  
by Region of Oregon**

Region	Female Population			
	18-64 Years Of Age		65+ Years of Age	
	n	Percent of Statewide Total	n	Percent of Statewide Total
1- North Central/Oregon Coast	31,610	2.9%	9,090	3.5%
2- Portland Metropolitan	477,750	44.0%	88,300	34.3%
3- Yamhill/Willamette Valley	203,190	18.7%	50,560	19.6%
4- Southwest Coast	127,840	11.8%	35,620	13.8%
5- Southern Oregon	128,580	11.8%	42,670	16.6%
6- Mid-Columbia/Central Oregon	70,000	6.4%	18,110	7.0%
7- Northeastern Oregon	47,780	4.4%	13,210	5.1%
Statewide Total	1,086,750	100.0%	257,560	99.9%

Source: Certified 2002 estimates.  
May not total 100% due to rounding.

<sup>3</sup> Region 1 = Clatsop, Columbia, and Tillamook Counties. Region 2 = Multnomah, Washington, and Clackamas Counties. Region 3 = Marion, Lincoln, Linn, Benton, Polk, and Yamhill Counties. Region 4 = Coos, Curry, and Lane Counties. Region 5 = Douglas, Josephine, Jackson, Klamath, and Lake Counties. Region 6 = Hood River, Wasco, Sherman, Gilliam, Jefferson, Wheeler, Deschutes, Crook, Grant, and Harney Counties. Region 7 = Morrow, Umatilla, Union, Wallowa, Baker, and Malheur Counties.

### Female Population by Race and Ethnicity

An estimated 86.6% of Oregon females were white, 8.0% were Hispanic or Latino, 3.0% were Asian, 1.6% were African American, 1.3% were American Indian or Alaskan Native, 0.2% were Native Hawaiian or Other Pacific Islander, and 4.2% belonged to some other race/ethnicity not included above. In addition, 3.1% belonged to two or more racial/ethnic groups (Table 2).<sup>4</sup> Thus, an estimated 13.4% or 236,809 Oregon females of all ages were racial / ethnic minorities. Moreover, 12.1% or 213,835 Oregon females spoke a language other than English at home.

**Table 2  
Oregon Female Population by Race and Ethnicity**

Racial/Ethnic Group	Female Population	
	n	Percent of Statewide Total
White	1,530,420	86.6%
Hispanic or Latino	141,380	8.0%
Asian	53,020	3.0%
African American	28,280	1.6%
American Indian or Alaskan Native	22,960	1.3%
Native Hawaiian or Other Pacific Islander	3,530	0.2%
Other	74,220	4.2%
Two or more groups	54,780	3.1%

Source: Certified 2002 estimates.  
Totals not reported because overlapping categories produce duplicate cases.

The distributions of non-white and Hispanic females 18 years of age and older varied across regions, but were predominantly located in Region 2 (Multnomah, Washington, and Clackamas Counties). Populations of non-white females ranged from 2,520 to 89,440 across regions and totaled 165,730. Of non-white females statewide, 54.0% were located in Region 2. Populations of Hispanic females ranged from 1,630 to 44,720 across regions and totaled 97,800. Of Hispanic females statewide, 45.7% were located in Region 2 (Table 3).

<sup>4</sup> Racial / ethnic group estimates are not available by gender or age, so the estimates given here are based on the application of the total statewide racial/ethnic group estimates to the 2002 female population and are inclusive of all ages.

**Table 3  
Non-White and Hispanic Female Population 18+ Years of Age  
by Region of Oregon**

Region	Female Population 18+ Years of Age			
	Non-White		Hispanic	
	n	Percent of Statewide Total	n	Percent of Statewide Total
1- North Central/Oregon Coast	2,520	1.5%	1,630	1.7%
2- Portland Metropolitan	89,440	54.0%	44,720	45.7%
3- Yamhill/Willamette Valley	28,420	17.1%	21,320	21.8%
4- Southwest Coast	13,400	8.1%	6,380	6.5%
5- Southern Oregon	14,560	8.8%	9,420	9.6%
6- Mid-Columbia/Central Oregon	9,340	5.6%	6,960	7.1%
7- Northeastern Oregon	8,050	4.9%	7,380	7.5%
Statewide Total	165,730	100.0%	97,810	99.9%

Source: Census 2000.

May not total 100% due to rounding.

There are ten recognized Native American areas or reservations in Oregon. These are the Burns Paiute Colony and Off-Reservation Trust Land; Celilo Village; Coos, Lower Umpqua, and Siuslaw Reservation and Off-Reservation Trust Land; Coquille Reservation and Off-Reservation Trust Land; Cow Creek Reservation; Grande Ronde Community and Off-Reservation Trust Land; Klamath Reservation; Siletz Reservation and Off-Reservation Trust Land; Umatilla Reservation; and Warm Springs Reservation and Off-Reservation Trust Land. Census 2000 data show that these areas had a total combined population of 7,130, of which 50.9% or 3,630 were female. On average, 10.9% of these Native American populations spoke a language other than English at home, and 26.9% of families with children 0 to 17 years of age were below the poverty level. When compared with families throughout Oregon with children 0 to 17 years of age, Native American families in these designated areas were more than twice as likely to have been below the poverty level.

## **B. Prevalence and Reported Incidents of Violence Including Violence Against Women in Oregon**

This section presents population-based prevalence estimates of Oregon women who experienced domestic violence and sought help as described in the ODVNA for 1998,<sup>5</sup> and numbers of violent crimes and other violence-related

<sup>5</sup> Domestic violence was defined as physical abuse by an intimate partner, and included physical assault, sexual coercion, and injury, as measured by the Conflict Tactics Scales 2 (Straus, M.A., S.L.

incidents as reported in 2001 and 2002 to the Oregon Department of State Police, the Oregon Judicial Department, and the Oregon Department of Human Services.<sup>6</sup>

The most recent county level data that represent the records of a complete year are collated regionally here for domestic disturbances, restraining orders, stalking case filings, sexual assaults, and abuse of elder females. Data specific to abuse of elder females are available. However, domestic disturbance, restraining order, stalking, and sexual assault data are currently only available in aggregate form. Data specific to adult female victims are not yet available, and the reported incidents described below reflect incidents reported by all victims. There is clearly a need for enhanced specificity for these kinds of data elements collected by state and local government agencies. For current planning purposes, regional levels of all reported incidents including those involving violence against women are being used as proxies for regional levels of incidents of violence against women.

### **Intimate Partner Abuse and Domestic Disturbances**

The *ODVNA* found that domestic violence was common in Oregon. An estimated 13.3% or 132,800 Oregon women were victims of physical abuse by an intimate partner during 1998 (p. 4). Nine out of ten abused women sought support or protection from at least one source, including friends or family, police, mental health care providers, supervisors or coworkers, clergy, restraining orders, legal services agencies, health care providers, crisis telephone lines, or victims' programs/shelters. Of women who sought help, more than one third called the police (p. 14).

The most recent data available on reported domestic disturbances<sup>7</sup> represent the reports of 137 agencies covering 82% of Oregon's population in 2001. The number of criminal incidents in the context of domestic disturbances ranged from 322 to 9,009 across regions and totaled 15,992. The number of non-criminal incidents in the context of domestic disturbances ranged from 275 to 4,515 across regions and totaled 11,971 (Table 4). Of the 15,992 criminal incidents, 11,090 or 69.3% resulted in arrests.

---

Hamby, S. Boney-McCoy, and D.B. Sugarman. (1996) The Revised Conflict Tactics Scales (CTS2). *Journal of Family Issues*, 17 (3).

<sup>6</sup> For items where county level data were missing, the counties were contacted directly.

<sup>7</sup> Domestic disturbances include criminal incidents (homicide, rape, aggravated assault, burglary, simple assault, vandalism, other sex crimes, disorderly conduct, trespassing, criminal threats, and other undefined types of crime), restraining order violations, and non-criminal incidents (when police respond and it is determined that no crime has taken place).

**Table 4  
Reported Domestic Disturbances by Region of Oregon**

Region	Domestic Disturbances			
	Criminal Incidents		Non-Criminal Incidents	
	n	Percent of Statewide Total	n	Percent of Statewide Total
1- North Central/Oregon Coast	322	2.0%	275	2.3%
2- Portland Metropolitan	9,009	56.3%	1,558	13.0%
3- Yamhill/Willamette Valley	2,329	14.6%	4,515	37.7%
4- Southwest Coast	1,248	7.8%	2,883	24.1%
5- Southern Oregon	1,225	7.7%	1,320	11.0%
6- Mid-Columbia/Central Oregon	1,059	6.6%	556	4.6%
7- Northeastern Oregon	800	5.0%	864	7.3%
Statewide Total	15,992	100.0%	11,971	100.0%

Source: Law Enforcement Data System, Oregon Department of State Police, 2001.

### Restraining Orders

The *ODVNA* found that only 22% of Oregon women who reported having been physically abused by an intimate partner at any time during the previous ten years had obtained a restraining order. About 62% of restraining orders were violated, but only 58% of reported violations were enforced (p. 19).

During 2002, there were a total of 13,819 restraining orders filed in Oregon circuit courts in accordance with the Family Abuse Prevention Act. The regional distribution of restraining orders ranged from 580 to 5,107 (Table 5). Based on reports from 137 agencies representing 82% of the population of Oregon in 2001, there were 3,123 restraining order violations. Arrests were made in 51.5% or 1,607 of these violations.<sup>8</sup>

<sup>8</sup> According to the Law Enforcement Data System, Oregon Department of State Police; 2002 data not yet available.

**Table 5  
Restraining Orders by Region of Oregon**

Region	Restraining Orders (n)	Percent of Statewide Total
1- North Central/Oregon Coast	580	4.2%
2- Portland Metropolitan	5,107	37.0%
3- Yamhill/Willamette Valley	2,502	18.1%
4- Southwest Coast	1,779	12.9%
5- Southern Oregon	2,202	15.9%
6- Mid-Columbia/Central Oregon	982	7.1%
7- Northeastern Oregon	667	4.8%
Statewide Total	13,819	100.0%

Source: Office of the State Court Administrator, Oregon Judicial Department, 2002.

### Stalking Case Filings

During 2002, there were a total of 2,095 stalking<sup>9</sup> case filings in state trial court. The regional distribution of stalking case filings ranged from 40 to 1,056 (Table 6).

**Table 6  
Stalking Case Filings by Region of Oregon**

Region	Stalking Case Filings (n)	Percent of Statewide Total
1- North Central/Oregon Coast	40	1.9%
2- Portland Metropolitan	1,056	50.4%
3- Yamhill/Willamette Valley	276	13.2%
4- Southwest Coast	531	25.3%
5- Southern Oregon	79	3.8%
6- Mid-Columbia/Central Oregon	71	3.4%
7- Northeastern Oregon	42	2.0%
Statewide Total	2,095	100.0%

Source: Office of the State Court Administrator, Oregon Judicial Department, 2002.

<sup>9</sup> Stalking is defined as a pattern of repeated, unwanted behaviors committed by one person in order to alarm, frighten, control, pursue, or terrorize another person. These behaviors might include following the other person by phone or other telecommunication device, leaving things for the other person, or a wide range of other behaviors up to and including sexual assault and other physical violence.

### **Sexual Coercion by Intimate Partners and Sexual Assaults**

The *ODVNA* revealed that about one of every three women in a physically abusive relationship was both physically assaulted and sexually coerced by her partner (against her will, with or without the use of physical threats, physical force, or weapons). An estimated 7.5% or 74,900 women were sexually coerced by their intimate partners during 1998 (p. 4).

In *One in Six - Rape in Oregon: A Report to the State*, researchers estimated the prevalence of lifetime forcible rape in Oregon at 17.5% (p. 9). However, they note that this is likely to be a conservative estimate, since a victimization survey of a probability sample of women in the state of Washington estimated the prevalence of lifetime forcible rape at 23.1% (p. 12). Moreover, neither estimate includes women who were never forcibly raped but who have experienced alcohol- or drug-facilitated rape, incapacitated rape, statutory rape, or attempted rape. Nor do they include female victims under 18 years of age.

