

2017-2020

Fiscal Year

# STOP Violence Against Women Formula Grant Program Implementation Plan for Oregon



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## I. INTRODUCTION

The STOP VAWA Formula Grant Program funds are issued to the State of Oregon by the U.S. Department of Justice, Office on Violence Against Women (OVW) for the purpose of funding programs that encourage the development and strengthening of effective law enforcement, prosecution and judicial strategies to combat violent crimes against women and the development and strengthening of victim services in cases involving violent crimes against women. The STOP VAWA Formula Grant Program seeks to forge lasting partnerships between criminal justice system and victim advocacy organizations. It also encourages communities to look beyond traditional resources to include new partners, such as community, population and faith-based organizations, in order to respond more vigorously to domestic violence, sexual assault, stalking and dating violence crimes.

The statewide resources available to address the issue of violence against women in Oregon administered by the Department of Justice's Crime Victims' Services Division (CVSD), the Oregon Department of Human Services – Child Safety Unit (DHS CSU), the Attorney General's Sexual Assault Task Force (AGSATF), and the Oregon Coalition Against Domestic and Sexual Violence (OCADSV) for FY 2015-2017, is approximately \$43,988,642. For a detailed summary and table of the state agency, state task force and coalition-administered resources, refer to Section III.G.

In accordance with federal statutory requirement, CVSD allocates STOP VAWA Formula Grant Program funding to law enforcement (25%), prosecution (25%), courts (5%) and non-profit, non-governmental victim services providers (45%; includes the discretionary category funds). These percentages are applied after ten percent (10%) of the total award to the State of Oregon is taken for administrative costs. Specifically, CVSD awarded a combination of FY 2016 and 2015 STOP VAWA Formula Grant Program funds totaling \$1,855,258 to support 54 projects in both competitive and non-competitive solicitations (Appendix C-1 and 2). CVSD anticipates using the FY 2017, 2018 and 2019 STOP VAWA Formula Grant Program awards to support new competitive projects in a 3 year award period.

A competitive solicitation process guides awards under the law enforcement and prosecution allocations and a non-competitive process guides the non-profit, non-governmental and tribal victim services providers' allocation (Section IV. E.). In September 2011, the VAWA Advisory Board approved a non-competitive set aside for the 5% in court allocation funds for the Oregon Judicial Department.

The Oregon VAWA Implementation Planning (IP) Subcommittee advised CVSD and its advisory committee on the administration of the STOP VAWA and Sexual Assault Services (SASP) Formula Grant Programs (SASP is a federal formula grant program that CVSD administers, awarded by the Office on Violence Against Women, U.S. Department of Justice) (Appendix C-3). The VAWA IP Subcommittee was represented by a total of 9 advisory committee members (Appendix A) and 15 attendees as part of the statewide planning process (Appendix B).

The VAWA IP Subcommittee, a subcommittee of the CVSD Advisory Committee, was specifically responsible for the development of the STOP VAWA Implementation Plan for Oregon. The draft plan was released statewide for a 60 day public commenting period to further ensure that CVSD reached out to all statutorily required representatives of each entity. Furthermore, it gives tribal leadership the time to review and discuss the plan before providing feedback and/or approval through a monthly tribal council meeting.

CVSD creates a summary of major concerns that are raised during the planning and review process and how they are addressed, or why they are not addressed. This, along with the finalized plan is sent to the IP Planning Subcommittee. The subcommittee reviews (and approves) the final draft of the Implementation Plan before forwarding to the CVSD Advisory Committee for final approval and submission to OVW.

## A. DATE OF APPROVAL FOR THE STOP IMPLEMENTATION PLAN FOR OREGON

The draft FY 2017 - 2020 STOP VAWA Implementation Plan for Oregon was approved by the Implementation Planning Subcommittee on February 7, 2017. The plan and appendices were released statewide for a 60-day public commenting period. All questions and concerns were resolved prior to a final vote of approval. The FY 2017 - 2020 STOP VAWA Implementation Plan for Oregon was approved by the CVSD Advisory Committee and the Oregon Department of Justice, Crime Victims' Services Division on May 11, 2017.

## B. TIME PERIOD COVERED BY THE PLAN

The STOP VAWA Implementation Plan for Oregon, FYs 2017 - 2020 is intended to be a living document during the next four fiscal years, drawing on the contributions of the VAWA Advisory Board, the CVSD Advisory Committee and its sponsored subcommittees and collaborative partners described in Section II. (Appendix A and B) Any substantive changes or additional information will be submitted annually for approval to the Office on Violence Against Women.

## C. OVERVIEW OF PLAN

This plan establishes the CVSD Advisory Committee's funding priorities for projects receiving federal STOP VAWA Formula Grant Program funds (Section IV. B – C):

**Funding Priority #1:** *Provide victims of domestic and sexual assault, stalking and dating violence meaningful access to services and support programs in stabilizing funding for:*

- a) Victims' services (includes non-profit, tribal and prosecution-based programs); and*
- b) Law enforcement, prosecution and court projects.*

**Funding Priority #2:**

*a) Support services to meet the needs of:*

- victims from underserved, marginalized and/or oppressed populations:*
- and/or Tribal Nations.*

*b) To improve and enhance culturally specific services and increase cultural competency in the delivery of victim services as well as the cultural responsiveness of prosecution, law enforcement and courts.*

**Funding Priority #3:** *Allocation of STOP VAWA Formula Grant Program funds for training projects.*

**Funding Priority #4:** *A total of 20% of the total award will be allocated for sexual assault as a set aside across victim services, discretionary, law enforcement and prosecution allocation categories. CVSD will ensure that "not less than 20% of the total award" will meaningfully address sexual assault services as required by federal statute.*

**Funding Priority #5:** *Facilitate consultation and planning among and between non-profit, government-based and tribal victim service providers and law enforcement, prosecution and courts.*

**Funding Priority #6:** *Reduce the number of domestic violence homicides in the State of Oregon through fatality review of domestic violence cases, implementation of model firearm surrender protocols and lethality assessments.*

The state will meet the required **20 percent sexual assault set aside** across more than two allocation categories. Since 2007, the Implementation Planning Subcommittee and Advisory Committee has recommended and CVSD has set an annual requirement across all categories that earmarks 25% of Oregon's total annual VAWA award for sexual assault services. Effective with this plan, a total of 20% across more than two allocation categories will be set aside to meaningfully address sexual assault services (Refer to Section IV. F. for total funding allocated for sexual assault services in FY 2015 - 2017).

CVSD's mission and value statements for the VAWA IP Subcommittee are as follows:

Mission statement: *"The Oregon VAWA Implementation Planning Subcommittee and CVSD Advisory Committee are committed to improving public safety and ending violence against women in Oregon through collaboration, system assessment and guidance."*

Value statement: *"The Implementation Planning Subcommittee and CVSD Advisory Committee will: 1) serve as a model for collaboration; 2) act as the voice for VAWA and its implications for practice at the state level; 3) identify and address gaps in service; 4) provide guidance and support around best practices and collaboration between non-profit, non-governmental victim services, law enforcement, prosecutors and courts; and 5) identify its role in relationship to other funding bodies."*

## II. DESCRIPTION OF PLANNING PROCESS FOR THE FY 2014-2016 STOP VAWA IMPLEMENTATION PLAN FOR OREGON

### II.A. BRIEF DESCRIPTION OF THE PLANNING PROCESS

CVSD began its 30-month planning process for the FY 2017 - 2020 STOP VAWA Implementation Plan in September 2014 with multiple meetings of the CVSD Advisory Committee and VAWA Implementation Planning Subcommittee. These groups include representatives from Law Enforcement, Prosecution, Courts, Tribal Nations, underserved communities and others.

The VAWA Implementation Planning Subcommittee met multiple times between October 2014 and April 2017 to:

- Review the current Implementation Plan and current funding strategies;
- Compare the current implementation plan to prior plans;
- Gather input on unmet needs and improvements in the criminal justice system process with regard to sexual assault, domestic violence, stalking and dating violence;
- Review the narrative on "most significant remaining need" as reported by Grantees in the Annual Progress Report for STOP Violence Against Women Formula Grant Program (Muskie reports);
- Initiate and review statewide surveys that address the unmet needs and improvements identified by respondents;
- Review information provided through the Tribal Nation Listening Tour and discuss next steps for (and with) Tribal Nations;
- Review data and services for underserved, marginalized, and/or oppressed communities in Oregon; and
- Initiate Documentation of Collaboration forms for statutorily required planning subcommittee members.

Finally, the Implementation Planning Subcommittee and the CVSD Advisory Committee provided recommendations for a revision of goals, objectives and existing funding priorities based on the review of materials cited above and the results of the statewide surveys (Appendix I and J).

The CVSD Advisory Committee, Planning Subcommittee and other partners involved in the planning process addressed changes to the state plan between September 2014 and March 2017 per VAWA 2013 and 2016 requirements (Appendix E 1 - 2) as follows:

- The IP Subcommittee is responsible for development of the plan. State process includes a Documentation of Collaboration form for all Implementation Planning Subcommittee members. The Subcommittee and the CVSD Advisory Committee may provide additional comments in a final review of the plan during a public commenting period.
- A copy of the draft plan is released statewide for a 60-day public commenting period. The plan is released directly to underserved, marginalized and oppressed communities (UMOC) as noted on Appendix D 1 - 2, population specific organizations, Oregon Tribal Nations, law enforcement organizations (Oregon Chiefs of Police, Oregon



State Police, Oregon Sheriff's Association, and tribal law enforcement); prosecution (includes Oregon District Attorney's Association and tribal attorneys), Oregon Judicial Department, as well as several statewide and organization specific listservs. A chart will be submitted with the final plan that outlines the type and extent of each member's participation in the planning process, major issues raised and how they were resolved in the plan.

- CVSD expanded membership and addressed diversity on the CVSD Advisory Committee in 2015. New members were added to the planning subcommittee in anticipation of VAWA 2013 changes and required revisions to the plan. Additional members will be added in 2017.
- Updated a list of underserved communities and population specific organizations for meaningful inclusion during the plan review process. (Appendix D-2)
- Addressed process to include all 9 federally recognized tribes in the implementation planning process. One of the 9 federally recognized tribes is represented on the CVSD Advisory Committee and the planning subcommittee. (Appendix A and B). Another tribe will be represented on both the AC and the IP Planning Subcommittee in Spring 2017, pending tribal leadership approval.
- Actively worked with the Oregon Department of Corrections (DOC) and Oregon Youth Authority (OYA) on the state's compliance with the Prison Rape Elimination Act (PREA) and national standards (Appendix F).

The CVSD Advisory Committee and Implementation Planning Subcommittee continued revisions to the FY 2017 - 2020 Implementation Plan in 2014, 2015 and 2016.

## II.B. STATE DOCUMENTATION OF COLLABORATION

VAWA 2013 requires the planning process to be more inclusive and coordinated across multiple areas of expertise and/or populations and include the following partners:

1. State sexual assault coalition
2. State domestic violence coalition
3. Dual domestic violence and sexual assault coalition
4. Law enforcement entities
5. Prosecution entities
6. State and local courts
7. Tribal governments (federally recognized tribes)
8. Representatives from underserved populations, including culturally specific populations
9. Victim service providers
10. Population specific organizations

The broad representation on the CVSD Advisory Committee includes members who represent one Tribal Nation, an urban Native American population specific program, the LGBTQ community, the Russian-speaking community, the Spanish-speaking community, the rural community, non-profit and government-based victim service programs, immigrants, law enforcement, prosecution and the courts as well as the Executive Director of a State Dual Domestic and Sexual Violence Coalition (Oregon Coalition Against Domestic and Sexual Violence) and the Attorney General's Sexual Assault Task Force (AGSATF). A second representative from Tribal Nations will join the CVSD Advisory Committee and planning subcommittee in FY 2017. A direct outreach to all 9 Tribal Nations to attend planning discussions in person or through teleconference is described in detail under "Planning Process with Tribal Nations." Probation and Parole is not currently represented on the advisory or planning subcommittees but will receive a copy of the IP for review and public comment.

The federal requirements of VAWA were broadly discussed with the CVSD Advisory Committee and specifically discussed with the IP Planning Subcommittee, Tribal Nations and the OCADSV Communities of Color Task Force. Detailed meetings were held with the IP Planning Subcommittee. Individual meetings, email correspondence and telephone conversations were also held with multiple community members and interested parties.

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## COLLABORATION WITH STATEWIDE COALITIONS AND STATUTORILY REQUIRED ALLOCATION CATEGORIES

The Oregon Coalition Against Domestic and Sexual Violence (dual coalition) and the Attorney General's Sexual Assault Task Force (non-profit, statewide sexual assault training institute) are represented on the CVSD Advisory Committee and the Implementation Planning Subcommittee. Both organizations are fully engaged in all planning discussions.

Prosecution, law enforcement and the courts are represented on the CVSD Advisory Committee and the Implementation Planning Subcommittee. All members of the subcommittee are fully engaged in all planning discussions and development of the plan. All decisions made by the subcommittee are brought before the CVSD Advisory Committee. The CVSD Advisory Committee also reviews the final draft of the plan and may provide comment.

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## PLANNING PROCESS WITH UNDERSERVED COMMUNITIES, CULTURALLY SPECIFIC POPULATIONS AND POPULATION SPECIFIC ORGANIZATIONS

Underserved, marginalized and oppressed communities (UMOC) and Tribal Nations (TN), are also represented on the CVSD Advisory Committee and IP Subcommittee (Appendix A and B). The CVSD Advisory Committee continues to work on a process of more meaningful inclusion of population specific organizations in the planning process. These organizations received copies of the plan for final review and comment (Appendix D 1 - 2).

CVSD included objectives under a required funding priority for all VAWA funded projects (Section IV.C. funding priority#2) with the following intended to strengthen collaboration at the community level:

- Objective C: Provide funding to support the development of culturally appropriate client outreach designed to reach historically underserved, marginalized, and oppressed populations and/or Tribal Nations within the service area.
- Objective D: Provide funding to support the development of sustainable collaborative relationships with community groups and organizations from historically UMOC populations and/or Tribal Nations.
- Objective E: Provide funding to support the participation in and presentation of cross training with community groups and organizations from UMOC and/or Tribal Nations.

This same requirement is outlined in Section IV. E. Victim Services/Discretionary for the joint DVSA non-competitive solicitation to ensure meaningful access to services. CVSD will make direct contact with population specific organizations during site monitoring visits.

One of the 9 federally recognized tribes in Oregon are represented on the CVSD Advisory Committee and the IP Subcommittee. In 2017, a second member of a federally recognized tribe will join the committee and subcommittee. More details on the planning process with TN are provided below.

CVSD also collaborated with OCADSV and its Communities of Color Task Force which is a long-standing statewide multiracial multidisciplinary workgroup meeting monthly and centering the voices and experiences of survivors and advocates of color.

The UMOC, TN and population specific organizations are represented in the statewide VAWA priority survey and will have a final opportunity to review the draft plan during a 60-day public commenting period. All comments will be addressed before the plan is presented to the advisory committee for final approval.

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## PLANNING PROCESS WITH NON-PROFIT AND GOVERNMENTAL VICTIM SERVICES

Oregon included non-profit, non-governmental victim service providers in the planning process through multiple methods:

- Representation on the CVSD Advisory Committee and the IP Subcommittee.

- Collaboration with the Oregon Coalition of Domestic and Sexual Violence (OCADSV) and the Attorney General's Sexual Assault Task Force(AGSATF); and
- Representation in the statewide survey.

In FY 2015 – 2017, applicants were required to provide information on the UMOG and/or TN in their geographical area and document how they determined their populations. They were also asked to discuss the needs of the specific populations and systemic factors that contributed to the lack of available services. Applicants were then expected to address their proposed projects capacity to provide services and meaningful access to the UMOG and/or TN. Responses were required to address facility accommodation, cultural diversity, and language and communication barriers.

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## PLANNING PROCESS WITH TRIBAL NATIONS

There are nine federally recognized tribes in Oregon -- the Burns Paiute Tribe, the Confederated Tribes of the Coos, Lower Umpqua and Siuslaw Indians, the Coquille Tribe, the Cow Creek Band of Umpqua Tribe of Indians, the Confederated Tribes of the Grand Ronde Community, Klamath Tribes, the Confederated Tribes of the Siletz Indians, the Confederated Tribes of the Umatilla Indian Reservation and the Confederated Tribes of the Warm Springs Reservation. Each of these sovereign nations has its own history, culture, lands, treaty rights, governmental structure, membership criteria, court system, criminal jurisdiction and tribal laws.

By statute, Oregon agencies are required to establish and maintain government-to-government relationships with Oregon tribes. In 1996, Governor Kitzhaber issued Executive Order 96-30 (Appendix G -1) to assist in maximizing intergovernmental relations between the state and Oregon tribes; that Executive Order remains in effect. Oregon's later-enacted tribal relations statute, ORS 182.162 (Appendix G - 2) et seq, requires state agencies to promote positive government to government relations between the state and tribes by taking steps that include adopting tribal relations policies and cooperating with tribes in the development and implementation of programs that affect them. DOJ's policy states that "It is DOJ's policy (Appendix G-3) to promote the principle stated in Executive Order No.96-30 that "[a]s sovereigns the tribes and the State of Oregon must work together to develop mutual respect for the sovereign interests of both parties." DOJ's Tribal Relations Policy includes a requirement that DOJ involve tribes in its programs that affect tribes. Accordingly, as part of DOJ, CVSD strives to follow the statute and DOJ policy in awarding and implementing grants.

CVSD reached out to Oregon Tribal Nations to strengthen collaboration in the VAWA IP planning process. The following includes a broad overview of the main activities that were conducted in previous plans:

### FY 2010 – 2012 VAWA Implementation Plan<sup>1</sup>

- CVSD successfully recruited two tribal representatives to join the existing tribal representative with the assistance of DOJ's Native American Affairs Coordinator, the Chair of the Public Safety Cluster, and the VAWA Planning Subcommittee. This helped to enable the VAWA Advisory Board (now identified as the VAWA IP Subcommittee) to meet STOP VAWA Formula Grant Program goals and objectives of diversity and to build positive collaboration with Oregon tribes. It was also the first step in enhancing partnerships and community collaboration with Tribal Nations.
- The tribal representatives on the VAWA Advisory Board conducted a tribal survey in June 2010 to inventory the resources available to victims within the tribal criminal justice and safety infrastructure including: tribal courts, law enforcement, probation and parole, victim and/or family violence services and shelters on the reservation. This was done to recognize gaps in services and identify training or technical assistance needs. The results of the tribal survey led to the partnership between the Confederated Tribes of Umatilla Indian Reservation and DOJ CVSD and their completion of the Oregon [Tribal Nation Listening Tour report](#). The listening tour included 28 meetings between October 2011 and July 2012 with the nine federally recognized tribes in Oregon and

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<sup>1</sup> The OVW extension on this plan was through May 2014 due to inclusion of VAWA 2013.

community and government-based programs. The purpose was to understand the level of collaboration, barriers to service delivery and how to effectively address those barriers and provide inclusive service delivery.

- CVSD Advisory Committee approved the inclusion of Tribal Nations victim service programs in the joint non-competitive victim service solicitation effective FY 2013. Awards were designated based on tribal enrolled membership (Section IV.E.).
- Four of the nine tribes had a tribal victim service program supported by federal discretionary grant funds. The joint non-competitive grant funds enhanced tribal programs through support of training, emergency support services and/or a part-time advocate.
- DOJ's Sr. Assistant Attorney General/Native American Affairs Coordinator and a tribal representative on the CVSD AC worked with CVSD to ensure grant solicitation and grant agreement language was included to meet tribal needs.
- CVSD Fund Coordinators consulted with each Tribe as the RFA guidelines were developed and provided technical assistance throughout the application process.
- The plan identified activities and goals that addressed tribal needs and included tribal enrollment numbers under statistics. It also identified ways to collaborate and provide outreach on the IP planning process, meaningful inclusion in competitive and non-competitive grant solicitations and training opportunities.
- A central point of contact list for Tribal Nations was developed through the approval of tribal leadership to ensure victim service matters as well as other issues were directed to the appropriate contact. The contact list is continually updated.
- CVSD learned that many of the tribes provided services for a significant number of enrolled members (and non-tribal victims) in multiple counties as noted in the "[Tribal County Service Area](#)" chart.

