

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

RESOLUTION NO. 09-096

Accepting the Report and Recommendations of the Feasibility Study for a One-Stop Domestic Violence Service Center, Declaring a Portion of the Gateway Children's Center Building as Surplus Property and Authorizing Commissioner Cogen to Negotiate Terms for an IGA with the City of Portland

The Multnomah County Board of Commissioners Finds:

- a. Responding to a proposal from Commissioner Dan Saltzman, the Portland City Council initiated a feasibility study for the development of a One Stop Domestic Violence Service Center to meet the needs of victims of domestic violence.
- b. City hired consultants TACS, Supporting Non-Profits Success to conduct the feasibility study.
- c. Commissioner Saltzman convened a multi-disciplinary, One-Stop Domestic Violence Service Center task force with non-profits and State representatives including: The Multnomah County Domestic Violence Coordinator, Department of Human Services, Volunteers of America, Raphael House, Portland Women's Crisis Line, Native American Youth Association and the District Attorney's Office.
- d. Commissioner Cogen agreed to work with the City as a partner in a proposed One-Stop Center and agreed to sit as co-chair of the steering committee. Commissioner Cogen also agreed to locate a suitable building within the County purview to act as a One Stop Center.
- e. The Feasibility Study was completed February 2009. It found there was a need in the community for co-located services for domestic violence. The multi-disciplinary, domestic violence one-stop center is envisioned to provide services to victims of domestic violence. It will house victim advocates, legal assistance, culturally specific services and other needed services.
- f. Based on the findings of the feasibility study, the consultants and steering Committee recommended the City and County should prioritize victim safety and support, victim access to resources and abuser accountability by creating a joint One-Stop Domestic Violence Center.
- g. The County owns property located at 10225 SE Burnside Street, Portland, Oregon, known as the Gateway Children's Center property, a portion of which is surplus to the County.

- h. It is in the best interests of the County to use the surplus property at the Gateway Children's Center as a One Stop Domestic Violence Center.
- i. Commissioner Cogen has been working with the City to explore the County's participation using the building (formerly the Children's Receiving Center) to house the One-Stop Center. The County will manage and contract for the services to design and construct all modifications to the building needed to accommodate the One-Stop Center. The County will perform the work in two phases:

Phase I – Preliminary Work – Research/Scope Definition

- 1. Review of Codes/Entitlements for the property
- 2. Document Review Historical Documents related to the facility
- 3. Space Programming/Planning – The Design Team will define the scope of work for the tenant improvements per the programs' specifications
- 4. Preparation of a preliminary budget/schedule for the proposed work

Phase II – Design/Bid/Construction

- 1. Preparation of Construction/Bid Documentation
- 2. Per project specification – Advertise/Bid/Contract for Construction Services
- 3. Construction/Contract Management
- 4. Project Close-Out

The County will advise the City of the costs for each phase and will not proceed with work until authorized by the City. County will monitor all authorized work to ensure that there are no cost overruns on the project.

- j. The City has agreed to pay for construction services, totaling \$545,000, pursuant to approving an estimated budget for each phase. County will submit an estimate of the number of hours and the hourly rate for architectural services for Phase One work. County will submit to City a detailed budget and schedule for the proposed construction work and contract supervision upon completion of Phase I of the project. Any overhead or administrative costs for County personnel will be clearly identified in the project estimates, budgets and billings.

The Multnomah County Board of Commissioners Resolves:

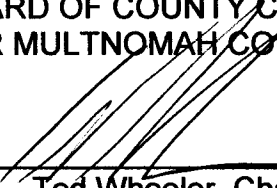
- 1. To accept the attached Report and Recommendations of the Feasibility Study for a One-Stop Domestic Violence Service Center dated February 2008.
- 2. The County will join with the City and other appropriate partners to negotiate the terms of an agreement to establish a One-Stop Domestic Violence Service Center.

3. The portion of the Gateway Children's Center formerly occupied by the Children's Receiving Center is surplus to County use and is appropriate to use for a One Stop Domestic Violence Center.
3. Commissioner Cogen is authorized to work with the Multnomah County Domestic Violence Coordinator and Facilities and Property Management to negotiate terms of an IGA with the City to implement the recommendations of the Feasibility Study for a One-Stop Domestic Violence Center.
4. Commissioner Cogen will report back to the Board for approval of the terms and approval of the IGA.

ADOPTED this 9th day of July, 2009.



BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON



Ted Wheeler, Chair

REVIEWED:

AGNES SOWLE, COUNTY ATTORNEY
FOR MULTNOMAH COUNTY, OREGON



Agnes Sowle, County Attorney

SUBMITTED BY:
Commissioner Jeff Cogen

Report on the

Implementation Plan for a One-Stop Domestic Violence Service Center

City of Portland

Multnomah County

July 2009

PREPARED BY TACS

ACKNOWLEDGEMENTS

IMPLEMENTATION STEERING COMMITTEE

Dan Saltzman, City of Portland Commissioner

Jeff Cogen, Multnomah County Commissioner

Teri Dole, Survivor

Kris Billhardt, Volunteers of America, Home Free Program

Chiquita Rollins, Multnomah County Domestic Violence Coordinator

Tawna Sanchez, Native American Youth and Family Center, Healing Circle

Greg Stewart, City of Portland Police Bureau

Rod Underhill, Multnomah County District Attorney's Office

Amy Hehn, Multnomah County District Attorney's Office

Carol Lamone, State of Oregon, Department of Human Services

Rebecca Peatow Nickels, MSW, Portland Women's Crisis Line

Teri Lorenzen, Family Violence Coordinating Council

IMPLEMENTATION STEERING COMMITTEE STAFF

Shannon Callahan, City of Portland

Karol Collymore, Multnomah County

Martha Strawn Morris, DV One Stop Director

IMPLEMENTATION PLANNING CONSULTANTS

Kay Sohl, TACS

Marlene Farnum, TACS

Margaret Mahoney, TACS

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I. EXECUTIVE SUMMARY

The Portland – Multnomah County Domestic Violence One-Stop Center will bring together at one-site community-based victim services, criminal justice services and civil legal assistance. The Center will be easily accessible, safe, and welcoming, offering victims of domestic violence access to resources to ensure their safety and help them to address their own and their children's immediate and longer term needs. The Center will support the efforts of the entire community to hold perpetrators of domestic violence accountable for their actions.

The One Stop Center is the product of a collaborative effort of the City of Portland, Multnomah County, the Portland Police, the Multnomah County District Attorney's office, the Multnomah County Family Violence Coordinating Council, and numerous community-based nonprofit organizations providing services for victims of domestic violence. The need for the One Stop Center and core principles which should guide its development were identified through a comprehensive Feasibility Study.

The Portland City Council accepted the findings of the Feasibility Study in March, 2008, and authorized funding to move forward with implementation planning. Based on the findings of the Feasibility Study, Multnomah County expressed its interest in providing facilities for the One Stop Center. In September, 2008, City Commissioner Dan Saltzman and County Commissioner Jeff Cogen appointed a volunteer One Stop Center Implementation Task Force to guide the implementation planning process.

The Task Force worked with Commissioners Saltzman and Cogen to develop the One Stop Center's organizational structure, budget, facilities specifications, and staffing plan based on the recommendations of the Feasibility Study and the emerging commitments and needs of the public and private agencies which will collaborate in the operation of the Center. The Task Force also facilitated broad community involvement in the selection of the initial Director for the One Stop Center. In March, 2009, Commission Saltzman appointed Martha Slocum-Sloan to serve as the Center Director.

This report contains the results of the Task Force's work developing the operating plan, facility design, budget, staffing plan, and community accountability structure for the One Stop Center.

II. INITIAL DEVELOPMENT OF THE DV ONE STOP CENTER

A. Domestic Violence One Stop Center Feasibility Study Process

The Multnomah County Family Violence Coordinating Council has tracked the incidence of domestic violence, the development of resources to meet the needs of victims, and identified critical unmet needs since its inception in 1994. Beginning in 2002, the Coordinating Council has called for the development of a comprehensive point of access to connect victims to the full range of community resources needed to ensure their safety and that of their children, and to promote perpetrator accountability. The City of Portland has also recognized the damaging impact of domestic violence on families and communities. In 2007, responding to a proposal from Commissioner Dan Saltzman, the City Council authorized funding to conduct a feasibility study to evaluate the need for and potential of creating a one stop resource center to facilitate a coordinated community response to meet victims needs and support the efforts of police, the district attorney, and the courts to hold perpetrators accountable for their actions.

The City selected TACS, a nonprofit organization with substantial expertise in strategic planning and domestic violence service systems, to lead the feasibility study process. Commissioner Saltzman convened a steering committee to provide guidance during the study process from the perspectives of potential public partners including Multnomah County, the Portland Police Bureau, and the Multnomah County District Attorney's Office, and the view of potential private partners including nonprofit domestic violence service providers.