Data on sexual assaults in Oregon are collected for reported “forcible rapes” and “other sex offenses.”<sup>10</sup> During 2001, there were a total of 6,911 reported sexual assaults, including 1,201 forcible rapes and 5,710 other sex offenses. The regional distribution of reported rapes ranged from 25 to 625. The regional distribution of other sex offenses ranged from 183 to 2,257 (Table 7).

---

<sup>10</sup> Forcible rape is defined as the carnal knowledge of a female, forcibly and against her will. Rapes by force and attempts or assaults to rape regardless of the age of the victim are included; statutory offenses - no force used/victim under age of consent are excluded. Other sex crimes include statutory rape, molestation, indecent exposure, sodomy and other offenses against common decency, morals, and the like. Forcible rape, prostitution and commercialized vice are not included.

**Table 7  
Reported Sexual Assaults by Region of Oregon**

Region	Sexual Assaults			
	Rapes (n)	Other Sex Offenses (n)	Total (n)	Percent of Statewide Total
1- North Central/Oregon Coast	25	183	208	3.0%
2- Portland Metropolitan	625	2,257	2,882	41.7%
3- Yamhill/Willamette Valley	217	1,210	1,427	20.6%
4- Southwest Coast	122	589	711	10.3%
5- Southern Oregon	111	829	940	13.6%
6- Mid-Columbia/Central Oregon	55	304	359	5.2%
7- Northeastern Oregon	46	338	384	5.6%
Statewide Total	1,201	5,710	6,911	100.0%

Source: Law Enforcement Data System, Oregon Department of State Police, 2001.

### Abuse of Elder Females

Two methods were developed independently for documenting complaints about elder abuse in Oregon. The first method is based on the Oregon statute on elder abuse;<sup>11</sup> the second is based on the Adult Protective Services rule on abuse of adults 65+ years of age.<sup>12</sup> Although there is some overlap in these methods, the

<sup>11</sup> Elder abuse pertains to those 65+ years of age and is defined by Oregon statute as: a) Any physical injury caused by other than accidental means, or which appears to be at variance with the explanation given of the injury; b) Neglect which leads to physical harm through withholding of services necessary to maintain health and well-being; c) Abandonment, including desertion or willful forsaking of an elderly person or the withdrawal or neglect of duties and obligations owed an elderly person by a caretaker or other person; or d) Willful infliction of physical pain or injury.

<sup>12</sup> Abuse of adults 65+ years of age is defined as: a) Abandonment, which is the desertion or willful forsaking of an elderly person or the withdrawal or neglect of duties and obligations owed a dependent adult by a caretaker or other person; b) Financial exploitation, which is the illegal or improper use of another individual's resources for personal profit or gain; c) Neglect, which is the failure (whether intentional, careless or due to inadequate experience, training or skill) to provide basic care or services when agreed to by legal, contractual or otherwise assumed responsibility; d) Physical abuse, which is use of excessive force, physical assault, or physical contact with an individual including, but not limited to hitting, slapping, biting, pinching or shoving; e) Psychological abuse, which is the use of derogatory names, phrases or profanity, ridicule, harassment, coercion, threats or intimidation toward an individual, or denial of civil rights, which results in emotional injury; f) Self-neglect, which is one's inability to understand the consequences of his/her actions or inaction which leads or may lead to harm or endangerment to him/herself or other persons; or g) Sexual abuse, which is sexual contact that is forced, tricked, threatened, or otherwise coerced upon another person.

process employed in documenting cases is intended to eliminate duplication of case reports. This process directs those documenting complaints to first use the elder abuse statute, and then to use the rule on abuse of persons 65+ years of age to catch cases that would otherwise be missed.

During 2002, there were a total of 3,654 reported non-facility<sup>13</sup> complaints of abuse of elder females in Oregon. The regional distribution of these complaints ranged from 54 to 1,361 (Table 8).

**Table 8  
Non-Facility Complaints of Abuse of  
Elder Females by Region of Oregon**

Region	Complaints of Abuse of Elder Females (n)	Percent of Statewide Total
1- North Central/Oregon Coast	54	1.5%
2- Portland Metropolitan	1,361	37.2%
3- Yamhill/Willamette Valley	784	21.5%
4- Southwest Coast	562	15.4%
5- Southern Oregon	588	16.1%
6- Mid-Columbia/Central Oregon	147	4.0%
7- Northeastern Oregon	134	3.7%
Unidentified county report	24	0.7%
Statewide Total	3,654	100.1%

Source: Office of Seniors and People with Disabilities, Oregon Department of Human Services, 2002.

Does not total 100% due to rounding.

### **C. Service Needs of Female Victims of Violence**

Oregon has a number of sources of information that bear on the issue of service needs related to violence against women. This section briefly highlights some of this information, including: a) Regional indicators of service needs, b) Need for stable funding, c) Services used by victims of domestic violence, d) Services needed by victims of domestic violence, and e) Services needed and barriers faced by victims of sexual assault.

---

<sup>13</sup> Non-facility complaints refer to those that occur outside the context of a care or housing facility.

### Indicators of Regional Level of Service Needs

There are two available indicators of possible differences in levels of service needs between regions. These are the estimated regional prevalence of domestic violence from the *ODVNA* and the regional distributions of reported incidents including those involving violence against women. The *ODVNA* found the estimated prevalence of abuse of Oregon women 18 to 64 years of age ranged from 11.0% to 16.0% across the seven regions, but the extensive overlap of the margins of error resulted in no significant regional differences. Women residing in any one of the regions were at similar risk of experiencing abuse by an intimate partner (p. 7).

Given the data qualifications offered earlier, taking the average of all reported incidents of domestic disturbances, restraining orders, stalking case filings, sexual assaults, and abuse of elder females for each region may offer the best available overview of reported incidents including those involving violence against women in Oregon. Comparison of the regional distribution of these averages with the regional distribution of the female population 18+ years of age suggests that women residing in any of the regions were similarly likely to report an incident of violence (Table 9).<sup>14</sup>

**Table 9  
Female Population 18+ Years of Age and Reported Incidents of Violence  
Including Violence Against Women by Region of Oregon**

Region	Percent of Female Population 18+ Years of Age	Average Percent of Reported Incidents Including Violence Against Women
1- North Central/Oregon Coast	3.0%	2.5%
2- Portland Metropolitan	42.1%	40.8%
3- Yamhill/Willamette Valley	18.9%	19.6%
4- Southwest Coast	12.2%	15.7%
5- Southern Oregon	12.7%	11.7%
6- Mid-Columbia/Central Oregon	6.6%	5.1%
7- Northeastern Oregon	4.5%	4.4%
Statewide Total	100.0%	99.8%

Reported incidents include 2001 domestic disturbances and sexual assaults, and 2002 restraining orders, stalking case filings, and abuse of elder females.  
May not total 100% due to rounding.

<sup>14</sup> To use the most recent incident data available for these regional averages, 2001 data on domestic disturbances and sexual assaults were combined with 2002 data on restraining orders, stalking case filings, and abuse of elder females. However, the regional distributions remain nearly identical when only 2001 incident data for all measures are used.

If the estimated regional prevalence of domestic violence and regional distributions of overall reported incidents including those involving violence against women are used as indicators of service needs, this would suggest that population size is a good predictor of general service needs in any one region. However, based on the regional population estimates of non-white and Hispanic women (section III. A), there is an increased need for culturally specific services in Region 2.

### **Need for Stable Funding**

The primary services for women who are victims of violence in Oregon are crisis lines, shelters, safe-homes, a network of private homes, support groups, advocacy, information and referrals, transportation, and civil legal assistance. Limited state-administered resources help support these services, but the majority of funding is provided by other sources. For shelters and safe-homes, funding is provided primarily by local governments, charities, donations, welfare, and food - stamps. Every year, programs report about 10,000 more requests for shelter by women and children than can be accommodated.<sup>15</sup> Some programs are experiencing shifts from reliable sources of major funding to smaller year-to-year grants, and the lack of adequate alternate funding causes staff layoffs and services to be discontinued. Staff time is then often diverted from providing direct services for fundraising efforts. Moreover, ongoing reductions in the STOP VAWA Formula Grants Program allocation for Oregon have resulted in reduced subgrantee program award amounts.

The 2001-2003 *Allocation Plan for the Oregon Domestic and Sexual Violence Services Fund* by the Oregon Department of Justice (10) describes the development of a “case needs statement” for comprehensive services for victims by a working group of more than 200 professionals and citizens. “The final needs statement defined services, outcomes, and an estimated level and cost of services; it documented the need for over \$70,000,000 biennially to provide a base level of services that includes: emergency services, courthouse services, children’s programs, culturally specific programs, increased effectiveness and stability of programs, legal aid for low income victims, training in domestic violence, probation supervision of offenders, and support for local coordinating councils (p. 6).” Recognizing that these needs far outweighed available resources, three of the four funding priorities for this allocation plan focused on stabilizing, strengthening, or expanding domestic violence services, emergency services, and sexual assault services (p. 9).

Legal Aid programs in Oregon provide women who are victims of violence with: a) advice and representation on Family Abuse Prevention Act restraining orders, Elder Abuse and Disabled Persons Abuse Prevention Act protective orders,

---

<sup>15</sup> Source: Oregon Department of Human Services.

and stalking orders, b) advice and representation for domestic relations proceedings in which domestic violence, sexual assault, or stalking is an issue (custody, visitation, child snatching, child support), c) assistance with housing, employment, and public benefits related to domestic violence, sexual assault, and stalking, d) information and referral to other community resources such as shelters, community action agencies, CAF, district attorneys, and the State Division of Child Support, e) classes on self-representation, and f) participation in community trainings, councils, and protocol development for law enforcement, and other agencies involved in coordinating local response to domestic violence, sexual assault, and stalking.

Civil legal assistance is particularly important for victims, especially those with children, who need court orders as a means to reduce or eliminate contact with the abuser. For many victims, the legal services office is the point of entry for the range of services available in the community. However, the availability of legal assistance to victims of domestic violence, sexual assault, and stalking remains critically short. Although legal services programs in Oregon provide assistance to approximately 11,000 clients annually on family law matters, these programs report that an estimated two out of every three requests for services are denied because of inadequate funding.<sup>16</sup> *The State of Access to Justice in Oregon* reports that “family problems are among the most commonly encountered legal problems of low income households. Domestic violence tops the list...(p. 22).” One hundred percent of domestic violence survivors reported a high need for representation in family issues, and these survivors were one of the groups identified as having unique legal needs that often require specialized services (p. 23). Moreover, examining the capacity of the existing legal services delivery system as a whole, this report concluded that there was a critical need for additional funding just to meet existing needs (p. 38). In *Listening to Survivors: Assessment of the Needs of Domestic Violence Victims in Oregon*, the first of two recommendations related to legal services was increased state level funding (p. 8). Unfortunately, there have been significant cuts to Legal Aid services from state and federal funding sources.

### **Services Used by Victims of Domestic Violence**

Oregon women who were physically abused by an intimate partner needed and used services more than women who had never been abused. The ODVNA found that abused women were three times more likely to report histories of alcohol abuse and nearly ten times more likely to report histories of drug abuse than women who had never been abused. Abused women reported twice as many days of feeling depressed or anxious and of having pain limit their activities than women who had never been abused. Abused women also used health care twice as often,

---

<sup>16</sup> Source: Oregon Law Center.

social services four times as often, and criminal justice or legal services three times as often as women who had never been abused (pp. 10-11).

The *ODVNA* also found that the services sought most frequently by abused women were not the most helpful. When compared to other sources, crisis telephone lines and victims' programs / shelters were used very infrequently (12% and 11%, respectively). But these sources were the most likely to be perceived by abused women as supportive and respectful, provide information on services, and offer immediate help (pp. 14-15).

### **Services Needed by Victims of Domestic Violence**

Information gathered on the service needs of victims of domestic violence from the directors and staff of service agencies throughout Oregon has been consistent with that gathered from the victims themselves. Based on the testimony of survivors, several of these needs were highlighted in *Listening to Survivors: Assessment of the Needs of Domestic Violence Victims in Oregon*. These included strengthening and increasing support for emergency shelters and safe homes, crisis lines, transitional housing, transportation, alcohol and drug treatment, mental health services, specialized domestic violence units within local law enforcement and prosecution agencies, assistance in obtaining and enforcing protection orders, advocacy and translation at courthouses (including interpreters and forms in alternate languages and formats), training for law enforcement / prosecution / judicial personnel, targeted assistance for rural communities / persons of color / immigrants / disabled persons, comprehensive training for all public employees regarding working effectively with victims from diverse populations, and development of culturally specific services and programs.