#### FY 2014 – 2016 VAWA Implementation Plan

- The next steps identified in the listening tour report were included in the state IP goals, objectives and activities.
- Tribal representation on the CVSD Advisory Committee and VAWA Subcommittee is in place.
- CVSD strengthens collaboration with TN in the IP planning process. CVSD provides direct outreach to all nine tribes for subcommittee meetings and teleconferences to facilitate communication around statewide funding priorities, goals, and objectives.
- Establishing trust while building collaborative partnerships with Tribal Nations through expansion of outreach activities; presentations on availability of crime victim compensation program, grant and training opportunities; provision of technical assistance on grant applications, awards and reporting process; as well as referrals, and provision of resources for policies and procedures as requested.
- Maintain contact with tribal advocates and leaders in tribal victim service programs.
- Strengthening collaboration and partnership between tribal victim service programs and local non-profit and government-based advocacy to ensure community safety overall.
- CVSD Fund Coordinators provide technical assistance on grant non-competitive applications, awards and reporting requirements. CVSD gains a better understanding of tribal challenges in provision of victim services in a multiple county service area. Tribal victim service programs often have only one tribal advocate to build collaborative partnerships with non-profit and government-based programs and shelters. Tribal county service areas may include up to 11 counties for each tribe.
- CVSD attends tribal-state cluster meetings and the annual government to government tribal summit to keep informed from the tribal perspectives.
- Eight of the nine tribes have a tribal victim service program supported by federal discretionary grant funds through OVW.
- Oregon Tribal Nations are working with OVW Technical Assistance on the option of setting up a Tribal Coalition in Oregon.

#### FY 2017 – 2020 VAWA Implementation Plan

One tribe is represented on the CVSD Advisory Committee and VAWA IP Subcommittee. In 2017, a second tribe will be included as a member of the committee and planning subcommittee. The remaining seven Oregon Tribal Nations are

invited to every meeting and teleconference to ensure a meaningful planning discussion on statewide goals and activities. The process includes the following steps:

- CVSD calls the tribal victim service contact as listed on the central point of contact list provided by tribal leadership for each tribe. CVSD ensures that the date of the upcoming meeting works for the remaining 7 tribes for their participation via phone and/or in person.
- A follow up email is sent to each of the tribal contacts that include talking points and/or agenda for the planning subcommittee meeting. CVSD follows up with each tribe to ensure all questions are responded to before the meeting.
- Attendees receive meeting documents via email before and after the meeting.

CVSD will conduct a follow up to the listening tour with tribal leadership and victim service staff along with community programs during the FY 2017 – 2020 planning period. Ongoing collaboration with Tribal Nations will ensure that identified “next steps” to the tour are addressed as listed in the state goals, objectives and activities. (Section IV.C.).

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## STATE PARTNER COLLABORATION WITH TRIBAL NATIONS

The Oregon Judicial Department (OJD) is engaged in and committed to meaningful and ongoing collaboration with tribes and tribal partners through the creation of the Oregon Tribal Court/State Court Judicial Convening in 2015.

OJD worked throughout FY 2015 to plan a convening of circuit court and tribal court judges to explore ways to improve collaboration and communication between state courts and tribal courts. Justice Martha Walters, a member of the Oregon Supreme Court, co-chaired a planning committee with Judge Lisa Lomas, Warm Springs Tribal Judge to host the 2015 Convening.

Tribal Court-State Court Judicial Forums already exist in many states. They emerged in the 1980s to bridge the gap of misunderstanding that can exist between the two jurisdictions and to provide a formalized process for judges and court personnel to come together to foster relationships, discuss areas of mutual concern, and develop legislative initiatives. The Tribal Law and Policy Institute found that active, successful tribal-state forums have regular and consistent meetings to ensure that the work of the forum moves forward, and that the membership of the forum, equally divided among tribal, state, and federal representatives, are committed to addressing problems and working together to find common ground. OJD viewed the creation of a Tribal/State Court forum for Oregon to be essential if the different court systems in our state are to work together to address legal issues of mutual importance that affect the people served by those systems and improve the administration of justice for all.

A small group of tribal and state court judges met monthly throughout 2015 to plan the August 2015 convening. Support for the convening was provided by the Oregon Judicial Department, the Tribal Law and Policy Institute, and Casey Family Programs, and sessions included presentations by Judge William Thorne and Heather Valdez-Singleton, and panel presentations on the Indian Child Welfare Act (ICWA) and VAWA. A total of 20 judicial officers—12 circuit court judges, six tribal judges, one federal judge, and one Oregon Supreme Court Justice—attended. Participants at the first convening recommended the establishment of an ongoing Tribal Court/State Court Judicial Forum. A recommendation to pursue a change to Uniform Trial Court Rule (UTC) 3.170, that the Oregon State Bar’s (OSB) Indian Law Section was not able to get through the OSB’s change process.

In 2016, OJD and Oregon’s nine federally recognized Tribes entered into a Memoranda of Understanding (MOU) establishing the Tribal Court/State Court Judicial Forum. The MOU provides in part:

*This Memorandum of Understanding (MOU) sets forth the terms and understanding between the Oregon Judicial Department and the Nine Federally Recognized Tribes of Oregon to establish an ongoing forum of state, tribal and federal judiciaries.*

## **Background**

*Oregon has nine federally recognized Indian tribes: the Burns Paiute Tribe; the Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians; the Confederated Tribes of Grand Ronde; the Confederated Tribes of Siletz Indians; the Confederated Tribes of the Umatilla Indian Reservation; the Confederated Tribes of Warm Springs; the Coquille Indian Tribe; the Cow Creek Band of Umpqua Tribe of Indians; and Klamath Tribes. Oregon also has 36 Circuit Courts and six Federal Courts including one US District Court in four locations, one Bankruptcy Court and one Ninth Circuit Court of Appeals. State, Federal and tribal courts have a range of common responsibilities. However, at times, they can misunderstand, misinterpret and disagree about issues important to each jurisdiction. These parallel and sometimes overlapping responsibilities require open communication between court systems. In August of 2015, six Tribal judges, twelve Circuit Court Judges and one Federal Judge convened to discuss cross jurisdictional issues affecting all of their systems. At the conclusion of their meeting, they unanimously expressed a need for an ongoing forum to continue the work.*

## **Purpose**

*The Tribal Court/State Court Forum will create and institutionalize a collaborative relationship between judicial systems in Oregon, identify cross-jurisdictional legal issues affecting the people served by those systems, and improve the administration of justice of all our peoples. It will allow judges and court representatives to gain knowledge of their various court procedures and practices, identify strategies and facilitate improvements in their interactions, and allow them to coordinate and share resources, educational opportunities and materials.*

## **Membership**

*The membership of the forum shall consist of equal representation of nine state court representatives from diverse locations and nine tribal representatives. One state court judge and one tribal court judge shall serve as co-chairs of the forum. The co-chairs can designate an attorney representative with knowledge of Indian Law and a federal court representative to serve as members of the forum.*

## **Meetings**

*The forum will meet up to two times each year and will alternate between tribal and state locations.*

In October 2016 a second Convening was held, hosted by the Klamath Tribes. This Convening was attended by 6 Tribal judges and 7 Circuit Court Judges, as well as OJD VAWA Project staff, JFCPD Staff and DOJ staff. The Klamath Tribe presented a history of their Tribe and provided a tour of their Council meeting room and courtroom. Also on the agenda were discussions of cross-jurisdictional issues addressing child support, protection orders, and other family law issues.

Additionally, the Forum members discussed and approved language to submit as a proposed UTCR change. The proposed language included two changes to UTCR 3.170 to overcome the burden of out-of-state Tribes participating in child custody cases in Oregon. First, their proposed rule change would allow out-of-state legal counsel to participate in a narrow range of ICWA proceedings without associating with local legal counsel. Tribes may still choose to associate with local legal counsel, but they are no longer required to do so. Second, the Section proposed that the application fee of \$500 set out at 3.170(6) be waived because it is unnecessary and burdensome. This proposed change to the UTCR has received approval from the UTCR Committee after a public comment period. The proposed change will be presented to the Supreme Court for consideration this spring. If the Supreme Court approves the change, it will be effective August 1, 2017.

Participants at the October 2016 Convening identified several areas of concern that will be the focus over the next year. These include: further educational efforts of forum members, judges, court staff, district attorneys, sheriffs, attorneys, and other stakeholders on Full Faith and Credit, issues around enforcement of protective orders, subpoenaing of witnesses outside of a court's jurisdiction, service of process, communication among state and Tribal judges concerning mutual



orders, transfer of cases between state and Tribal courts, and preparation of a chart reflecting Tribal and state court jurisdiction.

## II.C. STATE COORDINATION WITH FVPSA, RPE AND VOCA

### FAMILY VIOLENCE PREVENTION AND SERVICES ACT (FVPSA)

A Fund Coordinator with the DHS CSU administers the Family Violence Prevention and Services Act (FVPSA) funds and is a liaison member of the VAWA IP Planning Subcommittee. Additionally, all of the FVPSA funds are allocated with other DHS administered state funds and CVSD state and federal victim service funds in a non-competitive solicitation for non-profit and tribal victim service programs in each of the state's 36 counties. Section IV.D. General Description of Types of Programs and Projects provides a broad description of the state funding process. Section IV.E. Victim Services/Discretionary provides a more detailed explanation and Section III.G. Statewide Resources provides the actual allocations across state funds distributed to programs by CVSD, DHS and statewide coalitions. CVSD also is represented on the DHS Domestic and Sexual Violence Fund Advisory Group.

### RAPE PREVENTION EDUCATION PROGRAMS (RPE)

The AGSATF is a non-profit organization that provides statewide training and technical assistance in the area of sexual assault response, services and prevention. The AGSATF receives Rape Prevention and Education (RPE) funding from the Oregon Public Health Division, which participates in a cooperative agreement with the Centers for Disease Control and Prevention (CDC). The purpose of the RPE funds is to promote the development or expansion of projects focusing on preventing sexual violence. The AGSATF Executive Director and the Training Coordinator both are members of the CVSD Advisory Committee and the IP Subcommittee. The VAWA Fund Coordinator from CVSD is a member of the AGSATF Criminal Justice Subcommittee. The ODSVS Fund Coordinator from CVSD participated on the FY 2017 RPE Competitive Review team. During the life of the Implementation Plan, CVSD will continue more detailed conversations with the AGSATF and the RPE Coordinator to ensure coordinated and consistent policy in overall administration of the RPE and STOP VAWA funded programs.

### VICTIMS OF CRIME ACT (VOCA)

The Victims of Crime Act (VOCA) is administered by CVSD. A portion of the VOCA funds are allocated to a noncompetitive solicitation for non-profit and tribal victim service programs in each of the state's 36 counties (Section IV. D. General Description of Types of Programs and Projects for a broad description of the state funding process; Section IV. E. Victim Services/Discretionary provides a more detailed explanation and Section III.G. Statewide Resources provides the actual allocations across state funds distributed to programs by CVSD, DHS and the statewide coalitions). CVSD coordinates its grant requirements and priorities across funds. All planning discussions include representatives from a broad cross section of experts as noted in previous sections.

## II.D. ANNUAL PLANNING ACTIVITIES

All periodic changes or updates throughout the life of the plan will be reviewed by the CVSD Advisory Committee and the VAWA Implementation Planning Subcommittee. A list of substantive changes or updates will be forwarded for review by all advisory committee and subcommittee members and other required and interested parties will be contacted through group email as proposed changes to the plan are considered. This review process may include the creation of specialized subcommittees. Reports on the results of this review, as well any recommendation for changes or updates will be included on the agenda for quarterly meetings of the Advisory Committee in 2017, 2018 and 2019.

CVSD will also continue its work with underserved, marginalized and/or oppressed communities, culturally specific and population specific organizations and Tribal Nations in order to further the goals and objectives identified in Section IV, subsections B and C.

## II.E. VICTIM SERVICE CONSULTATION

CVSD requires that all VAWA funded subgrantees consult with victim service programs during the course of developing their applications. In FY 2015 – 2017, all applicants (law enforcement, prosecution and court) were required to submit a:

- Letter documenting consultation with non-profit, non-governmental victim service programs;
- Memorandum of understanding that included documentation of consultation and collaboration with Tribal Nations and/or local victim service programs; and
- Narrative regarding efforts made to obtain support or description of the problems encountered in achieving collaboration on the project.

In FY 2015-2017, applicants were required to provide information on the UMOG and/or TN in their geographical area and document how they determined their populations. They were also asked to discuss the needs of the specific populations and systemic factors that contributed to the lack of available services. Applicants were then expected to address their proposed projects capacity to provide services and meaningful access to services provided to the UMOG and/or TN. Responses were required to address facility accommodation, cultural diversity, and language and communication barriers.



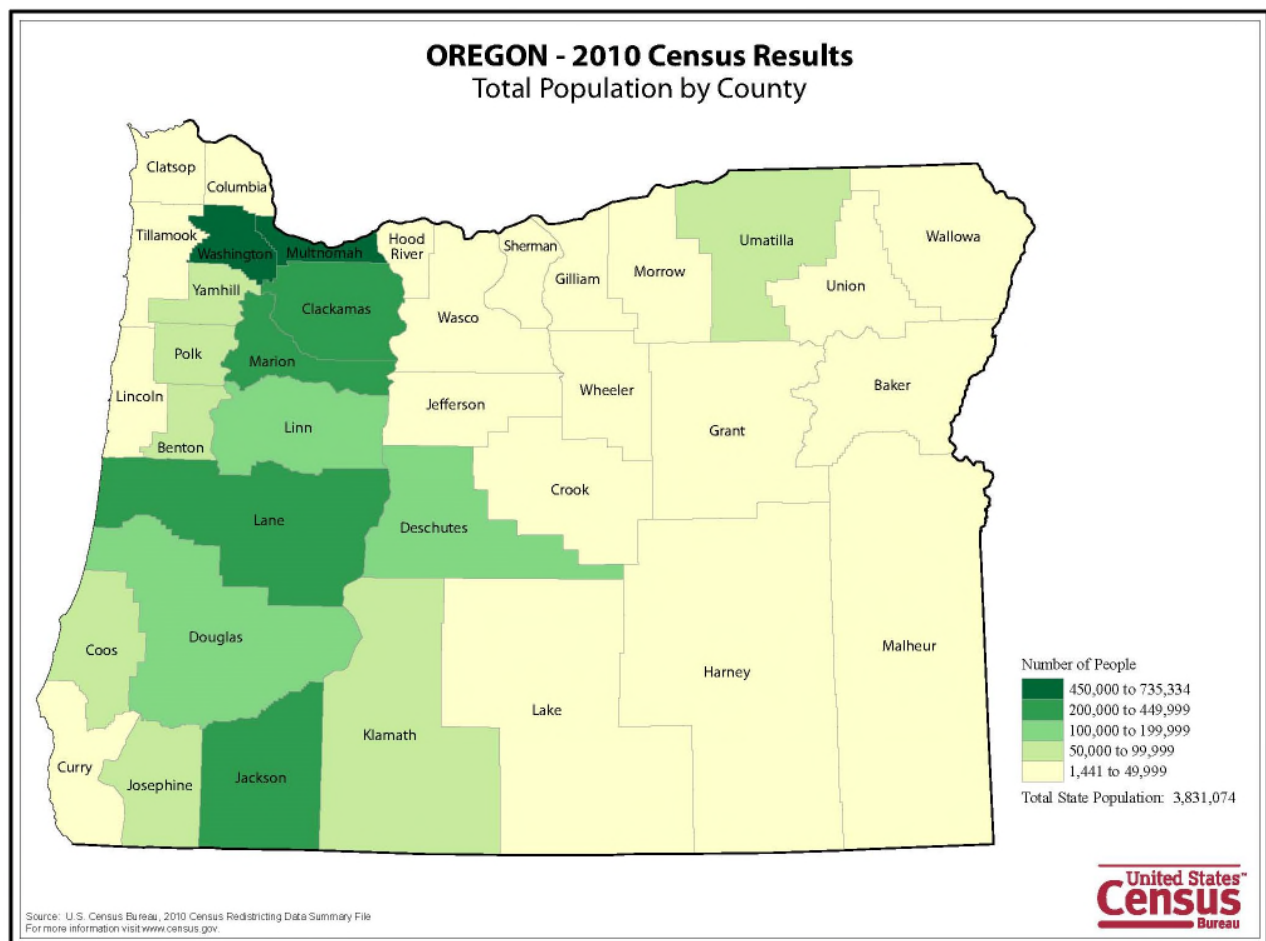
### III. NEEDS AND CONTEXT

#### III.A. GEOGRAPHY AND POPULATION

According to the U.S Census Bureau, as of 2015, Oregon is the 26<sup>th</sup> largest state in the Country with a total population of 4,028,977. Salem is the state's capitol with the 3rd most populous city, behind Eugene (2<sup>nd</sup>) and Portland (1<sup>st</sup>). Portland is the 28<sup>th</sup> largest city in the U.S. The valley of the Willamette River in western Oregon is the state's most densely populated area and is home to eight of the ten most populous cities. In fact, five of Oregon's 36 counties (Washington, Multnomah, Clackamas, Marion, and Lane) contain nearly 60% of the entire population of Oregon.

Oregon is a state with vivid geographic contrasts across counties. The western boundary ranges against the Pacific Ocean and to the east, across the Coastal range, lies the valley surrounding the I-5 corridor, along which lives the majority of the state's population. The central and eastern two thirds of the state are mountains and high desert with isolated rural and frontier populations. The highest point in Oregon is the summit of Mount Hood, at 11,239 feet (3,426 m). Crater Lake National Park is the state's only national park and the site of Crater Lake, the deepest freshwater lake in the U.S. at 1,943 feet (592 m).

#### A MAP OF OREGON COUNTIES:



## 2014 POPULATION DISTRIBUTION BY COUNTY

County	2014 Estimated Population	Percent of Oregon Population
Total Population	3,900,343	100%
Multnomah	757,371	19.42%
Washington	547,451	14.04%
Clackamas	384,697	9.86%
Lane	354,764	9.10%
Marion	320,448	8.22%
Jackson	206,583	5.30%
Deschutes	163,141	4.18%
Linn	118,270	3.03%
Douglas	107,156	2.75%
Yamhill	100,486	2.58%
Benton	86,034	2.21%
Josephine	83,021	2.13%
Umatilla	76,645	1.97%
Polk	76,464	1.96%
Klamath	65,985	1.69%
Coos	62,678	1.61%
Columbia	49,325	1.26%
Lincoln	46,138	1.18%
Clatsop	37,236	0.95%
Malheur	30,740	0.79%
Union	25,736	0.66%
Wasco	25,387	0.65%
Tillamook	25,334	0.65%
Hood River	22,620	0.58%
Curry	22,341	0.57%
Jefferson	21,830	0.56%
Crook	20,798	0.53%
Baker	16,049	0.41%
Morrow	11,217	0.29%
Lake	7,854	0.20%
Grant	7,325	0.19%
Harney	7,253	0.19%
Wallowa	6,893	0.18%
Gilliam	1,926	0.05%
Sherman	1,790	0.05%
Wheeler	1,357	0.03%

Source: American Community Survey, 5 year-estimates.

**POPULATION SHIFT BETWEEN 2010 – 2014 BY COUNTY**

County	2010 Census Population	2014 Population <sup>2</sup>	Percent Change (April 2010 to July 1 2014)
<b>Total Population</b>	<b>3,831,074</b>	<b>3,970,239</b>	<b>3.63%</b>
Deschutes	157,733	170,388	8.02%
Washington	529,710	562,998	6.28%
Multnomah	735,334	776,712	5.63%
Clackamas	375,992	394,972	5.05%
Jackson	203,206	210,287	3.48%
Marion	315,335	326,110	3.42%
Polk	75,403	77,916	3.33%
Gilliam	1,871	1,932	3.26%
Yamhill	99,193	101,758	2.59%
Hood River	22,364	22,885	2.33%
Linn	116,672	119,356	2.30%
Jefferson	21,720	22,192	2.17%
Lane	351,715	358,337	1.88%
Clatsop	37,039	37,474	1.17%
Umatilla	75,889	76,705	1.08%
Josephine	82,713	83,599	1.07%
Wasco	25,250	25,515	1.05%
Benton	85,579	86,316	0.86%
Lincoln	46,034	46,404	0.80%
Tillamook	25,213	25,342	0.51%
Columbia	49,351	49,459	0.22%
Morrow	11,173	11,187	0.13%
Crook	20,978	20,998	0.10%
Curry	22,346	22,335	-0.05%
Union	25,748	25,691	-0.22%
Baker	16,134	16,059	-0.46%
Douglas	107,667	106,972	-0.65%
Lake	7,895	7,838	-0.72%
Coos	63,043	62,475	-0.90%
Klamath	66,380	65,455	-1.39%
Wallowa	7,008	6,820	-2.68%
Malheur	31,313	30,359	-3.05%
Sherman	1,765	1,710	-3.12%
Grant	7,445	7,180	-3.56%
Harney	7,422	7,126	-3.99%
Wheeler	1,441	1,375	-4.58%

Source: American Community Survey 1-year estimates for 2014 and the 2010 Census

<sup>2</sup> The most recent information available when data was compiled for the VAWA IP was gathered through July 2014 (1 year estimates).  
Oregon Department of Justice, Crime Victims' Services Division January 2017

### III.B. DEMOGRAPHICS

Based on the 2016 Census quick facts, the population of Oregon is estimated to be 4,093,465. Women compose 50.8% of the population, men 49.2%; 22.9% of Oregonians are under age 18, 62.2% are between 18 and 65, and 14.9% are 65 and over. The distribution of racial and ethnic group demographics across the state is complex and often shifting. The tables on the following pages demonstrate the presence of growing minority populations, including those whose primary language is not English.