The feasibility study process included a comprehensive review of information and key informant interviews with leaders from Domestic Violence One-Stop Centers serving seven different communities located throughout the United States. Locally, the study included interviews with key leaders in public and private nonprofit agencies and six focus group discussions with survivors of domestic violence.

The consultants collected and analyzed information about unmet needs with special focus on underserved populations in Multnomah County. The Steering Committee and consultants also conducted site visits to One-Stop Centers in Tacoma, Washington, and Oakland, California.

B. The Incidence of Domestic Violence in Multnomah County

The One Stop Domestic Violence Service Center Feasibility Study documented the high level of domestic violence in Multnomah County, which mirrors the incidence of domestic violence in Oregon and nationwide. Recognizing that obtaining accurate prevalence data is difficult, the Feasibility Study relied on estimates, based on the number of calls to the police and to domestic violence crisis lines that almost

certainly understate the prevalence of domestic violence because many victims do not seek assistance from either source.¹

- 28,000 women in Multnomah County are physically abused each year (based on prevalence estimate of 1 out of 7 women age 18 to 64 years);
- 21,000 children in Multnomah County were exposed to violence in 1998;
- Law enforcement reporting of domestic violence may underestimate incidence -- a review by the Multnomah County Family Violence Intervention Steering Committee determined that of all 2004 County homicides, 8 were domestic partner related while the Law Enforcement Data System reports one County homicide as domestic violence related.
- Persons experiencing domestic violence reflect these demographics:
 - 84% are white
 - 70% are employed
 - 66% have at least some college education
 - 66% are single
 - 50% have children
 - While not all victims are poor, poor women experience domestic violence at a higher rate

C. Key Concepts for a Domestic Violence One Stop Center

Currently, victims of domestic violence in Portland and Multnomah County must connect with numerous separate services housed in multiple locations in order to receive needed assistance. These services include safety and comprehensive support for reestablishing their lives after leaving violent situations or protecting themselves and their children while working to resolve violence issues within a continuing relationship.

The consultants and Steering Committee recommended that the City of Portland and Multnomah County enter into an intergovernmental agreement to develop and operate a Domestic Violence One-Stop Center. The Portland-Multnomah County Domestic Violence One-Stop Center will play a key role in increasing public safety throughout Portland and Multnomah County. The goals of the center are to help victims protect themselves and their children from continued violence, and to enhance the ability of police, prosecutors, and the courts to hold perpetrators accountable for their actions.

¹ Source: Domestic Violence in Multnomah County, Multnomah County Health Department, 1999 and Multnomah County Coordinator's Office, 2004.

The Domestic Violence One-Stop Center will bring together at one-site community-based victim services, criminal justice services and civil legal assistance. It will function as an easily accessible, safe, and welcoming center which provides victims of domestic violence with access to a variety of resources to ensure their safety and help them to address their own and their children's immediate and longer term needs. The Portland/Multnomah County DV One Stop Center will embrace a victim-centered service philosophy which respects the rights and ability of clients to make the best choices for themselves and their families, including choices regarding participation with law enforcement and the courts;

The Feasibility Study Steering Committee included recommendations for configuration of a local one stop center and estimates regarding the amount of funding necessary to launch and sustain the center. The Portland City Council and Multnomah County Board of Commissioners accepted the Feasibility Study Report in March, 2008 and the City Council approved a funding allocation in the FY 08-09 budget to being implementation planning for the center.

III. IMPLEMENTATION PLAN

A. Implementation Planning Task Force

City Commissioner Saltzman and County Commissioner Cogen asked the members of the original Feasibility Study Steering Committee to continue their leadership as members of the Implementation Task Force. The Commissioners appointed additional members to the Implementation Task Force to represent the State of Oregon Department of Human Services, Portland Women's Crisis Line, the volunteer Leadership of the Family Violence Coordinating Council, and domestic violence survivors. The Implementation Task Force began its work in October 2008. The Task Force was charged with advising City Commissioner Dan Saltzman and County Commissioner Jeff Cogen on key implementation issues including:

- The One Stop Center Operating Budget
- Staffing Plan and job descriptions
- A design for the Facility
- A name and branding approaches for the center
- The structure of collaborative agreements for on-site and off-site partners' working relationships
- The structure for the One Stop Center Advisory Council to provide oversight and accountability for the center; and,
- Features and key provisions of Intergovernmental agreements to be developed between the City of Portland and Multnomah County for operation of the center.

