

B. BRIEFLY DESCRIBE EFFORTS TO PROMOTE COORDINATED PUBLIC AND PRIVATE EFFORTS WITHIN THE COMMUNITY TO AID CRIME VICTIMS.

During this reporting period, the Crime Victims' Services Division (CVSD) has continued the collaborative work that defines who we are and how we do business. The Department of Human Services has been our partner in the Address Confidentiality Program and the "Funders Group" work to make annual funding more effective in meeting victim needs. The Department of Corrections has collaborated with us in the Serious and Violent Offender Dialogue program described below.

We continue to benefit from the input and efforts of our systems and community partners throughout the State on advisory boards and committees that guide the work of the Victims' Rights Compliance Project, the STOP VAWA Formula and the VOCA Grant Programs. The Attorney General's Sexual Assault Task Force brings together more than 100 state-wide partners from every discipline who has continued to increase awareness and improve systems and community response. The Cultural Competency Standards described in this section exist because of the willingness of provider programs to test and help revise them. Our collaboration with Portland State University's Regional Research Institute has deepened our understanding and ability to support services to victims with disabilities.

The Crime Victims' Services Division is grateful for the countless hours of stakeholder time these efforts represent, and we are proud of what we have accomplished during the past year.

DEVELOPMENT OF THE SERVING VICTIMS OF CRIMINAL MASS TRAUMA (SVCMT) WORKGROUP

At the close of the 2007 federal fiscal year, CVSD participated in the TOPOFF4 (Top Official) Mass Criminal Incident Disaster Exercise. From that exercise the statewide work group now called Serving Victims of Criminal Mass Trauma (SVCMT) developed to focus on the response to mass criminal violence incidents. This workgroup, which includes participants from FEMA, FBI, DOJ, Oregon State Police, Red Cross, Medical Examiner's Office, Emergency Management, Department of Human Services (DHS) and the US Attorney's Office, has met quarterly over the past year. The first meeting focused on the roles each of the agencies played in the TOPOFF4 exercise. This has led to further conversations about the important components for successful planning and response. The three key areas identified are: (1) understanding each other's roles; (2) understanding each other's responsibilities; and (3) defining lines of communication. Goals and objectives for the group have been identified and work continues toward meeting those goals, as well as identifying other partners that would be of value to participate in this workgroup. Specific statewide and national training for the group has been identified in addition to plans to participate in some upcoming tabletop exercises with various organizations.

ABUSE OF THE DISABLED

During this reporting period, the CVSD has continued to partner with victim service agencies to combat abuse of the disabled and enhance culturally appropriate services available to this population. CVSD continues to fund Project DART (the Disabilities Abuse Response Team) and collaborates with the efforts of the Sexual Assault Task Force. Further discussed in the Sexual Assault Task Force section below.

In an increased effort to tap into collaborations to provide services in this tight financial climate, Project DART is now housed in two, accessible Domestic Violence/Sexual Assault services agencies within the Portland metropolitan area – taking the services directly where they are needed. Rev. Elizabeth McNeff (coordinator of Project DART) states that, *“Despite challenges and potential barriers, these new, innovative, and rewarding collaboratives will offer all partners the opportunity to better serve victims of crime in a multitude of ways.”* For example, Rev. McNeff states that, *“Many service agencies tell me they cannot afford to provide services to people who are Deaf/Hard of Hearing due to interpreting costs. I think people with disabilities who are crime victims are perceived as ‘expensive’ to serve. When, in fact, if we all pooled our resources together and worked in a more collaborative, full-service, seamless system paradigm not worrying about who’s getting hit with the ‘buck’ we could provide culturally competent crime victim services to people with disabilities much like other crime victims. It is a service greatly deserved.”*