According to the 2014 population estimates released by the United States Census Bureau<sup>3</sup>, 85.1% of Oregon's population identify as white persons not of Latino or Hispanic Origin, 12.15 identify as Latina/o or Hispanic, 3.9% as Asian, 1.8% as African American or Black, 1.2% as American Indian or Alaska Native and less than 1% as Native Hawaiian or Pacific Islander. 3.9% of Oregonians identify with more than one race<sup>4</sup>. While many Oregonians were born in the U.S, 9.8% report being foreign born. For a complete breakdown of Oregon's ethnicity composition, see Appendix H. The census data may also include members of non-Oregon tribes residing in the state as well as members of non-recognized tribes or those that self-identify as American Indian and Alaskan Native.

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<sup>3</sup> The most recent information available when data was compiled for the VAWA IP consisted primarily of 2014 population estimates.

<sup>4</sup> The U.S. Census Bureau collects racial data in accordance with guidelines provided by the U.S. Office of Management and Budget (OMB). People may choose to report more than one race with ethnicity data reflected in the census based on self-identification. People who identify their origin as Hispanic, Latino or Spanish may be of any race.

## 2014 ETHNICITY POPULATION DISTRIBUTIONS IN OREGON

Race	Top Five Largest Populations	Population	Top Five Largest Percent of Population	Percent
<b>Latino or Hispanic</b>				
	Washington	87,650	Morrow	33.18%
	Multnomah	83,465	Malheur	32.43%
	Marion	80,204	Hood River	30.27%
	Clackamas	30,934	Marion	25.03%
	Lane	27,879	Umatilla	24.87%
<b>Other</b>				
	Washington	34,280	Marion	9.84%
	Marion	31,542	Malheur	8.58%
	Multnomah	26,970	Morrow	8.31%
	Lane	8,062	Jefferson	8.23%
	Clackamas	5,690	Washington	6.26%
<b>American Indian &amp; Alaska Native</b>				
	Multnomah	6,482	Jefferson	17.21%
	Washington	4,353	Wasco	4.79%
	Marion	4,002	Harney	3.86%
	Lane	3,781	Klamath	3.37%
	Jefferson	3,756	Coos	3.05%
<b>Black or African American</b>				
	Multnomah	41,861	Multnomah	5.53%
	Washington	9,730	Washington	1.78%
	Lane	3,336	Malheur	1.26%
	Clackamas	3,323	Yamhill	1.20%
	Marion	3,183	Benton	1.00%
<b>Asian</b>				
	Multnomah	52,070	Washington	9.03%
	Washington	49,411	Multnomah	6.88%
	Clackamas	15,018	Benton	6.03%
	Lane	8,717	Clackamas	3.90%
	Marion	5,966	Lane	2.46%
<b>Two or More Races</b>				
	Multnomah	34,194	Polk	5.54%
	Washington	23,561	Umatilla	5.03%
	Lane	15,522	Sherman	4.75%
	Marion	14,807	Malheur	4.72%
	Clackamas	12,831	Marion	4.62%

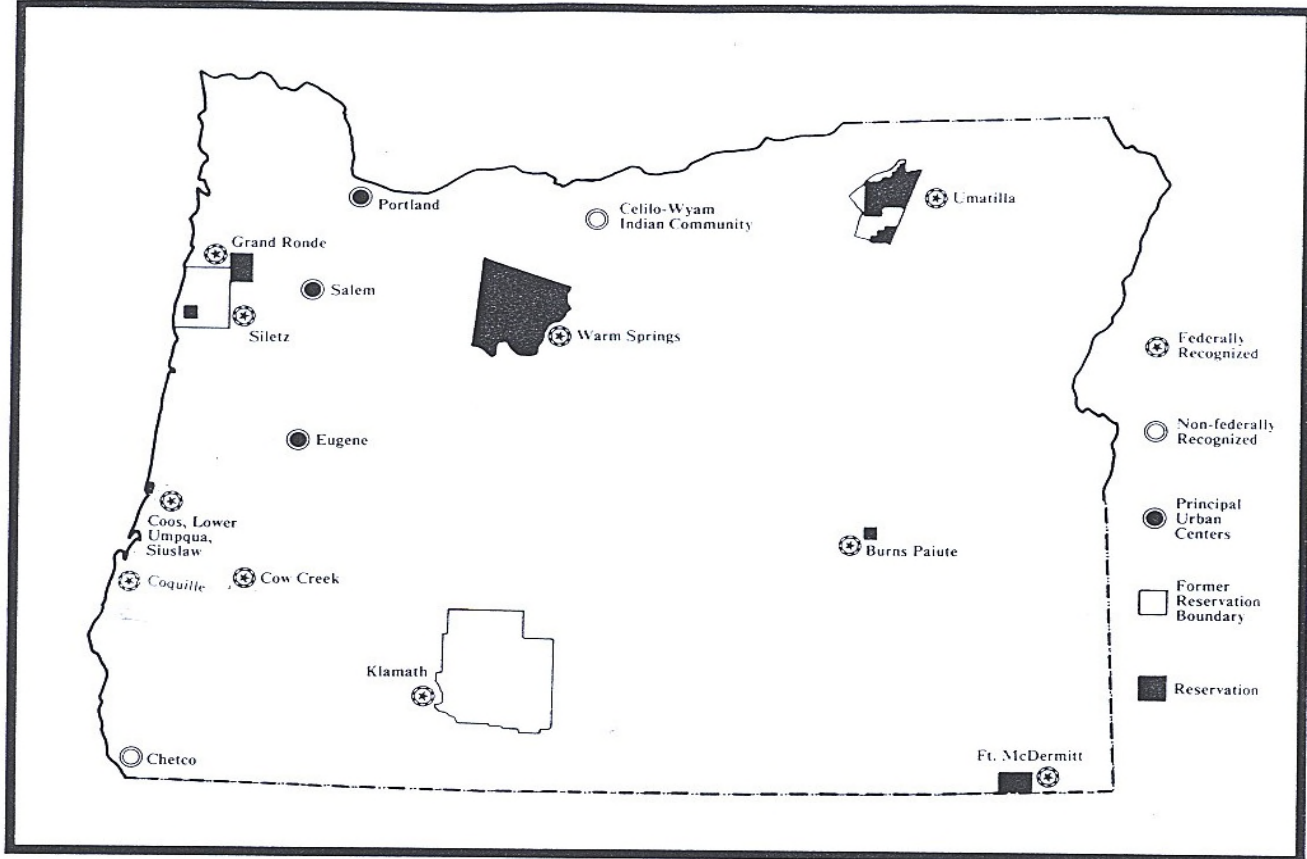
Native Hawaiian & Other Pacific Islander				
	Multnomah	4,697	Union	0.92%
	Washington	2,580	Marion	0.69%
	Marion	2,206	Multnomah	0.62%
	Clackamas	979	Wasco	0.61%
	Lane	825	Washington	0.47%

Source: American Community Survey, 5 year-estimates.

## OREGON TRIBAL COMMUNITIES

According to the 2010 U.S. Census, 108,550 persons self-identified as American Indian and Alaskan Native in Oregon, with the Oregon Legislative Commission on Indian Services (LCIS) recording a total enrollment of 27,663 in 2015 based on tribal nation citizenship from the nine federally recognized tribes in Oregon.

*Oregon Indian Communities*



Enrollment in Federally Recognized Tribes						
	2010	2011	2012	2013	2014	2015
<b>Burns Paiute</b>	349	383	386	395	396	406
<b>Confederated Tribes of Grand Ronde</b>	5,111	5,111	5,264	5,168	5,320	5,257
<b>Confederated Tribes of Siletz</b>	4,543	4,665	4,896	4,920	4,984	5,017
<b>Confederated Tribes of Umatilla</b>	2,719	2,808	2,896	2,956	2,965	3,000
<b>Confederated Tribes of Warm Springs</b>	4,574	4,574	5,163	5,240	5,228	5,213
<b>Coquille Indian Tribe</b>	888	924	964	986	1,006	1,031
<b>Cow Creek Band of Umpqua Indians</b>	1,471	1,556	1,556	1,611	1,745	1,745
<b>Confederated Tribes of Coos, Lower, Umpqua &amp; Siuslaw</b>	884	955	1,043	1,078	1,102	1,119
<b>Klamath Tribes</b>	3,669	3,677	3,680	4,255	4,776	4,859

Source: Nine Federally Recognized Tribes and Oregon Legislative Commission on Indian Services

## COUNT HER IN: A REPORT ABOUT WOMEN AND GIRLS IN OREGON

In September 2016, the Women’s Foundation of Oregon released [Count Her In](#), the first comprehensive report on the status of women and girls in Oregon in 20 years. The report identifies “Eight That Can’t Wait” challenges that women and children in Oregon disproportionately face on a daily basis. The report contains local, state, and national data, as well as personal stories from Oregon women and girls that were gathered during a statewide listening tour earlier this year. Four of the “Eight That Can’t Wait” challenges are identified here because of the direct connection with the VAWA IP.

*Count Her In* found that perpetrators have committed sexual or domestic violence against an estimated 1 million Oregon women and girls—over half of the state’s female population. This is one of the highest rates in the country.

**Violence against women** was the first of the “Eight That Can’t Wait” urgent issues identified in the report.

Women and girls in every community and at every income level experience *sexual violence*. However, rapists and assailants attack women of color, particularly Native American women, at much higher rates (pg.24). Perpetrators are more likely to target houseless women, women with disabilities, women with mental health challenges, and women who live in isolated areas.

In 2014, Oregon crisis lines and sexual assault response services received nearly 11,000 calls from survivors of sexual violence. Many communities are ill-equipped to support these survivors. They lack enough trained Sexual Assault Nurse Examiners, as well as the funding and infrastructure to process physical evidence like rape kits. Most communities have few if any long-term services like support groups to help the hundreds of thousands of survivors in the state cope with their experiences.

*Count Her In* also found that over a third of Oregon’s women—nearly 700,000 individuals—have experienced *intimate partner violence*. Not only is this higher than the national average, but Oregon communities do not have sufficient



capacity to serve women and girls in danger. In 2015 alone, over 10,000 survivors of domestic violence had their requests for shelter unmet.

Women and girls of color are substantially more likely to be abused by an intimate partner, as are LGBTQ women, women with disabilities, and houseless women. Nationally, 61% of bisexual women report sexual assault, physical violence, or stalking from a partner, followed by 43% among lesbians and 35% among straight women. More than 25% of survivors in Oregon report having a mental, physical, or emotional disability. Almost 20% of Oregon's houseless women report domestic violence as a primary reason for their houselessness (Pg. 25).

Women in rural areas face additional challenges. In sparsely populated areas of the state, shelters are few and far between, typical shelter stays are longer (resulting in fewer available spots), and attacks are often more severe (Pg. 25).

**Barriers to reproductive health.** Oregon women benefit when service providers understand the connection between relationship violence and reproductive health. Perpetrators may engage in abusive tactics such as reproductive and sexual coercion, birth control sabotage, and pregnancy pressure and coercion.<sup>[1]</sup> This form of intimate partner violence increases the risk of unintended pregnancy two-fold.<sup>[2]</sup> For adolescent girls in physically abusive relationships, they are 3.5 times more likely to become pregnant than non-abused girls.<sup>[3]</sup> Homicide is the leading cause of death for pregnant and postpartum women in the United States, accounting for 31% of maternal injury deaths.<sup>[4]</sup> Women of color, women with disabilities, LGBTQ women and women from tribal nations experience disproportional rates of reproductive violence. This problem is further compounded because these populations have historically experienced less access to reproductive health services.<sup>[5]</sup>

Ultimately, poor reproductive health outcomes lead to poor maternal and child health outcomes. The landmark Adverse Childhood Experiences (ACES) study launched in 1995 found a significant relationship between childhood experiences of abuse and violence and a host of negative adult physical and mental health outcomes, including heart disease, stroke, depression, suicide attempts, sexually transmitted diseases, and substance abuse.<sup>i[i]5[6]</sup> [\[HCP3\]](#)

Since the implementation of the Affordable Care Act and transformation of Oregon's healthcare system, the State has significantly increased the number of Oregonians covered under the Oregon Health Plan (Oregon's Medicaid program). Approximately 1 in 4 Oregonians are enrolled in the Oregon Health Plan. Access to the Oregon Health Plan especially impacts low-income families, as Medicaid covers expenses for 1 in 2 babies born in Oregon. Domestic and sexual violence survivors are exempt from the restricted enrollment periods, and can sign up for the Oregon Health Plan at any time. Additionally, domestic violence screening and counseling are identified as core preventive health services under the Affordable Care Act.

Modernization of Oregon's public health system began in 2015 with the goal of ensuring foundational public health programs are in reach for every person in Oregon. Health equity is one of six priorities for public health modernization. Reproductive health services are among those commonly accessed through Oregon's public health system. Such care is important given that six in ten women who seek contraceptive care at a Title X family planning clinic consider it their only source of medical care in a year.<sup>6[7]</sup>

**Economic fragility and wage/wealth gap.** Nearly a third of Oregon's women and girls are struggling to make ends meet. As a result, most cannot cover an unexpected expense of even \$100 without having to sell something or borrow money. Therefore, economic hardship for Oregon women is deeply intertwined with the state's rates of intimate partner violence.

At some point, almost every Oregonian has needed to rely on a resource other than their paycheck. Assets like rainy day funds, retirement accounts, or second mortgages allow many Oregonians to be resilient in times of unexpected financial hardship, especially in a state where college, housing, and child care are increasingly unaffordable (pg. 47).

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<sup>5[6]</sup> Felitti, V. J., Anda, R. F., Nordenberg, D., Williamson, D. F., Spitz, A. M., Edwards, V., et al. (1998). Relationship of childhood abuse and household dysfunction to many of the leading causes of death in adults. The Adverse Childhood Experiences (ACE) Study. American Journal of Preventive Medicine, 14(4), 245–258.

<sup>6[7]</sup> <https://public.health.oregon.gov/About/TaskForce/Documents/PHModAssessmentFactsheet.pdf>; OCADSV January 2017 newsletter

Almost half of Oregon's female-headed households are what economists call "asset poor." That means if these women lost their incomes, their savings and other assets would be insufficient to meet their household's basic needs, even at a poverty level, for three months. According to this key measure of financial health, Oregon women face the second highest rate of asset poverty in the nation, among reporting states (Count Her In, Pg. 47).

For women of color, the racial wealth gap combines with the gender wealth gap to create a compound negative effect. Women with disabilities and LGBTQ women are also much more likely to face extreme disparities in wealth (Pg. 48).

**Mental health.** Nearly a third of Oregon's young women have been subjected to two or more adverse childhood experiences (ACEs)—a higher rate than the national average. This trauma often leads to lifelong mental and physical health problems, lower educational attainment, and chronic limitations to overall success (Pg. 22).

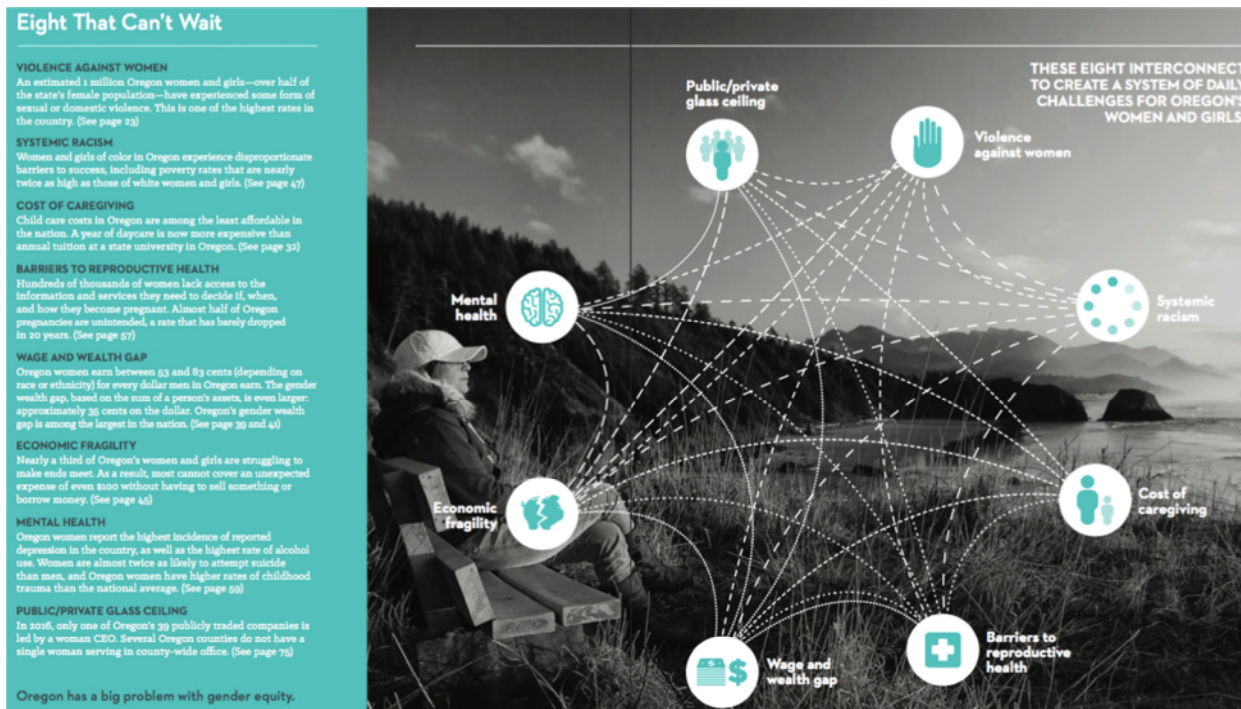
Nearly 50% of Oregon women report at least one poor mental health day each month. Oregon women also have the highest reported rates of both depression and alcohol consumption in the nation. And the state's rate of illicit drug use among adults continues to be among the highest in the nation (Pg. 60). The negative effects of these challenges are compounded by a lack of available, affordable, high-quality mental health services in Oregon's urban and rural areas alike.

While some mental health challenges are genetic, many others are caused by trauma, lack of safety, economic fragility, chronic lack of sleep, and the daily stress of prejudices like homophobia, sexism, and racism. Mental health challenges, particularly those left untreated, can lead to tragic outcomes for Oregon women, including suicide, homelessness, and incarceration (Pg. 61).

The state's indicators for each of these outcomes are sobering:

- In 2013, 166 women committed suicide in Oregon—and national data reveal that women are twice as likely to attempt suicide as men (Pg. 61).
- 14% of all homeless people in Oregon have a serious mental illness, and 11% struggle with related substance abuse (Pg. 61).
- The female incarceration rate in Oregon has tripled in the last 20 years. Over 50% of women prisoners have been assessed with severe mental health need—twice the rate for male prisoners in Oregon (Pg. 61).

**Because the "Eight That Can't Wait" are intertwined, effectively addressing violence against women will require a cross-sectional approach.**



### III.C. PRIMARY LANGUAGE OTHER THAN ENGLISH

The primary language spoken in Oregon is English; however, Oregon is home to many minority communities with nearly 15% of Oregonians speaking a language other than English at home.

In some of Oregon's communities, especially in the rural and frontier counties, at least 25% or more are Hispanic or Latino residents (refer to demographics in section III B). Oregon also has a sizable Russian population with over 100,000 Russian-speaking refugees and immigrants in the Portland metro area alone (EMO/ROSS data). A total of 6.1% of Oregonians report speaking English less than "very well."

LANGUAGE SPOKEN OTHER THAN ENGLISH

Percent of Population Who Speaks a Language Other than English at Home			
	Percent		Percent
Oregon	14.90%		
Baker	4.60%	Lake	5.30%
Benton	12.80%	Lane	8.60%
Clackamas	11.90%	Lincoln	7.70%
Clatsop	8.90%	Linn	7.10%
Columbia	4.90%	Malheur	23.80%
Coos	4.20%	Marion	25.00%
Crook	4.20%	Morrow	29.30%
Curry	3.70%	Multnomah	20.00%
Deschutes	6.70%	Polk	12.50%
Douglas	3.70%	Sherman	2.80%
Gilliam	6.30%	Tillamook	6.90%
Grant	2.20%	Umatilla	20.90%
Harney	4.80%	Union	5.40%
Hood River	29.10%	Wallowa	4.10%
Jackson	9.40%	Wasco	15.10%
Jefferson	17.70%	Washington	23.40%
Josephine	4.90%	Wheeler	2.80%
Klamath	0.089	Yamhill	14.40%

Source: US Census Bureau, Language Other Than English, 2014.

### III.D. POVERTY AND ECONOMIC DATA

The poverty rate for the United States is based on four attributes, household size, age, number of children under 18, and income. One person over the age of sixty-five is in poverty if they make \$11,354 or less per year. A family of five with three children who makes \$29,875 or less is in poverty. According to the Poverty report from the American Community Survey, as of 2015, Oregon ranks 19th in poverty amongst the 50 U.S states. As of 2014, 16.7% of Oregon's population was living in poverty. The majority of counties in Oregon (32 or 89%) experience poverty levels above the national average. Nearly 72% are higher than the state average.

