

# **ANNOTATED MINUTES**

Tuesday, October 31, 1995 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

## **BENCHMARK FORUM WORK SESSION**

*Chair Beverly Stein convened the meeting at 9:32 a.m., with Vice-Chair Sharron Kelley, Commissioners Gary Hansen, Tanya Collier and Dan Saltzman present.*

WS-1 Elder Abuse: Existing Situation and County's Strategy and Priorities. Presented by Betty Glantz and Others.

**BETTY GLANZ, AND RODNEY HOPKINSON  
PRESENTATION AND RESPONSE TO BOARD  
QUESTIONS AND DISCUSSION.**

*The meeting was recessed at 10:17 a.m. and reconvened at 10:26 a.m.*

WS-2 Domestic Violence: The County's Role and Strategic Priorities. Presented by Chiquita Rollins and Others

**CHIQUITA ROLLINS, MICHAEL SCHRUNK,  
MICHAEL SANTONE, ROD UNDERHILL, MARC  
HESS, LOLENZO POE, GARY OXMAN AND, LYNN  
ERVINS PRESENTATION AND RESPONSE TO  
BOARD QUESTIONS AND DISCUSSION.**

*There being no further business, the meeting was adjourned at 12:00 p.m.*

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Tuesday, October 31, 1995 - 1:30 PM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

## **REGULAR MEETING**

*Chair Beverly Stein convened the meeting at 1:32 p.m., with Vice-Chair Sharron Kelley, Commissioners Gary Hansen, Tanya Collier and Dan Saltzman present.*

- R-1 Request for Board Determination on Whether to (1) Hold a Hearing to Accept Evidence or Argument or (2) Decide the Appeal on the Record Already Created Regarding the Robert W. Burnell Appeal of a Hearings Officer Decision on an Adult Care Home Sanction

***ATTORNEY PETE KASTING EXPLANATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION. COMMISSIONER COLLIER MOVED AND COMMISSIONER SALTZMAN SECONDED, TO DECIDE THE APPEAL ON THE RECORD ALREADY CREATED AND TENTATIVELY AFFIRM THE HEARINGS OFFICER DECISION. IN RESPONSE TO A QUESTION OF THE BOARD, MR. KASTING ADVISED HE WOULD SUBMIT A FINAL ORDER FOR BOARD ACTION. MOTION UNANIMOUSLY APPROVED. CHAIR STEIN ADVISED THE FINAL ORDER WOULD BE CONSIDERED ON THURSDAY, NOVEMBER 9, 1995.***

- P-2 MC 2-95 Report Hearings Officer Decision Regarding Western States Development Corp. Appeal of Administrative Denial of Zoning Clearance on Three Building Permit Applications; Request for Recognition that Applicant Demonstrated a Vested Right to Complete and Market Lots in the SKYLINE RIDGE SUBDIVISION and the Right to Represent to Prospective Buyers that a Single Family Residence May be Constructed on Each Lot

***DECISION READ, NO APPEAL FILED, DECISION STANDS.***

*There being no further business, the meeting was adjourned at 1:39 p.m.*

Thursday, November 2, 1995 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

## **REGULAR MEETING**

*Vice-Chair Sharron Kelley convened the meeting at 9:34 a.m., with Commissioners Gary Hansen and Tanya Collier present, and Commissioner Dan Saltzman and Chair Beverly Stein excused.*

### **CONSENT CALENDAR**

**UPON MOTION OF COMMISSIONER COLLIER,  
SECONDED BY COMMISSIONER HANSEN, THE  
CONSENT CALENDAR (ITEMS C-1 THROUGH C-14)  
WAS UNANIMOUSLY APPROVED.**

### **DEPARTMENT OF COMMUNITY AND FAMILY SERVICES**

- C-1 ORDER Authorizing Designee of Mental Health Program Director to Direct a Peace Officer to Take an Allegedly Mentally Ill Person into Custody with Probable Cause

**ORDER 95-229.**

### **DEPARTMENT OF ENVIRONMENTAL SERVICES**

- C-2 ORDER Authorizing Execution of Deed D961264 Upon Complete Performance of a Contract to CHRISTOPHER & JONI FERYN

**ORDER 95-230.**

- C-3 ORDER Authorizing Execution of Deed D961265 Upon Complete Performance of a Contract to CHRISTOPHER & JONI FERYN

**ORDER 95-231.**

- C-4 ORDER Authorizing Execution of Deed D961266 Upon Complete Performance of a Contract to TERRY L. JACOB

**ORDER 95-232.**

### **DEPARTMENT OF JUVENILE JUSTICE SERVICES**

- C-5 Intergovernmental Revenue Agreement 700196 with Portland Parks and Recreation, Providing Weekly Restitution Program "PAYBACK" for Adjudicated and Diverted Youth

### **SHERIFF'S OFFICE**

- C-6 Dispenser Class A Liquor License Renewal for MULTNOMAH FALLS LODGE, S/S SCENIC HWY & COLUMBIA GORGE, BRIDAL VEIL
- C-7 Dispenser Class A Liquor License Change of Ownership for ROYAL CHINOOK INN, 2609 NE CORBETT HILL ROAD, CORBETT
- C-8 Dispenser Class A Liquor License Renewal for TIPPY CANOE INN, 28242 CROWN POINT HWY, TROUTDALE
- C-9 Package Store Liquor License Renewal for FRED'S MARINA, 12800 NW MARINA WAY, PORTLAND
- C-10 Package Store Liquor License Renewal for LARSON'S MARINA, 14444 NW LARSON ROAD, PORTLAND
- C-11 Package Store Liquor License Renewal for PLAINVIEW GROCERY, 11800 NW CORNELIUS PASS ROAD, PORTLAND
- C-12 Package Store Liquor License Renewal for WEECE'S MARKET, 7310 SE PLEASANT HOME ROAD, GRESHAM
- C-13 Retail Malt Beverage Liquor License Renewal for HAGAR'S AT VIKING PARK, 29311 STARK STREET, TROUTDALE
- C-14 Retail Malt Beverage Liquor License Renewal for PLEASANT HOME SALOON, 31637 SE DODGE PARK BLVD, GRESHAM

### **REGULAR AGENDA**

### **PUBLIC COMMENT**

- R-1 Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

***NO ONE WISHED TO COMMENT.***

## **NON-DEPARTMENTAL**

- R-2 PROCLAMATION Proclaiming the Week of November 6 - 12, 1995  
COMMUNITY MEDIA WEEK

**COMMISSIONER COLLIER MOVED AND  
COMMISSIONER SECONDED HANSEN, APPROVAL  
OF R-2. ROB BRADING EXPLANATION AND  
INTRODUCTION OF MULTNOMAH COMMUNITY  
TELEVISION CREW TODD LOGGAN, MIKE WADE,  
MIKE TOPLIFF AND MICHAEL LEWIS.  
PROCLAMATION READ. BOARD COMMENTS IN  
SUPPORT. PROCLAMATION 95-233 UNANIMOUSLY  
APPROVED.**

- R-3 First Reading of an ORDINANCE Establishing a Local Public Safety  
Coordinating Council as Required by State Law, and Substituting the  
Coordinating Council for Certain Other Advisory Entities

**ORDINANCE READ BY TITLE ONLY. COPIES  
AVAILABLE. COMMISSIONER HANSEN MOVED  
AND COMMISSIONER COLLIER SECONDED,  
APPROVAL OF FIRST READING. PETER OZANNE  
EXPLANATION. NO ONE WISHED TO TESTIMFY.  
FIRST READING UNANIMOUSLY APPROVED.  
SECOND READING THURSDAY, NOVEMBER 9,  
1995.**

## **DEPARTMENT OF COMMUNITY CORRECTIONS**

- R-4 Recommendation to Arm a Unit Supervising Offenders with a High Potential for  
Violence (Continued from October 26, 1995)

**COMMISSIONER COLLIER MOVED AND  
COMMISSIONER HANSEN SECONDED, APPROVAL  
OF R-4. CARY HARKAWAY EXPLANATION.  
RECOMMENDATION UNANIMOUSLY APPROVED.**

## **DEPARTMENT OF ENVIRONMENTAL SERVICES**

- R-5 ORDER Authorizing Sale of Tax Foreclosed Property to the City of Portland, Portland Development Commission and Authorizing Chair to Execute Deed D961262 (4316 NE Garfield Avenue) (Continued from October 26, 1995)