As part of the *ODVNA*, public and community-based agencies (health care, counseling, social services, criminal / legal services, services for special populations, and domestic violence services) throughout Oregon were surveyed about services needed for victims of domestic violence in their communities. Of 29 services for victims, those ranked by agencies among the top five as either available but inadequate or unavailable but needed in at least three regions of Oregon were shelters / safehomes, emergency transportation, law enforcement units for domestic violence, legal aid / advice, victims' financial assistance (through the criminal justice system), transitional / low income housing, mental health care, family mediation, and alcohol and drug treatment (pp. 23-24). Agencies also ranked groups of victims not having needed or adequate services in their communities. The groups of victims that ranked among the top five (of 13) as not having needed or adequate services in at least three regions of Oregon were those who were disabled, diagnosed with mental illness, non-English speaking, cultural / ethnic minorities, females less than 18 years of age, and males (p. 25).

## **Services Needed and Barriers Faced by Victims of Sexual Assault**

According to the *Sexual Assault Task Force Report* by the Oregon Attorney General's Office in 2002, system level improvements needed for serving victims are increased funding for services, more and better training for professionals who serve victims, and increased community coordination for improved response (p. 27). The top five services identified by professionals as not available but needed for victims are financial assistance, civil legal assistance, emergency cash, counseling, and support groups (p. 11). In addition, the top five barriers professionals perceive to be faced by victims are fear of reporting, lack of coordinated response, language, lack of effective response, and culture (p. 10).

## **D. Cultural Competency Needs of Agencies**

Addressing the difficulties faced by women of diverse backgrounds when seeking and utilizing services is an ongoing concern for CJSD and the STOP VAWA Advisory Board. There are a number of Oregon studies and plans that highlight the need for continued improvement in this area.

*The Preliminary Assessment of Cultural Competency Among 2000-2001 VAWA Funded Agencies* revealed the need for improvement in the areas of organizational policies and procedures, ability to identify and reach underserved populations, and provision of staff training related to cultural competency. Most agencies reported not having established organizational policies and procedures related to cultural competency, and many agencies lacked the essential information and guidelines to do so. The vast majority of agencies reported having the technical capacity to track victims served and to identify victims representing underserved populations, but some agencies reported difficulty or discomfort recording demographic information on clients. Most agencies reported providing some outreach to underserved populations, but they did not systematically gather the information necessary to describe the underserved populations in their service areas very well. This could have adversely impacted the effectiveness of targeted outreach efforts. Most agencies reported providing, or having access to, cultural competency training opportunities, but there was evidence of an absence of a clear understanding of cultural competency per se and this probably undermined reports regarding cultural competency training. Further, the trainings that were provided were generally not reflected in the form of organizational policies and procedures (p. 4).

The testimony of survivors and their advocates described in *Listening to Survivors: Assessment of the Needs of Domestic Violence Victims in Oregon* was consistent with the findings of the cultural competency assessment of STOP VAWA Formula Grants Program subgrantees. This report recommends mandatory

anti-racism and cultural sensitivity training for program staff, funding for culturally specific programs, involvement of individuals of diverse backgrounds in planning and implementing services, and formal mechanisms that support racially and culturally appropriate services (p. 19).

The *2002 Oregon Crime Victims' Needs Assessment* found that victims from underserved populations “had trouble finding services that met their needs and tended not to report crimes...and “believed the system was not for them (p. 47).” One of the many recommendations of this assessment related to underserved populations was to “conduct cultural awareness and sensitivity training for each agency’s personnel and provide information on how services could be tailored to the needs of special populations (p. 114).” Moreover, one of four funding priorities set out in the *Allocation Plan for the Oregon Domestic and Sexual Violence Services Fund* was “increasing culturally specific domestic violence services...to provide greater accessibility and utilization of domestic violence services by victims from a diversity of cultures (p. 9).”

*The State of Access to Justice in Oregon* identified client populations that faced special barriers to receiving legal services. This report recommends the development of expertise, outreach capacity, and linguistic skills for serving the immobile elderly, migrant farm workers, non-English speaking, immigrants, Native Americans, youth, and disabled persons. “It is important that the specialized skills necessary to provide these services be available in the system as a whole, and in the specific locations where they are needed (Part II, p. 8 – Appendix).”

## **E. State Administered Resources Currently Devoted to Addressing Violence Against Women**

For FY 2003-2004, approximately \$10,414,900<sup>17</sup> in state agency and state Coalition administered resources are available or expected to address the issue of violence against women. These resources are administered by CJSD, the Crime Victims Assistance Section of the Oregon Department of Justice (CVAS), the Children, Adults, and Families Office of the Oregon Department of Human Services (CAF), and the OCADSV.

CJSD administers a total of \$2,861,500 through two federal grant programs that address violence against women – the STOP VAWA Formula Grants Program and the Edward Byrne Memorial State and Local Law Enforcement Assistance

---

<sup>17</sup> Including administrative costs. All available and expected amounts are rounded to the nearest hundred. Because of an extended legislative process in Oregon this year, some of these are amounts expected for FY 2003-2004 based on amounts received in FY 2002-2003.

**STOP Violence Against Women Formula Grants Program  
Implementation Plan for Oregon: FY 2003 – 2006**

---

Formula Grant Program. Oregon will receive \$1,773,700 in FY 2003-2004 STOP VAWA Formula Grants Program funds. This constitutes 17.0% of the total state administered funds for this purpose. CJS and the Governor's Drug and Violent Crime Advisory Board have also allocated \$1,087,800 of the total of \$6,258,500 in FY 2003-2004 Byrne Grant funds for intimate partner abuse. Based on the findings of the *ODVNA*, these Byrne Grant funds are targeted for services that enhance the safety and well being of victims and their children, services for victims from underserved populations, and training programs that improve service providers' knowledge of domestic violence issues and their ability to provide effective services. There are currently a total of 11 Byrne Grant subgrantee programs serving women who are victims of violence in six counties.

CVAS administers a total of \$3,573,000 in funds addressing violence against women through the federal Victims of Crime Act Formula Grant Program (a portion of which specifically targets services for this purpose) and the Oregon Domestic and Sexual Violence Services Fund.<sup>18, 19</sup> CAF administers a total of \$3,013,800 through the federal Family Violence Prevention and Services Act Formula Grant, the Oregon Marriage License Fund, and the Domestic Violence Fund and Sexual Assault Fund of the Oregon Criminal Fine Assessment Account. OCADSV administers a total of \$966,600 through the federal Services to Victims Grant, the federal State Sexual Assault and Domestic Violence Coalition Grant, the federal Rape Prevention and Education Grant, and the Oregon Tax Check Off Fund (Table 10).

Although there are important differences between some of the administering agencies in methods used to distribute funds addressing violence against women throughout the state, the actual regional distributions of the combined resources resulting from these methods (Table 11) are consistent with Oregon's STOP VAWA Formula Grants Program non-competitive award allocation formula described later that considers regional population size, geographic area size, and proportion of racial / ethnic minorities (section IV.D, Table 12).

---

<sup>18</sup> Amounts available for domestic violence and sexual assault services were uncharacteristically high for CVAS in FY 2002-2003, when District Attorney based programs received other state grants that eliminated them from VOCA Formula Grant Program funding and left more funds for other programs. For FY 2003-2004, in addition to a 9% reduction in overall VOCA Formula Grant Program funding to Oregon, District Attorney based programs will once again be competing for a share of this grant. Thus, amounts available to other VOCA programs in FY 2003-2004 will be substantially reduced.

<sup>19</sup> CVAS also administers the Oregon Criminal Fine Assessment Account for Prosecutor Based Victim Assistance, which supports programs that serve all victims of crime. This account is not included here because these funds are not project specific, and it is not possible to determine the proportion that actually goes to support services for women who are victims of violence.

**STOP Violence Against Women Formula Grants Program  
Implementation Plan for Oregon: FY 2003 – 2006**

**Table 10  
2003-2004 Oregon State Agency and State Coalition Administered  
Resources Addressing Violence Against Women**

Administering Agency	Grant Program	Federal or State Source and Funding Cycle	Amount Available or Estimated for 2003-2004	Percent of Statewide Total
Criminal Justice Services Division, Department of State Police (CJSD)	STOP Violence Against Women Formula Grant	Federal July-June	\$1,773,700	17.0%
	Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant	Federal July-June	\$1,087,800	10.4%
Crime Victims Assistance Section, Department of Justice (CVAS)	Victims of Crime Act Formula Grant	Federal Oct-Sept	\$2,345,600	22.5%
	Oregon Domestic and Sexual Violence Services Fund	State July-June	\$1,227,400	11.8%
Children, Adults, and Families Office, Department of Human Services (CAF)	Family Violence Prevention and Services Act Formula Grant	Federal Oct-Sept	\$1,283,200	12.3%
	Marriage License Fund	State July-June	\$608,500	5.8%
	Criminal Fine Assessment Account / Domestic Violence Fund	State July-June	\$900,000	8.6%
	Criminal Fine Assessment Account / Sexual Assault Fund	State July-June	\$222,100	2.1%
Oregon Coalition Against Domestic and Sexual Violence (OCADSV)	Rape Prevention and Education Grant	Federal July-June	\$400,000	3.8%
	State Sexual Assault and Domestic Violence Coalition Grant	Federal July-June	\$363,600	3.5%
	Services to Victims Grant	Federal July-June	\$83,000	0.8%
	Tax Check Off Funds	State Jan-Dec	\$120,000	1.2%
Total			\$10,414,900	99.8%

Including agency administrative costs and amounts for statewide programs, trainings, and technical assistance. All amounts are rounded to the nearest hundred. Does not total 100% due to rounding.

**STOP Violence Against Women Formula Grants Program  
Implementation Plan for Oregon: FY 2003 – 2006**

**Table 11  
2003-2004 Regional Distribution of Oregon State Agency and State  
Coalition Administered Resources for Services Directly Addressing  
Violence Against Women**

Region	Criminal Justice Services Division, Department of State Police (CJSD)	Crime Victims Assistance Section, Department Of Justice (CVAS)	Children, Adults, and Families Office, Department of Human Services (CAF)	Oregon Coalition Against Domestic and Sexual Violence (OCADSV)	Amount Available or Estimated for 2003-2004	Percent of Statewide Total
Region 1	\$193,300	\$194,400	\$135,900	\$53,000	\$576,600	6.2%
Region 2	\$937,700	\$1,093,000	\$759,500	\$106,000	\$2,896,200	31.3%
Region 3	\$483,400	\$355,000	\$426,900	\$106,000	\$1,371,300	14.8%
Region 4	\$423,700	\$451,900	\$132,600	\$53,000	\$1,061,200	11.5%
Region 5	\$152,500	\$566,500	\$538,300	\$70,700	\$1,328,000	14.3%
Region 6	\$134,600	\$350,700	\$407,800	\$53,000	\$946,100	10.2%
Region 7	\$213,300	\$382,900	\$409,400	\$70,700	\$1,076,300	11.6%
<b>Total</b>	<b>\$2,538,500</b>	<b>\$3,394,400</b>	<b>\$2,810,400</b>	<b>\$512,400</b>	<b>\$9,255,700</b>	<b>99.9%</b>

Excluding agency administrative costs and amounts for statewide programs, trainings, and technical assistance.  
All amounts are rounded to the nearest hundred.  
Does not total 100% due to rounding.

#### **IV. Key Components of the FY 2003-2006 STOP VAWA Implementation Plan for Oregon**

The key components of the *FY 2003-2006 STOP VAWA Implementation Plan for Oregon* include the: a) Designated priority areas for funding, b) Request for Proposals, c) Distribution of grant funds across types of services, d) Funding allocation rationale and formula for victims' services, e) Priority areas addressed through FY 2003-2004 STOP VAWA Formula Grants Program funds, f) Newly developed *Cultural Competency Plan*, g) Monitoring and assessment of subgrantee programs; and h) Annual implementation calendar. This section describes these key components.