Project DART seeks to further extend culturally appropriate services to disabled victims of crime by working toward partnerships with service providers in non-traditional areas such as the Multnomah County Restraining Order Office. Despite reoccurring obstacles such as reduced funding, Rev. McNeff remains hopeful. She states that, *“A shift in where we provide our services has been the key change in our program activities with the hope of improving delivery of services to victims of crime with disabilities. As we provide direct services in concert with two existing DV/SA programs, word will get out to the disability community about ‘accessible’ services. Letting crime victims with disabilities know they can be provided with the accommodation and supports they need to successfully survive the criminal justice system is key to encouraging people with disabilities to report, disclose, and seek accessible services.”*

SEXUAL ASSAULT TASK FORCE

The Attorney General’s Sexual Assault Task Force continues to take the lead in Oregon in training, technical assistance and system change in the area of sexual assault response, services and prevention. More than 100 members of the Attorney General’s Sexual Assault Task Force (SATF) and its standing Committees met nine times between October 1, 2007 and September 30, 2008. Appointed members of the Task Force and of its Committees discussed, reviewed, and advised on discipline-specific and multidisciplinary training sessions, resource development, statewide prevention efforts and legislation and public policy for the 2009 legislative session.

Among the resources that the SATF developed in 2008 were three position papers written by Committee members and approved by the entire membership. These position papers were titled:

- *False Allegations, Case Unfounding and Victim Recantations in the Context of Sexual Assault;*
- *Recommended Guidelines for Using Details of Offenders' Experiences in Training or Media; and*
- *Recommended Guidelines for Sharing Details of Survivors' Experiences in Training or Educational Presentations.*

The release of the SATF's *Quinquennial Report to the State for 2002-2007* was a helpful tool for the new Executive Director, the new Sexual Assault Response and Sexual Assault Nurse Program Coordinators. The publication contains the SATF's report on membership, programs and staff, legislation and public policy, conferences and trainings, external collaborations, income and expenses, Board of Directors and special acknowledgements. The report is available online at: http://www.oregonsatf.org/documents/SATF_QQ02-07.pdf.

1. SATF's Sexual Assault Awareness Month Activities

In April 2008, the SATF hosted an awareness campaign in honor of Sexual Assault Awareness Month and Crime Victims' Rights Week. The message "*Committing Sexual Assault is a Crime and a Choice*" was displayed on billboards along the Interstate 5 corridor including the Portland metro area, Salem, Albany, Eugene, Roseburg and Grants Pass and in Central Oregon along Highway 97. The billboards were made possible through an OVC Crime Victims' Rights Awareness Grant. Other Sexual Assault Awareness Month activities included a press conference, a "SPEAK UP! SPEAK OUT!" End Sexual Violence poster and pledge campaign, and the "Bandana Project"¹ exhibit in state office buildings.

2. SATF's Disabilities Abuse Prevention Efforts

The SATF leads the state in sexual assault prevention efforts, including efforts that address the prevention of sexual assault against individuals with developmental disabilities. An advisory committee to the SATF was established in July 2005 to provide guidance and assistance for preventing disabilities abuse statewide.

¹ The Bandana Project highlights the sexual exploitation of farmworker women. The project has adopted the bandana as a symbol of solidarity to end this abuse because many farmworker women use bandanas on the job to cover their faces and bodies in an attempt to ward off unwanted sexual attention that often leads to rape. The display was held in the Oregon Department of Justice in April. The project was developed by the [Southern Poverty Law Center](#).

Now in the third year of a three year development and implementation plan, the advisory committee is currently divided into several smaller workgroups that are focusing on the following action items:

- Identifying and developing resources for individuals who have developmental disabilities;
- Identifying and developing resources for providers who serve people with developmental disabilities;
- Identifying and developing resources for families of people with developmental disabilities;
- Identifying avenues for raising awareness about the need for healthy sexuality information and sexual violence prevention for people with developmental disabilities; and
- Identifying possible areas for collaboration within the Mental Health field.

3. Sexual Assault Training Institute

The SATF is also host to numerous training opportunities through its Sexual Assault Training Institute. These activities are discussed in Section D, below.