According to the [Count Her in Report](#), one in three Oregon families can't withstand even a minor unexpected expense. Underserved populations feel poverty strongly. In Oregon, 86% of Black and Latino female-headed households with children do not have sufficient income to meet their needs. Rising costs of housing, food, and health care, as well as insufficient support through state services, further increases the economic fragility of those Oregonians who live in poverty.

2014 PEOPLE IN POVERTY

County	Percent of individuals in Poverty
Malheur	28.40%
Benton	22.70%
Harney	21.10%
Jefferson	20.90%
Crook	20.80%
Lane	20.40%
Douglas	19.70%
Josephine	19.70%
Linn	19.50%
Sherman	19.40%
Morrow	19.30%
Marion	19.10%
Union	18.80%
Klamath	18.60%
Multnomah	18.50%
Baker	18.30%
Wheeler	18.30%
Coos	18.00%
Jackson	17.80%
Lake	17.80%
Tillamook	17.60%
Lincoln	17.10%
Umatilla	17.10%
Polk	17.00%
Wasco	16.90%
Washington	16.90%
Oregon	16.70%
Yamhill	16.70%
Clatsop	15.80%

Hood River	15.70%
Curry	15.40%
Grant	15.40%
Deschutes	15.00%
USA	14.80%
Wallowa	13.90%
Columbia	13.10%
Clackamas	9.70%
Gilliam	7.80%

Source: American Community Survey, 5 year-estimates.

## ECONOMIC IMPACT

While Oregon has improved economically in recent years, many counties still struggle with high poverty and unemployment. In 2014, 16.7% of the population lived in poverty and 19.05% of Oregonians received some form of SNAP (food stamps). Four counties in particular (Curry, Douglas, Josephine, and Polk) have been identified by the Secretary of State Audits Division as being in “high risk of distress” due to a variety of factors including reduced timber revenue, unemployment, ability to generate local revenue, and inability to fully fund public services.

As of September 2016 the unemployment rate is at 5.5% overall. Eleven counties have unemployment rates between 7-8% and a total of 30 of Oregon’s 36 counties exceed the Oregon unemployment rate.<sup>7</sup>

According to the [Secretary of State audit report](#), since 2008 economic revenue from property taxes, income, intergovernmental revenue and timber revenue, has decreased. Timber revenue, in particular, is anticipated to continue the downward trend. For example, between 2009 and 2013, federal timber revenue for Curry, Douglas, and Josephine counties accounted for an average of 14 to 20% of their county revenue. By 2015, that number had dropped to between 11 and 16%.

As reported in the Statesman Journal, a final federal timber payment to Oregon counties under the Secure Rural Schools Act was received in 2015 at a significant reduction from \$86.4 million to \$7 million. Without congressional reauthorization of the Act, the Forest Service will make timber payments based on the 1908 act as a “25 percent payment” in February 2017, leaving Oregon to face a 90 percent reduction in federal timber money. According to the SOS report, Curry County will have a multimillion-dollar budget shortfall beginning in FY 2017 – 2018. The shortfall will cause major county services such as public safety to receive drastic reductions in staff and department closures, resulting in a subsequent loss of crucial services to citizens.

Both victims and service providers have noted finding affordable housing as a major barrier.<sup>8</sup> According to the [National Low Income Housing Coalition](#), as of 2016 a minimum wage worker in Oregon would need to work 68 hours a week to afford a one bedroom apartment and 84 hours per week to afford a two bedroom unit without paying more than 30% of income on housing.<sup>9</sup> Oregon has the 18<sup>th</sup> highest housing wage needed to afford rent in the U.S.

At the State level, Oregon has entered its 2017 Legislative Session facing a \$1.8 billion budget deficit. Proponents were hopeful for the November 2016 passage of “Measure 97,” a ballot measure designed to raise taxes on large corporations’ gross receipts. “Large Corporations were defined as those that do over \$25

<sup>7</sup> Data from Oregon Employment Website <https://www.qualityinfo.org/northwest-oregon>

<sup>8</sup> See Needs Assessment section for more details.

<sup>9</sup> Based on fair market rent prices



million in Oregon sales each year. Opponents successfully labeled Measure 97 a sales tax, which Oregon voters resoundingly rejected. Oregon is one of five states in the U.S. without general sales tax.<sup>[1]</sup> More than other states, Oregon relies on income taxes to pay for human, public safety, and education services.

In releasing her 2017-2019 recommended budget, Governor Kate Brown said, “State government will tighten its belt and live within its means, but not without painful cuts to critical programs at a level I find unavoidable and unacceptable. I present this budget as the starting place for a broader conversation with Oregonians and legislators about how best to align our resources with our shared values and vision for moving Oregon forward.” The Governor’s Budget assumes that Oregon lawmakers will pass \$897 million in new revenue; however legislators are approaching the budget process assuming that the state will not pass new taxes. Resulting plans include a 28% cut to the Oregon Health Authority, 9% cut to Department of Human Services, and 3% cut to public safety services, which includes the Department of Justice, District Attorney Offices, Oregon State Police, Oregon Youth Authority and Department of Corrections.

The Secretary of State’s 2016 County Financial Condition Review identified public safety as a significant element in determining Oregon’s overall financial health. Per the report, public safety programs are supported with discretionary funds. When resources are constrained, public safety is one of the first areas subjected to expenditure reductions. In 2015, Polk County road patrols were limited to 10 hours per day compared to a traditional 24 hour/7 days a week patrols.<sup>[2]</sup> Many struggling counties now rely on Oregon State Police to provide rudimentary law enforcement service because local and county funding cannot sustain adequate coverage. Similarly, some local district attorney offices too limited by resource shortages have ceased prosecuting child dependency cases, deferring that role to the state Department of Justice.

Given Oregon’s current budget deficit, state agencies across Oregon are planning for significant cuts from previous funding levels. Reductions to Oregon State Police budgets mean less support for those counties already struggling to respond to domestic violence, sexual assault and child abuse calls. While the Governor’s Recommended Budget includes slight increases for public safety, the expected cuts from legislative negotiations and appropriations will negatively impact Oregon’s law enforcement and justice systems and Oregon’s ability to adequately address domestic and sexual violence.

### III.E. CRIME STATISTICS PERTAINING TO VIOLENCE AGAINST WOMEN

Local law enforcement agencies across the state report offenses and arrests to the Oregon State Police Law Enforcement Data System (OSP LEDS). The crime data information is compiled using the Index Crime Rate, an official scale of measurement used nationally, and summarized and published annually. While crimes, specifically domestic and sexual violence, are widely considered under-reported, the statistics are further challenged since some law enforcement agencies do not report all domestic violence related incidents. In 2014, a total of 15 law enforcement agencies either failed to report annual crime data for all or a significant portion of the year. Additionally, there is a lack of consistent reporting mechanisms used by law enforcement. The Oregon Uniform Crime Reporting (UCR) Program and The Oregon National Incident-Based Reporting System (NIBRS) are both utilized by agencies. Data from the state UCR and NIBRS are not a one to one comparison because of the different nature in their methodologies. Specifically the NIBRS provides a more comprehensive depiction than the state UCR Program. However, even with the challenges of data collection these statewide reports are the most comprehensive form through which to view a snapshot of person crimes in the state of Oregon.

<sup>[1]</sup> “Measure 97: How We Got Here”. <http://www.opb.org/news/series/election-2016/oregon-measure-97-explained-tax/>

<sup>[2]</sup> Oregon’s Counties: 2016 Financial Condition Review. <http://sos.oregon.gov/audits/Documents/2016-11.pdf>

Oregon Department of Justice, Crime Victims’ Services Division January 2017

The following table illustrates crime data from 2012 – 2014 Oregon Annual Uniform Crime Reports based in the Oregon Law Enforcement Data Systems.

STATEWIDE REPORTED OFFENSES AND ARRESTS 2012-2014

Law Enforcement Data						
	January 1 - December 31, 2012		January 1 - December 31, 2013		January 1 - December 31, 2014	
	Reported Offenses and Arrests - Crimes Against Persons					
	(Criminal offenses where the victim is present and the act is violent, threatening, or has the potential of being physically harmful)					
Crimes Against Persons	Reported Offenses	Arrests	Reported Offenses	Arrests	Reported Offenses	Arrests
Homicide	98	73	93	94	93	70
Rape	1,132	227	934	173	1,026	193
Other Sex Offenses  <i>Includes Non-Forcible Rape, Contributing to Sexual Delinquency, Physical Molestation, Obscene Phone Call, Incest, Exposure, Forcible Sodomy, Non-Forcible Sodomy, Other Sex Crimes</i>	5,156	1,514	4,324	1,188	4,243	1,153
Aggravated Assault <i>Includes Attempted Murder</i>	6,075	2,804	1,968	2,663	5,901	2,809
Simple Assault	21,381	11,448	20,028	17,871	19,539	9,891
	Other Sex Crimes by Type					
Type	Reported Offenses	Arrests	Reported Offenses	Arrests	Reported Offenses	Arrests
Non-Forcible Rape	464	128	389	83	411	79
Contributing to Sexual Delinquency	300	99	234	83	250	95
Physical Molestation	1,921	477	1,645	467	1,500	367
Obscene Phone Call	66	10	52	3	68	8
Incest	55	6	33	8	56	5
Exposure	424	345	389	275	483	372
Forcible Sodomy	438	62	363	41	339	40
Non-Forcible Sodomy	115	14	101	12	104	16
Other Sex Crimes	1,384	373	1,118	216	1,032	171
<b>Total</b>	5,167	1,514	4,324	1,188	4,243	1,153

Source: Oregon State Police, Law Enforcement Data System (LEDS)



## RESTRAINING ORDERS AND STALKING CASE FILING DATA

The Oregon Judicial Department (OJD) annually records the number of case filings in the 27 judicial districts throughout the state. In 2015, there were 9,730 restraining orders filed in accordance with the Family Abuse Protection Act (FAPA) order; 2,371 restraining orders filed in accordance with the Elderly/Disabled Persons Abuse Prevention Act (EPPDAPA) order; 2,535 civil stalking orders; and 74 sexual abuse orders filed.

Cases Filed State Wide 2010-2014 <sup>[1]</sup>				
Year	Civil Stalking	FAPA	EPPDAPA	SAPO
2010	2,149	11,027	1,199	
2011	2,143	10,818	1,534	
2012	2,219	10,181	1,518	
2013	2,252	9,652	1,802	
2014 <sup>10</sup>	2,203	9,457	2,074	62
2015	2,535	9,730	2,371	74

Source: Oregon Judicial Department

A Sexual Abuse Protective Order (SAPO), a civil protective order for victims of sexual abuse or assault either not eligible for or not protected by other restraining, protective, or no-contact orders, has been available for use as of January 1, 2014. Prior to SAPO, Oregon had no civil protective order for victims of sexual abuse or assault committed by a person other than intimate partners; now victims of sexual abuse and assault can ask courts for protection from their offender. In 2014, there were 62 SAPO's filed in Oregon courts. OJD worked with the AGSATF in 2016 to update and revise the SAPO forms for use. These revisions included changes required by 2015 legislation and 2016 UTCR changes.

OJD's rollout of Oregon eCourt system was completed in 2016. OJD will be working to update and train trial court staff concerning data business processes in an effort to improve data collection. From 2012 to 2016, the Circuit Courts have been transitioning from a 1980's COBOL-based case management system (OJIN) to its Oregon eCourt System. This means annual individual court reports will not be fully reported again until 2017.

OJD has begun offering interactive protective order forms and will be working to provide this option on all protective order forms during the next several years through its "Guide & File" procedures. This process involves having parties answer specific questions which then lead to the generation of court documents for filing.

Courts statewide have been challenged by ongoing budget reductions each year since 2009, which have caused reductions in service, including court closures to the public during standard business hours. Service level challenges at the trial court level continue during the 2015 – 2017 biennium and additional cuts are anticipated for the 2017-2019 biennium. These reductions limit the public's ability to file cases, seek restraining orders, and view documents. In addition, 33% of Oregon courts reduced or eliminated services for self-represented parties, who constitute the vast majority of those seeking protective orders. This means less one-on-one time between court staff and self-represented parties, delays in staff returning phone calls and emails, longer waits and reduced assistance from court for all self-represented parties, including those seeking protective orders. This makes

<sup>10</sup> Official statistics are not available for 2012 – 2016 due to OJD's process of migrating to a new case management system and implementation of Oregon.

navigating the judicial process more difficult, slower, and less understandable for the people who need the involvement of the court the most.

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## GRANTEE DATA RELATED TO VICTIM/SURVIVOR SERVICES

The Oregon Department of Human Services-Child Safety Unit (DHS CSU), collects data from 53 private, non-profit domestic violence and sexual assault programs in Oregon, and the majority of these receive STOP VAWA Formula Grant Program funding.

The table below summarizes some of the available statistics. Program reports describe fewer but longer shelter stays as survivors face the challenge of securing housing in addition to the complexity of issues they are navigating and the array of services that are needed.

	DV, SA, & Stalking Calls	Total Served	Total Sheltered	Adults Sheltered	Children & Teens Sheltered	Adult Nights in Shelter	Child & Teen Nights in Shelter
2011	175,295	27,137	5,5007	2,786	2,221	61,374	49,137
2012	156,665	26,166	4,998	2,725	2,273	57,604	52,343
2013	140,637	23,275	4,856	2,703	2,153	62,810	58,902
2014	131,050	26,432	4,702	2,575	2,127	58,651	55,386
2015	134,888	29,657	4,586	2,525	2,061	60,710	55,881

In the 2015 grant period, 95.8% of shelter survivors engaged in safety planning. Survivors of sexual and domestic violence received 289,264 services including:

- Child Care 13,952
- Follow-up services 107,090
- Information and Referral by phone 73,111
- Information and Referral in-person 48,922
- In-person crisis intervention 50,207
- Legal Advocacy 17,755
- Medical accompaniment 1,798
- Other Advocacy 46,221
- Support groups 26,787

A total of 10,196 requests for shelter could not be met in 2015. This is about a 15.2 percent decrease from the 12,017 unmet requests for shelter in 2014. These figures include duplication, because survivors can call a single shelter more than once or call more than one shelter.

## Survivors Served in the Community 2013-2015 \*

The following chart represents annual data from DHS reports. The data collected allows the state to track victim services in the community. In 2015, programs served 1,484 adult sexual assault survivors, and provided shelter to 2,525 adults, 313 teens, and 1,748 children. In total, Oregon DV and SA programs answered 134,888 calls for help. An unduplicated count found that 29,657 individuals received community-based services in 2015, a 12.2 percent increase since 2014.

Category of Services	Year	Total Served	Black/African American	American Indian/Alaskan Native	Hawaiian/Pacific Islander	Hispanic/Latinx	Asian/SE Asian	Mid-East/Arab	White/Euro-American	Other
DV	2013	17437	6.89%	4.49%	0.92%	16.51%	1.53%	0.81%	66.85%	2.02%
DV	2014	19005	7.08%	4.35%	0.84%	16.96%	1.90%	0.39%	66.43%	2.02%
DV	2015	20212	3.03%	3.88%	0.93%	17.70%	1.36%	0.66%	71.30%	1.18%
SA	2013	1679	2.71%	5.27%	1.20%	16.48%	1.38%	1.70%	68.94%	2.33%
SA	2014	1706	3.75%	4.06%	0.72%	14.80%	0.86%	0.39%	74.35%	1.10%
SA	2015	1755	4.37%	4.14%	1.08%	16.91%	1.44%	0.58%	69.93%	1.57%
DV Shelter	2013	4842	10.12%	8.45%	0.89%	11.15%	1.45%	0.34%	65.65%	1.99%
DV Shelter	2014	4657	11.15%	8.69%	0.91%	10.21%	1.80%	0.55%	65.12%	2.19%
DV Shelter	2015	4557	11.73%	9.00%	0.96%	13.02%	1.63%	0.34%	63.31%	11.73%

\*Percentages are calculated by CVSD from the Oregon DHS Child Safety Unit annual reports ([2013](#), [2014](#), and [2015](#))

Source: DHS Child Safety Unit. Striving to Meet the Need: Summary of Services Provided by Sexual and Domestic Violence Programs in Oregon

## INTIMATE PARTNER AND DOMESTIC VIOLENCE HOMICIDE DATA

In 2016, there were 37 deaths in 28 separate incidents in eleven Oregon counties related to Domestic Violence. This number represented a decrease from the previous two years. In 2015, there were 49 deaths in 38 separate incidents in thirteen Oregon counties. And in 2014 there were 41 deaths in 28 separate incidents in fourteen Oregon counties. In total, Oregon lost 127 citizens in three years due to Domestic Violence.<sup>11</sup>

<b>DV Related Homicides 2010 – 2015</b>							
<b>Victims (includes children and bystanders)</b>							
	2010	2011	2012	2013	2014	2015	Total
Weapon							
Firearm	23	21	17	16	19	26	122
Knife/Cutting Instrument	7	8	5	5	6	3	34
Blunt Force Trauma	1	1	3	2		2	9
Strangulation/Asphyxiation	3	1	2		3	1	10
Police Related - Gun							
Vehicle	1					1	2
Other	1				1	2	4
Unknown/undetermined	13	6		2	2	3	26
<b>Total</b>	<b>49</b>	<b>37</b>	<b>27</b>	<b>25</b>	<b>31</b>	<b>39</b>	<b>208</b>

<b>DV Related Homicides 2010 – 2015</b>							
<b>Perpetrators</b>							
	2010	2011	2012	2013	2014	2015	Total
Weapon							
Firearm	13	13	9	3	10	9	57
Knife/Cutting instrument				1			1
Blunt Force Trauma							
Strangulation/Asphyxiation							
Police Related - Gun	4						4
Vehicle							
Other			1				1
Unknown/undetermined	2					1	3
<b>Total</b>	<b>19</b>	<b>13</b>	<b>10</b>	<b>4</b>	<b>10</b>	<b>10</b>	<b>66</b>

This informal data is based on the more expansive definition of domestic violence gathered by the Criminal Justice System (CJS) and its community partners. The unofficial DV-related deaths list accounts for at least 208 victim and bystanders deaths between the years of 2010 – 2015, 122 of which resulted from gunshot wounds.

<sup>11</sup> For purposes of tracking deaths, the Criminal Justice System (CJS) and its community partners define “domestic violence” to also include family relationships outside of the intimate partner context. The Oregon Health Authority (OHA) keeps statistics related to deaths in the intimate partner violence (IPV) context. OHA’s definition of IPV is narrower than the one used by CJS and its partners. Conversely, the Oregon Coalition Against Domestic and Sexual Violence (OCADSV) uses a very broad definition to identify “domestic or family violence” deaths. The different definitions result in data disparities.

The Oregon Health Authority (OHA) maintains statistics regarding all violent deaths in Oregon. One subsection of the violent deaths data are those deaths related to what the OHA defines as “Intimate Partner Violence.” According to the OHA report “Homicides Related to Intimate Partner Violence: A Seven Year Review (2003-2009), one in five homicides is related to intimate partner violence (p2). The report made other key findings that include firearms as the predominant mechanism of death in the incidents of IPV-related homicide. The homicide death rate in Oregon from 2009-2013 remained between 2.4 and 3.0 per 100,000.

OCADSV uses a broader definition to identify “domestic or family violence” deaths in a 2015 report “[Fatal Domestic Violence in Oregon: Demographics Related to Victims, Perpetrators, and Incidents](#)” which includes care providers, people related by blood or marriage including extended family, current and former intimate partners, and cases of prostitution (covered under the term intimate partner). The different definitions between the informal data gathered by CJS and its community partners, OHA and OCADSV result in data disparities.

On a statewide and local level, Oregon is doing many things in an effort to not only prevent Domestic Violence homicides, but also intervene in and decrease non-lethal Domestic Violence incidents. The Domestic Violence Fatality Review Team (DVFRT or “Team”) is an important partner in the work being done to improve our state’s response to and prevention of Domestic Violence.

In late 2014 and early 2015, the Team submitted its biennial report on its ongoing work to the Oregon Legislature. The report was submitted in two parts: the first part was the “Executive Summary” and the second part was the “Report and Recommendations on Improving the Efficacy of Oregon’s Family Abuse Prevention Act (FAPA) Order.” At least two of the recommendations in the report were reflected in recent legislative changes. The Team recommended that Oregon enact an Emergency Protection Order. HB 2776, enacting an Emergency Protective Order in Domestic Violence situations, became effective January 1, 2016. Likewise, the Team recommended that Restraining Order violations become a crime. Senate Bill 3, which became effective January 1, 2016, criminalized Restraining Order violations.

Oregon legislators also referenced the DVFRT’s report throughout the 2015 legislative session. The DVFRT’s work is being noticed, relied upon, and is making a difference.

In 2016, the Team submitted a letter-report on its progress to the directors of the Oregon Health Authority, Department of Human Services, Oregon Department of Justice, as well as members of the legislature. The Team offered specific recommendations on how to improve system responses to Domestic Violence. The legislature, in its short 2016 session, was not able to specifically take up work on the issues identified by the Team. However, other agencies and organizations, prompted by outreach from Team members, did take notice and begin the process of making improvements.