## **A. Designated Priority Areas for STOP VAWA Formula Grants Program Funding**

Consistent with the authorized purpose areas established by Congress under the Violence Against Women Act, the following six priority areas for funding were designated for FY 2003-2004:

- 1. Stabilize funding for current victims' services programs.**
- 2. Earmark a minimum of 25% of the STOP VAWA Formula Grants Program funds within each region for services to victims of sexual assault.**
- 3. Support services targeted at one or more groups of victims from underserved populations.** These include victims who are underserved in relation to:
  - a) Culture or language (cultural / ethnic minorities, non-English speaking, migrant farm workers);
  - b) Physical or mental health limitations (physically / hearing / sight disabled, mentally retarded, diagnosed with mental illness);
  - c) Advanced age (females 65+ years of age);
  - d) Sexual orientation (lesbian / bisexual / transgender); and
  - e) Geographic location of residence or lack of residence (rural or homeless).
- 4. Dedicate funds for victims' advocacy and safety in collaboration with victims' services programs and with law enforcement and prosecution agencies.**
- 5. Improve access to stalking orders by:**
  - a) Supporting development of educational materials to assist victims in navigating the court process; and
  - b) Supporting development of local or statewide protocols, policies, or standards for judicial and court response to violence against women.
- 6. Improve court access for underserved populations through court interpreters and the translation of relevant forms by:**
  - a) Supporting development of educational materials to assist victims in navigating the court process; and
  - b) Supporting development of local or statewide protocols, policies, or standards for judicial and court response to violence against women.

## **B. Request for Proposals (RFP)**

### **Non-Competitive and Competitive Processes**

Oregon STOP VAWA Formula Grants Program funds are awarded through an annual RFP that entails both non-competitive and competitive processes. In order to address Oregon's first priority of "stabilizing funding for current victims' services programs," awards are made to victims' services programs through a non-competitive RFP process limited to existing victims' services subgrantees. As of this year, these subgrantees are no longer required to submit a complete application each year in response to the RFP. They are now asked to submit complete applications biannually with updates on alternating years. The update must include a review of progress made toward stated goals and objectives, the number of victims served, and how the program has provided services to the identified target population. The update must also include any proposed changes to the program or target population, goals, objectives, performance measures, and / or budget.

In addition to addressing the designated priority areas, victims' services applicants are encouraged to propose one or more of the following services that enhance the safety and well being of victims and their children, and that were identified as needed in the *ODVNA* or by the Attorney General's Sexual Assault Task Force Report. These include emergency services (such as 24-hour crisis counseling, shelter / safe home, transportation, multidisciplinary sexual assault response teams including forensic medical response), criminal justice / legal services (such as advocacy, legal aid advice, and victim's financial assistance), transitional services (such as case management, housing, financial assistance, transportation, and job training), support services (such as support / education groups, family mediation, parenting classes, and childcare), counseling and health care services (such as peer support groups, short-term mental health care, long-term mental health care, medical care, and alcohol and drug treatment), and lethality assessments and safety plans.

To foster positive change in how Oregon's STOP VAWA Formula Grants Program funds are spent and include programs that have previously not had access to these funds, awards are made to prosecution services, law enforcement, and court services through a competitive RFP process. Selection of competitive applicants is based purely on the merit of the project as revealed in the response to the RFP. Applicants selected for funding receive awards that phase out over a five year period. Award levels remain stable for the first three years of funding, and are then reduced to 75% during the fourth year and 50% during the fifth year. Although continuing subgrantees receive priority during the five year period (and are granted ten extra points on a 110 point rating scale for current subgrantee standing), they must formally reapply for funding each year. They must describe the service needs

**STOP Violence Against Women Formula Grants Program  
Implementation Plan for Oregon: FY 2003 – 2006**

---

in their area that they intend to meet as well as progress made to date. They must also demonstrate that they continue to meet all of the requirements of the STOP VAWA Formula Grants Program. After five years of funding, previous subgrantees have the option to reapply for another five year funding period. These programs must then compete on equal standing with the total pool of applicants.

Funds are awarded to law enforcement for programs that improve knowledge of domestic violence, sexual assault, and stalking, enhance the delivery of victims' services, and provide training to more effectively identify and respond to violent crimes against women. Funds are awarded to prosecution services for programs establishing or enhancing victims' assistance programs, including those for sexual assault. In addition to addressing the designated priority areas, competitive applicants must coordinate their efforts with the local domestic / family violence council or sexual assault response team / task force (if one exists) and local victims' services program.

Applications are first reviewed by each member of the STOP VAWA Advisory Board for eligibility according to the criteria specified in the RFP. These criteria include program description, progress made, priority area addressed, program goals / objectives / performance measures, program budget / budget narrative, and demonstrated collaboration. STOP VAWA Advisory Board members with a conflict of interest must excuse themselves from reviewing the application(s) in question. Because the STOP VAWA Advisory Board convenes as a group to determine the eligibility of each applicant, each member is asked to score each application regardless of whether she / he alone determines any application to be ineligible. Applications determined to be eligible by the STOP VAWA Advisory Board as a whole are then considered for funding.

Each competitive application receives criterion-based and discretionary points. A scoring worksheet is used to standardize and assign criterion-based points. Points are awarded if the reviewer believes that the application adequately addresses the criterion in question. If some of the objectives of the application address the criterion and some do not, the reviewer must decide whether that criterion, overall, is adequately addressed. Points are awarded if the application addresses a criterion adequately, even if the criterion is addressed outside of the specified section. For example, points are awarded for "goals" even if the application includes goals in the "program description" section of the application.

Each STOP VAWA Advisory Board member submits a list of points awarded to each application to CJSD. All points are tallied and applications are ranked by CJSD in advance of the STOP VAWA Advisory Board meeting in which applications are approved for or denied funding. Based on the number of points received, applications are divided into three groups – high, medium, and low. Law enforcement, prosecution services, and court services applications are ranked separately. Starting with the applications having the highest number of points in

each area, STOP VAWA Advisory Board members vote on whether each application should be funded. If a two-thirds majority approves an application for funding, the discussion is opened for members to voice further concerns. After each application is carefully reviewed in this manner, the requirements for sexual assault services are considered.

### **Requirements for Sexual Assault Services**

Victims' services, law enforcement, prosecution services, and court services applicants all must meet the requirements of Oregon's second priority of "earmarking a minimum of 25% of STOP VAWA Formula Grants Program funds for services to victims of sexual assault." For victims' services programs, the combined program descriptions from each region must include intended outcomes and performance measures and show how a minimum of 25% of the total budget will be used for sexual assault services. Each individual applicant is not required to address sexual assault, but the region as a whole must do so. Thus, individual applications are not approved unless the 25% minimum has been met for the region.

At least 25% of STOP VAWA Formula Grants Program funds for law enforcement, prosecution services, and court services are also set aside for sexual assault services. There is no regional commitment required of applicants from these categories. However, each applicant seeking funding for sexual assault services must demonstrate through program description, intended outcomes, and performance measures how sexual assault services will be provided and how 25% of their funds will be budgeted for these services.

### **C. Distribution of Funds Across Types of Services**

When the Violence Against Women Act was reauthorized in 2000, the distribution strategy for the use of STOP VAWA Formula Grants Program funds within states was modified. The modifications included increasing the mandatory distribution for victims' services to 30%, establishing a new mandatory distribution of 5% for court services, and reducing the discretionary distribution to 15%. The *FY 2003-2006 STOP VAWA Implementation Plan for Oregon* continues to comply with the modified distribution strategy. Of the STOP VAWA Formula Grants Program funds allocated to the state, victims' services will continue to receive 30% plus the discretionary distribution of 15% for a total of 45%, prosecution and law enforcement will each continue to receive 25%, and court services will continue to receive 5%.

A total of \$1,917,788 will be available for Oregon's STOP VAWA Formula Grants Program during FY 2003-2004. This includes \$1,773,719 in new FY 2003-

2004 grant funds, \$66,779 in carryover funds from FY 2002-2003, and \$77,290 in carryover funds from FY 2001-2002. Carryover funds will be reintroduced into the category for which they were originally distributed. The FY 2003-2004 distribution of grant funds and their sources across types of services are as follows:

- **Administrative costs** will be \$88,686 (5%) of the FY 2003-2004 award.
- **Victims' services** will receive \$758,265 (45%) of the FY 2003-2004 award plus \$4,992 in carryover funds from FY 2001-2002, for a total of \$763,257.
- **Law enforcement** will receive \$421,258 (25%) of the FY 2003-2004 award plus \$216 in carryover funds from FY 2001-2002, for a total of \$421,474.
- **Prosecution services** will receive \$421,258 (25%) of the FY 2003-2004 award plus \$39,786 in carryover funds from FY 2002-2003 and \$26,456 in carryover funds from FY 2001-2002, for a total of \$487,500.
- **Court services** will receive \$84,252 (5%) of the FY 2003-2004 award plus \$26,993 in carryover funds from FY 2002-2003 and \$45,626 in carryover funds from FY 2001-2002, for a total of \$156,871.

When compared to the FY 2002-2003 STOP VAWA Formula Grants Program award amount for Oregon of \$1,783,000, the FY 2003-2004 award amount of \$1,773,719 represents a decrease of \$9,281.

#### **D. Funding Allocation Rationale and Formula for Victims' Services (Non-Competitive) Awards**

From the beginning of the Oregon STOP VAWA Formula Grants Program, funds have been allocated to victims' services based on a formula developed by CAF. This formula was developed in 1981 to help determine the distribution of funds to domestic violence services that were to be supported by a new state Marriage License Fund. The formula reflected the primary importance of regional distributions of populations of women and secondary importance of regional area sizes, adjusted only to set a floor funding level for any one region. Use of regional area sizes was intended to recognize that there are large populations distributed across small regions and small populations distributed across large regions in Oregon, and the latter generally need services distributed somewhat more broadly for accessibility. Area size was given one-half of the effective weight of population size in the formula. The allocation for Region 1 (Clatsop, Columbia, and Tillamook Counties) was increased to create a more useful allocation than would have resulted on the basis of its very small population and area size alone. The allocations for Regions 2

**STOP Violence Against Women Formula Grants Program  
Implementation Plan for Oregon: FY 2003 – 2006**

---

through 7 were then each adjusted by a factor representing the difference between the percentage that this funding floor represented and 100%.

CJSD and the STOP VAWA Advisory Board periodically review the Marriage License Fund formula and adjustment to reconsider the most effective distribution of STOP VAWA Formula Grants Program funds. Regional population size continues to be an important factor, since Oregon's population-based needs assessment revealed no significant regional differences in prevalence of domestic violence for females 18 to 64 years of age, and the regional average of domestic disturbances, sexual assaults, stalking case filings, elder abuse complaints, and restraining orders tracks the regional populations of Oregon females 18+ years of age. Regional area size also continues to be an important factor in the allocation formula, since the need to make services more accessible in large but not highly populated regions remains. The adjustment for Region 1 has been maintained at no less than 4.0%, since a straight formula allocation would otherwise still result in an ineffectual award amount.

However, in order to address Oregon's third priority of "supporting services targeted at one or more groups of victims from underserved populations," one additional adjustment has been made by CJSD and the STOP VAWA Advisory Board to the Marriage License Fund allocation formula. While 42.1% of the Oregon female population 18+ years of age resides in Region 2, the effect of the very small geographic area covered by that region in the application of the formula results in an allocation of 28.8%. Since approximately one-half of the state's non-white and Hispanic female populations reside in Region 2 (Table 3), the allocation to Region 2 has been increased to 32.0% (as much as possible without adversely affecting the remaining regions) to direct more funding to culturally specific programs.

Therefore, the procedure used for determining the allocations to victims' services subgrantees for the *FY 2003-2006 STOP VAWA Implementation Plan for Oregon* was as follows: A percentage was first calculated for each of the seven service regions based on the average of two times the proportion of the total statewide population it represents plus the proportion of the total statewide geographic area it represents, or

$$\frac{2 (\text{Regional Population} / \text{Statewide Population}) + (\text{Regional Area} / \text{Statewide Area})}{3}$$

The percentages obtained for each region were then adjusted as described above, and the adjusted regional percentages were applied to the total amount of available STOP VAWA Formula Grants Program funds for victims' services to determine an amount for each region (Table 12).