FUNDERS GROUP

CVSD participates in a statewide “**funders**” **group** with the objectives of furthering communication among state administered funding sources, streamlining funding for grantees, avoiding duplication of effort for grantees in areas such as reporting and grant applications, and maximizing the benefits of funding to victims across the state. The following fund sources are represented by the group:

- **DV:** Domestic Violence Program of the Criminal Fines & Assessment Account/Public Safety Fund (Unitary Assessment) administered by the Department of Human Services (DHS);
- **SA:** Sexual Assault Services, Criminal Fines & Assessment Account/Public Safety Fund (Unitary Assessment) administered by DHS;
- **FVPSA:** Family Violence Prevention Services Act (Federal) funding administered by DHS;
- **MLT:** Marriage License state surcharge administered by DHS;
- **TAX:** Tax Check-off Donations for Domestic and Sexual Violence Services administered by OCADSV;
- **VOCA:** Victims of Crime Act (VOCA) administered through the Department of Justice, CVSD;
- **Prosecutor-Victim Assistance (UA):** Prosecutor-Based Victim Assistance Program, Criminal Fines & Assessment Account/Public Safety (Unitary Assessment) Funds administered by CVSD;
- **ODSVS:** Oregon Domestic and Sexual Violence Services Fund (state general fund) administered by CVSD; and
- **VAWA:** STOP Violence Against Women Formula Grant administered by CVSD.

CVSD also collaborates with regard to two additional funding streams administered by statewide non-profit leadership and support organizations:

- **SVSO:** Services to Victims of Sexual Offenses funds administered by the Oregon Coalition Against Domestic and Sexual Violence (OCADSV); and
- **RPE:** Rape Prevention Education funds administered by the non-profit Attorney General's Sexual Assault Task Force.

In March of 2004, the advisory boards to these funds met and developed a Strategic Action Plan to achieve the objectives described in the first paragraph of this section. The plan for 2004-2007 focused specifically on funding administered to non-profit domestic and sexual violence services providers, because this was the group of subgrantees receiving funds administered by all of the advisory boards. Since then, the funders have collaborated continuously to implement the Strategic Plan. In September 2007, at the end of the last reporting period, the boards met to update the Plan. Strategies implemented according to the Plan over the past several years have included:

- Creation and implementation of **common outcome measures** (data collected is summarized in Section D);
- Adoption of standards for developing and providing **culturally competent victim services** through assessment and planning (support for this initiative is summarized in Section B);
- Development and adoption of a **single formula for equitable allocation of all state-administered funding to nonprofit non-governmental DV/SA providers** (the "*Equity Allocation Formula*", described in the following paragraph);
- Allocation of this funding through a **Joint Request for Applications (RFP)** covering the state biennium from 7/1/07-6/30/09);
- An Annual **Joint Advisory Boards Strategic Planning Meeting**; and
- Formation of a **Joint Advisory Boards Subcommittee** to provide leadership and coordination in this collaborative, strategic work.²

Implementation of the "*Equity Allocation Formula*" in the summer of 2007 marked the culmination of the 2004-07 Strategic Action Plan. The Formula (whose development and implementation is fully described in last year's report) defines "equity" as "*Meaningful access to services for survivors in every Oregon county.*" Fully funded, the Formula would provide every county with more than 7,000 in population with 3.0 Full Time Equivalent (FTE) direct services employees – enough to provide 24/7 coverage of crisis response. After this "base" allocation, all additional funding is allocated on a per capita basis, addressing the additional need of the more populous counties. Fully funded, the Formula requires more than \$16 million per year – for direct crisis response services. Currently, the funds allocated under the Joint RFP for 2007-09 (the state biennium, which

² The 2004 plan also included a strategy for identifying a common database for grantees to record required statistical reporting, which has not yet been successfully implemented.

includes the current reporting year) total \$7.5 million per year.³ The Formula has been adjusted accordingly, and has incorporated a second foundational principle: *stability of services*. That is, to the extent that funds continue to be available (and funding requirements are met), grantees will be maintained at the current level of funding. The Formula recognizes that grantees are proxies for the counties they serve, and have no entitlement beyond the access to services they provide.