For example, one of the findings made by the Team was that Oregon should enhance its community corrections supervision of Domestic Violence offenders. Team members were proactive in engaging with the statewide community corrections work group that specializes in Domestic Violence cases the Family Violence Supervision Network to promote its finding and attendant recommendations. Additionally, Team members contacted the division of the state Department of Police Safety Standards and Training, (DPSST) which provides training to community corrections officers. The curriculum for community corrections officers is scheduled to be evaluated to determine what modifications need to be made. One of the Team’s members has been asked to participate in that evaluation and modification process.

There was progress made on another of the Team’s findings, as well. The Team determined that it was important for DHS to do an internal audit to determine the available services, points of intervention, and existing gaps in the resources available for victims of domestic violence and their children. The Team includes representatives from DHS. Those members took the Team’s report and finding to its agency’s DV Council. The Council, receptive to the Team’s suggestions, started the process of implementing the recommendations.

Finally, as it did in past reports, the Team, in its 2016 letter-report, identified the need to prevent Domestic Violence offenders from access to or possession of firearms. One of the Team's recommendations was that the State should encourage and/or mandate that criminal no-contact and other protection orders involving Domestic Violence include restrictions on firearm possession. There are currently a number of counties in Oregon that have these types of "surrender protocols."<sup>12</sup> In the 2017 legislative session which began on February 1<sup>st</sup>, a bill has been introduced (SB 232) which proposes requiring adoption of firearms surrender protocols statewide in criminal and protective order cases. It is anticipated that the Team's reports and recommendations will be relied on by legislators working to pass SB 232, as well as other Domestic-Violence related legislation.

Another statewide effort to prevent Domestic Violence homicides includes the services provided by the Oregon Department of Justice's Domestic Violence Resource Prosecutor (DVRP). The DVRP position was created in 2010 with the goal of improving the criminal justice system (CJS) response to Domestic Violence. In the nearly seven years since its creation, the DVRP has provided training to thousands of CJS partners. The DVRP also consults on legislative and policy development around Domestic Violence-related issues. To that end, the DVRP creates and disseminates materials to facilitate efficient and accurate implementation of legislation, as well as Best Practices in Domestic Violence investigation and prosecution. As an example, in 2015 the Oregon legislature passed SB 525 which essentially mirrors existing federal law (18 USC 922 (g) (8) & (9)), making it a crime to possess firearms for those persons subject to qualifying protection orders and/or convicted of qualifying misdemeanor crimes of domestic violence. In response to the passing of legislation, a process in which the DVRP was involved, the DVRP disseminated numerous informational and training documents on the topic. The DVRP is still actively working with OJD's State Family Law Advisory Committee's Domestic Violence Subcommittee in creating and updating "Bench Guides" and other materials for judges, attorneys and stakeholders on this particular topic. The goal is to prevent Domestic Violence offenders from possessing or having access to firearms. Statistics are clear that the combination of firearms and Domestic Violence is extremely dangerous, if not lethal. DV-related homicides on average comprise 20% of all violent deaths in Oregon.<sup>13</sup>

Over sixty percent of all DV-related homicides in Oregon are the result of a gunshot wound.<sup>14</sup> While the greatest perceptible cost of the combination of guns and domestic violence is the loss of life, there is also grave concern about the abuse inflicted by Domestic Violence perpetrators who own, possess, or have access to firearms. Studies have revealed that abusers who possess guns tend to inflict the most severe abuse on their partners.<sup>15</sup> [A Guide for Oregon Courts: "Firearms Prohibitions in Domestic Violence Cases"](#) focuses on state and federal firearms restrictions.

Around the state, county and local jurisdictions and agencies are constantly examining ways in which we can improve our response to Domestic Violence, as well as improve safety and services for victims and survivors. For example, a number of Oregon counties have implemented the Maryland Network To End Domestic Violence (MNEDV)'s Lethality Assessment Program (LAP). The LAP, based on Dr. Jacquelyn Campbell's Danger Assessment (DA), was developed between 2003-2005 with the goal of narrowing down the DA and creating a user-friendly field-instrument version that would help officers assess for risk of homicide in Domestic Violence cases.<sup>16</sup> Apart from the agencies using LAP, there are also dozens of other Oregon law enforcement agencies which have integrated Dr. Campbell's lethality research into their use of what is colloquially referred to as a "DV

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<sup>12</sup> These Oregon counties have Firearm Disposition protocols: Clackamas, Clatsop, Marion, Multnomah, Tillamook and Washington.

<sup>13</sup> Shen X., Millet L., "Homicides Related to Intimate Partner Violence in Oregon: A Seven Year Review," Oregon Department of Human Services (2010) Portland, Oregon.

<sup>14</sup> Shen X., Millet L., "Homicide Trends and Characteristics in Oregon, 2014 Report," Oregon Health Authority, Portland, Oregon.

<sup>15</sup> Jacquelyn C. Campbell et al., Risk Factors For Femicide in Abusive Relationships: Results From A Multi-Site Case Control Study, 93 Am. J. of Public Health 1089, 1092 (2003), abstract available at <http://www.ajph.org/cgi/content/abstract/93/7/1089>; <http://jiv.sagepub.com/content/28/6/1143.abstract>

<sup>16</sup> Oregon counties currently using the LAP: Benton, Clackamas, Linn, Deschutes, and Jefferson.  
Oregon Department of Justice, Crime Victims' Services Division January 2017



checklist.” A DV checklist is a one or two-page supplemental report that is completed by an officer responding to a Domestic Violence call. The checklist requires the officer to ask certain questions to determine whether potential “lethality” factors exist. This information is not only helpful for law enforcement, but also for advocates (to determine the most accurate and responsive resources for the victim), the prosecutor (to determine perpetrator history, charges, and recommendation of release), the court (to determine bail and/or conditions of release or sentence), and community corrections (to determine conditions of supervision). Accurately assessing a victim’s risk of danger is extremely important in deterring lethal or near-lethal Domestic Violence incidents.

Every day, all across the state, important work is underway to improve our state’s response to Domestic Violence, including preventing future DV-related deaths. We are proud of our multiple comprehensive, survivor-centered advocacy agencies<sup>17</sup>; the DV/SA advocacy programs in each of our 36 diverse counties, as well as the services provided in and to our nine Tribal Nations; We are proud of the work of our statewide Oregon Coalition Against Domestic and Sexual Violence; We are proud of the efforts of local Fatality Review Teams in Marion, Clackamas, and Multnomah counties. And we are proud of the culture of collaboration in Oregon which allows for inter-jurisdictional, inter-agency, multi-disciplinary partnerships, the result of which can be seen, for example, in the work of the DVFRT.

### III.F. NEEDS ASSESSMENT

For the purposes of developing this plan, a variety of assessments, surveys and reports have been collected or developed by CVSD in order to address the needs of victim service providers and the victims they serve in Oregon.

A STOP VAWA priority survey was released by CVSD in June 2016. The survey focused specifically on gaps in the current service delivery system within and between agencies across the state for domestic and sexual violence, stalking and dating violence. A total of 237 individuals including non-profit, government-based and tribal victim advocates; law enforcement, prosecution, judicial and court staff, as well as training and technical assistance agencies, completed the survey. A summary of the survey results (Appendix I) lists up to ten of the top resource gaps with a more detailed narrative report (Appendix J).

Populations identified as underserved included residents of rural communities, the elderly, the economically disadvantaged, drug and alcohol addicted, limited English speakers, as well as tribal and adolescent victims. More than half of respondents identified affordable housing for victims as a top need. Free/affordable legal services, insufficient funding for victim services programs, lack of transportation, lack of school based response and services, and lack of shelter beds were also identified as service gaps. Additional policy and resource gaps listed included funding for emergency services, access to mental health and other health care services, emergency financial assistance, and improved criminal justice response. Training needs identified included understanding victimization, advanced DV/SA training, enforcement of protective orders, and first responder assessments.

The findings of the 2016 VAWA priority survey are supported by annual subgrantee Muskie reports, the 2014 VOCA priority survey and from the Alliance to End Violence Against Women Survey. The *Count Her In* report was a significant source of information for the VAWA IP needs assessment. In over half of the semi-annual and annual Muskie reports, grantees identified lack of affordable housing and shelter space as community needs. The Oregon Alliance Survey also identified housing as a top need for DV and SA survivors. Other needs included advocacy services, shelter space and transitional housing, emergency services, civil legal services, and mental health services. The VOCA priority survey, released by CVSD in 2014, highlighted several needs including better access to services for rural populations, shelter space, transportation, and increased funding and training for staff.

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<sup>17</sup> The Gateway Center in Multnomah County; The Center for Hope and Safety in Marion County; Saving Grace in Deschutes/Crook/Jefferson counties; or A Safe Place in Clackamas County.

In 2002 and 2012 CVSD contracted with Portland State University to administer a statewide needs assessment for victim service providers and survivors of crimes. They also conducted focus groups or one on one phone interviews. The top five services that crime victims believed were not available or were insufficient included housing/shelter, civil/legal assistance, counseling, emergency financial support and transportation. When comparing the 2002 and 2012 assessments to the most recent surveys it is apparent that the needs have remained largely unchanged.

In 2017, OCADSV in partnership with DHS will develop a statewide, cross agency needs assessment. OCADSV will draw from and analyze existing statewide data sources to determine gaps and draft a framework for determining the critical needs of survivors in Oregon. The statewide needs assessment will highlight the needs of marginalized communities included but not limited to People of Color, Tribal Nations, Elders, People with Disabilities, LGBTQ communities and migrant, immigrant and undocumented survivors. The project will include the following:

- Four to seven focus groups with survivors throughout Oregon (rural, urban, Tribal, and culturally specific) will be convened. The purpose of these focus groups will be to identify current trends, needs and service gaps to inform DHS and OCADSV strategic planning, including the DV review of Self Sufficiency.
- Statewide needs assessments and surveys conducted over the past 10 years will be compiled and analyzed to determine gaps and trends.
- OCADSV will survey member programs and stakeholders to determine gaps, best practices and trends.
- A final report will be released including recommendations for equitable and inclusive service delivery.

### III.G. STATEWIDE EFFORTS

#### STATEWIDE RESOURCES DEDICATED TO DOMESTIC VIOLENCE, SEXUAL ASSAULT, DATING VIOLENCE AND STALKING

For the biennium FY 2015-2017, approximately \$43,988,642 in state agency, state task force and coalition administered resources are available to address the issue of violence against women. These resources are administered by DOJ CVSD, the DHS, AGSATF and the OCADSV.

CVSD administers three federal grant programs (VAWA, VOCA, and SASP) and a state grant program (ODSVS) that, combined, provides \$36,195,752 for FY 2015 – 2017 to domestic and sexual violence programs statewide. This includes competitive and non-competitive funding. CVSD combines non-competitive domestic and sexual violence portions from these three grant programs with the domestic and sexual violence funds from DHS to support a non-competitive joint application for non-profit, non-governmental domestic violence/sexual assault programs in all 36 counties in Oregon. In FY 2016 - 2017, \$10,566,908 million is available through the joint non-competitive funding. CVSD contributed \$7,023,265 with VOCA, VAWA and ODSVS funds. DHS contributed \$3,543,643 with funds from the federal FVPSA Formula Grant, the Oregon Marriage License Fund, and the Domestic Violence Fund and the Sexual Assault Fund of the Oregon Criminal Fine Account.

Oregon's 2006 Equity Study <sup>ii</sup> concluded that funding personnel costs only for basic domestic and sexual violence crisis response direct services statewide would cost approximately \$16.28 million. This original goal has been adjusted to \$16.46 million with the addition of the nine federally recognized tribes to the Joint DV/SA funding. This is based on a prevalence rate among adult women of 3% for domestic violence and .85% for sexual assault.



OCADSV administers a total of \$605,120 through two federal coalition grants, one federal pass through grant and one state funding source. OCADSV is a statewide organization that provides training and technical assistance to domestic violence (DV), sexual assault (SA), and dual programs (DV/SA). Specifically, there are 48 member programs that pay dues to OCADSV. These dues provide the following benefits to all member programs:

- A portion of the Oregon's Charitable Tax Check off Funds.
- Reduced fees/scholarships for the Annual Conference;
- Reduced fees and/or free attendance for OCADSV trainings; and
- Technical assistance and program support.

OCADSV administers the Federal Oregon Health Authority (OHA) Preventive Health & Health Services Block Grant which provided \$85,660. These pass through funds will be focused on providing culturally specific and prevention support services to 2-3 programs in a competitive grant process.

The non-profit AGSATF provides statewide training, technical assistance and system change in the area of sexual assault response, services and prevention. The AGSATF receives Rape Prevention and Education (RPE) funding from the Oregon Public Health Division (\$264,718/annually), which participates in a cooperative agreement with the Centers for Disease Control and Prevention (CDC). The purpose of the RPE funds is to promote the development or expansion of projects for the primary prevention of sexual violence. Primary prevention projects are designed to stop sexual violence before it occurs. Four programs were awarded funds in FY 2015– 2017.

DOJ CVSD received a four year Pregnancy Assistance Fund grant from the Office of Adolescent Health, U.S. Department of Health and Human Services (2013-2017). Four project sites received funding at \$150,000/year for four years (total of \$600,000 per project) and one project site funded at \$90,000/year in FY 2016 – 2017. The grant funded project, titled Oregon Safer Futures, improves the safety, health and well-being of pregnant and newly parenting women who are survivors of intimate partner violence (IPV) through partnerships between non-profit victim advocacy organizations and health care systems. Five Oregon Safer Futures project sites currently provide community-based IPV advocacy services in various health care settings. Each project follows four main strategies for the work: 1) participant – provide pregnant/newly parenting women greater access to advocacy services, 2) provider – train health care providers on how to assess and respond to D/SV, 3) program – develop non-profit organizational capacity to deliver advocacy services in partnership with health care systems, and 4) policy – support local and state practice and policy changes to improve the safety and well-being of survivors of IPV. Key project activities, accomplishments and outcomes showcase how the Oregon Safer Futures project is a model for communities around the State to follow. As a result, Oregon Safer Futures has identified recommendations for practice and policy approaches that strengthen services to survivors and partnerships between victim advocacy organizations and health care systems.

## STATE FUNDING SOURCES

Administering Agency	Grant Program	Federal or State Source and Funding Cycle	Amount Available or Estimated for 2015- 2017	Percent of Statewide Total
Crime Victims' Service Division, Department of Justice (CVSD)	STOP Violence Against Women Formula Grant	Federal: July-June	\$3,563,842	8.10%
	Victims of Crime Act Formula Grant	Federal: Oct-Sept	\$23,861,085	54.24%
	Oregon Domestic Violence Services Fund	State: July-June	\$8,169,300	18.57%
	Sexual Assault Services Formula Grant	Federal: July-June	\$601,525	1.37%
Department of Human Services -Child Safety Unit	Family Violence Prevention and Services Act Formula Grant	Federal: Oct-Sept	\$6,923,052	15.74%
	Marriage License Fund	State: July-June		
	Criminal Fine Account/Domestic Violence Fund	State: July-June		
	Criminal Fine Account/Sexual Assault Fund	State: July-June		
Attorney General's Sexual Assault Task Force (AGSATF) <sup>18</sup>	Rape and Prevention Education Grant	State: Feb-Jan	\$ 264,718	.60%

<sup>18</sup> The AGSATF grant amounts reflect a one year total.

Oregon Coalition Against Domestic and Sexual Violence <sup>19</sup>	OVW Sexual Assault and Domestic Violence Coalition Grant	Federal: Oct- Sept	\$ 239,532	.54%
	FVSPA State Coalition Grant	Federal: Oct-Sept	\$ 258,928	.59%
	Preventive Health & Health Services Block Grant	Federal: Oct-Sept	\$ 85,660	.19%
	Charitable Tax Check-Off	State: Oct - Sept	\$ 21,000	0.5%
<b>Total</b>			<b>\$43,988,642</b>	<b>100%</b>

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## PRISON RAPE ELIMINATION ACT (PREA) COMPLIANCE

The Oregon Department of Corrections (DOC) and the Oregon Youth Authority (OYA) are fully compliant with the USDOJ National Standards to Prevent, Detect, and Respond to Prison Rape (the national PREA standards), 28 C.F.R. Part 115 as follows:

- The Governor signed and submitted the final assurance letter on October 11, 2016. The letter certifies DOC's and OYA's full compliance with the national PREA standards.
- DOC and OYA have successfully completed all of the required 24 PREA audits over a 3 year period. Audit reports are available for review on the ODOC and OYA web sites.
- ODOC worked with SATF in conjunction with Just Detention International (JDI) and OCADSV to develop and deliver training for advocates and ODOC employees. Two trainings were facilitated in October 2015. Combined, 72 participants from DOC and community-based and tribal advocacy programs participated in these trainings. One, in rural Madras and the other in urban Salem, Oregon. Training focused on defining advocacy, ODOC culture, neurobiology of trauma, providing services inside a correctional facility, investigation and survivor interviewing, medical response, sexual assault dynamics, and scenarios with ODOC employees and advocates working together.
- Three statewide training webinars, led by the AGSATF and DOC, were held in July and August 2016.
- The Oregon State Police, as the investigatory agency for criminal allegations of sexual abuse in state correctional facilities, received PREA training in 2015. OSP will continue educating staff on PREA-related protocols.

A comprehensive overview of the PREA compliance work undertaken by three state agencies and two statewide technical assistance agencies in Oregon demonstrates the commitment to providing advocacy services to victims in state correctional facilities as outlined in Appendix F.

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<sup>19</sup> OCADSV grant amounts reflect a one year total award.

CVSD will continue its work with DOC and OYA to ensure that community-based victim service programs provide advocacy to victims in correctional settings. CVSD included an objective under a funding priority that addresses the use of grant funds for victim service programs to provide services for incarcerated victims of sexual assault.

In 2017, the AGSATF will convene a PREA multi-disciplinary work group to address advocacy services in adult correctional facilities. OCADSV will convene an advocacy group, at the request of its member programs, to discuss experiences and best practices in federal, state, local, adult and youth facilities. OCADSV will also facilitate a PREA webinar series for OYA staff and advocacy staff that will outline a framework for best practices in the intervention/advocacy of sexual abuse of inmates in confinement in juvenile detention facilities<sup>20</sup>. All webinars are to be recorded, made available on the OCADSV website as well as to OYA's electronic learning platform.

### III.H. STATE VIOLENCE AGAINST WOMEN LAWS OR POLICIES IMPACTING THE IMPLEMENTATION PLAN

During the 2014 - 2016 legislative sessions, advocates for survivors, and allies, worked with legislators to pass the following bills, which impact the implementation plan.

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#### DOMESTIC VIOLENCE AND SEXUAL ASSAULT

**Advocate Privilege** (HB 3476): This bill established privilege communications between sexual assault or stalking victims and victim service programs and certified advocates. This privilege extends to civil, criminal, administrative and school proceedings and prohibits the disclosure of communications without consent of persons seeking services. *Effective June 4, 2015*

**Criminal Impersonation** (SB 1567): This bill creates the new crime of criminal impersonation. The bill was brought forward to address a new form of exploitive behavior that has been perpetrated primarily via social media. The case scenario that provided the impetus for this bill was a case in which an abusive ex-partner impersonated the victim on social media, soliciting non-consensual sexual activity. The impersonation led to a violent assault of the victim, but the impersonating behavior could not be prosecuted under identity theft laws, since those laws are interpreted to address primarily financial fraud. SB 1567 applies when an individual, with the intent to injure, impersonates another person in a communication to a third person without their consent, intending to deceive the third person into believing that they are communicating with the impersonated person, and injury results. Injury is defined as humiliation, harassment, threat or physical harm. The new crime is a Class A misdemeanor. The bill also creates a statutory private cause of action for compensatory damages. *Effective January 1, 2017*

**(HB 3469)** Increased penalty for crime of strangulation when committed knowing victim was pregnant. Punishes by maximum of five years' imprisonment, \$125,000 fine, or both. Expands types of previous convictions that elevate crime of assault in the fourth degree to Class C felony in certain circumstances to include other degrees of assault, strangulation and menacing.  
<https://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureDocument/HB3469/Enrolled> *Effective January 1, 2016*

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<sup>20</sup> OCADSV received a VAWA discretionary grant award to support this project for the July 1, 2016 – June 30, 2017 award period.

**(HB 3466)** Provided that release decision for defendant charged with sex crime or crime constituting domestic violence must include order prohibiting attempted contact with victim and third-party contact with victim while defendant is in custody.

<https://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureDocument/HB3466/Enrolled> *Effective January 1, 2016.*

**(SB 188)** Created crime of unlawful dissemination of intimate image. Punishes by maximum of one year's imprisonment, \$6,250 fine, or both for first offense, and five years' imprisonment, \$125,000 fine, or both for subsequent offense.