**COMMISSIONER HANSEN MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF R-5. CHRISTOPHER JUNIPER AND MICHAEL MCKELWAY EXPLANATION AND RESPONSE TO BOARD COMMENTS IN SUPPORT. ORDER 95-234 UNANIMOUSLY APPROVED.**

- R-6 Intergovernmental Agreement 300786 with Metro, Stipulating Conditions for County as Recipient of Local Share Component of the Open Spaces Bond Measure Approved by Voters for Metro

**COMMISSIONER HANSEN MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF R-6. STAFF DIRECTED TO SCHEDULE A METRO UPDATE WITH THE BOARD. VICE-CHAIR KELLEY EXPLANATION IN RESPONSE TO BOARD QUESTIONS. AGREEMENT UNANIMOUSLY APPROVED.**

*There being no further business, the meeting was adjourned at 10:01 a.m.*

OFFICE OF THE BOARD CLERK  
FOR MULTNOMAH COUNTY, OREGON

*Deborah L. Bogstad*

Deborah L. Bogstad



## MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK  
SUITE 1510, PORTLAND BUILDING  
1120 SW FIFTH AVENUE  
PORTLAND, OREGON 97204  
CLERK'S OFFICE • 248-3277 • 248-5222  
FAX • (530) 248-5262

BOARD OF COUNTY COMMISSIONERS		
BEVERLY STEIN •	CHAIR	•248-3308
DAN SALTZMAN •	DISTRICT 1	• 248-5220
GARY HANSEN •	DISTRICT 2	•248-5219
TANYA COLLIER •	DISTRICT 3	•248-5217
SHARRON KELLEY •	DISTRICT 4	•248-5213

# AGENDA

## MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

### FOR THE WEEK OF

**OCTOBER 30, 1995 - NOVEMBER 3, 1995**

*Tuesday, October 31, 1995 - 9:30 AM - Benchmark Forum .....Page 2*

*Tuesday, October 31, 1995 - 1:30 PM - Regular Meeting .....Page 2*

*Thursday, November 2, 1995 - 9:30 AM -Regular Meeting .....Page 2*

*Thursday Meetings of the Multnomah County Board of Commissioners are \*cablecast\* live and taped and can be seen by Cable subscribers in Multnomah County at the following times:*

*Thursday, 9:30 AM, (LIVE) Channel 30*

*Friday, 10:00 PM, Channel 30*

*Sunday, 1:00 PM, Channel 30*

*\*Produced through Multnomah Community Television\**

**INDIVIDUALS WITH DISABILITIES MAY CALL THE OFFICE OF THE BOARD CLERK AT 248-3277 OR 248-5222, OR MULTNOMAH COUNTY TDD PHONE 248-5040, FOR INFORMATION ON AVAILABLE SERVICES AND ACCESSIBILITY.**

**AN EQUAL OPPORTUNITY EMPLOYER**

Tuesday, October 31, 1995 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**BENCHMARK FORUM WORK SESSION**

- WS-1      *Elder Abuse: Existing Situation and County's Strategy and Priorities. Presented by Betty Glantz and Others. (Continued from October 12, 1995). 1 HOUR REQUESTED.*
- WS-2      *Domestic Violence: The County's Role and Strategic Priorities. Presented by Chiquita Rollins and Others. 1.5 HOURS REQUESTED.*
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Tuesday, October 31, 1995 - 1:30 PM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**REGULAR MEETING**

- R-1      *Request for Board Determination on Whether to (1) Hold a Hearing to Accept Evidence or Argument or (2) Decide the Appeal on the Record Already Created Regarding the Robert W. Burnell Appeal of a Hearings Officer Decision on an Adult Care Home Sanction*
- P-2      *MC 2-95 Report Hearings Officer Decision Regarding Western States Development Corp. Appeal of Administrative Denial of Zoning Clearance on Three Building Permit Applications; Request for Recognition that Applicant Demonstrated a Vested Right to Complete and Market Lots in the SKYLINE RIDGE SUBDIVISION and the Right to Represent to Prospective Buyers that a Single Family Residence May be Constructed on Each Lot*
- 

Thursday, November 2, 1995 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**REGULAR MEETING**

**CONSENT CALENDAR**

**DEPARTMENT OF COMMUNITY AND FAMILY SERVICES**



- C-1        *ORDER Authorizing Designee of Mental Health Program Director to Direct a Peace Officer to Take an Allegedly Mentally Ill Person into Custody with Probable Cause*

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

- C-2        *ORDER Authorizing Execution of Deed D961264 Upon Complete Performance of a Contract to CHRISTOPHER & JONI FERYN*
- C-3        *ORDER Authorizing Execution of Deed D961265 Upon Complete Performance of a Contract to CHRISTOPHER & JONI FERYN*
- C-4        *ORDER Authorizing Execution of Deed D961266 Upon Complete Performance of a Contract to TERRY L. JACOB*

**DEPARTMENT OF JUVENILE JUSTICE SERVICES**

- C-5        *Intergovernmental Revenue Agreement 700196 with Portland Parks and Recreation, Providing Weekly Restitution Program "PAYBACK" for Adjudicated and Diverted Youth*

**SHERIFF'S OFFICE**

- C-6        *Dispenser Class A Liquor License Renewal for MULTNOMAH FALLS LODGE, S/S SCENIC HWY & COLUMBIA GORGE, BRIDAL VEIL*
- C-7        *Dispenser Class A Liquor License Change of Ownership for ROYAL CHINOOK INN, 2609 NE CORBETT HILL ROAD, CORBETT*
- C-8        *Dispenser Class A Liquor License Renewal for TIPPY CANOE INN, 28242 CROWN POINT HWY, TROUTDALE*
- C-9        *Package Store Liquor License Renewal for FRED'S MARINA, 12800 NW MARINA WAY, PORTLAND*
- C-10       *Package Store Liquor License Renewal for LARSON'S MARINA, 14444 NW LAARSON ROAD, PORTLAND*
- C-11       *Package Store Liquor License Renewal for PLAINVIEW GROCERY, 11800 NW CORNELIUS PASS ROAD, PORTLAND*
- C-12       *Package Store Liquor License Renewal for WEECE'S MARKET, 7310 SE PLEASANT HOME ROAD, GRESHAM*

- C-13      *Retail Malt Beverage Liquor License Renewal for HAGAR'S AT VIKING PARK, 29311 STARK STREET, TROUTDALE*
- C-14      *Retail Malt Beverage Liquor License Renewal for PLEASANT HOME SALOON, 31637 SE DODGE PARK BLVD, GRESHAM*

**REGULAR AGENDA**

**PUBLIC COMMENT**

- R-1      *Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.*

**NON-DEPARTMENTAL**

- R-2      *PROCLAMATION Proclaiming the Week of November 6 - 12, 1995 COMMUNITY MEDIA WEEK*
- R-3      *First Reading of an ORDINANCE Establishing a Local Public Safety Coordinating Council as Required by State Law, and Substituting the Coordinating Council for Certain Other Advisory Entities*

**DEPARTMENT OF COMMUNITY CORRECTIONS**

- R-4      *Recommendation to Arm a Unit Supervising Offenders with a High Potential for Violence (Continued from October 26, 1995)*

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

- R-5      *ORDER Authorizing Sale of Tax Foreclosed Property to the City of Portland, Portland Development Commission and Authorizing Chair to Execute Deed D961262 (4316 NE Garfield Avenue) (Continued from October 26, 1995)*
- R-6      *Intergovernmental Agreement 300786 with Metro, Stipulating Conditions for County as Recipient of Local Share Component of the Open Spaces Bond Measure Approved by Voters for Metro*

OCT 31 1995

Meeting Date: OCT 12 1995  
Agenda No.: WS-1 WS-4

(Above Space for Board Clerk's Use *ONLY*)

AGENDA PLACEMENT FORM

SUBJECT: Benchmark Forum on Elder Abuse:  
Existing Situation and County's Strategy and Priorities

BOARD BRIEFING: Date Requested: Thursday, October 12  
Amount of Time Needed: 90 minutes  
[ to start at 10:15 or immediately after regular meeting]

REGULAR MEETING: Date Requested:  
Amount of Time Needed:

DEPARTMENT: Chair's Office

DIVISION:

CONTACT: Meganne Steele

TELEPHONE: 248-3961  
BLDG/ROOM:

PERSON(S) MAKING PRESENTATION: Betty Glantz and others

**ACTION REQUESTED:**

[ ] INFORMATIONAL ONLY [ x ] POLICY DIRECTION [ ] APPROVAL [ ] OTHER

**SUMMARY** (Statement of rationale for action requested, personnel and fiscal/budgetary impacts, if available):

A series of Benchmark forums are being convened by the Board of County Commissioners to accomplish three outcomes:

1. To increase our shared understanding of current conditions, trends, systems and needs related to the benchmarks.
2. To prepare the Board of County Commissioners to review and approve budgets for County strategies and program goals supporting the benchmarks.
3. To identify specific ways for the County to promote collaborative efforts towards the benchmarks.