Having achieved implementation of the Formula in the last reporting year, in the current year the joint collaborative process has turned its focus to more substantive issues, outlined in the updated Strategic Action Plan for 2007-11. A “Best Practices” workgroup, led by the Advisory Committee to the funds administered through Oregon DHS, has articulated a list of “guiding philosophies” for and “survivor expectations” of interactions with provider agencies. Building upon this foundation, the group has been developing logic models for a range of services including: 24-Hour Crisis Line; Emergency Shelter; On-Scene 24-Hour Crisis Response; 24-Hour Sexual Assault Response; In-Person Response; Individual Advocacy (not including legal representation); Safety Planning; Protective Orders; Support Groups; Information & Referral, Outreach and Transitional Housing (scattered site). The logic models stress anticipated client outcomes rather than employee activities. Once the models are fully developed, they will be disseminated throughout the provider community for feedback and adjustment. The Plan anticipates their inclusion in the Joint RFA for 2011-13.

The Strategic Action Plan recognizes the key roles of the Oregon Coalition Against Domestic & Sexual Violence (OCADSV) and the Attorney General’s Sexual Assault Task Force (SATF) in providing statewide leadership, technical assistance and support in key objectives, including: strengthening program infrastructure, developing program leadership, providing effective services and increasing statewide awareness and support. Both organizations began this reporting year with interim leadership and both successfully recruited and hired new permanent Executive Directors. Understanding the key roles of these individuals and organizations in assuring victims have access to domestic and sexual violence services, the Funders Group immediately set a schedule of regular meetings with these new leaders. Initially, these meetings focused on orientation to the often bewildering network of boards, committees and initiatives taking place throughout the state and whose work touches victim services and/or funding. As time passed, the meetings began to provide a forum for the exchange of information, alignment of activities and initiatives and support of developing dynamic leadership. Accomplishments of OCADSV and SATF during this reporting year are detailed in other paragraphs of this section.

OREGON COALITION AGAINST DOMESTIC & SEXUAL VIOLENCE (OCADSV)

In February 2008, and after more than a year of interim leadership, OCADSV hired a new Executive Director. In order to support the transition, CVSD hosted a series of

³ These funds include approximately \$1.56 million of VOCA “Basic” (noncompetitive) funds to nonprofit domestic & sexual violence service providers.

meetings designed to welcome the new Director; to share current complementary work being done at CVSD, DHS and OCADSV; and, where possible, to align that work in order to maximize support of non-profit DV/SA victim services. Meeting agendas included:

- An orientation to CVSD and DHS, the funding they administer and the other initiatives in which they participate (see e.g., “Funders’ Group,” above);
- A summary of the Joint Advisory Boards’ Strategic Action Plan for DV/SA services, with a focus on the proposed OCADSV role;
- A presentation of OCADSV’s revised membership structure and benefits;
- A summary of the 2-day OCADSV Board/Staff strategic planning retreat; and – most recently;
- A presentation on OCADSV’s priority projects for the coming year and plans for collaboration between OCADSV and CVSD.

In August, the meetings were expanded to include the new Executive Director of the Attorney General’s Sexual Assault Task Force. Discussion included planned and potential collaborations between OCADSV and the Task Force.

Among the OCADSV initiatives implemented and supported by CVSD during the reporting year:

- Release of OCADSV’s *“Oregon Domestic Violence & Sexual Assault Program Standards Self Assessment Tool”* in June, 2008. This compact and user-friendly document provides programs with a brief and focused outline of basic infrastructure, leadership and service components. As the Best Practices documents described above (see “Funder’s Group”) are developed, they will be aligned with the Self Assessment Tool to assure non-duplication and maximum usefulness.
- OCADSV’s Annual Conference in August celebrated 30 years of operation, providing 4 days of workshops, presentations and networking opportunities for advocates and partners from around the state.
- OCADSV’s Communities of Color Task Force brings together program staff, partners and allies to address challenges to both staff and clients of statewide services. The Task Force presented a workshop at the August OCADSV conference that focused on creating welcoming and supportive environments for recruiting and retaining advocates of color at DV/SA agencies. CVSD is represented on the Task Force.
- OCADSV’s new Executive Director was appointed to membership on both the ODSVS and VAWA Advisory Boards.
- Last, but not least, CVSD applied for Public Agency membership in OCADSV and the application was approved by the OCADSV Board of Directors.