<https://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureDocument/SB188/Enrolled> *Effective June 11, 2015*

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## DOMESTIC VIOLENCE

**Emergency Protective Orders (HB 2776):** Relating to emergency protective orders. Authorized peace officer to apply for and circuit court to enter ex parte emergency protective order when court finds probable cause that person was victim of domestic disturbance or abuse and protective order is necessary to prevent abuse. Provides that emergency protective order expires five days after entry.

<https://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureDocument/HB2776/Enrolled> *Effective January 1, 2016*

**(SB 3)** Relating to protective orders in **Family Abuse Prevention Act** proceedings. The bill created a crime of endangering person protected by Family Abuse Prevention Act restraining order. Punishes by maximum of five years' imprisonment, \$125,000 fine, or both.

<https://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureDocument/SB3/Enrolled> *Effective January 1, 2016*

**(SB 790)** Requires Department of Justice to encourage and support services, programs and curricula to educate and inform students in grades 7 through 12 about domestic violence. Requires school district boards to adopt policies that incorporate age-appropriate education about domestic violence into training programs for students in grades 7 through 12 and school employees. Authorizes Department of Human Services to make grants to and enter into contracts with nonprofit private organizations or public agencies for programs and projects designed to prevent, identify and treat domestic violence.

<https://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureDocument/SB790/Enrolled> *Effective January 1, 2016*

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## SEXUAL ASSAULT

**Rape Kit Testing Protocols (Melissa's Law) (SB 1571):** This bill directs the Department of State Police to adopt rules on prioritization of testing the backlog of untested sexual assault forensic evidence kits and to conduct ongoing testing of new kits. \* *Note: Kits the victim has designated as anonymous may not be tested.* \* The bill directs the Department to report to interim committees of the Legislative Assembly by January 15th of each year. The report must include information regarding the progress made on the backlog of untested kits, the number of new kits received, the number of kits tested in the previous year, and the number of remaining untested kits in possession of the Department. The Department must report to the legislature regarding the progress of entering test results into CODIS (the national data system) by July 1, 2019. The bill requires the retention of untested anonymous kits for at least 60 years. The bill allows a victim to contact law enforcement at any time to reclassify her kit. The bill also establishes the Task Force on the Testing of Sexual Assault Forensic Evidence Kits, and specifies the membership and charge of the task force.

SB 1571 directs every law enforcement agency in Oregon to adopt procedures regarding collection, testing, retention and destruction of sexual assault forensic evidence kits. These procedures must be in writing and

available to the public. Procedures must include a standard for communicating information to victims concerning kits. The bill appropriates \$1,500,000 to the Oregon State Police Forensic Division to add staff capacity to process additional sexual assault forensic evidence kits. *Effective March 29, 2016.* The policies and procedures must be in place by January 1, 2017

**Statute of Limitations on First Degree Sex Crimes (SB 1600):** This bill eliminates the statute of limitations for prosecution of first degree sex crimes if there is new and corroborating evidence of the crime. Under current law, the statute of limitations for these crimes is 12 years. Current law allows the extension of the SOL when new DNA evidence is present. Under the new law, there are four additional categories of corroborating evidence that may extend the SOL: physical evidence other than DNA; a confession made by the defendant; an oral or written statement provided by the victim to another person at the time of the commission of the crime; or a report made by a different victim alleging that the defendant committed the crime. *Effective January 1, 2017*

**SB 759 – Campus Sexual Assault** which requires public universities, community colleges and Oregon-based private universities and colleges to adopt written protocols for victims of sexual assault. Protocols must ensure that each victim who reports a sexual assault must receive information about what legal options are, including civil and criminal options as well as campus-based disciplinary processes; information about campus-based and community-based services available to the victim; and information about privacy rights and limitations. This information must be made available: 1) when a sexual assault is reported; 2) during student orientation; and (3) on the website of the university or college. *Effective 2016-2017 Academic Year*

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## STALKING

**(HB 2628)** Relating to court's protective stalking orders; declaring an emergency. Disallowed all filing fees, service fees and hearing fees in action for court's protective stalking order, even if stalking order is not only relief sought in action. Declared emergency, effective on passage.

<https://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureDocument/HB2628/Enrolled> *Effective May 18, 2015*

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## FIREARMS

**(SB 525B)** Prohibited possession of firearm or ammunition by person who is subject to restraining order issued by court under Family Abuse Prevention Act or who has been convicted of certain misdemeanor crimes involving domestic violence.

<https://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureDocument/SB525/Enrolled> *Effective January 1, 2016*

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## FAMILY LAW

**Updating Marriage Statutes (HB 4127)** This bill sets out a formal state policy that all of the privileges, immunities, rights, benefits and responsibilities controlled by the law that apply to married persons, apply equally to married persons of the same or opposite sex. The bill also updates statutes pertaining to marriage with gender neutral language. *Effective March 24, 2016*

**Disclosure of Protective Orders (SB 788)** Requires Petitioners in family law proceedings to disclose protective orders. <https://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureDocument/SB788/Enrolled> *Effective January 1, 2016*

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## HOUSING

### **Inclusionary zoning and construction excise tax (SB 1533):**

**Inclusionary zoning:** After 17 years, Oregon's total ban on inclusionary zoning (IZ) was repealed with this bill, which allows local governments to mandate that developers set aside a portion of new units for sale or for rent as affordable. Mandates may apply only to developments of 20 units or more. The development must be of multi-family structures, defined as having three or more contiguous units. Ordinances may require that up to 20% of the units be affordable, to households with 80% of area median income or above. IZ mandates must be prospective and may not impact developments that are already in the queue at the time of enactment. Ordinances must provide developers who are subject to the mandate the option of making an in-lieu payment, and must offer additional incentives to accompany the mandate. The bill specifies that local governments may offer additional incentives in order to increase the supply of affordable units or to "buy down" to greater affordability. While the parameters of this bill were not as broad as advocates had hoped, the repeal of the ban is a big step forward, and many local governments felt that this bill will provide an effective tool to create more affordable housing.

**Construction Excise Tax:** Significantly, SB 1533 also repealed the ban on cities' and counties' ability to create a construction excise tax (CET). This allows these local governments an important new revenue source for affordable housing. Ordinances may tax residential development at up to 1% of permitted value, and 100% of revenue must go toward affordable housing. There is no cap on the tax allowed on commercial or industrial development. Half of the proceeds from a commercial or industrial CET must also be allocated for affordable housing. *Effective November 29, 2016* when a local government may adopt an inclusionary zoning regulation. The rest of the bill takes effect **June 2, 2016**.

**Tenant protections (HB 4143):** Under HB 4143, month-to-month tenants in Oregon will now be protected from rent increases during the first year of tenancy. This bill also protects tenants from sudden increases in their rent by requiring 90 days' notice (up from the current 30 days' notice) for any rent increases. As part of the compromise necessary to move the bill forward, HB 4143 also amends current law to increase the possible fine for a second violation of a non-smoking policy from \$50 to \$250. In addition, the bill makes a technical amendment to the 2015 coalition-negotiated law requiring landlords to ensure that all rooms rented as bedrooms are in compliance with local building codes for fire safety/egress purposes. *Effective March 15, 2016*

**Local Innovation and Fast Track (LIFT) housing program parameters (SB 1582):** Last year, the LIFT program received \$40 million to develop affordable housing, a historic sum that will help meet Oregon's housing needs. This bill sets parameters for the program and provides funds to administer it that will allow the program to begin creating more affordable housing as quickly as possible. The Housing and Community Services Department is directed to work with the Oregon Housing Stability Council in crafting criteria for the program that provide the greatest number of affordable housing units for the amount of funding provided and ensure the longest possible use of the qualified property as affordable housing units. *Effective March 15, 2016*

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## HUMAN TRAFFICKING

**Human Trafficking (HB 4082):** This bill closes a loop hole in the crime of promoting prostitution, ORS 167.012. Under current law, the statute prohibits the promotion of prostitution for money or other property. The law does not currently prohibit the promotion of prostitution in exchange for goods, services, or other non-monetary forms of compensation. Many traffickers have developed practices to exploit this loophole. HB 4082 will close this loophole and provide greater accountability for traffickers. The bill does not apply to acts of prostitution, or to individuals engaged in prostitution, but rather applies to traffickers and pimps. *Effective January 1, 2017*



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## CRIME VICTIMS RIGHTS AND CONFIDENTIALITY

**Confidentiality of Campus Counseling Records (SB 1558):** This bill is a follow-up from discussions in 2015 regarding the confidentiality of college student counseling records. The bill prohibits the disclosure of college or university student health or counseling records to other people, offices, or entities within, affiliated with, or acting on behalf of, the college or university. The bill applies to health centers, mental health center or counseling centers, and health professionals retained by the college or university to provide health care, mental health care or counseling services. Disclosure of these records may not be made without the consent of the patient; to the same extent those records would be protected by non-campus affiliated service providers. The bill also provides that health records, mental health records or counseling records of students may not be considered student records by a college or university, and therefore may not be disclosed under guidelines pertaining to student records. *Effective March 3, 2016*

**Confidentiality of Patient Health Information (HB 2758)** This bill protects certain health information upon request by patient. If a confidentiality request is filed by patient, an insurer must ensure that any explanation of benefits, appointment, coverage determination, provider information, and other protected health information is not provided to anyone other than the patient. Under current law, this information be provided to the policy holder, but this bill allows a patient to select greater confidentiality from the policy holder. Insurers must provide forms that patients can use to request this protection.

<https://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureDocument/HB2758/Enrolled> *Effective June 18, 2015*

**(HB 3476)** Established privilege in civil, criminal, administrative and school proceedings for certain communications between persons seeking services related to domestic violence, sexual assault or stalking and victim services programs and advocates. Prohibits disclosure of communications without consent of person seeking services. Declares emergency, effective on passage.

<https://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureDocument/HB3476/Enrolled> *Effective June 4, 2015*

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## LAWS SPECIFIC TO TRIBAL NATIONS

**Tribal Law and Order Act.** In 2010, the federal government enacted the Tribal Law and Order Act. The law has many positive changes effecting public safety in Indian Country. Among those changes is the increased sentencing authority of Tribal Nations meeting certain conditions. Prior to enactment of the new law Tribal Nations were limited to sentencing individuals to a maximum of one year in jail per offense regardless of the nature and seriousness of the offense. TLOA changed that. Upon adoption of the requirements outlined in TLOA, a tribe can sentence a criminal up to 3 years in jail per offense and up to 9 years in jail per criminal proceeding.

The Confederated Tribes of the Umatilla Indian Reservation (CTUIR) was the first tribe in the nation (and the only tribe in Oregon) to adopt felony sentencing authority under TLOA in March of 2011. The tribe now regularly charges felony violations and sentences accordingly. Nationally, 10 tribes have adopted felony sentencing authority under TLOA.

**SB 412: Expanded authority of Tribal Police Officers** In 2012, the Oregon Legislature passed SB 412 which authorizes tribal police to exercise state police officer authority if the tribe has met certain conditions. Currently, six of the nine Tribal Nations have their own tribal law enforcement on the reservation and are compliant with SB 412 certification requirements.

**Tribal Access Program.** Tribal access to federal criminal databases for entry of domestic violence protection orders meeting federal full faith and credit requirements has been extremely problematic. This lead tribes to push the United States Department of Justice and FBI CJIS to allow full tribal input and retrieval access to federal criminal databases. This led to the development of the Tribal Access Program in August of 2015. See

<https://www.justice.gov/tribal/tribal-access-program-tap>. The CTUIR was the first tribe in the nation authorized to have full access to federal criminal databases through the Tribal Access Program. Presently, all CTUIR domestic violence protection orders are entered into NCIC by the tribe, including listing qualifying protection orders on the National Instant Criminal Background Check System. Future planning for CTUIR includes entry of tribal court convictions into NCIC. TAP is still in the pilot stages with hopes for all Tribal Nations gaining access to this program in the future.

**The Reauthorization of the Violence Against Women Act of 2013** included provisions specific to tribes that allowed tribes meeting certain conditions to prosecute limited non-Indian domestic violence occurring in their territory as an exercise of inherent authority. The CTUIR, along with Tulalip and Pascua Yaqui, were the first tribes authorized to exercise this authority. The CTUIR has had 6 cases charged under this law.

## IV. IMPLEMENTATION PLAN ELEMENTS AND APPROACHES

### IV.A. RELATION TO PRIOR IMPLEMENTATION PLAN

As in the FY 2014 – 2016 Implementation Plan, this plan will continue to support programs that commit to collaborating with underserved, marginalized, and oppressed communities and/or Tribal Nations. CVSD and its planning subcommittee will focus on understanding and defining what “meaningful access to services” means to programs for UMOG and TN in their service areas. This is outlined in more detail under Section IV.E. Grant Making Strategy.

CVSD will also focus on determining what “meaningful access to sexual assault services” means for programs utilizing sexual assault set aside grant funds. Programs were required to identify whether they were fully or partially meeting the “[Ten Components of High-Quality SA Service Advocacy Agencies](#)” into their organizational structures, staff training, and community partnerships in the previous plan<sup>21</sup>. All sexual assault program costs are tracked in the CVSD E-Grants Management System as initiated in the previous plan. The statewide coalition and technical assistance and training agencies will continue to provide assistance that includes staff and peer reviewer training, language for solicitations, and insight into interventions that successfully respond to the unique needs of sexual assault survivors.

This plan continues to provide funding that supports “core services” for victim service, law enforcement, prosecution, and courts as well as supporting statewide training initiatives.

### IV.B. PRIORITY AREAS

The VAWA Implementation Planning Subcommittee developed the funding priorities for the FY 2017 – 2020 plan. Additional revisions were made by the IP Planning Subcommittee in 2015 and 2016 that included additional members from the CVSD Advisory Committee. Each funding priority corresponds with one of the STOP VAWA Formula Grant Program purpose areas. These funding priorities may be specific to certain allocation categories.

All subgrants receiving non-competitive or competitive funds must address at least one of the 20 statutory purpose areas as identified in Appendix E. No single purpose area is given priority by the Advisory Committee and all-purpose areas are open for funding. Applicants will be required to indicate in their applications the primary and secondary purpose areas of the proposed project.

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<sup>21</sup> The SASP Subcommittee for the FY 2014 – 2016 Competitive solicitation determined that focusing on this system of indicators for high quality sexual assault programs will enhance an organizations capacity to meet the unique needs of sexual assault survivors within their community.

The statewide survey on policy and service gaps, the preliminary findings on the Statewide Needs Assessment and other related surveys, and the narrative responses provided on the Annual Performance (Muskie) reports, guided the Advisory Committee's and Subcommittee's in establishing the funding priorities listed below:

**Funding Priority #1:**

Provide victims of domestic and sexual assault, stalking and dating violence meaningful access to services and support programs in stabilizing funding for:

- a) Victims' services (includes non-profit, tribal and prosecution-based programs); and
- b) Law enforcement, prosecution and court projects.

**Funding Priority #2:**

a) Support services to meet the needs of:

- victims from underserved, marginalized and/or oppressed populations;
- and/or Tribal Nations.

b) To improve and enhance culturally specific services and increase cultural competency in the delivery of victim services as well as the cultural responsiveness of prosecution, law enforcement and courts.

**Funding Priority #3:** Allocation of STOP VAWA Formula Grant Program funds for statewide training projects.

**Funding Priority #4:** A total of 20% will be allocated for sexual assault as a set aside across victim services, discretionary, law enforcement and prosecution allocation categories. CVSD will ensure that "not less than 20% of the total award" in at least two categories will be allocated to meaningfully address sexual assault services as required in federal statute.

**Funding Priority #5:** Facilitate consultation and planning among and between non-profit, government-based, and tribal victim service providers and law enforcement, prosecution and courts.

**Funding Priority #6:** Reduce the number of domestic violence homicides in the State of Oregon through fatality review of domestic violence cases and implementation of model firearm surrender protocols and lethality assessments.

All of the listed funding priorities may be the focus of any corresponding allocation category (victim services, law enforcement, prosecution, courts or discretionary) as identified in the competitive and/or non-competitive solicitation process and its subsequent application review team.

#### IV.C. IDENTIFIED GOALS, OBJECTIVES AND ACTIVITIES

CVSD and the Planning Subcommittee discussed specific strategies to address identified barriers to service provision for victims in Oregon. Many of the strategies require significant resources over the next four years which pose a challenge given Oregon's current economic situation. As noted in Section III.D. Poverty and Economic Data, many counties continue to struggle and infrastructure continues to degrade. Discussion on addressing goals and objectives will occur in graduated steps over the next two Implementation Plan award periods (FY 2017 - 2020 and FY 2021 – 2024). CVSD will provide updates to its plan to OVW as needed.

Per the table below, the Advisory Committee and Planning Subcommittee identified the following goals and objectives for FYs 2017 – 2020.

**Goal #1: Provide victims of domestic and sexual assault, stalking and dating violence meaningful access to services and support programs in stabilizing funding. Funding support may include: training and a 20% sexual assault set aside; and will include multi-disciplinary or collaborative partnerships as well as the provision of culturally competent services and sensitivity in response to underserved, marginalized, and/or oppressed populations (UMOC) and/or Tribal Nations (TN).**

**Victim Services:**

Objective A: Provide funding to support and stabilize victim service programs in their work with victims of domestic violence, sexual assault, dating violence and stalking.

Objective B: Provide funding to support victim service programs to address the needs of all victims in service area. This includes addressing the needs of underserved, marginalized and/or oppressed communities and/or Tribal Nations.

Objective C: Provide funding to victim service programs to provide services for incarcerated victims of sexual assault.

Objective D: Provide funding to victim service programs to provide meaningful access to sexual assault services with a 20% sexual assault set aside.

Objective E: Provide funding that enhances and strengthens the criminal justice system response to violence against women by supporting projects that fund domestic violence, sexual assault, stalking or teen dating violence training.

**Law Enforcement:**

Objective F: Provide funding to law enforcement agencies for hiring specially trained advocates to work with victims of domestic violence, sexual assault, dating violence, and stalking.

Objective G: Provide funding to law enforcement agencies to support detectives and/or investigators to conduct follow-up investigations of domestic violence, sexual assault, dating violence and stalking cases.

Objective H: Provide funding to law enforcement agencies to support officers to participate in high-risk response and/or sexual assault response teams in coordination with a community-based sexual and/or domestic violence service provider and/or county district attorney office.

Objective I: Provide funding to support training of law enforcement personnel in the areas of domestic violence, sexual assault, dating violence, and stalking in collaboration with a community-based domestic and/or sexual violence service provider. Focus of training may include increasing cultural competency and sensitivity in working with underserved, marginalized and/or oppressed communities and Tribal Nations.

Objective J: Provide funding to support law enforcement in efforts to increase cultural competency and sensitivity in working with underserved, marginalized and/or oppressed communities and/or Tribal Nations.

Objective K: Provide funding to support law enforcement with the implementation of model firearm surrender protocols that require domestic violence perpetrators and restraining order respondents to surrender firearms to law enforcement agencies.

Objective L: Provide funding that supports meaningful access to sexual assault services with a 20% sexual assault set aside.

**Prosecution:**

Objective M: Provide funding to prosecution agencies for hiring specially trained advocates to work with victims of domestic violence, sexual assault, dating violence, and stalking.

Objective N: Provide funding to prosecution agencies to support attorneys and/or investigators to conduct follow-up investigations of domestic violence, sexual assault, dating violence and stalking cases.

Objective O: Provide funding to prosecution agencies to support attorneys to participate in high-risk response and/or sexual assault response teams in coordination with a community-based sexual and/or domestic violence service provider and/or law enforcement agency.

Objective P: Provide funding to support training of prosecution personnel in the areas of domestic violence, sexual assault, dating violence, and

stalking in collaboration with a community-based domestic and/or sexual violence service provider.

Objective Q: Provide funding that supports meaningful access to sexual assault services with a 20% sexual assault set aside.

**Courts:**

Objective R: Provide funding to the Oregon Judicial Department, Office of the State Court Administrator to support the VAWA Central Point of Contact to support statewide projects that benefit the 27 judicial districts around the state.

Objective S: Provide funding to the OJD to support specialized judicial and court staff training on domestic and sexual violence; stalking and dating violence.

Objective T: Provide funding to OJD to facilitate the development and dissemination of uniform statewide policies and procedures.

Objective U: Provide funding to OJD for ongoing development and updating of uniform statewide forms and procedures for obtaining protective and stalking orders; bench guides, and data entry guides.

Objective V: Provide funding to support community-based collaboration with victim advocates, law enforcement, and other stakeholders to improve system responses.

**Goal #2: a) Support services to meet the needs of victims from underserved, marginalized and/or oppressed populations and/or Tribal Nations. b) Provide funding to improve and enhance culturally specific services and increase cultural competency in the delivery of victim services as well as the cultural responsiveness of prosecution, law enforcement and courts.**

**Victim Services/Law Enforcement/Prosecution/Court/Discretionary:**

Objective A: Provide funding to work with victims of domestic violence, sexual assault, dating violence and stalking.