Each month, the County will convene a series of forums to focus on a closely related set of urgent benchmarks. During the month of October, the benchmark forums focus on domestic violence towards domestic partners and seniors. On October 12, the forum topic is " Elder Abuse. "

SIGNATURES REQUIRED:

ELECTED OFFICIAL: \_\_\_\_\_

OR

MANAGER: \_\_\_\_\_

*Peverly Stein*

CLERK OF COUNTY  
1995 OCT -4 AM 11:05  
MULTIPLA COUNTY  
OREGON

Aging Services Department  
Elder Abuse Briefing

October 12, 1995  
10:30 a.m. - 12:00 noon

Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

AGENDA

- I. Welcome and Introduction (5 min.) Beverly Stein
- II. Existing Situation
  - A. Elder Abuse - What is it? (15 min.) Betty Glantz,  
ASD Protective  
Service Coordinator
  - B. Role of County and Others in Addressing  
Elder Abuse (45 min.)
    - Advocacy Virginia Shea, Senior Advocate
    - Education Mary Gingell, ASD
    - Support System and Resources Betty Glantz
    - Emergency Response Reneé Bove-Johnson, ASD
    - Enforcement Rodney Hopkins, Dep. District Atty.
- III. County's Strategy and Priorities (25 min.) Betty Glantz
  - Develop Strategic Plan for Elder Abuse
  - Develop Data Collection System
  - Expand Education
  - Maintain and Expand Support Services
  - Stabilize and Expand Emergency Services
  - Improve Enforcement Coordination

**Aging Services Department**  
**Elder Abuse Briefing**  
October 12, 1995  
10:30 a.m. - 12:00 noon  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**AGENDA**

- |                             |           |  |
|-----------------------------|-----------|--|
| I. Welcome and Introduction | (5 min.)  | Beverly Stein  |
| II. Existing Situation      | (15 min.) | Betty Glantz,<br>ASD Protective<br>Service Coordinator |
| A. Overview of Elder Abuse  |           |  |

What is elder abuse?

- Profile of victim
- Causes of domestic abuse
- Who abuses

Incidence of abuses

- Estimate of numbers
- Local statistics
- Dependent adults

Demographics/Trends

- Increasing frail populations
- Local population trends
- Changing family dynamics

Current system

- What is the system?
- How we compare to others
- Funding

## B. Role of County and Others in Addressing Elder Abuse

Advocacy (5 min.) Virginia Shea,  
Senior Advocate

- PMCoA
- Consumer perspective
- Elder Abuse Safety Coalition
- Police Chief's Forum

Education (10 min.) Mary Gingell,  
ASD

- Community education
- Gatekeepers
- Professional development

Support System and Resources (10 min.) Betty Glantz,  
ASD

- Integrated continuum
- Single entry
- Partnership

Emergency Intervention (10 min.) Reneé Bove-Johnson,  
ASD

- 24 hour access
- Partnerships
- Follow-up support services

Enforcement (10 min.) Rodney Hopkinson,  
Dep. District Attorney

- Interagency agreement
- Elder Abuse Safety Coalition
- Attorney General's Task Force
- Elder Crime Response Team
- Legislation - current and future, criminal/civil

III. County's Strategy and Priorities (25 min.)

Betty Glantz, ASD

A. Urgent Benchmark (#86)

Number of reported incidents of elder abuse for 1,000 people

B. Formalize a Strategic Plan for Elder Abuse

Develop data collection system (1995-96 Action Plan)

- Build consensus on needed information
- Establish consistent data collection with law enforcement
- Consolidate data collection
- Secure funds for computers/system development

Education

- Expand efforts to caregivers, public, mandatory reporters and responders
- Build awareness with domestic violence system to serve elders
- Build recognition that elders and dependent adults are part of community and family service planning
- Participate in National Domestic Elder Abuse survey

Support Services

- Maintain existing system in climate of Federal/State funding cuts
- Identify gaps in the service system
- Build partnership with domestic violence system for intervention, housing, support services
- Advocate with Managed Care Systems to provide for needs for frail elders and their caregivers
- Develop additional specialized services for culturally diverse elders

## Emergency Services

- Stabilize funding for 24 Hour Access
- Increase number of protective service workers
- Funding for emergency respite and in home services
- Expand emergency housing

## Enforcement Coordination

- Develop comprehensive legislation
- Get active involvement from Sheriffs
- Build support beyond law enforcement liaisons (deeper in organizations)



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Elder Abuse Briefing  
October 12, 1995

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## **WHAT IS ELDER ABUSE?**

It is the physical, financial or emotional abuse of an individual 65 years or older. It includes:

**■Physical Abuse:**

Non-accidental use of physical force that results in bodily injury, pain, or impairment.

**■Sexual Abuse:**

Non-consensual sexual contact of any kind.

**■Emotional or Psychological Abuse:**

Willful infliction of mental or emotional anguish by threat, humiliation, or other verbal or non-verbal abusive conduct.

**■Neglect:**

Willful or non-willful failure by the caregiver to fulfill caretaking responsibilities.

**■Financial or material exploitation:**

Unauthorized use of an older person's funds, property, or other resources.

**■Self Abuse/Neglect:**

Abusive or neglectful conduct of an older person directed at himself/herself that threatens health or safety.

## **THE TYPICAL VICTIM OF ELDER ABUSE**

Female and 75 years +

Lives with her abuser

Reluctant to tell anyone

Dependent on the abuser for care

## **CAUSES OF DOMESTIC ELDER ABUSE**

Stress of caregiver

Impairment of dependent elders

Cycle of violence

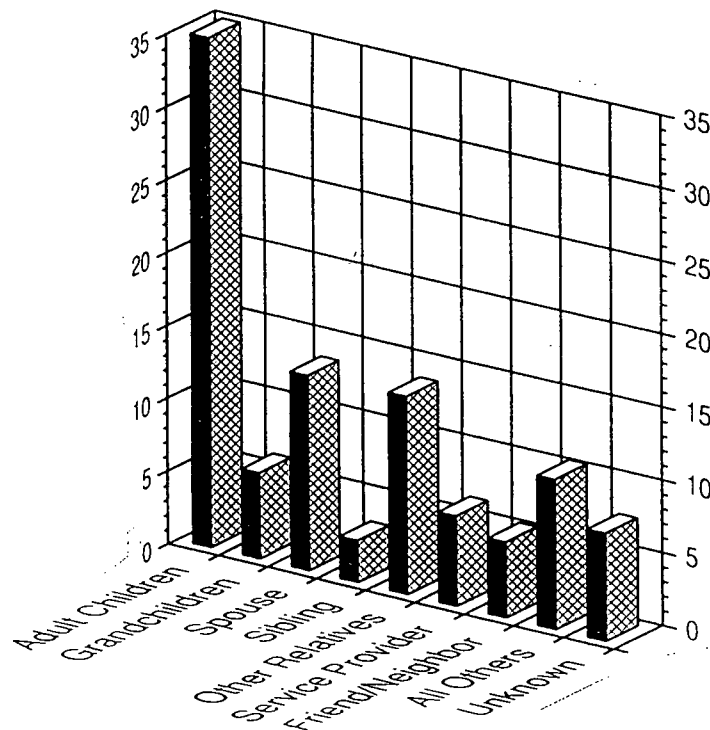
Personal problems of abuser

## WHO ARE THE ABUSERS OF THE ELDERLY?

In 1994, a study of available data from 30 states, provided a picture about the identity of those who are the perpetrators of Elder Abuse in the domestic setting.

Adult Children	35.0%
Grandchildren	5.9%
Spouse	13.4%
Sibling	2.9%
Other Relatives	13.6%
Service Provider	6.2%
Friend/Neighbor	5.2%
All Others*	10.3%
Unknown	7.4%

\* Self neglect/Abuse is not included



## A SERIOUS AND GROWING PROBLEM

Abuse of the elderly is **NOT** new. What is new is the rapidly increasing numbers of frail elderly and the fact that they often are vulnerable and less able to take care of all their needs or to protect themselves from abuse.