SUPPORTING SUBGRANTEE PROGRAMS TO DEVELOP AND ENHANCE CULTURAL COMPETENCY

Supporting subgrantee programs to develop competency in reaching out to and actively serving victims from a diversity of backgrounds is a CVSD priority. This reporting period marks the sixth year of the collaboration between the Department of Human Services (DHS) and CVSD in support of this objective. Over the years, this collaboration has produced the “*Cultural Competency Standards for Programs Serving Victims of Domestic Violence and Sexual Assault and Other Crimes in Oregon*,” detailed in previous annual reports. In the last reporting year, the *Standards* were distributed to all victim services programs receiving grant funds through CVSD. Beginning or continuing a planning process to address cultural competency was one of the eligibility criteria for CVSD (and DHS domestic and sexual violence) administered grant funds, as of July 2007. The requirement did not specify use of the *Standards*, but rather offered them as a resource to support a planning process.

It was the intention of CVSD to support this requirement through continued training and technical support on how to use the *Standards* as a self-assessment and planning tool. Unfortunately, a number of challenges encountered during this reporting year, including temporary CVSD staff shortages and competing priorities, severely limited progress on achieving the original objective to a small number of conversations with individual grantee programs. CVSD continues to rank this work among its priorities for the coming year.

FACILITATED DIALOGUE PROGRAM (FDP)

The Division Director, Cynthia Stinson continues to be actively involved in the Facilitated Dialogue Program (FDP) administered by the Oregon Department of Corrections. The FDP, which began in 1999, is a victim/survivor centered program that allows victims of crime to request a facilitated dialogue with the offender who committed a crime against them and who is incarcerated in the Oregon Department of Corrections System. CVSD has been involved with the program since its inception and the CVSD Director sits on the FDP Advisory Committee that staffs each new case requested and reviews any pertinent issues as they arise throughout the FDP process. This year, the FDP received seven new cases referrals and moved forward in the Facilitated Dialogue process with two of them. The program trained 14 new facilitators and offered training for all 20 facilitators. The FDP also was successful in moving through administrative rules that further define and clarify the program. Those rules and the FDP brochure are included with this report as Attachments A and B, respectively.

COORDINATED COMMUNITY EFFORTS: THE CRIME VICTIMS’ RIGHTS PROGRAM

The federally funded Oregon Crime Victims’ Rights Compliance Project (Project) transitioned to the state-funded Oregon Crime Victims’ Rights Section (Section) in May 2008. The ongoing work of the Section is rooted in the success of the Project.

Between October 1, 2007 and April 30, 2008, the Project's Advisory Committee approved best practices for honoring crime victims' rights in the adult criminal and juvenile justice systems. The Project also produced crime victims' rights notification cards, brochures and booklets, tens-of-thousands of which law enforcement, district attorneys' offices and other agencies distributed to crime victims across the state. Crime victims' rights information was sent to all Oregon colleges, universities and high schools during Crime Victims' Rights Week.

The Project and Section provided training and technical assistance to community partners at: the State Victim Assistance Academy; the National Organization of Black Law Enforcement Leaders conference; the Lewis and Clark Law School; the Oregon District Attorneys Association winter and summer conferences (including an extensive victims' rights track for Victim Assistance Program staff); the National Crime Victim Law Institute annual conference; Regional Director's Day trainings; and at county district attorneys' offices and juvenile departments. Project-developed materials bolstered this training and included: a comprehensive, adaptable curriculum; an interactive grid game; small group scenarios; victims' rights materials and the legal authority for the materials; and an "Adult Learning and Dynamic Teaching" segment. Training materials include DVDs designed for law enforcement roll call that efficiently cover crime victims' rights information. The Project produced these DVDs in partnership with the Portland Police Bureau Training Division and other law enforcement agencies. The training materials were distributed for statewide trainings at two Project Train-the-Trainer events.