Objective B: Provide funding to address the needs of all victims in service area. This includes addressing the needs of:

a) underserved, marginalized and/or oppressed communities;

b) and/or Tribal Nations.

Objective C: Provide funding to support the development of culturally appropriate client outreach designed to reach historically underserved, marginalized, and oppressed populations and/or Tribal Nations within the service area.

Objective D: Provide funding to support the development of sustainable collaborative relationships with community groups and organizations from historically UMOG populations and/or Tribal Nations.

Objective E: Provide funding to support the participation in and presentation of cross training with community groups and organizations from UMOG and/or Tribal Nations.

Objective F: Provide funding to improve linguistic and culturally appropriate services for Limited English Proficient and underserved culturally specific victims of domestic violence, sexual assault, dating violence and stalking<sup>22</sup>.

Objective G: Provide funding to enhance and maintain continuous outreach, collaboration and victim service co-advocacy between Tribal Nations and community programs that includes the tribal domestic and sexual violence advocate on Sexual Assault Response Teams (SARTs), Multi-Disciplinary Teams (MDTs) and Domestic Violence Councils.

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<sup>22</sup> Culturally specific organizations will be limited to those racial and ethnic minority groups defined in the Public Health Act at 42 U.S.C. 30u-6(g) (i.e. American Indians including Alaska Natives, Eskimos, and Aleuts; Asian Americans; Native Hawaiians and other Pacific Islanders; Blacks; and Hispanics.

The following activities will be conducted by CVSD and are specific to the ongoing implementation of the “next steps” as identified on the Tribal Nation Listening Tour Report<sup>23</sup> or identified next steps during FY 2017 - 2020 as follows:

**Activity A:** Provide ongoing training on a variety of topics such as Indian Law, Tribal Relations, Criminal Jurisdiction in Indian Country, Cultural Considerations and other topics to all statewide decision makers such as CVSD Advisory Committee and Subcommittee members, community and government based subgrantees, and others. The training will be provided by the DOJ Native American Affairs Coordinator and/or other trainers as designated by tribal leaders.

**Activity B:** Maintain the list of key tribal contacts for victim services and all other matters as approved by tribal leadership. The list will be provided to CVSD subgrantees to encourage outreach and collaboration.

**Activity C:** CVSD Fund Coordinator and the CTUIR DVSA Program Coordinator will conduct a follow-up to the listening tour during on site monitoring visits that includes ongoing tribal victim service needs, understanding of collaborative partnerships between tribes and community partners in extended tribal county service area, and technical assistance on grant related reporting.

**Activity D.** Continue to include common language across all solicitations to guide programs in outreach efforts to UMOG and TN.

**Goal #3:** Funds will be used to support statewide training projects for law enforcement, prosecution, courts and victim services.

**Discretionary:**

**Objective A:** Provide funding to support statewide training for local, state and tribal law enforcement, prosecution, courts and victim services related to domestic violence, sexual assault, stalking and/or dating violence.

**Objective B:** Provide funding to support training for local, state and tribal law enforcement regarding orders of protection, full faith and credit and the laws regarding domestic violence, sexual assault, stalking and dating violence on a local, state and federal level. (Appendix K).

**Objective C:** To provide training scholarships to local, state and tribal law enforcement, prosecution, courts and victim services for the purpose of enhancing domestic violence, sexual assault, dating violence and stalking service provision and/or investigations. Specifically, addressing co-sponsorship of the Domestic Violence Tribal State and Federal Summit with the Confederated Tribes of the Umatilla Indian Reservation.

**Objective D:** Provide funding to support training on culturally specific services as well as cultural competency and sensitivity in working with underserved, marginalized and/or oppressed communities and Tribal Nations.

**Objective E:** Provide funding that supports basic and advanced training to local law enforcement and courts regarding services for victims in tribal communities. Specifically, training identified as areas of need on tribal land may include gender issues, immigration law and civil process law.

**Objective F:** Provide funding to support multi-disciplinary training and collaboration among government and responders.

**Objective G:** Provide funding to support training for implementation of evidence-based risk/danger assessments to identify and prioritize victims who are considered to be in relationships with a high risk of lethality

<sup>23</sup> Established activities since the listening tour concluded in 2012: Oregon Tribal Nations receives non-competitive victim service grant funds since 2013 (based on the state allocation formula); designated tribal contacts are on the CVSD listserv with tribal victim service programs (and leadership) receiving statewide training and funding opportunities; Tribal victim service staff participate in statewide training opportunities such as Director’s Day, Compensation Program and Address Confidentiality Program training, webinars on best practices and other topics; and CVSD posts grant award summaries on the grant webpages.

*CVSD, OJD and the Advisory Committee will look for cost effective methods of training to be conducted in FY 2015 and 2016 such as online training opportunities and use of any “de-obligated funds” and use of other available resources.*

**Goal #4: Funds will be used to support the provision of sexual assault services with providers defining what meaningful access to sexual assault services means for the target population (s) served.**

**Victim Services/Prosecution/Law Enforcement/Discretionary:**

Objective A: Provide funding that supports meaningful access to sexual assault services with a 20% sexual assault set aside.

Objective B: Provide funding that improves (and defines) meaningful access to sexual assault services for victims.

Objective C: Provide funding that focuses on the “Ten Components of High-Quality SA Service Advocacy Agencies” as outlined in [Opening Our Doors: Building Strong Sexual Assault Services in Dual/Multi-Service Advocacy Agencies](#) (developed through an OVW Technical Assistance grant to the Resource Sharing Project) as a system of indicators for high quality sexual assault programs. The indicators will enhance an organizations capacity to meet the unique needs of sexual assault survivors within their community.

**Goal #5: Facilitate consultation and planning among and between non-profit, , government-based, and tribal victim service providers and law enforcement, prosecution and courts.**

Objective A: Facilitates meaningful consultation and planning among and between non-profit, non-governmental victim service providers and law enforcement, prosecution and courts.

Objective B: Implementation of coordinated policies and/or partnerships among and between non-profit, non-governmental and tribal victim service providers and law enforcement, prosecution and courts.



Goal #6: Reduce the number of domestic violence homicides in the State of Oregon through fatality review of domestic violence cases as well as the implementation of model firearm surrender protocols and lethality assessments<sup>24</sup>.

**Objective A:** Improve the coordinated statewide response to and prevention of domestic violence and domestic violence fatalities in Oregon through the review of relevant cases by a multi-disciplinary team (Domestic Violence Fatality Review Team).

Activities:

- The DVFRT will review two cases per year.
- The team will choose cases based on the protocol criteria and will provide in-depth study of each case.
- The team will analyze the identified strengths and weaknesses of the criminal justice responses related to the cases.
- The team will make recommendations on how to improve system responses to Domestic Violence.

**Objective B:** Increase the number of counties that implement model firearm protocols which decreases the number of DV perpetrators who have access to firearms (as measured by #s of firearms surrendered by DV defendants and FAPA respondents).

**Objective C:** Increase the identification of high-risk cases with the use of Lethality Assessments by law enforcement and victim services for domestic violence incidents.

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<sup>24</sup> Six of 36 counties implemented the model firearm surrender protocols from FY 2013 – 2016. The DVFRT analyzed its first case in May 2012, second case in May 2013 with submitted two annual letters and biennial reports to the legislature promoting case review findings and recommendations.

#### IV.D. GENERAL DESCRIPTION OF TYPES OF PROGRAMS AND PROJECTS

Subgrantees awarded STOP VAWA Formula Grant Program funds include law enforcement, prosecution, courts, victim services programs and community and faith based programs. Currently, every county in Oregon is served in some way by a non-profit and/or tribal DV/SA service provider and 29 counties have one or more programs for service with a primary location in that county. Programs serving four of those 29 counties also serve seven other counties, typically through a satellite service arrangement. This is well above the national tendency highlighted in the Tiefenthaler et. al.study, which found rural communities in most parts of the United States to be underserved.

There are 134 police departments including tribal police departments, the Oregon State Police and 36 sheriff's offices throughout Oregon. Victim assistance programs are based in each of the 36 District Attorney's Offices. Several victim assistance programs have volunteer programs that also respond on-scene in collaboration with law enforcement. Additionally, victim assistance programs work at varying levels of collaboration with their non-profit victim services partners to provide on-scene victim advocacy. However, few law enforcement agencies or probation departments have victim assistants on staff.

The Oregon Judicial Department is currently the only court entity receiving STOP VAWA Formula Grant Program funds to support statewide projects that benefit the 27 judicial districts around the state. CVSD and DHS are the primary sources of statewide funding for DV/SA services. Since 2007, CVSD and DHS have combined seven streams of state and federal funding into a single allocation and application process to ensure an equitable distribution of funds to DV/SA providers. The funds included in the scope of the equity study are: STOP VAWA Formula Grant Program; VOCA; ODSVS; and DHS Domestic Violence Fund and Sexual Assault Victims Services Fund (CFAA/DVSA). The equitable distribution of federal and state funds for DV/SA services is a basic CVSD principle that is ensured through:

- Funding distributed on a per capita basis using a base plus model.
- Ensuring a basic level of services in every county.
- Ensuring that appropriate services are available to culturally specific populations throughout the state.
- Setting aside 20 % of funds for sexual assault services.
- The funds included in this process are described in more detail in Section IV.E. Grant Making Strategy, Victim Services/Discretionary.

The types of program and projects that were supported with STOP grant funds for FY 2015 - 2017 include:

- Five projects to or for the benefit of law enforcement that provide training, outstation advocates at law enforcement agencies with a focus on strengthening first responder protocols and enhanced coordinated community response, as well as increasing the number of sexual assault victims reporting assaults to law enforcement agencies,
- Five prosecution projects that strengthen a coordinated community response with outstationed or staff advocates in District Attorney Offices as well as increased domestic and sexual violence, stalking, and dating violence service provision for underserved, marginalized and/or oppressed communities. Two projects support DVSA prosecutors and one project supports an investigator that set a goal to achieve a higher rate of conviction on cases investigated by the DV Investigator. Prosecution projects focus on increasing number of cases prosecuted.
- One statewide training project for prosecution and law enforcement that specifically address increased communication and collaboration between both in a cross discipline approach. This training project includes all 9 Federally Recognized Tribes and a module on Economic Security for Survivors.
- The court allocation funds are awarded non-competitively to OJD to support a VAWA central point of contact within the State Court Administrator's office. The centralized point of contact provides technical assistance and education to trial court judges and staff, develops and revises uniform statewide forms and

procedures for all trial courts statewide, and collaborates with all system participants to improve system response and increase victim safety.

- Thirty two non-profit and 7 tribal victim service programs are supported with FY 2015 and 2016 VAWA grant funds from the victim service and discretionary allocation categories. These funds support advocates for domestic and sexual violence that include tribal, bilingual and bicultural, shelter and transitional housing, legal, court, volunteer and sexual assault (specific) advocates. Many projects are focused on providing services to UMOC and TN.

A list of currently funded subgrantees is provided in Appendix C 1 – 2 along with brief descriptions of each project and the corresponding STOP VAWA Formula Grant Program purpose area and allocation category. In accordance with OVW direction, the summary list of currently funded projects will not include contact information to protect confidentiality of non-profit and tribal victim service providers and its shelters. The STOP VAWA Formula Grant Program federal grant monitor indicated that OVW may request a list of contacts as needed.

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## DISTRIBUTION OF FUNDS ACROSS ALLOCATION CATEGORIES

CVSD distributes the STOP VAWA funds in a competitive and non-competitive process for law enforcement, prosecution, courts, and victims' services (which includes discretionary funds):

Category	Allocation
law enforcement	25% competitive
prosecution	25% competitive
courts	5% non-competitive
victims services	30% non-competitive
discretionary	15% non-competitive victim services allocation category
Sexual assault	20% set aside among all categories

Discretionary funds may also support statewide training projects.

## IV.E. GRANT MAKING STRATEGY

STOP VAWA Formula Grant Program funding is distributed throughout the state. Geographic distribution and population factors are considered in all funding decisions. The state makes decisions based on a fair distribution of subgrants in rural and nonurban areas of various geographic sizes. The following factors were considered in the decision to distribute funds to eligible applicants in FY 2015 for the FY 2015 – 2017 grant award period:

- Projects that propose strengthening current domestic and sexual violence services by increasing access to those services for all victims including underserved, marginalized, and/or oppressed communities and/or Tribal Nations;
- Expanding the array of services offered or the types of victims served within existing geographic service areas;
- Giving priority to areas of varying geographic size with the greatest showing of need and considering the geographic area's population;
- Ensuring geographic access to services within a reasonable traveling distance while avoiding duplicating services within the same county.

CVSD will include these factors along with other strategies from VAWA 2016 in the FY 2017 – 2019 non-competitive and FY 2018 – 2020 competitive grant solicitations. All subgrants issued on or after December 29, 2016 will comply with the FY 2016 Standard Special Conditions for Grants, CVSD anticipates assigning priority points in the next competitive solicitation process to ensure an equitable distribution to UMOC and TN. This will

include a process to equitably distribute funds on a geographic basis including nonurban and rural areas of various geographic sizes. CVSD uses several different strategies for funding ongoing victim services programs, law enforcement, prosecution and court programs, and special project funding. These strategies are explained further in this section.

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## NON-COMPETITIVE REQUEST FOR APPLICATION (RFA) PROCESS

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### VICTIM SERVICES/DISCRETIONARY

CVSD currently uses STOP VAWA Formula Grant Program allocations for victim services (30%) along with discretionary funds <sup>25</sup>(15%) to support non-profit and Tribal victim services programs. These funds are awarded biennially through a non-competitive application process. CVSD grant staff review applications for changes and improvements and provide technical assistance for all DV/SA non-profit programs as necessary. In 2007, CVSD adopted the Equity Allocation Study formula as the vehicle for distributing all non-competitive funds to non-profit victim services providers. The VAWA IP Subcommittee committed its victim services and discretionary allocations to this process.

Subgrantees submit a single application for seven non-competitive funding sources included in the process:

- Federal sources of funding included in the non-competitive application are STOP VAWA Formula Grant Program Victims of Crime Act Fund (VOCA) and through DHS, the Family Violence Prevention and Services Act (FVPSA) funds.
- State sources of funding included in the non-competitive application are the Oregon Domestic and Sexual Violence Services (ODSVS) funds and through DHS, (Marriage License Tax funds, the Criminal Fine Account Domestic Violence funds, and the Criminal Fine Account Sexual Violence funds). DHS is a separate state agency and has a Memorandum of Understanding with CVSD for this process.

The Equity Allocation Study recommended counties as service areas, and was adjusted to include federally recognized Tribes in FY 2013. Service areas are funded using a formula with a base amount plus per capita increments for service areas with populations over 30,000. Each county and Tribe receive a base amount. The funds remaining after allocating the base amounts are then distributed based on population and progress towards calculated funding goals. The enrolled membership of each Tribal Nation, as reported in the “2015 Oregon Tribal Enrollment Statistics” revised by the Legislative Commission on Indian Services and Tribal Nations will be used as the population in the Equity formula for the FY 2017 – 2019 non-competitive solicitation<sup>26</sup>. The formula ensures equal access to services for all victims across the state since sub-grantees submit a single application for the seven non-competitive funding sources included in the process.

The Equity Allocation Study formula is based on the philosophy that victims and survivors of DV/SA in all counties should have meaningful access to services. It also demonstrates a commitment on the part of the CVSD Advisory Committee and state collaborative partners to stabilize funding of current victim services programs. In addition, each individual fund (except the federal FVPSA funds from DHS), including STOP VAWA Formula grant Program, has a specific minimum allocation set aside for sexual assault services. The VAWA IP Subcommittee has committed to setting aside 20% of the total funds awarded to subgrantees (through non-competitive and competitive funding) across the state for sexual assault specific services. As a part of the joint application process for sexual assault funds, applicants must designate a lead staff person for sexual assault who will act as a contact to receive and disseminate sexual assault information. The lead staff person must also attend sexual assault training and share the information learned with other staff members throughout the agency.

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<sup>25</sup> CVSD may designate discretionary allocation funds to support statewide training projects beginning in January 2018.

<sup>26</sup> Tribal enrollment numbers do not include non-natives living on the reservation. The total number of non-natives is a significant number of most Oregon tribes using tribal resources.

Additional activities will be conducted prior to the release of the FY 2018 – 2020 STOP VAWA Competitive solicitation that will address VAWA 2013 changes impacting sexual assault set aside funds as well as the states funding priorities that specify “meaningful access to services” and “improving and enhancing culturally specific services that increase cultural competency in the delivery of victim services”.

DOJ CVSD and its advisory committee and planning subcommittee direct all VAWA funded projects to demonstrate outreach activities and the meaningful provision of victim services to underserved, marginalized and oppressed communities and Tribal Nations. This will be accomplished with required solicitation questions, reporting requirements and ongoing monitoring of funded programs.

The joint DV/SA non-competitive grant solicitation will include requirements and definitions as noted:

**Meaningful access** is an on-going process that embodies values, practices and policies that support the right of all survivors to obtain and make use of victim-centered services to meet individual needs stemming from domestic violence, sexual assault, dating violence and stalking (and, as feasible, their family, friends, and loved ones), regardless of their status or identity.<sup>27</sup>

**Access to Services:** To ensure meaningful access to services for all victims of domestic violence, sexual assault, dating violence and stalking, the program is at minimum able to appropriately respond to an initial crisis call and initial disclosure of domestic violence, sexual assault, dating violence or stalking with safety planning and support. In addition, the program is able to directly link victims whose needs may be beyond their expertise to the appropriate partner agency.

To do this well, an agency must:

- Have victim service staff/ managers, and volunteers who are **well trained** in domestic violence, sexual assault, dating violence and stalking, and in the dynamics of oppression and how to provide effective services in various populations.
- Understand the **individual and systemic access barriers** for the underserved, inadequately served, marginalized, and/or oppressed communities, and Tribal Nations in their region.
- **Reach out and engage** survivors and those from underserved, marginalized, and/or oppressed communities, and Tribal Nations in planning and feedback specific to domestic violence, sexual assault, dating violence or stalking services.
- **Coordinate** and collaborate with other local and statewide agencies to develop appropriate connections for victims.

**Training** for victim service staff/managers, and volunteers in domestic violence, sexual assault, dating violence and stalking, and in the dynamics of oppression and how to provide effective services in various populations.

- The Joint Application requires comprehensive training for victim service staff/managers, and volunteers that includes the dynamics of oppression, the dynamics and effects of domestic violence, sexual assault, dating violence, and stalking in various populations, and how to effectively provide services.
- The Joint Application requires a Sexual Assault lead staff member for those agencies receiving SA funds that are dual DV/SA programs or not entirely focused on SA services. The purpose of the lead staff is to facilitate increased expertise throughout their agency through information sharing and training.

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<sup>27</sup> Status or identity meaning language, literacy, race, ethnicity, physical and cognitive ability, age, gender identity, sexual and relational identity, geography, social status, economic status, immigration status, and any other defining cultural identity.

Understand the **individual and systemic access barriers** for survivors from the underserved, inadequately served, marginalized, and/or oppressed communities, and Tribal Nations in their region.

- Barriers may include (but are not limited to) language, literacy, culture, transportation, logistical issues, and the ways oppression impacts these communities and Tribal Nations.

Reach out **and engage** survivors and those from underserved, marginalized, and/or oppressed communities, and Tribal Nations in planning and feedback specific to domestic violence, sexual assault, dating violence or stalking services.

- The Joint Application requires **outreach and community involvement** including survivors and those from underserved, marginalized, and/or oppressed communities, and Tribal Nations, **in planning and feedback** specific to domestic violence, sexual assault, dating violence or stalking services.
- The Joint Application requires programs to gather **survivor feedback** on common outcome measures.

**Coordinate** and collaborate with other local and statewide agencies to develop appropriate connections for victims.

- The Joint Application requires programs to demonstrate their community collaboration by indicating their involvement in coordinated community responses, councils, MDTs, SARTs, SARRCs, or other processes.
- The Joint Application requires confidentiality policies and procedures.

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## COURT

In September 2011, the VAWA Advisory Board approved and designated the allocation of the five percent court allocation for use by the Oregon Judicial Department in a non-competitive process to support statewide projects that benefit the 27 judicial districts around the state. The OJD applied for these funds during the competitive solicitation process for the law enforcement and prosecution allocation categories to ensure that grant requirements are met. OJD will continue to use these funds in support of a centralized VAWA Staff Counsel in the State Court Administrators' office that serves trial courts statewide.

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## COMPETITIVE REQUEST FOR APPLICATION (RFA)

**The FY 2015 – 2017 VAWA Competitive solicitation** supported projects that included the following strategies as defined by the IP Subcommittee or the Office on Violence Against Women (OVW):

- Provide culturally-specific services and training to underserved communities based on factors such as race, ethnicity, language, sexual orientation, or gender identity;
- Cultural competency and sensitivity in working with underserved, marginalized and/or oppressed communities and Tribal Nations
- Increase support for underserved populations, particularly communities of color, in a culturally appropriate manner, with a special emphasis on African-American, tribal and LGBTQ populations.
- Provide basic and advanced training to tribal law enforcement and tribal courts regarding services for victims in tribal communities;
- Support Full Faith and Credit training for Tribal Nations; and
- Implement evidence-based risk/danger assessments to identify and prioritize victims who are considered to be in relationships with a high risk of lethality.