Between October 2008 and May of 2009 The Steering Committee worked with TACS consultants to:

- Review the Special Budget Appropriation adopted by the City Council for the DV One Stop center and development of recommendations for budgeting the appropriation;
- Review job description and recruitment plan for the DV One Stop Director;
- Assist Commissioner Saltzman's office in reviewing applications and interviewing applicants for the Director position;
- Organize a community wide stakeholder event to present the finalists for the Director position to the community;

Following extensive input from the Task Force and the broader community of individuals working on domestic violence issues, Commissioner Dan Saltzman selected Martha Strawn Morris to serve as Director of the One Stop Center effective April 1, 2009.

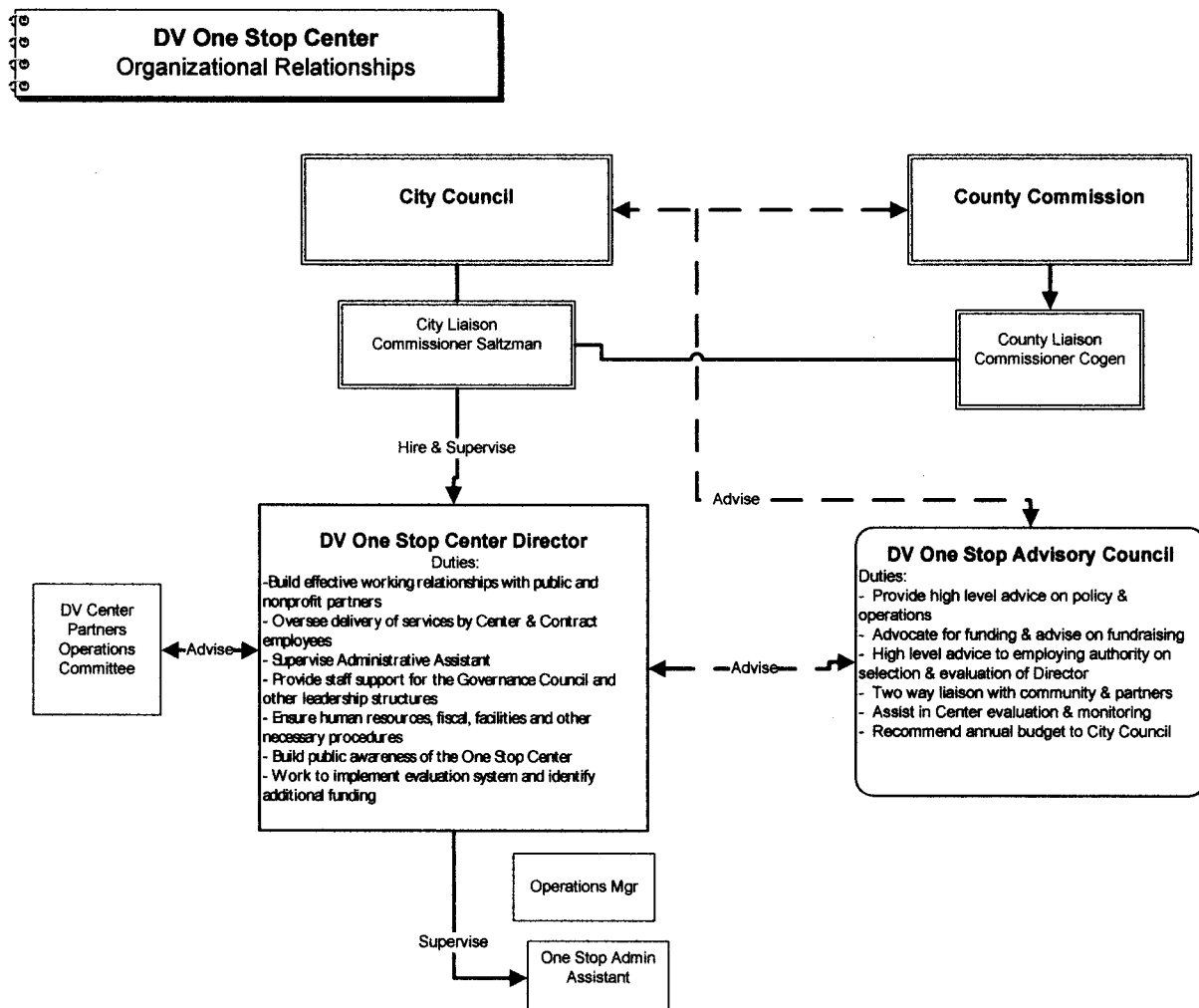
Together, the Director, Task Force, and consultants have continued work on implementation planning in order to prepare for the opening of the center in fall 2009. Key accomplishments include:

- Review and revision of descriptions of the roles and duties of Navigators to be located at the center to assist clients;
- Review the location of the center and provided input on the internal design and layout of the center;
- Further refinement of the proposed governance structure for the center.
- Input into the content of the Intergovernmental agreements to be executed by Portland and Multnomah County for the operation of the center.
- Obtained commitments for on-site partners to be located at the DV One Stop Center:
 - District Attorney – 1 FTE DA Victim Advocate;
 - DHS – Self Sufficiency – 3 FTE (Manager, Case Worker, Support/DHS Hot Line staff);
 - Legal Aid – ½ FTE attorneys to be funded with support from the DV One Stop.;
 - Volunteers of America (VOA) – drop in child care for clients visiting the center and support services and interventions for young children and teens who have witnessed or been victims of domestic violence.

B. Organizational Structure of the Center

The DV One Stop Center is a joint project of the City of Portland and Multnomah County; the City is providing the administrative infrastructure for the center and the county is providing the facility. The Center will function as a bureau or office within the city structure. The relationship between the city and the county in supporting the center on an on-going basis is outlined in an Intergovernmental Agreement to be adopted by both entities.

In order to ensure strong coordination with community groups providing direct services and advocacy to victims of domestic violence, an advisory committee made up of key governmental units [Police, Courts, District Attorney, etc], community agencies, and survivors of domestic violence will be appointed to provide advice and support to the Center and to the City and County commissions. The following diagram shows the organizational relationships of the city and county and the DV One Stop Center



C. Restraining Order Kiosk

Discussions have been undertaken with the members of the Family Court Section of Multnomah County Circuit Court and the Court Administrator about installation of an electronic kiosk at the DV One Stop Center. The kiosk would allow victims to file restraining order applications electronically and participate in their hearing before a Multnomah County judge by video conference, eliminating the need for victims to travel to the courthouse to obtain restraining orders. Several versions of software for court filings are being used and further developed by a number of courts around the country. The judges and court administrator are supportive of an effort at the DV One Stop center to pilot test such software for document filing and to use video conferencing capabilities to allow applicants to appear for hearing from the Center. A pilot effort at the DV One Stop would be coordinated with the statewide E-Court plans underway through the state court system.

D. Facility Design for the DV One Stop Center

Multnomah County has made the Gateway Center Building, recently vacated by the Christie School, available to house the DV One Stop Center. A subcommittee of the Implementation Task Force has worked with Multnomah County Facilities staff and the architectural firm, Carleton-Hart, to develop plans for reconfiguration of the building to fit the One Stop operation. Plans should be complete in early July with reconstruction complete in the early fall. PDC has also assisted with plans to provide parking adjacent to the center.

E. One Stop Center Name and Communications Strategy

The Implementation Task Force is committed to identifying a name and descriptive tag line for the One Stop Center which will communicate its function and core values clearly to domestic violence victims and survivors, community resource providers, and law enforcement and other governmental partners. The Task Force has obtained professional consultation from marketing experts regarding naming and branding the Center. The Task Force and Director have also sought input was sought from Family Justice Centers in other areas about the naming and branding of the center. A successful name/tagline will convey:

- Safety
- Respect
- Sanctuary (quiet)
- Warmth, caring
- Middle ground – between warmth/friendliness/informality/floweriness and technical/bureaucratic/sanitized

IV. TIMELINE FOR OPENING THE ONE STOP CENTER

Work is currently underway to develop specific agreements with on-site partners, finish the hiring for the center's core staff, and complete the design and construction work necessary to accommodate the DV Center operations in the Gateway Building. Following is an estimate of the timeline for remaining work and the opening of the Center.

- July 2009
 - Finalize space plan and let contract for building and parking lot work
 - Develop recruitment plan for additional center coordinating staff
 - Draft RFP for navigator services
 - Continue work with Courts on development of Restraining Order Kiosk
- August 2009
 - Award navigator contracts
 - Construction work underway
 - Hire administrative staff and security contractors
- September 2009
 - Construction work complete
 - 'Soft opening' – partners begin moving in, Partners Operational Committee develops and tests protocols
 - Begin community outreach and advertising
- October 2009
 - Formal Opening