### FACTS:

- 4% of the nation's older adults will be victims of abuse each year. (1)
- 4,090 elderly Multnomah County residents will be abused each year. (2)
- 2/3's of those who abuse elders are family members. (3)
- In Multnomah County  
     protective service investigations have increased 55% from 1990-1995.  
     substantiated reports of abuse have increased 198% from 1990-1995.

Elder Abuse Investigations 1990-1995 (4)		
(60+ yrs)		
	Complaints Investigated (Community/nursing facility)	Substantiated Reports
1990-91	1321	262
1991-92	1449	253
1992-93	1566	267
1993-94	1657	564
1994-95	2052	783

(1) "Report on Elder Abuse": Select Committee on aging, United States House of Representatives. Estimate is low. Some research indicates up to 10% of the elderly population is abused.

(2) Estimate based on 4% of the 60+ population

(3) "Elder Abuse: Questions and Answers", National Center on Elder Abuse, Washington D.C., May 1995

(4) Aging Services Department of Protective Services Statistics; BMAR 1990-1995

**GENERAL POPULATION CHARACTERISTICS  
of Persons 60+ in Multnomah County, Oregon  
from the 1990 CENSUS DATA**

102,248 seniors 60+ live in Multnomah County

21,501 live in Southeast

34,643 live in East

28,671 live in North/Northeast

17,429 live in West

79,393 seniors in Multnomah County are 65+

36,039 seniors are age 75+

13,921 seniors are age 85+

8,457 seniors 60+ belong to ethnic minority groups

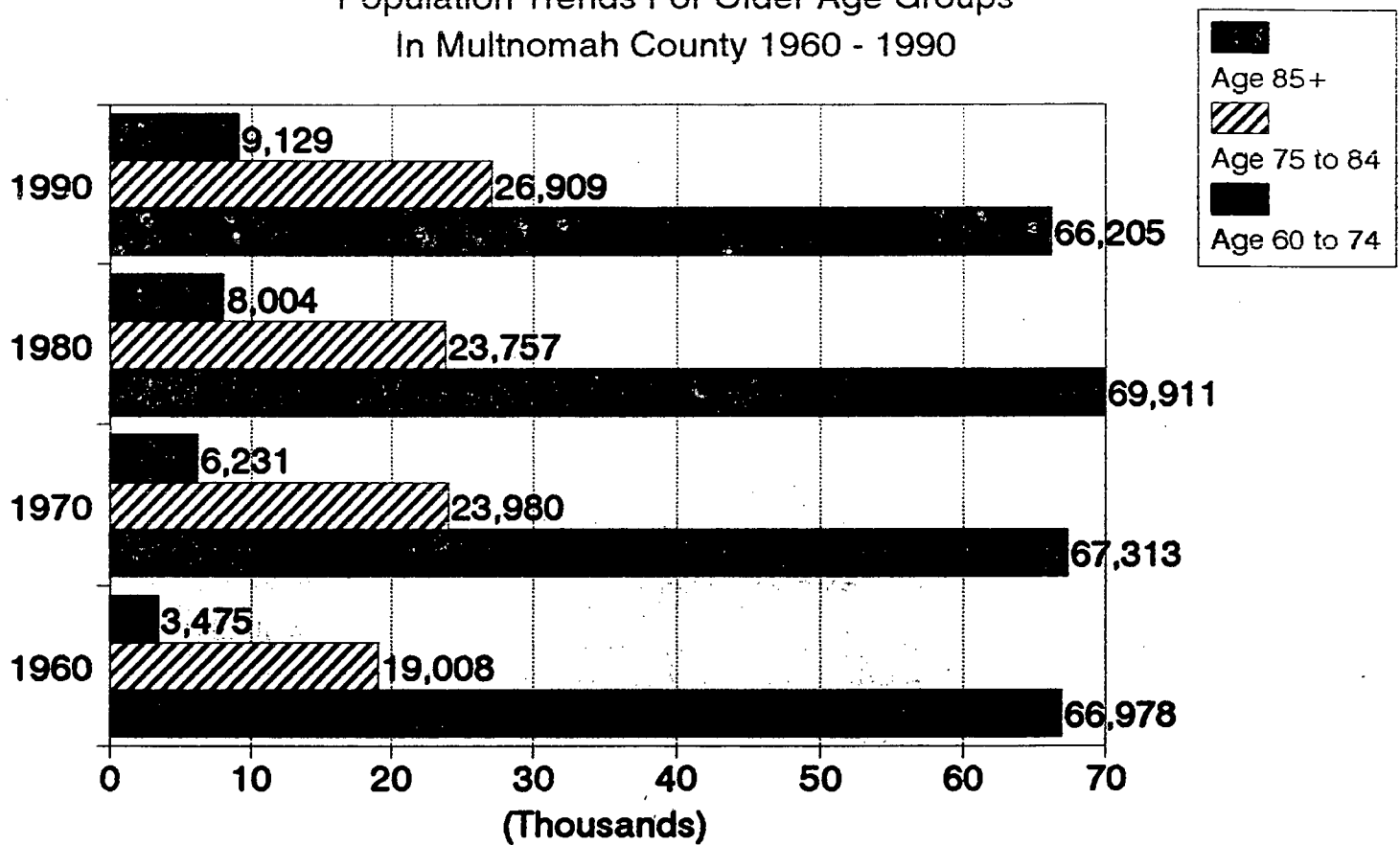
27,811 seniors 60+ are economically disadvantaged

29,652 seniors 60+ live alone

The older population itself is getting older.

The oldest group -- those age 75+ -- increased almost 20% in the last decade and will continue to increase rapidly for the next 10 years.

# Population Trends For Older Age Groups In Multnomah County 1960 - 1990



1960 60+ Population 89,461	1970 60+ Population 97,524
1980 60+ Population 101,672	1990 60+ Population 102,203

Source: US Census Data as Reported in Aging Services Division 's Strategic Plan "Aging Challenges of Tomorrow," 1993

## Population Trend for Older Age Groups

### Narrative Description

The following is an explanation of the Population Trend for Older Age Groups graph. It shows trends in the older population by age grouping.

**85+ Age Group.** There has been a dramatic growth in the 85+ age group of 163 percent since 1960 and 14 percent in the last decade. This growth is expected to continue as people increasingly live to greater age due to improved medical care and greater emphasis on prevention.

**75 to 84 Age Group.** The increase in the 75 to 84 age group of 41.6 percent since 1960 and 13.3 percent since 1980. This trend may slow somewhat due to a decrease in the number of those who are now in the 60 to 74 age group age. However, due to increased longevity, this age group will also continue to increase at a faster rate than the overall population.

**60 to 74 Age Group.** The trend for the 60 to 74 age group increased slightly between 1960 and 1980. Due to a decrease of 5 percent in the last decade, this group declined slightly from 1960. The "young-old" population will continue to decline somewhat over the next ten years due to the lower birth rate during the depression years.

**Analysis:** Although the overall growth in the 60+ age group is expected to slow over the next 10 years, the number of frail elderly will increase dramatically because an increasing number of people are living to advanced old age. As people become older there is increased likelihood that they will develop medical problems or physical limitations for which they will require assistance.



## ASD RESPONSIBILITY

ASD has the responsibility to provide Protective Services to those adults 60 years and older who are unable to protect themselves from abuse or neglect, and who are **NOT** served through another Division of the Department of Human Services. The ASD Nursing Facility protective service program also provides protection to **ALL** persons who reside in a nursing home regardless of age.

ASD provides protective services based on specific Oregon laws and/or rules. Currently **SEVEN** protective service laws and/or rules are used by ASD in the investigation, intervention and documentation of abuse.

- Community Protective Services Rule (18-64 yrs)
- Elder Abuse Law (65 +)
- Nursing Facility Abuse Law
- Adult Foster Care Abuse Law
- Residential Care Abuse Rule
- Assisted Living Abuse Rule
- Board and Room Abuse Rule

## **PROTECTIVE SERVICES MISSION**

The mission of Aging Services Division's (ASD) Protective Service Program is to provide an integrated continuum of protective and other services responsive to the needs of the individuals who are being harmed or who are at risk of harm due to abuse, neglect, or exploitation. These services will be provided in a manner that will ensure preservation of a person's right of self determination and the person's safety with the least disruption to the person's life-style.