FY 2016 VAWA grant funds (de-obligated and unallocated) support the current competitive law enforcement and prosecution projects and non-competitive court project from July 1, 2017 through December 31, 2017. A new competitive solicitation will be released in August 2017 that will support new projects for law enforcement, prosecution and courts for a 3 year award period from January 1, 2018 – December 31, 2020 to align with the federal report period. CVSD plans to allocate the FY 2017, 2018, 2019 and may allocate a portion of the 2020 VAWA grant funds to support these projects.

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## LAW ENFORCEMENT/PROSECUTION

In FY 2015 - 2017, the STOP VAWA Formula Grant Program allocation for law enforcement (25%) and prosecution (25%) was made available to all eligible applicants through a competitive RFA. The funds that support awarded projects include 2014 de-obligated or unallocated funds as well as 2015 and 2016 STOP VAWA grant funds. Applicants responded to the funding priorities, goals and objectives listed in the FY 2014 – 2016 STOP IP as approved by the CVSD Advisory Committee in 2014. These projects will be extended an additional 6 months to December 31, 2017 with unallocated FY 2016 grant funds. A new 3 year competitive solicitation will be released in August 2017 with an award period of January 1, 2018 – December 31, 2020.

The selection of a project is based on merit in a competitive process. CVSD staff follows a competitive process by first reviewing applications that meet minimum requirements. Applications that are missing required elements may result in their application being deemed non-responsive. Applications are reviewed by a committee which includes CVSD Competitive Advisory Committee members. Competitive applications are scored upon their individual strengths and without regard to geographic distribution to determine whether the applicant met the criteria set forth in the RFA. The scoring process captures each reviewer's assessments regarding the quality of the application and the reviewer's discretionary feedback. After scoring,



reviewers' scores for each section are recorded and averaged, and then average scores are used for a final application score. The application scores are then ranked in each allocation category and reviewers discuss the merits and/or disadvantages of funding a particular project.

After the initial scoring discussion, the Competitive Advisory Committee determines if the results satisfy geographic distribution needs and preference may be given to a lower ranking application in order to balance the geographic distribution of STOP VAWA Formula Grant Program funds across the state. Applicants may have to meet special conditions to satisfy any missing elements or requirements of the RFA in order for the Competitive Advisory Committee to make a final determination for funding.

CVSD staff presents the Competitive Advisory Committee's recommendations to the Oregon Attorney General for final approval and grantees are notified with award letters. Formula Grant Program funding is obligated to a sub-grantee only after the grant agreement between CVSD and the subgrantee is signed by both parties and all prior grants are in good standing.

CVSD allocated FY 2014 de-obligated STOP VAWA Formula Grant Program funds for both competitive and/or non-competitive grant awards that would have otherwise been funded with FY 2015 and 2016 funds. This allows CVSD the most effective use of small amounts of funds released during the two-year project award period. Specifically, funds are de-obligated at the end of the year (July 1 – June 30) with less than one year to expend the funds. The Competitive Advisory Committee may also utilize de-obligated or unallocated STOP VAWA Formula Grant Program funds for individual statewide initiatives and/or training projects (Section IV. C. Goal #3). All of these projects will meet the requirements for the allocation categories and will serve victims throughout the state. During FY 2017 - 2020, the CVSD Advisory Committee members may prioritize specific statewide projects for de-obligated and unallocated funds.

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## STOP VAWA FORMULA GRANT PROGRAM CYCLE

The 2015 STOP VAWA Formula Grant Program Cycle is July 1, 2015 to June 30, 2017 for competitive and non-competitive grant projects. Subsequent cycles for non-competitive victim service programs will begin on July 1st and continue for twelve months (based on the annual federal grant award cycle). The statewide solicitation cycle for the non-competitive victim service grants will cover a two year award period beginning July 1, 2017 and ending June 30, 2019. The FY 2017 – 2019 solicitation for victim service projects will be released in Spring 2017.

FY 2015 – 2017 competitive funded projects were supported with FY 2015 and FY 2016 STOP VAWA grant funds. These grants will be extended from July 1, 2017 – December 31, 2017 with FY 2016 STOP VAWA de-obligated and unallocated grant funds. A small portion of FY 2017 STOP VAWA funds may also support the extension projects. The FY 2018 – 2020 grant cycle will support competitive law enforcement and prosecution projects as well as the non-competitive court project with FY 2017, 2018, 2019 and may include a small portion of 2020 grant funds.

The STOP VAWA Formula Grant Program federal application is due in April, and typically state administrators have not known what the allocations are until May and awards have not been issued until July. In previous years, notification was not made until August to September. The STOP VAWA Formula Grant Program subgrantees are bound by a state fiscal year that leads to CVSD issuing requests for application in March for non-competitive DV/SA sub-grantees and for competitive law enforcement and prosecution. A non-competitive solicitation is released for courts with the competitive application. Historically, our grant awards start on July 1 to eliminate gaps in services to victims. As noted previously, the competitive process will follow a 3-year award cycle beginning January 1, 2018.

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## TECHNICAL ASSISTANCE FOR APPLYING FOR GRANTS

CVSD subgrantees complete grant applications, submit reports and request grant amendments in an electronic web-based process using the IntelliGrant system by Agate Software which is known as E-Grants. The use of E-Grants allows for more streamlined application and reporting processes and centralizes information, so that both CVSD staff and the grantee can quickly locate all the relevant data associated with a particular subgrant.

CVSD provides technical assistance to subgrantees during the application process that includes pre-application webinars and one on one meetings. Additionally, subgrantees will receive directions through on line training materials that include a show help document for each solicitation and an E-Grants Applicant User Guide.

### IV.F. ADDRESSING THE NEEDS OF UNDERSERVED VICTIMS

Oregon has made strides in reaching out to victims of DV/SA, stalking and dating violence by providing both state and federal funding for victim centered services. CVSD, its funding advisory committee and statewide collaborative partners share the same goals and are engaged in complementary work to strengthen the provision of services to underserved, marginalized and/or oppressed communities. In 2010, the VAWA IP Planning Subcommittee brought together collaborative partners from various groups in an “Open Forum” discussion that led to an identification of underserved, marginalized and/or oppressed communities in Oregon (Appendix D-1) and the determination of the activities to accomplish funding priority #2 (Section IV.B. and C.).

The state and federal funds allocated to the joint noncompetitive application provide the following funds to support culturally specific services and/or previously underserved populations:

- A total of \$3,594,565 of the “joint” funds was awarded in 2015 – 2017 for **underserved populations** within the state. This total includes the required 10% of the 30% allocated to victim services that are distributed to culturally specific community based organizations.

- A total of \$57,207 or 22.9% of the 2016 STOP VAWA Formula Grant Program fund awards to non-profit, non-governmental victim service providers was distributed to **culturally specific community-based organizations**. An additional \$70,000 supports 7 federally recognized tribes in Oregon (all culturally specific victim service programs).
- Since 2013, **Tribal Nations** are included in the formula allocation. For the 2015-2017 grant cycle, each Tribe was considered as an entity and \$360,000 made available for their applications. A total of \$180,000 from FY 2015 and 2016 VAWA and \$180,000 from ODSVS state grant funds. Seven of the 9 tribes accepted the non-competitive grant funds to support tribal victim service programs. A total of \$360,000 will be made available to 9 federally recognized tribes every grant funding cycle.
- For the state award period (July 2015 – June 2017), \$3,410,641 of the joint non-competitive funding to DV/SA non-profit programs was allocated to 32 programs serving all 36 counties to provide **sexual assault specific services**. Levels per program vary from a high of \$265,336 for an urban sexual assault stand-alone program with a staff of 12.75 FTE (public and private funds), to \$14,218 for a small frontier program with only one paid staff member.

In 2010, the Culturally Specific Services subcommittee of the ODSVS Advisory Council assessed the effectiveness of the ODSVS Culturally Specific funding and confirmed two funding priorities: flexibility and providing meaningful access to services by addressing the SA as well as the DV needs of culturally specific survivors.

In 2013, the CVSD Advisory Committee made the historic decision to include Oregon's nine federally recognized Tribes in the joint non-competitive application. Fund Coordinators consulted with each Tribe as the RFA guidelines were developed and provided technical assistance throughout the application process.

To encourage all grantee programs to incorporate culturally appropriate planning and services, five questions were included in the 2015-2017 joint noncompetitive application. Responses to these questions fuel discussion between the grantees and their fund coordinators. The current questions are:

- Identify the underserved, marginalized, and/or oppressed communities and Tribal Nations in your region that your program has specifically reached out to and engaged in planning and feedback in the last two years and plan to in the coming grant period. [followed by a checklist with explanatory fields]
- What is your outreach to the underserved, marginalized, and/or oppressed communities and Tribal Nations selected above? Give an example.
- Please describe how you involve survivors and the underserved, marginalized, and/or oppressed communities and Tribal Nations in planning for service delivery for survivors of domestic violence, sexual assault, dating violence, and stalking? Give an example.
- Please describe how you get feedback on the impact and effectiveness of the services you provide from the underserved, marginalized, and/or oppressed communities and Tribal Nations selected above. Give an example.
- Describe how you are collaborating with your multi-disciplinary teams/members as well as other local, Tribal, and statewide agencies to develop appropriate service networks for survivors.

The responses to application questions and progress reports will inform the Fund Coordinator to the level of collaboration between UMOG and TN as well as population specific organizations. The Fund Coordinator will gain a better understanding of the co-advocacy partnership to effectively address barriers to service delivery for underserved victims.

## OREGON STATEWIDE COALITION FOCUS ON UNDERSERVED, MARGINALIZED AND/OR OPPRESSED COMMUNITIES (UMOC)

OCADSVs work on domestic and sexual violence services for underserved, marginalized and oppressed communities is deeply grounded in an anti-oppression model. The coalition work seeks to build from concrete knowledge of historical and current disparities, existing at all levels from education to income to health, that result from unequal power dynamics between social groups – and to strive to remedy those dynamics within their own organizations and services. Survivors from communities that are underserved, marginalized and oppressed should have meaningful access to the full range of safety, self-determination and support services available in Oregon. It is understood that this effort will always be a work in progress.

Oregon’s domestic and sexual violence field implements anti-oppression work through several specific projects:

- Train-the-trainer workshops with ongoing support to shore up a wide base of expertise in programs and regions across the state.
- Partnership with ODEAF: Oregon Deaf Empowerment and Advocacy for Families, a statewide nonprofit doing both direct service and systems advocacy in support of inclusive access to services for Deaf and hard of hearing survivors.
- The Communities of Color Task Force, a long-standing statewide multiracial multidisciplinary workgroup meeting monthly and centering the voices and experiences of survivors and advocates of color.
- Aspiring White Allies Oregon, a monthly workgroup that supports and develops mainstream/white advocates’ and programs’ ability, commitment and skill to engage in racial justice work within domestic and sexual violence services.
- Queer Caucus, a monthly workgroup collaboration with Allison Cleveland and the Oregon Anti-Violence Project convening queer and trans advocates from around Oregon for peer support and policy/resource development and recommendation.
- Faith leaders convening on domestic and sexual violence, a listserv and quarterly phone call drawing together religious and spiritual leaders and faith-based advocates to support and strategize around the work of prevention and intervention from a faith perspective.
- Ongoing customized training for community-based programs, systems and partner organizations on anti-oppression, dismantling racism, LGBTQ survivors, and other equity and inclusion issues.
- Regular technical assistance with community-based programs and partner organizations regarding matters such as transgender inclusion, racial justice practices, immigrant survivor safety, and more.
- Marginalized communities’ gatherings at the OCADSV annual conference.

## IV.G. MONITORING AND EVALUATION

Information gathered through monitoring and evaluation of STOP VAWA Formula Grant Program subgrantees provides important information for supporting policy and program improvement and contributes to the planning efforts of the VAWA IP Planning Subcommittee and CVSD in distributing funds. The context in which this is done is provided by CVSD’s mission statement “*to reduce the impact of crime on victims’ lives by supporting statewide victim services programs, promoting victims’ rights and providing victims access to information and resources in a compassionate, responsive and dedicated manner.*”

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## DESK REVIEWS AND PROGRESS REPORTS

Sub-grantee monitoring is conducted internally by CVSD staff reviewing quarterly financial reports, semi-annual progress reports and the STOP Annual Progress Report (Muskie Report). Monitoring activities assure that each sub-grantee is operating the project as agreed, working toward its objectives, following appropriate fiscal procedures and receiving necessary technical assistance and project development guidance. Semi-annual progress reports for competitive subgrantees must address the project goals, objectives and performance measures outlined in the sub-grantees original application in sufficient detail to cover the reporting period. This includes narrative and data to demonstrate progress made, activities linked to specific outcomes and efforts to collaborate with community partners. Non-competitive sub-grantees provide narrative information to describe specific project activities and progress in meeting the common eligibility requirements outlined in the 2015 - 2017 Joint Application for Non-Competitive DV/SA Funds and the goals, objectives and performance measures outlined in the FY 2015 projects funded through a competitive process for STOP VAWA.

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## SITE MONITORING VISIT AND TECHNICAL ASSISTANCE

In 2016, CVSD implemented new monitoring procedures for programs supported with federal (and state) grant funds that include pre-award and ongoing post-award monitoring. The process includes the following steps:

- Detailed review of agency or victim services program budget, project budget, performance measures, staff roster and board roster during the application process;
- Review of legal documents, as appropriate, during the application process: organization or victim services program balance sheet, IRS Form 990 or most recent audit, IRS Determination Letter, Articles of Incorporation, and Board Bylaws;
- Quarterly detailed review of Financial Reimbursement Request(s) and Progress Report(s);
- Follow up and technical assistance by phone and/or email for any issues identified during any monitoring step; and
- Completion of Administrative and Financial Risk Assessments.

Each subgrantee will complete a self-guided Financial and Administrative Risk Assessment based on a set of criteria as an objective measurement of risk. The Fund Coordinator assigned to the subgrantee will review, score and assign risk level (low, moderate or high) which further determines the frequency of on-site monitoring of funded projects. The final risk assessment is included with a fully executed grant agreement.

Specifically, the monitoring policy includes:

- The Administrative Policy And Procedures Review, the Financial Policies and Procedures Review, and the Financial Report Verification, all conducted as formal desk reviews
- The Administrative Policy and Procedures Review and on-site monitoring are tied to the administrative risk score which is determined by the completion and scoring of the Administrative Risk Assessment.
- The Financial Policies and Procedures Review and the Financial Report Verification (completed using source documentation provided by the Grantee) are tied to the financial risk score which is determined by the completion and scoring of the Financial Risk Assessment.
- In addition, each Grantee, regardless of risk score, will undergo a Financial Report Verification once during a grant cycle.

**Low risk Grantees** will receive pre-award and ongoing post-award monitoring which includes a Financial Report Verification during each 2-year grant cycle. On-site programmatic monitoring will follow a 4-year cycle.

**Moderate risk Grantees** fall within the 2-year on-site programmatic monitoring cycle recommended in the new rule while the **high risk Grantees** receive even more frequent on-site programmatic monitoring visits and oversight.

Technical assistance may also include special conditions in a grant agreement which could include quarterly check-ins, monthly rather than quarterly financial reports, training requirements, and other follow up as determined by the Fund Coordinator.

On-site programmatic monitoring visits are conducted by CVSD staff using a uniform checklist (site visit monitoring instrument). The monitoring form was revised to include questions that address how programs are providing meaningful access to services for all victims in their service area. The checklist includes items pertaining to the sub-grantee's overall management of the project, services provided to victims, collaboration with other agencies and programs, culturally diverse and underserved populations in their service areas, technical assistance in using and implementing the Cultural Competency Standards, trainings provided and attended compliance with state and federal guidelines and fiscal/budget management. Prior to a site visit, CVSD staff conducts a telephone review to prepare the sub-grantee and to gather preliminary information. During the site visit, CVSD staff meets with STOP VAWA Formula Grant Program funded staff, views the facility or environment in which victims are served and reviews records and other necessary documentation. When visiting a subgrantee, CVSD staff makes every effort to demonstrate care and concern for the success of the project through offers of technical assistance and program support. Sub-grantees of the STOP VAWA Formula Grant Program are encouraged to contact grant monitors at CVSD with questions or concerns they may have regarding grants or project activities.

#### IV.H. BARRIERS TO IMPLEMENTATION

CVSD must address barriers to implementation for counties and Oregon as a state. In order to do so, CVSD and the Advisory Committee identified issues and problems that inform the goals, objectives, and activities described in the previous sections. Public safety concerns as well as economic challenges affect how the state sets goals and objectives within this plan:

- Nearly 90 percent of Oregon counties have a poverty rate greater than the average for the United States.
- Thirty counties exceed the state unemployment rate of 5.5%.
- The loss of federal timber revenues will drastically impact counties with significant reductions to public safety services.
- State budget deficit of \$1.8 billion includes proposed cuts to key state agency budgets that impact services to victims between 3 and 28%.

Respondents from agencies and partners that completed the 2016 STOP VAWA Priority Survey and sub-grantee fiscal year 2015 and 2016 annual reports addressing "significant remaining need" noted the follow barriers to providing assistance to victims.

- Civil legal assistance to survivors
- Funding to assure dedicated advocates
- Emergency services and financial support for survivors
- Affordable housing for victims
- Mental health services (short and long term)
- Drug and alcohol treatment services
- Not enough shelter beds
- Training for law enforcement, prosecution, courts as well as tribal and community-based victim services
- Training for Health Professionals (hospital, mental health, and medical)
- Resource gaps to Oregon Court Systems (for sufficient judges, court staff, and training)

- Improved Criminal Justice System Response: Specialized Law Enforcement Units
- Response and services for survivors to underserved, marginalized and oppressed communities
- Lack of transportation for victims
- Insufficient funding for already under funded victim service programs
- Lack of information/knowledge about available victims' services
- Cultural barriers
- Job training for victims
- Lack of services for male victims
- Not enough police officers
- Lack of resources for residents of rural or remote areas

Rural and frontier counties in Oregon continue to face a wide range of challenges. Public safety services have been significantly reduced in the majority of the 18 western Oregon counties due to a drastic decline in federal timber revenue.

County and municipal governments are continuing to scramble to replace the loss of timber subsidies which has historically supported public services. The loss of these resources severely compromises the economic, environmental and social sustainability of those communities. For example, some of these counties have significantly reduced the number of law enforcement officers on patrol in the rural outlying areas. This reduction is compounded by the sheer number of miles an officer may have to travel to a crime scene. When services are scaled back to accommodate bare bones budgets, participation on multi-disciplinary teams / councils may wane and services to underserved populations may suffer. Thus, victims who do not live near city centers in rural and frontier counties do not have readily available opportunities to connect with much-needed services

There are challenges that are common to all 36 counties. Victims without transportation or access to a phone may not be able to travel the distance necessary or have alternative means to use services provided by a domestic violence program or to attend a court hearing. Lack of long-term affordable housing options may hinder victims fleeing from violent situations since most shelters offer short periods of stay. Lengthy waiting lists to enter existing transitional housing programs put victims in the difficult position of choosing to stay in or return to an abusive relationship or face the risk of homelessness. Victims who depend on family members for physical care often face similar barriers. The legal barriers that victims face make it difficult to protect themselves and their families from abusers who frequently have superior access to the legal system by virtue of having greater resources. At times, well-intentioned system partners do not adequately protect a victim's confidentiality during the course of providing services, further endangering the victim's physical safety.

The Oregon VAWA Advisory Board and CVSD will consider barriers and recommendations as it implements the STOP VAWA Formula Grant Program. In addition, CVSD will contact the U.S Department of Justice, and/or the Office on Violence Against Women for any specialized technical assistance that it needs in resolving these issues.



## V. CONCLUSION

This STOP VAWA Implementation Plan for Oregon, FYs 2017 – 2020 updates, refines and builds upon Plans submitted in previous years. The Implementation Plan draws upon information and data from a wide range of individuals, agencies and organizations concerned with violence against women in the State of Oregon. This information provides the rationale for the priority funding areas for Oregon's STOP VAWA Formula Grant Program. The Implementation Plan describes how these priority areas are currently being addressed through guidelines for non-competitive and competitive RFA processes and methods for funding distribution and allocation that recognize federal requirements.

With a continued focus on statewide and local collaboration, CVSD and its advisory and planning subcommittee, will encourage and support subgrantees in local planning efforts to address violence against women. The Advisory Committee will model collaboration through its own participation in statewide efforts to ensure victims have meaningful access to services. Training projects funded by the STOP VAWA Formula Grant Program will give law enforcement, prosecution and courts the tools to more effectively identify and respond to violence against women. With the resources the STOP VAWA Formula Grant Program provides, CVSD and the Advisory Committee will strive to make a significant, positive impact on the State of Oregon in ending violence against women.

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