**Table 12  
FY 2003-2004 Allocation of STOP VAWA Formula Grants Program Funds to  
Victims’ Services Programs by Region of Oregon**

Region	Victims’ Services		
	Percent Allocation	Award Amount	Number of Subgrantees
1- North Central/Oregon Coast	4.1%	\$30,912	3
2- Portland Metropolitan	32.0%	\$244,242	13
3- Yamhill/Willamette Valley	14.1%	\$107,238	6
4- Southwest Coast	10.0%	\$76,707	4
5- Southern Oregon	16.1%	\$122,503	5
6- Mid-Columbia/Central Oregon	13.0%	\$99,605	4
7- Northeastern Oregon	10.7%	\$82,050	5
Statewide Total	100.0%	\$763,257	40

### **E. Priority Areas Addressed Through FY 2003-2004 STOP VAWA Subgrantee Program Funding**

The six priority areas identified earlier (section IV. A) are being addressed actively through the funding of specific types of subgrantee requests. This section describes the priority areas addressed and funds awarded for victims’ services, law enforcement, prosecution services, and court services.

#### **Victims’ Services**

A total of 40 victims’ services programs will receive STOP VAWA Formula Grants Program funding during FY 2003-2004. These programs address Oregon’s first priority of “stabilizing funding for victims’ services,” second priority of “supporting services for victims of sexual assault,” third priority of “supporting services for victims from underserved populations,”<sup>20</sup> and fourth priority of “supporting victims’ advocacy and safety.” Subgrantee program names, award amounts, and funding purposes follow:

**Battered Person’s Advocacy** – \$24,500 to support an outreach advocate / caseworker and court watch advocate to support domestic violence / sexual assault services, outreach and court watch activities (Region 5 – Douglas County).

---

<sup>20</sup> Applications for STOP VAWA Formula Grants Program funds are rarely submitted by tribal populations in Oregon because they receive direct federal assistance.

**Bradley Angle House** - \$18,318 to support a bilingual advocate to provide case management and advocacy to victims residing in the Bradley Angle emergency shelter and establish individualized assessments and action plans (Region 2 – Multnomah, Washington, and Clackamas Counties).

**Canyon Crisis Center** - \$17,873 to support a director and volunteer coordinator to provide women living in rural remote isolated areas with crisis hotline and intervention, support groups, and outreach services (Region 3 – Linn and Marion Counties).

**Center Against Rape and Domestic Violence** - \$17,873 to support a volunteer coordinator to operate an outreach office providing drop-in advocacy services, including legal advocacy, shelter intake, and transportation (Region 3 – Benton and Linn Counties).

**Catholic Charities** - \$18,318 to support culturally competent services to low-income, monolingual Spanish-speaking Latina women who are victims of domestic violence and their children (Region 2 – Multnomah and Clackamas Counties).

**Central Oregon Battering and Rape Alliance** - \$54,783 to support a program director and sexual assault advocate to provide emergency shelter services for victims of domestic violence, and support for victims of sexual assault (Region 6 – Deschutes, Crook, Grant, and Jefferson Counties).

**Clackamas Women's Services** - \$21,372 to support a night and weekend advocate providing night and weekend shelter services (Region 2 – Clackamas, Multnomah, and Washington Counties).

**Clatsop County Women's Resource Center** - \$10,304 to support an executive director to oversee the Domestic Abuse Response Team (DART) programs and respond as a DART member, serve on the local domestic violence council, facilitate sexual assault support groups, and provide direct client services (Region 1).

**Columbia County Women's Crisis Center** - \$10,304 to support an executive director to provide crisis intervention and information, bed-nights, and support groups (Region 1).

**Community Works / Dunn House** - \$24,500 to support an outreach services program manager and rape crisis manager to enhance outreach services to the local Adult and Family Services Office, District Attorney's Office, and other community agencies, as well as to provide advocacy and referrals to rape victims (Region 5 – Jackson County).

**Domestic Violence Resource Center** - \$18,318 to support a Hispanic outreach coordinator to improve delivery of outreach services to Latina women and survivors of domestic violence and their children (Region 2 – Multnomah County).

**Domestic Violence Services** - \$15,384 to support a bilingual advocate to strengthen delivery of services to Spanish-speaking clients in two northeast Oregon rural counties (Region 7 – Umatilla and Morrow Counties).

**Harney Helping Organization for Personal Emergencies** - \$14,940 to support a sexual assault specialist and case manager to enhance services to victims of domestic and sexual violence and assist victims applying for restraining orders (Region 6 – Harney County).

**HAVEN** - \$14,941 to support an advocate to enhance direct victims' services to domestic violence and sexual assault survivors in four mid-Columbia/Central Oregon counties (Region 6 – Wasco, Sherman, Gilliam, and Wheeler Counties).

**Helping Hands** - \$14,941 to support a project director to provide 24-hour crisis intervention advocacy and support for victims of sexual assault and domestic violence (Region 6 – Hood River County).

**Henderson House** - \$17,873 to support a legal resources advocate to provide legal resource information and referrals and assist in filing restraining orders and court advocacy (Region 3 – Yamhill County).

**Klamath Crisis Center** - \$24,503 to support a domestic violence and sexual assault advocate to provide safe housing, support victims in court, and accompany / assist rape victims at the hospital (Region 5 – Klamath County).

**Lake County Crisis Center** - \$24,500 to support a director and outreach advocate to increase advocacy services for victims of domestic violence and sexual assault (Region 5).

**LOTUS** - \$18,318 to support an intake coordinator to provide emergency services and safety to victims of domestic violence and sexual assault who have participated in the sex industry (Region 2 – Multnomah County).

**MayDay** - \$15,384 to support a specialized court advocate to improve the delivery of services to underserved, rural populations (Region 7 – Baker County).

**Mid-Valley Women's Crisis Service** - \$17,873 to support a shelter coordinator and shelter manager to provide support sessions, screening and intake for safe shelter, and provide shelter nights for victims of domestic violence and sexual assault (Region 3 – Marion County).

**My Sister's Place** - \$17,873 to support a sexual assault advocate to provide emergency services and support groups for victims of sexual assault and hospital advocacy services (Region 3 – Lincoln County).

**Native American Youth Association** - \$18,318 to support a case manager to provide culturally specific direct victim services to Native American women and their children fleeing domestic violence (Region 2 – Multnomah, Washington, and Clackamas Counties).

**Oregon Human Development Corporation** - \$18,318 to support a Hispanic women's advocate to empower Latina victims and survivors of domestic violence to obtain self-sufficiency by providing bilingual, bicultural information, support, and case management services (Region 2 – Multnomah, Washington, and Clackamas Counties).

**Portland Women's Crisis Line** - \$18,318 to support a crisis line advocate to provide services to sexual assault victims (Region 2 - Multnomah, Washington, and Clackamas Counties).

**Project Dove** - \$15,385 to support an executive coordinator to oversee the provision of services to battered women and their children and provide delivery of appropriate training for victims' services professionals in the community (Region 7 – Malheur County).

**Raphael House** - \$18,318 to support a Hispanic case manager to increase services and follow-up advocacy to Hispanic clients (Region 2 - Multnomah, Washington, and Clackamas Counties).

**Sable House** - \$ 17,873 to support a family services coordinator, a 24-hour crisis line, safe shelter, hospital accompaniment, advocacy, support groups, transportation, and information and referral to survivors of sexual assault (Region 3 – Polk County).

**Safe Harbors** - \$20,512 to support a sexual assault advocate to increase direct service hours offering peer counseling, shelter, transportation, criminal justice, and medical community advocacy (Region 7 – Wallowa County).

**Salvation Army** - \$18,318 to support a case manager to strengthen victim services with a focus on Native American women (Region 2 - Multnomah, Washington, and Clackamas Counties).

**Sexual Assault Resource Center** - \$18,318 to support a drop-in center and rape victim services coordinator to provide case management, in-person advocacy, and accompaniment for sexual assault survivors (Region 2 – Washington County).

**Sexual Assault Support Services** - \$19,144 to support an administrative assistant and advocacy services coordinator to provide advocacy for sexual assault survivors and support staff to strengthen direct service programs (Region 4 – Lane County).

**Shelter From the Storm** - \$15,385 to support a victim advocate to provide increased victim advocacy and safety for victims and their children while engaging local law enforcement and the court system (Region 7 - Union County).

**Siuslaw Area Women’s Center** - \$19,176 to support a crisis line coordinator and domestic violence and sexual assault advocate to strengthen and continue 24-hour crisis line, provide resources and referrals for victims of domestic violence and sexual assault (Region 4 – Lane County).

**Tillamook County Women’s Crisis Center** - \$10,304 to support a community services coordinator and client advocate to provide crisis intervention and increase services to Hispanic and elderly populations, as well as to provide training to law enforcement and provide outreach to local schools (Region 1).

**Volunteers of America** - \$21,372 to support enlargement and strengthening of domestic and sexual violence survivors’ services in emergency shelter and outreach program (Region 2 - Multnomah, Washington, and Clackamas Counties).

**Women’s Crisis Support Team** - \$24,500 to support a resource coordinator and director to enhance outreach and advocacy services to victims of domestic violence, and increase access to the social services systems for victims of sexual assault (Region 5 – Josephine County).

**Women’s Safety and Resource Center** - \$19,211 to support an outreach office coordinator and advocate providing on-site advocacy, and sexual response training to staff and volunteers (Region 4 – Coos County).

**Womenspace** - \$19,176 to support emergency program director and Latina specialist to enhance services to gender, racial, cultural, ethnic, and language minorities (Region 4 – Lane County).

**YWCA** - \$18,318 to support an information and referral specialist to strengthen services to Yolanda House, and provide crisis intervention and information and referral services (Region 2 - Multnomah, Washington, and Clackamas Counties).

### **Law Enforcement**

A total of 11 law enforcement agencies have been selected through the competitive RFP process to receive STOP VAWA Formula Grants Program funding for FY 2003-2004. These grants address Oregon’s second priority of “supporting

**STOP Violence Against Women Formula Grants Program  
Implementation Plan for Oregon: FY 2003 – 2006**

---

services for victims of sexual assault,” third priority of “supporting services for underserved populations,” fourth priority of “supporting victims’ advocacy and safety,” and fifth priority of “improving access to stalking orders.” Subgrantee agency names, award amounts, and funding purposes follow:

**Astoria Police Department** - \$25,000 to support a detective and domestic violence/sexual assault advocate as first responders to the scene of the crime and provide advocacy to victims (Region 1 – Clatsop County).

**Benton County Sheriff’s Office** - \$98,196 to provide pass-through funds to Oregon Legal Services to enhance the coordination between legal service providers, law enforcement, and victim services agencies in securing judicial orders to protect women who are victims of violent crime (Region 3).

**Columbia County Sheriff’s Office** - \$32,200 to support an advocate to provide on-scene immediate crisis response, advocacy, and safety planning to victims and to respond with an officer to incidents of domestic violence and sexual assault (Region 1).

**Department of Justice/ Sexual Assault Task Force** - \$20,000 to support the sexual assault training institute for law enforcement agencies statewide, focusing on investigations and responses to crimes of sexual assault (statewide).

**Florence Police Department** - \$32,760 to support a domestic violence community liaison to provide at-the-scene services to victims of domestic violence (Region 3 – Lincoln County)

**Hillsboro Police Department** - \$32,000 to support a restraining order advocacy director to provide specialized court advocacy from the initial restraining order application to contested hearings (Region 1 – Washington County).

**Jackson County Sheriff’s Department** - \$46,250 to support a sheriff’s advocate to provide follow-up advocacy, support, and accompaniment to court proceedings (Region 5).

**Salem Police Department** - \$50,000 to support a victim advocate and domestic violence response team intern to respond to initial scene of the crime and provide advocacy for victims of domestic violence (Region 3 – Marion County).

**Springfield Police Department** - \$23,000 to support a bilingual / bicultural domestic violence outreach advocate to provide follow-up services to victims of domestic violence and sexual assault and conduct outreach within the Hispanic community (Region 4 – Lane County).

**Union County Sheriff's Office** - \$37,268 to support a domestic violence detective to assist in increasing reporting, reducing attrition rates of domestic violence cases, and provide services to women of violent crimes in the rural portion of the county (Region 7).