## **PROGRAM VALUES**

### **ALL ELDERLY AND DISABLED INDIVIDUALS ARE:**

- Entitled to a safe and healthy environment.
- Entitled to be treated with dignity
- Have the right to make their own choices.
- Have a right to privacy, and their issues treated confidentially.
- Have a right to a prompt response when in danger.
- Entitled to the best advocacy efforts on their behalf.

## **Essential Elements to Prevent and Reduce Elder Abuse**

**Advocacy**

**Education**

**Support  
System**

**Intervention**

**Enforcement**

# Long Term Care Services

Aging Services

## Description

The mission of Long Term Care Services is to provide services which are the least restrictive, least costly, and in a safe environment of the client's choice to frail elders who are financially and service eligible. To achieve this mission, Long Term Care provides case management access to community based and nursing home clients. The major responsibilities of this program group are to: determine services and financial eligibility, authorize a range of services from community based to nursing home care, monitor ongoing needs and service delivery, and screen nursing home placements to insure appropriate service use.

A major focus of this work group is to investigate complaints involving the physical or emotional abuse, or financial exploitation of older adults.

Local discretion for this program group is limited by federal and state Medicaid regulation.

## Action Plan

- Develop a system for tracking abuse of the elderly, in conjunction with the Portland Police Bureau (January 1996), the Multnomah County Sheriff's office (January 1997), and the Gresham Police Department (January 1997).

### Significant Changes - Revenues

### Amount

Reduced Medicaid funding.

### Significant Changes - Expenditures

### FTE's

### Amount

Reduced Professional Services, budgeted in FY 1995 for possible branch move.

(19,500)

Reduced Telephones, budgeted in FY 1995 for possible branch move.

(22,000)

Case manager Sr. position for Protective Services moved to Adult Care Home Program.

(1.0)

(49,411)



## Multnomah County Aging Services Department

### BREAKFAST FORUM

Hosted by Calaroga Terrace and designed to provide a networking, educational event for people interested in our aging population.

#### Combating Elder Abuse: New Laws and Partnership

Betty Glantz, Branch Manager and  
Protective Service Manager  
Multnomah County Aging Services Department

Rodney Hopkinson, Deputy District Attorney  
Multnomah County District Attorney's Office

Wendy Hillman, Adult Protective Service Worker  
Multnomah County Aging Services Department

Jim Nelson, Crime Prevention Representative  
Portland Police Bureau

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**When:**    **October 19, 1995**  
              **8:00 - 10:00 a.m.**

**Where:**   **Calaroga Terrace**  
              **1400 NE 2nd Ave.**  
              **Portland, Oregon**

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The facts show there is a direct linkage between the growing number of dependent elders and increasing reports of elder abuse. Join the Breakfast Forum to hear how this equation plays out in our community and learn what law enforcement, the DA's office and Aging Services are doing about it. Everyone in the aging network has a role in stopping elder abuse and neglect!

- Demographics
- Case Studies
- Interagency Agreement
- Elder Crime Response Team
- New Laws

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Please make your reservation for the program and/or the \$2 continental breakfast by calling the ASD receptionist at 248-3620 before 5 p.m. on Tuesday, October 17, 1995. For more information about this Forum or future Forums, please contact *Mary Gingell* at 248-3620. The Breakfast Forum is held seven times a year on the third Thursday of the months of February, March, April, May, September, October, and November. All who have an interest in the issues of aging are welcome to attend.

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**WHAT'S AHEAD: What the Federal Changes Mean for Multnomah County**

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M171

Multnomah County Oregon

Aging Services Department  
Area Agency on Aging  
421 S.W. 5th Avenue, 3rd Floor  
Portland, Oregon 97204

\* Dated Material Enclosed;  
Please Open Before October 17, 1995

## **Why Does Elder Abuse Occur?**

Elder Abuse can begin with seemingly normal conflicts and negative interactions that can gradually build up to abusive situations. Usually, in a situation where abuse occurs, one person is providing for the other in some way, while the other is reliant upon that person for much or all of their care.

Elder Abuse may occur for a variety of reasons, but the most common contributing factors are:

- Stress created by the care needs of the elder
- Inadequate financial resources
- Isolation and lack of emotional support for elders and their caregivers
- Existing family problems and dynamics

It's important to remember that abuse can occur in any situation. The abuser may be a relative, caregiver, spouse, a neighbor, or even a salesperson.

## **What Does the Law Say About Elder Abuse?**

In the United States, all states except two (North Dakota and Pennsylvania) have laws against elder abuse. In Oregon, there are laws specifically focused on abuse of persons 65 or older, injury, neglect, or failure to care for residents of any age in nursing homes, and protective service to anyone over 18 who is aged, blind, or disabled.

## **Who is Required by Law to Report Elder Abuse?**

Oregon Law requires that the following people report elder abuse; employees of:

- Mental Health Programs
- Oregon Human Resources Department
- County Health Department
- Senior Centers
- Nursing Facilities
- Hospitals
- Public Officials Working with Elderly

- Physical and Occupational Therapists
- Information and Referral Workers
- Outreach Workers
- Legal Counselors for Nursing Home Residents
- Nurses
- Social Workers
- Physicians
- Police Officers

In addition, the following private citizens are required to report elder abuse:

- Clergy Members
- Relatives of Nursing Home Residents

## **What Should I do If I Suspect or Know That Elder Abuse is Occurring?**

☎ Call your local Area Agency on Aging, or your local Law Enforcement Agency. In Multnomah County, call the Aging Services Division at **248-3646**, TDD #248-3683.

## What is Elder Abuse?

Elder abuse may be physical or psychological. Elder abuse may be committed by a younger caregiver or household member upon an older friend or relation, or may occur between two older people who live together. Elder abuse can occur even when there is genuine love and affection between the people involved. Forms of elder abuse may be physical, emotional, financial or a combination of all three.

Elder abuse may take many forms, including:

- hitting or slapping
- withholding food/medication
- unnecessary use of physical restraints
- yelling or insulting threats of violence
- misuse of funds
- theft
- fraud

It may be difficult to tell whether Elder Abuse is occurring, and even more difficult to get the people in the situation to talk about it. It may be hidden by isolation or disguised by what seems to be a pleasant home setting.



MULTNOMAH COUNTY  
Department of Human Services  
Aging Services Division

PORTLAND  
MULTNOMAH  
COMMISSION  
ON AGING

*Aging*

## Elder Abuse is Real



It is estimated that one out of every ten elders lives in a situation that may lead to Elder Abuse



*Elder Abuse  
is Against  
the Law*



## AGENDA PLACEMENT FORM

## **BENCHMARK FORUM ON DOMESTIC VIOLENCE:**

### **Multnomah County's Role and Strategic Priorities**

**October 31, 1995**

**10:30 - 12:00**

**County Courthouse , Room 602**

- 5 min.      **Welcome and Introduction, Chair Beverly Stein**
- 10 min.     **What is the role of the County in domestic violence intervention?**  
*Chiquita Rollins, Domestic Violence Prevention Coordinator*
- 40 min.     **Family Violence Intervention Steering Committee  
Recommendations for Action**  
*Gary Oxman, Health Department  
Lorenzo Poe, Department of Community and Family Services  
Vera Pool, Multnomah County Sheriff's Office  
Chiquita Rollins, Family Violence Intervention Steering Committee  
Michael Santone, Department of Community Corrections  
Mike Schrunk, District Attorney*
- 10 min.     **Other County Initiatives Related to Domestic Violence**  
*Health Department Violence Prevention Coordinator, Linda Jaramillo  
Department of Community and Family Services, Lynne Ervins*
- 15 min.     **Coordination of County Efforts for the Domestic Violence Benchmark**

## **RECOMMENDATIONS FOR MORE EFFECTIVE INTERVENTION IN DOMESTIC VIOLENCE**

In response to the Board of County Commissioners request for recommended priorities for the County to address, the Administrative Committee of the Family Violence Intervention Steering Committee has prepared this document. It is based on recommendations developed by the Steering Committee since its inception in 1987, and as published in two reports.

The Steering Committee has focused on three broad areas to address in providing an effective, coordinated response to domestic violence in Multnomah County. These areas are:

- ◆ To stabilize and increase victim resources, especially to assure culturally-appropriate services for currently underserved population;
- ◆ To improve the response of the justice system to incidents of domestic violence;
- ◆ Develop a community-wide attitude that domestic violence will not be tolerated.