In collaboration with Portland State University's Regional Research Institute, the Project developed a web-based survey to track system support of victims with honoring their rights. The Crime Victims' rights Web portal is utilized to keep crime victims' rights information current and accessible.

Since becoming a Section in May, the work to honor crime victims' rights has continued. Section staff participated in high-level workgroups and projects including the Governor's Psychiatric Review Board Secure Treatment Facility Siting Workgroup and a Parole Board review process. The Section Manager also participated in human trafficking committee work and education related to crime victims' rights. A Portland State University doctoral student supported the Program's work as an intern.

RESTITUTION REFORM TASKFORCE

CVSD continued its involvement with and leadership of the Attorney General's Restitution Reform Task Force (RRTF) during the reporting period. Much of this year's activities revolved around preparing further restitution reform legislation for introduction in 2009. The RRTF plans to put forward 5 legislative concepts when the 2009 session begins in January. Current Attorney General, Hardy Myers, worked with the RRTF to develop the concepts and Attorney General-elect, John Kroger, who takes office in January, has also given his support to the measures. Included in these concepts are proposed bills that:

- Prohibit setting aside an adult conviction or expunging a juvenile record if an unsatisfied compensatory fine or restitution judgment exists. (former SB 126 introduced in 2007);
- Implement adult restitution reform instituted in the 2003 and 2005 sessions in the Juvenile Code (former SB 132 introduced in 2007);
- Give victims the ability to collect on criminal judgments by allowing victims to convert the financial portion of a criminal judgment (restitution) into a civil judgment;
- Add the definition of restitution to ORS 18 and amend ORS 18.625 for purposes of restitution only to either continue a writ for the life of a judgment or eliminate the 90-day expiration date on writs of garnishment; and
- Amend ORS 137.295 to move restitution to share category 1 with compensatory fines and thereby implement the prompt restitution clause under Article I, section 42 of the Oregon Constitution.

The RRTF continues to work closely with the Oregon Judicial Department, district attorneys, advocates and community corrections personnel to further streamline the process by which victims are ordered and receive prompt restitution. The RRTF has added a representative from the Oregon Restitution Network (ORN), a diverse group of professionals conducting “on the ground” restitution work and interested in restitution best practices. The group includes probation officers, DAs, advocates, and collections staff. CVSD Revenue Agent Martha Shotwell is currently serving as the ORN President.

BATTERER INTERVENTION PROGRAM (BIP)

The Attorney General’s Batterer Intervention Program Standards Advisory Committee (AC) continued to be active during the reporting period. In 2001 the Oregon legislature passed SB 81 mandating DOJ to promulgate Oregon Administrative Rules (OAR) that would govern the functioning of BIPs. However, the bill did not provide a funding or staffing mechanism to allow for oversight of BIPs. Since then, the BIP AC and others in the field recognized that compliance with the rules would only be realized if BIPs were regulated in some way. The BIP AC worked extensively in 2008 to draft language for a legislative concept that would provide a certification and monitoring mechanism for BIPs seated at the Oregon Health Licensing Agency. In addition, the BIP AC continued to seek ways to improve the relationship between the BIP AC, BIPs and community correction agencies. In Oregon, there is a statutory mandate to those paid through state corrections funding to provide “evidence-based” services. While most BIPs in Oregon are not funded through the state, nevertheless, community correction agencies in many areas are mandating BIPs to deviate from the BIP Standards in order to comply with a non-domestic violence specific evaluation tool that is evidence-based. BIPs have struggled to meet the corrections mandate in order to maintain their court ordered

referrals while still adhering to the rules. The BIP AC has had several conversations about this issue and the Attorney General and the President of the Oregon Association of Community Corrections Directors have signed a joint letter acknowledging the problems and pledging to work together to resolve them.

The Advisory Committee has also begun work reviewing the OAR for needed revisions and addressing how BIPs should provided appropriate intervention to same sex and female batterers.