**Wallowa County Sheriff's Office** - \$34,800 to support a domestic violence and sexual assault deputy and project coordinator to respond to violent crimes against women with an emphasis on sexual assault victims (Region 7).

### **Prosecution Services**

A total of 16 agencies providing prosecution services have been selected through the competitive RFP process to receive STOP VAWA Formula Grants Program funding for FY 2003-2004. These grants address Oregon's second priority of "supporting services to victims of sexual assault," "third priority of supporting services for underserved populations," fourth priority of "supporting victims' advocacy and safety," "fifth priority of improving access to stalking orders," and sixth priority of "improving court access for underserved populations." Subgrantee agency names, award amounts, and funding purposes follow:

**Columbia County District Attorney** - \$30,000 to support a domestic violence advocate to enhance prosecution efforts, increase victim safety, and provide court advocacy (Region 1).

**Coos County District Attorney** - \$32,700 to support a domestic violence advocate to maintain and enhance services to reach rural victims of domestic and sexual violence (Region 4).

**Crook County District Attorney** - \$10,000 to support a domestic violence advocate to assist victims through the criminal justice system (Region 6).

**Department of Justice/ Sexual Assault Task Force** - \$50,466 to support the sexual assault training institute to provide specialized sexual assault training to at least one prosecutor and at least one district attorney-based victim advocate in each county (statewide).

**Grant County District Attorney** - \$ 25,000 to support a sexual assault response training (SART) for law enforcement, the medical community, and prosecution services (Region 6).

**Jackson County District Attorney** - \$30,000 to support a domestic violence and sexual assault advocate to assist victims with the court process (Region 5).

**Lane County District Attorney** - \$50,000 to support a domestic violence investigator to continue the Domestic Violence and Prosecution Unit (Region 4).

**Lincoln County District Attorney** - \$30,000 to support a full-time sexual assault advocate / coordinator (Region 3).

**Linn County District Attorney** - \$23,157 to support a sexual assault advocate to provide court advocacy and information regarding the criminal justice system to victims of sexual assault (Region 3).

**Malheur County District Attorney** - \$40,000 to support a program coordinator to increase direct services to women and their children, enhance prosecution efforts, and increase victim safety (Region 7).

**Marion County District Attorney** - \$40,000 to support a domestic violence advocate to enhance and maintain prosecution-based services specifically dedicated to responding to victims of family violence (Region 3).

**Multnomah County District Attorney** - \$66,000 to support a domestic violence prosecutor to promote cultural competency within the Domestic Violence Unit and reduce the incidence of domestic violence (Region 2).

**Polk County District Attorney** - \$40,000 to support a domestic violence Deputy District Attorney to provide consistency of prosecution procedures for domestic violence victims (Region 3).

**Wallowa County District Attorney** - \$17,262 to support a multi-agency victim advocate to increase victims' knowledge of the criminal justice system and assist with crisis intervention (Region 7).

**Union County District Attorney** - \$17,262 to support a victim advocate to accompany victims of domestic violence to court and provide information about the criminal justice system (Region 7).

**Yamhill County District Attorney** - \$22,500 to support a bilingual victim advocate to enhance direct services to victims of domestic violence and sexual assault (Region 3).

### **Court Services**

Two court projects have been selected through the competitive RFP process to receive STOP VAWA Formula Grants Program funding for FY 2003-2004. These grants address Oregon's third priority of "supporting services for victims from underserved populations," fifth priority of "improving access to stalking orders," and

sixth priority of “improving court access for underserved populations.” Subgrantee agency names, award amounts, and funding purposes follow:

**Oregon Judicial Department / Marion County Courts** - \$39,585 to support a bilingual administrative analyst to provide direct services to Hispanic and Latina women who are obtaining restraining and stalking orders (Region 3).

**Oregon Judicial Department** - \$43,721 to support translation of the Family Abuse Prevention Act packets into Vietnamese and Korean, revise Spanish and Russian materials as necessary, and provide training for interpreters working in domestic violence contexts (statewide).

## **F. Improving Services for Diverse Populations: Newly Developed Cultural Competency Plan**

### **Overview**

The need to improve cultural competency among programs serving victims of domestic violence, sexual assault, and stalking in Oregon has been amply demonstrated (section III.D). In addition to addressing Oregon’s third priority of “supporting services for victims from underserved populations” through funding of specific subgrantee programs, CJSD contracted for the development of a more comprehensive *Cultural Competency Plan*.<sup>1</sup> The *Cultural Competency Plan* is based on extensive research into the cultural competency initiatives and programs described by a wide range of government agencies, private organizations, academic institutions, and published literature in the fields of health care, social services, and criminal justice services. The views of CJSD, the STOP VAWA Advisory Board, other professionals working on the treatment and prevention of violence against women, and individuals and programs representing diverse cultures have been incorporated.

The goal of the *Cultural Competency Plan* is to support CJSD in establishing professional guidelines that assist STOP VAWA Formula Grants Program subgrantees in creating culturally competent workplace environments and client services. To this end, the specific objectives of the *Cultural Competency Plan* are to provide guidance in: a) Creating policies and administrative procedures that establish a long-term organizational commitment to supporting culturally diverse employees and serving culturally diverse populations; b) Developing human resources practices that build a culturally diverse and culturally competent workforce; c) Designing service delivery programs and facilities that are culturally responsive, appropriate, and accessible; d) Obtaining professional training that improves knowledge about, skills for working with, and attitudes regarding culturally diverse populations; e) Establishing community relationships and outreach efforts

that improve the continuity and accessibility of culturally competent services for culturally diverse populations; and f) Utilizing evaluation strategies that build capacity for self-assessment of and quality improvement in culturally competent services.

A working definition of cultural competency was developed specifically for the *Cultural Competency Plan*. This definition states that, “cultural competency results from the ongoing commitment of an agency, organization, program, or individual to: 1) Maintain up-to-date knowledge of the beliefs and conventions of the diverse cultural groups<sup>21</sup> in the community served; 2) Employ policies, practices, and skills in the workplace environment and client services that respect these beliefs and conventions; and 3) Use self-assessment information for continuous improvement in culturally responsive interactions.”

The central component of the *Cultural Competency Plan* is a detailed set of ninety-seven operational standards that prescribe the development of culturally competent values and practices for the STOP VAWA Formula Grants Program. Subsets of these operational standards are specifically recommended for CJSD, the STOP VAWA Advisory Board, and the STOP VAWA Formula Grants Program subgrantee boards, administrators / directors, human resources professionals / functions, program facilities / environments, intake processes, service delivery, and outreach activities.

The *Cultural Competency Plan* also provides for professional training in cultural competency for STOP VAWA Formula Grants Program subgrantees. A well-established, well-documented training curriculum, developed by the National MultiCultural Institute (NMCI), has been selected for the training component. This curriculum, *Cultural Considerations in Assisting Victims of Crime* (11), covers commonly valued concepts and skills for culturally competent workplace interactions and client services. It is unique, however, in that it is directly oriented toward victims of crime. The curriculum is intended to be delivered by NMCI-trained professionals who employ a Train-the-Trainer method in 4-day sessions. Using this Train-the-Trainer method, the *Cultural Competency Plan* requires that individuals from subgrantee programs who attend the sessions will later partner (in teams of two) with attendees from other subgrantee programs to disseminate information and skills within their own programs. Train-the-Trainer participants will also be expected to offer support within their agencies with day-to-day cultural competency issues.

---

<sup>21</sup> Where group identity is based on (but not limited to) such characteristics as race, ethnicity, language, country of origin, acculturation, age, gender, physical or mental disability, socioeconomic class, education level, religious beliefs, and sexual orientation.

### **Collaborative Effort of Three State Departments**

During the developmental stages of the implementation strategy for the *Cultural Competency Plan*, it became clear that the most effective and efficient way of addressing this issue among programs serving victims of domestic violence, sexual assault, and stalking in Oregon would be to collaborate with the other state departments also administering funding to many of the same programs. CJSD, CVAS, and CAF jointly and separately administer funding for 112 programs that serve the vast majority of domestic violence, sexual assault, and stalking victims throughout Oregon. CVAS and CAF met the suggestion of a collaborative effort with enthusiasm, and moved to support the STOP VAWA Formula Grants Program *Cultural Competency Plan*.

At present, the first 4-day Train-the-Trainer session has been scheduled for 30 subgrantee programs. CJSD, CVAS, and CAF have just solicited responses from subgrantees to a Request for Applications to participate in the first training, which will take place in Eugene, Oregon in late September 2003.

For the collaborative effort of implementing the broader *Cultural Competency Plan*, a rolling, or phase-based, strategy will be used to allow each state administering agency to help coordinate and monitor participation of specific subgrantee programs. The 30 subgrantees participating in the first training will become part of the first phase of the implementation of the *Cultural Competency Plan*. The implementation timeline will allow for activities ranging from initial communications between state administering agencies and subgrantee boards and administrators / directors about the *Plan* and related requirements to planning and development by subgrantees, cultural competency training, integration of the operational standards, and assessments. Using established evaluation practices, assessment information will be collected throughout the course of the implementation, and will be used to demonstrate progress as well as provide feedback and technical assistance to subgrantees to help them in their ongoing efforts to improve cultural competency.

### **G. Monitoring and Assessment of Subgrantee Programs**

Information gathered through monitoring and assessment of STOP VAWA Formula Grants Program subgrantees provides important information for policy and program improvement, and contributes to the rationale for criminal justice planning in Oregon. Monitoring is conducted internally by CJSD staff, and assessment is now conducted externally by Program Design and Evaluation Services (PDES).<sup>1, 22</sup>

---

<sup>22</sup> PDES is an evaluation unit jointly sponsored by the Oregon Health Division and the Multnomah County Health Department.

Monitoring involves reviewing subgrantee quarterly progress reports and conducting periodic site visits or desk reviews. These activities assure that each subgrantee is operating the program as agreed, working toward its objectives, following appropriate fiscal procedures, and receiving any needed technical assistance and program development guidance. Quarterly progress reports must address the program goals and objectives outlined in the subgrantee's original application in sufficient detail to cover the reporting period. This includes narrative and data that describe progress made, activities linked to specific outcomes, and problems encountered.

Ongoing site visits and telephone desk reviews are conducted by CJSD staff. Approximately ten site visits and / or telephone desk reviews are targeted per year. A uniform checklist is used. This checklist includes items pertaining to the subgrantee's overall management and project progress, trainings provided and attended, services provided to victims and limitations of these services, collaboration with other agencies and programs, culturally diverse and underserved populations in their service areas and services / outreach offered to these populations, and budget management practices. When site visits are not possible, telephone desk reviews are conducted. These reviews involve contacting the subgrantee program director and / or other appropriate individual to set up a telephone conference call in which each checklist item is discussed.

PDES is currently in the process of developing methods for collecting data on target populations served, service capacity and provision, and short-term outcomes for each subgrantee program. Programs will be expected to submit descriptions (and annual updates) of services delivered, and to collaborate with PDES in the collection of other data. Wherever possible, data will be obtained through record reviews. Program level data to be collected include service locations / hours and capacity, service components, client eligibility criteria, and staffing. Client level data to be collected include demographics, length of stay, previous services received, and nature of the incident(s) for which current services are sought. In addition, client exit surveys will be used to provide direct measures of services received and client satisfaction. PDES will provide training for subgrantee program staff in data collection procedures, oversee data collection, conduct data entry and analyses, and provide quarterly reports to CJSD.

## **H. Annual Implementation Calendar**

Implementation of the STOP VAWA Formula Grants Program in Oregon is scheduled as follows each year, beginning here with the annual submission of the application to OVW prepared by CJSD on behalf of the state of Oregon:

**STOP Violence Against Women Formula Grants Program  
Implementation Plan for Oregon: FY 2003 – 2006**

---

**December** – STOP VAWA Formula Grants Program application prepared by CJSD due to OVW.

**January** – Subgrant Award Performance Reports (SAPR) due to OVW (new format will replace SAPR this year).

**February, April, June, August, October, December** – Oregon Funders' Meetings.

**March, June, September, December** – STOP VAWA Advisory Board meetings for policy development, planning, and funding decisions (additional communications as needed).