In addressing these three areas, the Steering Committee is particularly aware that changes in one area have a direct impact on the other areas. This is evident in the inter-play among justice system agencies (law enforcement, District Attorney's Office, Courts, Corrections) and in the disparate funding for the victim services compared to funding for the justice system. Any consideration of additional funding or services, should attempt to balance services and funding for each of the areas and to maintain current levels of services.

The Administrative Committee has identified all of the following recommendations as high priority. However, the projected timeline for some funding items is July, 1997. This date reflects the date funds from federal sources will be lost, not the priority of the need to replace these funds. In other words, it is equally or more important to replace the projected \$385,000 in federal funds that will be lost as of July, 1997, as to increase services to victims or offenders.

Although not listed, the Domestic Violence Coordinator would be involved at some level in the implementation of all of the listed recommendations. The Coordinator is a member of the staff of the Department of Community and Family Services, and staffs the Family Violence Intervention Steering Committee.

PRIORITY	County Departments With a Role	Other Partners	Resources Required	Other Actions Required	Timeline
♦ <i>To stabilize and increase victim resources</i>					
1. Seek stable, committed funding for on-going victim services. In July, 1996, local programs will lose \$180,000 in Federal "IHIP" funds for after-shelter support and at least \$35,000 in Legal Aid funds; in July, 1997, local programs will lose \$385,000 in Federal funds from Byrne grant and HUD.	CAPO BCC	BHCD	\$565,000 \$35,000 projected loss to Legal Aid	advocacy, planning with City	\$180,000 July '96 \$385,000 July '97
2. Design, secure funding and develop out-of-shelter service program for women and children who can not access shelters or do not need shelter.	CAPO BCC	DV programs MCLAS	\$105,000 for operations;	staff support for design	July '96
3. Expand bedspace capacity.	CAPO BCC	BHCD DV programs	\$150,000 for operations; \$350,000 for building?	advocacy, planning with City	July '96
4. Provide on-going restraining order advocacy at the Courthouse and in contested restraining order hearings.	CAPO BCC	PWCL VLP, MCLAS Courts L&C Legal Clinic	\$30,000	advocacy for child care space in Courthouse	\$18,000 July '96 \$12,000 July '97
5. Provide more legal representation for low-income domestic violence victims in an array of family law matters (including divorce, custody, and support cases).	BCC	MCLAS VLP	\$80,000	advocacy with Federal Govt to keep LAS funding	July '96
6. Develop additional transitional housing for victims and children, with supportive services	CAPO BCC	BHCD DV programs	\$75,000 for supportive services; \$500,000 for building/rent, etc.?	advocacy with BHCD, HAP, OR DHCS, etc.	July '96

PRIORITY	County Departments With a Role	Other Partners	County Resources Required	Other Actions Required	Timeline
♦ <i>To improve the response of the justice system to incidents of domestic violence</i>					
1. Standardize data collection and record-keeping, in order to develop accurate data and track progress of offender through the system, especially repeat offenders.	DCC MCSO DAO	FVISC DC SROC PPB BOEC	depends on agency/system design	staff time, program- ming, on-going reports	system in place or designed - July '96
2. Support and implement the state-wide domestic violence task force' standards and protocols for law enforcement, courts, treatment programs for perpetrators, and others.	MCSO DCC DAO CAPO	ODVC FVISC Courts PPB GPD ASAP MRC		advocacy staff time training	July '96  on-going
3. Develop a closer relationship between the Steering Committee and the Multnomah County Sheriff's Office, to assist in implementing these recommendations, review "anger management" curriculum used in groups in the jail and jail procedures.	MCSO DCC DAO	FVISC PPB GPD DV programs MCLAS		staff time and involvement	July '96
4. Provide comprehensive and continuing training about domestic violence for all law enforcement, corrections and Community Corrections officers, and others County personnel that interact with victims and perpetrators.	MCSO DCC Health Dept All County Depts.	DV programs OSP BPSST MCLAS		Staff time, administrative commitment, supervisor review	July '97  on-going
5. Increase prosecutions, through continued DA's staff training, increased and effective victim advocacy and increased staffing in the DA's DV Unit.	DAO	DV programs PPB GPD FVISC MCSO FVISC	\$150,000		July '96 funding  on-going training and advocacy

PRIORITY	County Departments With a Role	Other Partners	County Resources Required	Other Actions Required	Timeline
6. Implement vigilant supervision of all domestic violence offenders.	DCC DAO MCSO	Courts FVISC DV shelters PPB GPD ASAP MRC	\$250,000 for DCC DV Unit		July '96  on-going
♦ <i>To develop a community-wide attitude that domestic violence will not be tolerated</i>					
1. Promote community-wide value that domestic violence will no longer be tolerated, including annual public awareness campaign, Key Results that relate to DV from all County Departments, training for County staff that interact with victims or batterers.	BCC All Depts. and staff	PPB DVP CASS FVISC BHCD CSD AFS etc.	\$5,000 for PR campaign;  \$10,000 for in- school prgms	staff time, public leadership, Key Results	Key Results and funding - July '96  on-going

Abbreviations used:

ASAP	ASAP Treatment, Inc.
BCC	Board of County Commissioners
BHCD	City of Portland, Bureau of Housing and Community Development
BOEC	Bureau of Emergency Communication
BPSST	Board of Police Standards and Training
CASS	Community Advocates for Safety and Self-Reliance
CAPO	Community Action Program Office
DAO	District Attorney's Office
DCC	Department of Community Corrections
DVP	Domestic Violence Victime Programs, including PWCL, Bradley-Angle House, Raphael House, YWCA Women's Resource Center, VofA Family Center, TSA West Women's and Children's Shelter, Oregon Latina Association, El Programa Hispano
FVISC	Family Violence Intervention Steering Committee (DC = Data Collection Sub-committee, SROC = Serious and Repeat Offenders Sub-committee)
GPD	Gresham Police Department
HAP	Housing Authority of Portland
MCLAS	Multnomah County Legal Aid Services
MCSO	Multnomah County Sheriff's Office
MHD	Multnomah County Health Department
MRC	Men's Resource Center
ODVC	Oregon Domestic Violence Council
OSP	Oregon State Police
PWCL	Portland Women's Crisis Line
VLP	Volunteer Lawyers Project

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# Domestic

# Violence

An AFSCME

Guide

for Union

Action





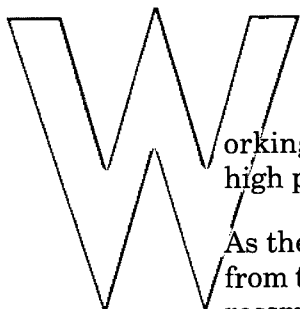
# DOMESTIC VIOLENCE

AN AFSCME GUIDE FOR UNION ACTION



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Municipal Employees, AFL-CIO. Second Edition, 1995.

# INTRODUCTION



orking for a better life for America's families has a high priority on AFSCME's agenda.

As the leading union in the fight for women's rights, from the struggle for pay equity to fighting sexual harassment, AFSCME cannot ignore the plight of battered women. Indeed, AFSCME is in a position to make unique and important contributions to the campaign to end domestic violence.

Violence occurs more frequently in the home than anywhere else in our society. A woman is battered in the United States every 15 seconds. There were three million cases of child abuse reported in 1993. While men too are sometimes victims of domestic violence, it is overwhelmingly a women's and children's issue. Ninety-five percent of battered spouses are women.

Therefore, it is a virtual certainty that, among the workers AFSCME represents, many are women who after work return to homes where they or their children will be battered.

Moreover, among AFSCME's 1.3 million members are hundreds of thousands of police officers, dispatchers, hospital emergency room personnel and social workers who confront the problem of domestic violence on a daily basis.

This booklet is intended to provide AFSCME members with information about domestic violence to help them deal with the issue whether they encounter it on the job or in their personal lives.