**April** – Updates and revisions made to the annual RFP by CJSD and the STOP VAWA Advisory Board.

**May** – RFP distribution by CJSD to potential subgrantee program applicants.

**June** – Responses to RFP from potential subgrantee program applicants due to CJSD.

– Notification of state award made by OVW to CJSD.

– Recommendations for subgrantee program awards made by CJSD and the STOP VAWA Advisory Board.

**July** – Review by the Office of the Governor of the recommendations for subgrantee program awards.

– Subgrantee program award notifications sent by CJSD to RFP respondents.

**September** – Statewide implementation plan or update prepared by CJSD due to OVW.

**October, January, April, July** – Quarterly subgrantee program progress and fiscal reports due to CJSD.

**Ongoing** – Site visits and/or desk reviews of subgrantee programs by CJSD.

**Ongoing** – CJSD meetings with contracted evaluators as needed; evaluation reports to CJSD.

## **V. Considering the Role of the STOP VAWA Formula Grants Program in Serving Victims of Elder Abuse**

Approximately one out of five adult Oregon women is currently 65+ years of age, and the proportion of elder women will steadily increase with the aging of the largest segment of the population. Although the STOP VAWA Formula Grants Program in Oregon serves women 65+ years of age through the funding of services for women of all ages, it is unclear how abused elder women specifically might be most effectively served and whether targeted efforts should be made through the STOP VAWA Formula Grants Program. As a key component of the *FY 2003-2006 STOP VAWA Implementation Plan for Oregon*, a *Cultural Competency Plan* (section IV.F.) will address services for abused elder women as part of a more comprehensive effort to improve services for diverse women. In addition, during the FY 2003-2006 period, CJSD will consider this issue in consultation with the STOP VAWA Advisory Board. Information will be collected from government agencies and non-profit organizations as well as from key informants who manage or work in programs serving abused elder women. Available studies will be reviewed, such as *An Evaluation of Oregon's Response to Adult and Elder Abuse: A Report to the Oregon Attorney General's Elder Abuse Task Force* (12). Gaps in existing services and possible opportunities for STOP VAWA Formula Grants Program efforts on behalf of abused elder women will be identified. Finally, STOP VAWA Formula Grants Program budget constraints and the impact of redirecting already limited funds from existing priorities will be carefully considered.

## **VI. Barriers to Implementation and Need for Technical Assistance from the Office on Violence Against Women**

As part of this *FY 2003-2006 STOP VAWA Implementation Plan for Oregon*, technical assistance is requested from OVW for a barrier faced by CJSD in delivering the training component of the *Cultural Competency Plan* (section IV. F).

When seeking external support for NMCI-trained professionals to deliver the *Cultural Considerations in Assisting Victims of Crime* trainings to subgrantee programs, CJSD was referred by NMCI to the Training and Technical Assistance Center of the federal Office for Victims of Crime (TTAC / OVC).<sup>23</sup> After confirming with TTAC / OVC that the series of trainings comprising the training component of the *Cultural Competency Plan* fell well within their priority areas, CJSD submitted an application to TTAC / OVC (Appendix B).

---

<sup>23</sup> TTAC / OVC had originally funded the development of the NMCI *Cultural Considerations in Assisting Victims of Crime* curriculum.

However, CJSD's application was received during a period when programmatic changes were in process at TTAC / OVC, and providing training and technical assistance to programs involving victims of domestic violence was determined to no longer be a priority area. Because of extended delays in responding to the application, and in an effort to help CJSD initiate the *Cultural Competency Plan*, TTAC / OVC offered to support the first training. Changes were made by TTAC / OVC to the original training implementation design for cost reduction. Nevertheless, CJSD eagerly accepted this opportunity to at least begin providing some training in support of the *Cultural Competency Plan*.

TTAC / OVC then advised CJSD to contact OVW to support the remaining cultural competency trainings because the request pertained to victims of domestic violence. However, contact with OVW revealed that no state level training and technical assistance program existed. Because this comprehensive *Cultural Competency Plan* is clearly needed by STOP VAWA Formula Grants Program subgrantees, the STOP VAWA Advisory Board strongly endorses this effort, and a three state administering agency collaborative arrangement is now well established, CJSD is seeking support for the remaining cultural competency trainings. Therefore, assistance is requested from OVW for identifying resources for the training portion of this *Cultural Competency Plan*.

## **VII. Summary and Conclusion**

The *FY 2003-2006 STOP VAWA Implementation Plan for Oregon* presented here updates, refines, and builds upon those submitted in previous years. The *Plan* draws upon information and data from a wide range of individuals, agencies, and organizations concerned with violence against women in all regions of Oregon. This information provides the rationale for the priority funding areas for Oregon's STOP VAWA Formula Grants Program. These priority areas include stabilizing funding for victims' services programs, earmarking funds within each region for sexual assault services, supporting services for victims from underserved populations, dedicating funds for victims' advocacy and safety, improving access to stalking orders, and improving court access for underserved populations. The *Plan* describes how these priority areas are currently being addressed through guidelines for non-competitive and competitive RFP processes, methods for funding distribution and allocation that recognize federal requirements and reflect statewide needs, recommendations for funding of specific subgrantee programs, and requirements for subgrantee program participation in monitoring and assessment activities.

In addition, Oregon has moved to develop and implement a new effort to improve services to diverse women who are victims of violence. A comprehensive *Cultural Competency Plan*, recently developed for the STOP VAWA Formula Grants Program, is now being supported collaboratively by three state departments that administer funding for services addressing violence against women. Finally, while limited STOP VAWA Formula Grants Program funds are already overwhelmed by existing needs, the rapidly increasing proportion of women 65+ years of age suggests that Oregon will need to be well prepared to serve an increasing population of women who are victims of elder abuse. Thus, the potential role of the STOP VAWA Formula Grants Program in addressing the abuse of elder women will be an important item for consideration on the agenda that lies ahead.

## **VIII. References**

(1) Glick, B., S. Johnson, and C. Pham (2000). *1998 Oregon Domestic Violence Needs Assessment: A Report to the Oregon Governor's Council on Domestic Violence* (2<sup>nd</sup> ed.). Oregon Health Division and Multnomah County Health Department.

(2) Glick, B., S. Kowalski, R. Smith, and J. Song (2001). *Preliminary Assessment of Cultural Competency Among 2000-2001 VAWA Funded Agencies*. Oregon Health Division and Multnomah County Health Department.

(3) Governor's Council on Domestic Violence (2001). *Listening to Survivors: Assessment of the Needs of Domestic Violence Victims in Oregon*.

(4) Regional Research Institute for Human Services, Portland State University (2003). *2002 Oregon Crime Victims' Needs Assessment: Final Report*.

(5) Oregon Attorney General's Sexual Assault Task Force (2002). *Sexual Assault Task Force Report*.

(6) Kilpatrick, D. and K. Ruggiero (2003). *One in Six – Rape in Oregon: A Report to the State*. National Violence Against Women Prevention Research Center, Medical University of South Carolina.

(7) Kilpatrick, D., C. Edwards, and A. Seymour (1992). Rape in America: A Report to the Nation. *The National Women's Study*. National Victim Center and Crime Victims Research Center, University of South Carolina.

(8) Tjaden, P. and N. Thoennes (2000). *Prevalence, Incidence, and Consequences of Violence Against Women: The National Violence Against Women Survey*. National Institute of Justice, U.S. Department of Justice.

(9) Dale, D. (2000). *The State of Access to Justice in Oregon. Part I: Assessment of Legal Needs; Part II: Improving Access to Justice – A Working Draft*.

(10) Oregon Department of Justice (2002). Allocation Plan for the Oregon Domestic and Sexual Violence Services Fund (HB 2918).

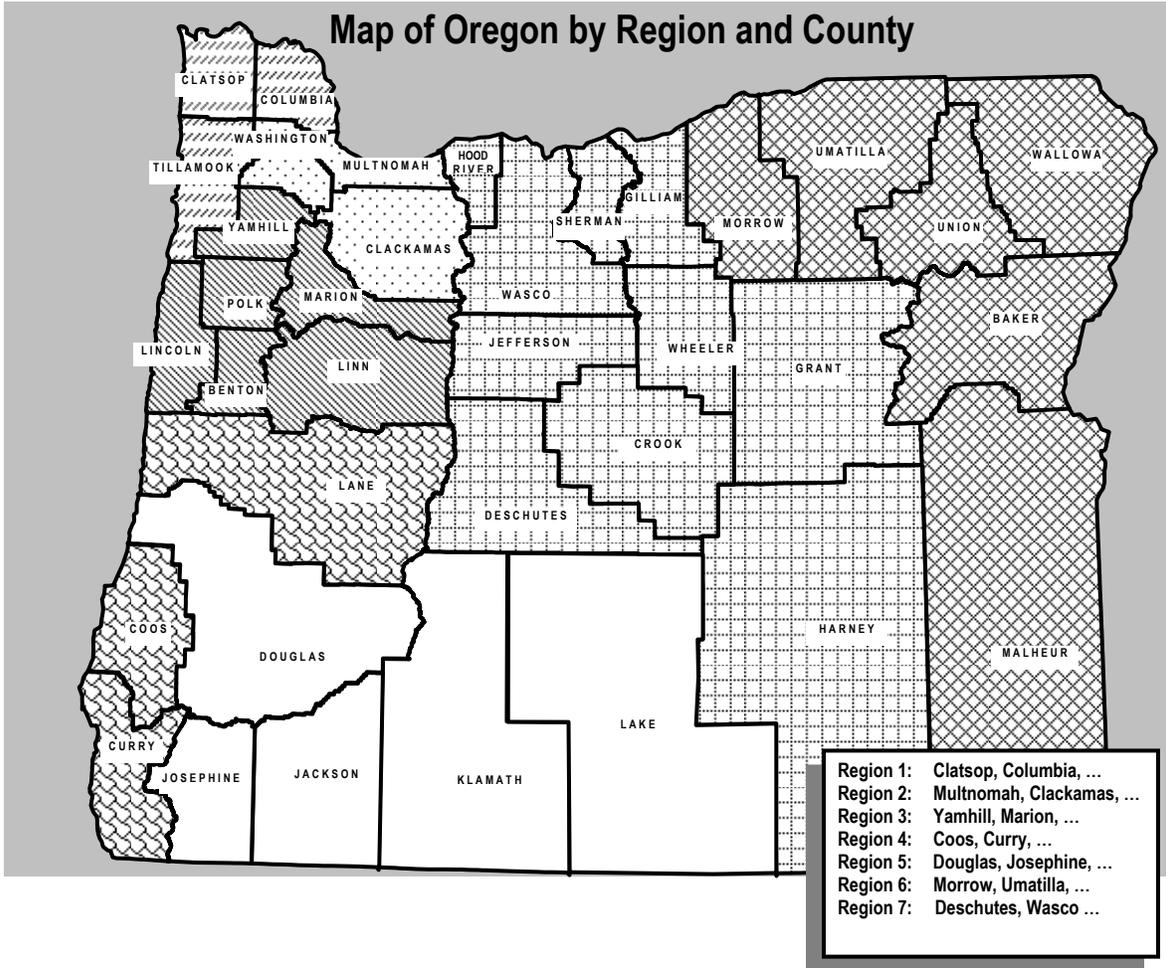
(11) Anand, R. and L. Shipler (1998). *Cultural Considerations in Assisting Victims of Crime*. Washington, D.C.: National MultiCultural Institute.

(12) Bernstein, J., B. Serafin, and G. Tarbutton (2002). *An Evaluation of Oregon's Response to Adult and Elder Abuse: A Report to the Oregon Attorney General's Elder Abuse Task Force*.

## **Appendix A**

### **Map of Oregon by Region and County**

**STOP Violence Against Women Formula Grants Program  
Implementation Plan for Oregon: FY 2003 – 2006**



**Appendix B**

***Application to the Office for Victims of Crime Training and Technical  
Assistance Center for Cultural Competency Training***

**STOP Violence Against Women Formula Grants Program  
Implementation Plan for Oregon: FY 2003 – 2006**



## Office for Victims of Crime Training and Technical Assistance

<b>Application Cover Page</b>		
<b>Date</b> <u>1-15-03</u> <b>Type of Assistance Requested</b> <input checked="" type="checkbox"/> <b>Training</b> <input type="checkbox"/> <b>Technical Assistance</b> <input type="checkbox"/> <b>Speakers Bureau</b>		
<b>Name of Applying Agency</b> Criminal Justice Services Division of the Oregon Department of State Police		
<b>Address</b> <u>400 Public Service Building</u> <b>Street Address</b>		
<u>Salem</u> <b>City</b>	<u>Oregon</u> <b>State</b>	<u>97310</u> <b>ZIP Code</b>
<b>Contact Person</b> <u>Barbara Glick, Ph.D.</u> <b>Name</b>		<u>Research and Evaluation Consultant</u> <b>Title</b>
<b>Phone Number</b> <u>971.242.0105</u>	<b>Fax Number</b> <u>971.242.0105</u>	<b>E-Mail</b> <u>barbaraglick@attbi.com</u>
<b>Type of Agency</b> <input type="checkbox"/> <b>Local</b> <input checked="" type="checkbox"/> <b>State</b> <input type="checkbox"/> <b>Federal</b> <input type="checkbox"/> <b>USAO</b> <input type="checkbox"/> <b>OVC</b> <input type="checkbox"/> <b>Private, Non-Profit</b> <input type="checkbox"/> <b>Public</b>		
<b>State VOCA Administrator</b> <u>Connie Gallagher, Director, Crime Victims Assistance Section of the Oregon Department of Justice</u>		
<b>State Compensation and Assistance Director</b> <u>Same as VOCA administrator</u>		
<b>District U.S. Attorney</b> <u>Michael Mosman</u>		
<b>Are you an OVC/VOCA Grantee or Subrecipient of VOCA funding?</b> <input type="checkbox"/> <b>Yes</b> <input checked="" type="checkbox"/> <b>No</b>		
<b>Event Date</b> <u>Multiple training dates to be arranged</u>	<b>Time(s)</b> <u>8:00am - 5:00pm</u>	<b>Duration</b> <u>4 days each</u>
<b>Location of Event</b> <u>Locations to be arranged within each region to meet the needs of local programs</u>		
<b>Name of Location (if known)</b>		<b>Location Phone Contact (if known)</b>
<b>Location Address</b>		
<b>Brief Description of Event (75 words or less)</b> The proposed trainings will address the issue of cultural competency within programs serving victims of domestic violence and sexual assault throughout Oregon. As part of a new statewide Cultural Competency Plan, two to three individuals from each of 112 programs will attend four-day professional train-the-trainer sessions that will prepare them to deliver dissemination trainings within their local programs. Follow-up assessments will measure knowledge and skills gained and applied in workplace interactions and client services.		
<b>How did you hear about TTAC?</b> <u>Through internet research into possible funding opportunities for this project</u>		
<b>Have you previously submitted an application to TTAC?</b> <input type="checkbox"/> <b>Yes</b> <input checked="" type="checkbox"/> <b>No</b> <b>If so, when?</b>		
<u>Carmen Merlo, Director</u> <b>Agency's Executive Officer</b>	<b>Signature</b>	<b>Date</b>

***A. Description of Need***

***1. Problem to be addressed*** - The problem to be addressed is the demonstrated need to provide professional cultural competency training to those working with and on behalf of diverse victims of domestic violence and sexual assault throughout Oregon. ***2. How and by whom identified*** - A cultural competency assessment of 62 Oregon programs funded by the 2000-2001 STOP Violence Against Women Formula Grant (VAWA) revealed substantial unmet needs in organizational policies and procedures, ability to identify and reach diverse populations, and provision of training. The assessment was conducted for Criminal Justice Services Division of the Oregon Department of State Police (CJSD) by a contract evaluation team led by Barbara Glick, Ph.D. The resulting recommendations led to the development of a comprehensive Cultural Competency Plan for VAWA funded programs, a major component of which is professional training (Appendix A). ***3. What has been done*** - Two state agencies will be collaborating with CJSD on the implementation of the Cultural Competency Plan - the Crime Victims Assistance Section of the Oregon Department of Justice (CVAS) and the Children, Adults, and Families office of the Oregon Department of Human Services (CAF). We jointly and separately administer funding for 112 programs that serve the vast majority of domestic violence and sexual assault victims throughout Oregon. We all prioritize funding or use contract language requiring services for victims from underserved populations (by culture, language, physical or mental health limitations, age, sexual orientation, rural/urban location, and homelessness). Grant applicants are asked to describe the diverse communities served and their outreach efforts to these groups. CVAS promotes the need to address cultural eating restrictions, religious practices, child rearing values, and living

arrangements. CVAS and CAF site visits include queries about whether program staff, volunteers, and boards represent the communities, whether the programs have cultural competency training, and how diverse populations are being served. As a result, most grantee program administrators recognize the need for information and training related to cultural competency. However, they have varying levels of knowledge about and access to professional quality instruction. **4. Inadequacy of existing resources and current approach** - Existing resources are inadequate to address the problem because of the overwhelming need to support direct services, limitations in how grant funds may be used, and serious deficits in the Oregon state budget. Fluctuating funding levels also make it difficult for programs to maintain quality cultural competency efforts without consistent outside technical assistance. The current approach is inadequate because it is fragmented and fails to employ nationally accepted concepts and methods. The content, quality, and frequency of efforts vary from program to program within communities and across regions. Some programs limit their focus to anti-racism or anti-oppression. The concept of diversity is sometimes confined to race and ethnicity and fails to recognize that victims differ in other ways (sexual orientation, disability status, religious beliefs) that can affect service needs. Existing trainings do not uniformly employ state-of-the-art curricula and are typically not part of the broader framework of formal standards necessary for long-term, systemic organizational change.

#### ***B. Nature of Request***

**1. Type of training needed** - We believe that this need will best be addressed through community/regionally based train-the-trainer sessions for two to three key individuals from each of the 112 grantee programs. This will enhance working relationships between

victims' services, prosecution, law enforcement, and court services within each community/region, build capacity within local programs, and create a network of trainers in Oregon. To allow adequate time for assessment, four sessions per year over three years are planned for an estimated 300 participants. **2. Name of trainings** - "Cultural Considerations in Assisting Victims of Domestic Violence and Sexual Assault."

**3. Topics to be addressed** - The topics to be addressed are the knowledge and skills required to: a) create a culturally competent workplace, b) provide culturally competent services to diverse victims, and c) design and deliver in-house cultural competency trainings. **4. Trainer requested** - The National MultiCultural Institute. **5. Trainer**

**qualifications** - The trainer should have experience with: a) multi-site trainings and train-the-trainer methods, b) assessing the needs of programs, c) training victims' services professionals, d) state-of-the-art curricula, e) didactic and experiential modes of delivery (lectures, exercises, simulations, videos, and handouts), and f) training assessment.

**6. Training facilities** - The training facilities will be arranged within each region to meet local program needs. **7. TTAC assistance needed/ special requests** - Beyond applying to TTAC for assistance with training costs, our special request is to apply for this statewide project with a three-year implementation strategy. This will allow us adequate time to provide technical assistance as grantee programs address the challenges of adopting the Cultural Competency Plan, and to conduct assessments to demonstrate progress.

### **C. Target Audience**

**Size and background of target audience** - The optimal audience size for train-the-trainer sessions is no more than 30 participants. Participants will: a) include advisory board members, program directors, employees, and volunteers from both rural and urban areas,

b) represent victims' services, law enforcement, prosecution, and court services, and  
c) have educational levels from pre-high school to graduate degrees (MA, JD, or Ph.D.),  
with an average of an AA or BA degree. The majority of participants will be 20 to 45  
years old, Caucasian, and English speaking. Other primary languages will be Spanish  
and Russian (infrequent). The need for physical accommodation will reflect general  
population needs. Most participants have extensive experience in victims' services, and  
will have had some exposure to cultural sensitivity issues. Those from culturally specific  
programs will benefit from information on how differences other than race/ethnicity can  
affect service needs.

#### ***D. Organizational Capacity***

***1. Agency mission and goals related to serving victims of crime*** - Central to our  
agencies' missions and goals is statewide policy development aimed at effective  
administration of funding for services for domestic violence and sexual assault victims  
throughout Oregon. ***2. Agency strengths*** - Our collaboration on the Cultural  
Competency Plan, grant administration processes, and provision of ongoing technical  
assistance are our major strengths in sustaining change. ***3. Barriers to sustaining  
change*** - Grantee program staff turnover, geographic isolation, and fluctuating funding  
levels may limit our ability to sustain change. Our implementation strategy will  
proactively address these barriers by training two to three staff members (rather than one)  
in each program, organizing community/regionally based trainings, and providing outside  
technical support to minimize cost demands. ***4. Expenses requested and need for TTAC  
support*** - We are requesting that TTAC cover the expenses of: a) NMCI delivery of  
training sessions, and b) trainer travel, lodging, and per diem. TTAC support is needed

because the majority of our funds must be spent on direct services to victims, and the cost of the training exceeds that available within our agencies for training. **5. Matching**

**support** - We will provide: a) training space rental, b) local participant mileage and per diem, c) traveling participant mileage, per diem, and lodging, d) project administration and monitoring of progress, e) technical assistance to programs, f) training assessments, and g) office supplies, telephone charges, mileage, and duplication as needed for a - f.

**6. Existing supports and partnerships** - Our major supports are our advisory groups (professionals in victims' services, law enforcement, prosecution services, and courts): the VAWA Advisory Board, Governor's Council on Domestic Violence, Governor's Drug and Violent Crime Advisory Board, Victims of Crime Act Advisory Board, Oregon Domestic and Sexual Violence Services Fund Advisory Council, and Domestic and Sexual Violence Fund Advisory Committee. We also serve on statewide policy groups such as the Attorney General's Sexual Assault Task Force, collaborate with 36 county domestic violence coordinating councils, and work closely with the Oregon Coalition Against Domestic and Sexual Violence. **7. Extent of involvement of partners in the**

**training** - Input was solicited from the VAWA Advisory Board throughout the development of the Cultural Competency Plan. VAWA Board members and members of all of the above groups will be involved in the trainings.

### ***E. Evaluation***

**1. Immediate, six month, and one year results expected** - The logic underlying the training allows for a continuum of results expected. Immediate results expected are that participants will have found the train-the-trainer sessions to be relevant to their jobs, and that they will have gained new knowledge and skills. Three to six months results

expected are that participants will have designed and delivered dissemination trainings within their own programs, that program staff will have found the dissemination trainings to be relevant to their jobs, and that program staff will have gained new knowledge and skills. Six months to one year results expected are that program staff will be applying their new knowledge and skills on the job as needed.

**2. *Examples of specific outcomes expected*** – The logic underlying the Cultural Competency Plan is that all of the components of the Plan (grantee planning and development, professional trainings, and adoption of a detailed set of operational standards) will jointly contribute to the targeted outcomes of improved workplace interactions and client services. This means that we will not seek to attribute improved workplace interactions and client services directly to the trainings alone (which would require an experimental design study with random assignment of programs to treatment and control groups). We plan to assess the results of the trainings through intermediate outcome monitoring. This will involve the periodic measurement of indicators, such as: a) participants reporting gains in knowledge and skills at the close of the train-the-trainer sessions that they believe will enable them to design and deliver dissemination trainings for program staff, b) program staff reporting gains in knowledge and skills at the close of the dissemination trainings that they believe will enable them to interact more effectively with people of diverse backgrounds, c) program staff reporting that they are applying their new knowledge and skills to their jobs, and d) supervisors reporting that they have observed program staff applying their new knowledge and skills to their jobs (controlling for opportunity).

**3. *Long range plans for application of what is learned*** – Our long range plans are to help grantee programs integrate the components of the Cultural Competency Plan into their day-to-day

operations. With respect to the trainings, this will create the supportive organizational context necessary for the application of what is learned. **4. *Quantitative and qualitative plans for measuring success*** – Surveys will be used to obtain reactions to the train-the-trainer and dissemination trainings, perceptions about new knowledge and skills gained, and observations about the application of new knowledge and skills to the job.

Information will be collected from train-the-trainer participants, program staff, and supervisors at specific intervals in relation to the timing of the trainings. Because of the large number of participants, dichotomous and rating-scale items that produce standardized scores will be the primary types of questions used. Some open-ended questions will also be used to invite more unconstructed responses and provide explanatory information.