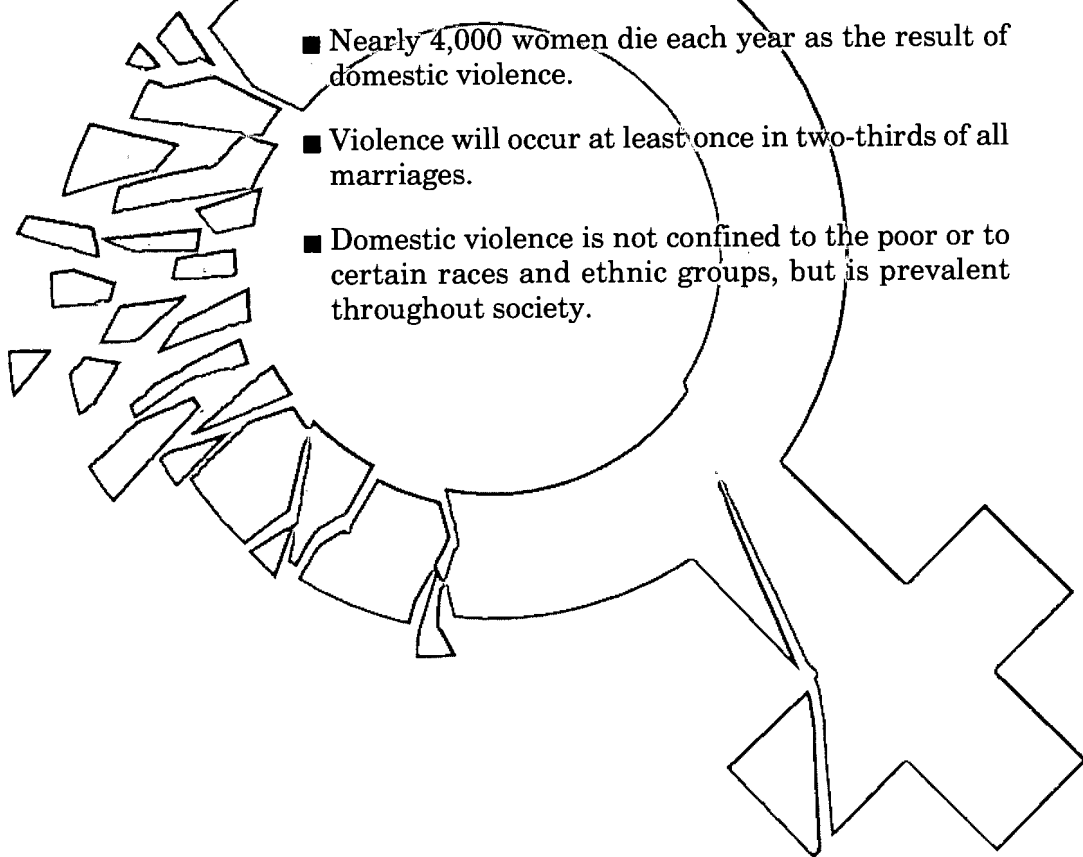
GERALD W. McENTEE  
International  
President

WILLIAM LUCY  
International  
Secretary-Treasurer



## VIOLENCE AGAINST WOMEN

- Battering is the greatest single cause of injury among U.S. women, accounting for more injuries and deaths than auto accidents, mugging and rapes combined. According to the Surgeon General, battering affects more women every year than are affected by breast cancer, heart attacks and strokes. Health care professionals and policy makers only recently have recognized domestic violence as a major public health problem.
- While there are strict laws mandating that health care personnel report child abuse, there are no similar requirements for filing police reports about violence against adult women, although research shows 22 to 35 percent of women who visit emergency waiting rooms come as the result of abuse.
- Nearly 4,000 women die each year as the result of domestic violence.
- Violence will occur at least once in two-thirds of all marriages.
- Domestic violence is not confined to the poor or to certain races and ethnic groups, but is prevalent throughout society.

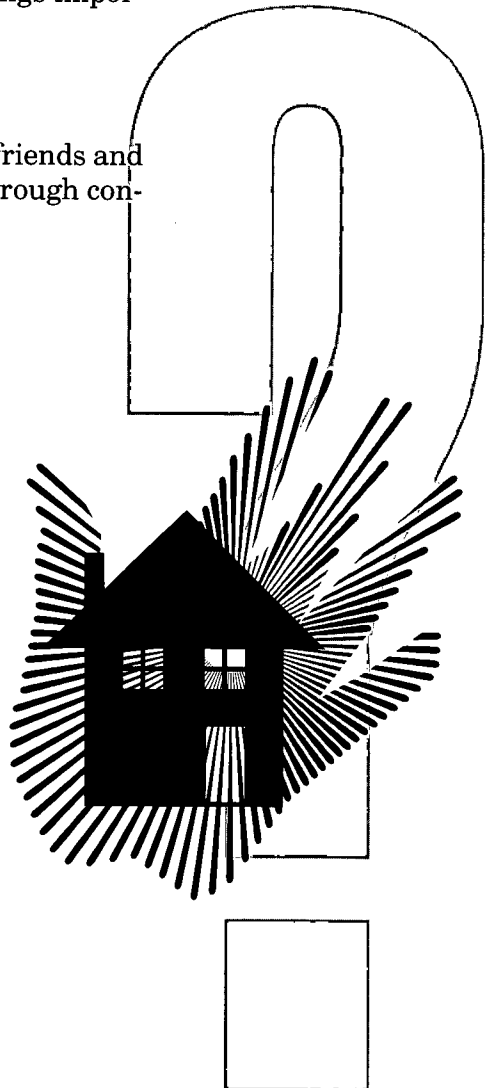


## WHAT IS BATTERING?

It is a system of coercive behavior that uses fear and intimidation to gain and sustain power over a woman and coerce her into behaving as the batterer wishes.

It includes:

- Physical violence ranging from a push or slap to murder.
- Verbal or emotional abuse; threats; destruction of objects or harm to those people and things important to the woman.
- Verbal, physical or sexual abuse.
- Intimidation; isolating the victim from friends and family; keeping the victim dependent through control of the family finances.



## Some Myths and Facts



Societal misconceptions about domestic violence often hinder battered women from getting support and protection from friends, family, the criminal justice system and the medical community. These attitudes are based on myths and often stem from the same “blame the victim” attitudes rape victims encounter. The first step to helping battered women is to dispel the myths and thereby gain a better understanding of domestic violence.

**Myth:** The woman must have done something to provoke the attack.

**Fact:** *There are problems in every marriage or relationship, but violence is never an acceptable response. Moreover, the violence can be triggered by almost anything no matter how trivial — e.g., not having the meal ready on time, not keeping the children quiet — or by nothing at all.*

**Myth:** Alcohol abuse is the cause of most domestic violence.

**Fact:** *Excessive drinking or alcoholism is not the cause of domestic violence, nor an excuse for it. Quitting drinking alone will not cure abusive behavior, although it may be a prerequisite to treating the abuser.*

**Myth:** A man’s home is his castle. What he does in it is no one else’s business.

**Fact:** *Domestic violence is against the law. It is criminal behavior — not a purely private matter. In dealing with batterers, the criminal justice system should make no distinction between violence on the streets and violence in the home. The police should as readily arrest a batterer as a mugger, and batterers should receive punishment commensurate with punishment for similar violence perpetrated by strangers.*

**Myth:** Once an abuser, always an abuser.

**Fact:** *Not necessarily, but the prognosis for batterers being "cured" is guarded. Some batterers can stop their behavior with willingness to change and with professional help. Unless there is intervention by outside professionals, the pattern of abuse is highly unlikely to improve. Furthermore, most programs to treat batterers were established fairly recently and their long-term success rates are not yet fully known. In addition, effective programs are not available in some communities.*

**Myth:** Women must enjoy the abuse or they would leave.

**Fact:** *The fact is many women eventually do leave but the decision to leave is extremely difficult for a number of reasons.*

- Many women are afraid to leave because the abuser has threatened their safety or has threatened to take away the children.
- Abused women with marketable skills may have little self-esteem and self-confidence as a result of the abuse and are afraid to strike out on their own. Other victims with no recent job experience may find the idea of trying to support themselves even more daunting.
- Although the abuse is not their fault, women often blame themselves and try to prevent the violence by trying to be "better."
- Usually the relationship is not all bad. Between violent episodes, the abuser may be very apologetic and loving. The victim often loves the abuser, but hates the abuse.

**Myth:** Battered women need only call the police and the criminal justice system will protect them.

**Fact:** *Traditionally, the authorities — police, prosecutors and judges — have not treated*



*domestic violence as a serious criminal matter. Too often police have been reluctant to arrest the abuser; prosecutors have not vigorously prosecuted domestic violence cases; and judges have failed to hand down sentences commensurate with the seriousness of the offense.*

*Fortunately, this situation is beginning to change. The change is primarily the result of the public outcry following tragedies that could have been prevented by a proper response from the authorities. For example, new legislation has been passed in some states providing stiffer penalties for abusers and police in many cities are receiving training on how to deal with domestic violence cases.*

**Myth:** When abused women make the break and get away from the batterer, they are no longer in danger.

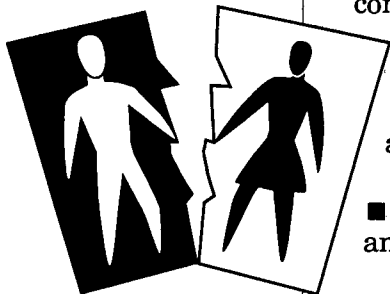
**Fact:** *A domestic violence victim is often in more danger after she leaves. This makes it very critical that the police and the courts effectively enforce stay away orders and incarcerate batterers for as long a time as they would any dangerous felon who commits other types of violent offenses.*

## WHAT ABOUT CHILDREN?

Growing up in a violent home has a devastating effect on children. Children in homes where domestic violence occurs:

- Are physically abused or neglected at a rate significantly higher than the national average for children from all homes.
- Are at higher risk for alcohol and drug abuse and juvenile delinquency than children from nonviolent homes. Juvenile delinquents are four times as likely as non-delinquents to be from homes where the father battered the mother.
- Often suffer emotional effects, including constant anxiety, fear of abandonment and guilt for not being able to stop the abuse or for loving the abuser. Without professional help, these problems continue into adulthood.

Children also learn how to be abusers from growing up in violent homes. Boys who witness domestic violence are more likely to batter their female partners as adults than boys raised in non-violent homes. Therefore, domestic violence today is a precursor of future domestic violence.



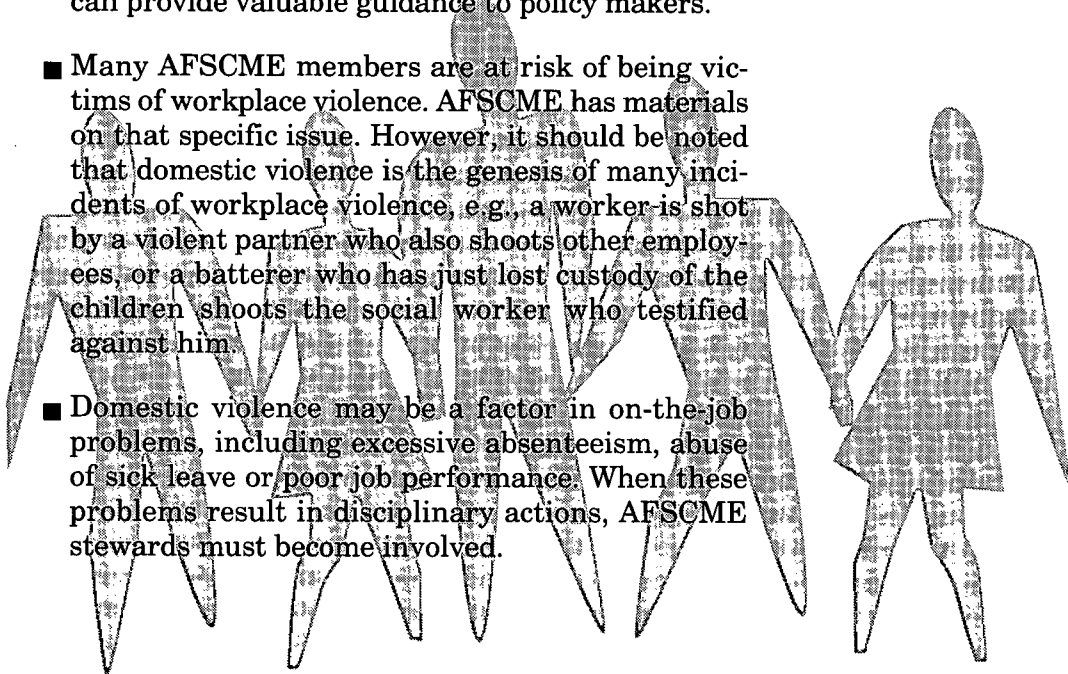
## ARE YOU IN AN ABUSIVE RELATIONSHIP?

Following is a list of some of the characteristics common in abusive relationships.

- Does your partner continually criticize what you wear, what you say, how you act and how you look?
- Does your partner often call you insulting and degrading names?
- Do you feel like you need to ask permission to go out and see your friends and family?
- Do you feel like no matter what you do, everything is always your fault?
- When you're late getting home, does your partner harass you about where you were and who you were with?
- Is your partner so jealous that you're always being accused of having affairs?
- Has your partner threatened to hurt you or the children if you leave?
- Does your partner force you to have sex whether you want to or not?
- Has your partner threatened to hit you?
- Has your partner ever pushed, shoved or slapped you?

## WHY SHOULD VIOLENCE AGAINST WOMEN BE AN ISSUE FOR AFSCME?

- It is an issue that directly affects AFSCME members. It is almost a certainty that AFSCME members are among the victims of domestic violence and are among those who batter.
- Many AFSCME members work in professions which deal directly with domestic violence and its consequences. AFSCME members include: police officers and dispatchers who must respond to emergency calls involving domestic violence incidents; social workers who counsel victims and assist them in obtaining services; attorneys representing both victims and batterers; medical service personnel who treat victims; and corrections officers who deal with inmates who are either batterers or victims who killed or assaulted their batterers. These professionals have much to contribute to increasing public understanding about domestic violence and can provide valuable guidance to policy makers.
- Many AFSCME members are at risk of being victims of workplace violence. AFSCME has materials on that specific issue. However, it should be noted that domestic violence is the genesis of many incidents of workplace violence, e.g., a worker is shot by a violent partner who also shoots other employees, or a batterer who has just lost custody of the children shoots the social worker who testified against him.
- Domestic violence may be a factor in on-the-job problems, including excessive absenteeism, abuse of sick leave or poor job performance. When these problems result in disciplinary actions, AFSCME stewards must become involved.





## **WHAT UNIONS CAN DO**

### **LABOR—MANAGEMENT EFFORTS**

- Negotiate employer-paid legal assistance for use by abused women.
- If you have an Employee Assistance Program, be sure that it includes services for victims of domestic violence.
- Either independently, or in cooperation with the employer, sponsor workshops about domestic violence. In virtually every community the battered women's shelter will be glad to supply a speaker.
- Work with the personnel or human resources department to ensure that procedures are in place to prevent a victim's telephone number and address being given out to an estranged partner. For example, an employee should be able to request that personnel not give out this information without specific authorization. That notation should be made to all appropriate files and lists so as to minimize inadvertent violations.
- If you work in a profession which directly deals with the problem and you see ways that the services you provide could be more effective, strategize with the union about how to get your ideas implemented.

### **PUBLIC AWARENESS CAMPAIGN**

- Make abuse an issue. Invite speakers, show films, and have lunch hour workshops or seminars at a general meeting. Create an environment in your local in which honest, open discussion about abuse is possible.
- Run articles in union newsletters on the issue of abuse, including information on help for batterers and the work of community-based organizations.
- Post the phone number of the shelter or hotline on employee bulletin boards and distribute literature to the members.

## WORK WITH SHELTERS

- Establish links with local shelters, hotlines, and other community sources.
- Introduce materials into the workplace from the local hotlines and shelters — some women may need this information.
- Begin actively supporting your local women's shelters. If there is not one, use union organizational skills to get one started.
- Lobby federal, state and local governments for increased funding for shelters.
- Call your local shelter and ask how the union can help. Money is always scarce, so individual or union donations will be appreciated. Non-monetary contributions such as clothes or toiletries may also be needed.
- Most communities have a hotline. The union might provide volunteers to answer the hotline a few hours per month.

## UNION TRAINING

- Be sure all members have information about where to refer members for help.
- Help women become more confident by running assertiveness training workshops.
- Include information about domestic violence as part of your steward training.

## WHAT YOU CAN DO TO SUPPORT A CO-WORKER WHO IS BEING ABUSED

Some AFSCME members may be approached by a friend or co-worker who is a victim of domestic violence and wants someone to talk to. The following list of “do’s” and “don’ts” may be helpful.

- Believe her.
- Encourage, but don’t pressure her to talk about the abuse.
- Respect her need for confidentiality.
- Listen to her. Support her feelings without judging her.
- Let her know that she is not alone. Domestic assault happens to many women.
- Reassure her that the abuse is not her fault. She is not to blame.
- Give her clear messages that: she can’t change her partner’s behavior; apologies and promises will not end the violence; violence is never justifiable.
- Her physical safety is the first priority. Discuss her options and help her make plans for her and her children’s safety.
- Give her the time she needs to make her own decisions.
- If she is not ready to make major changes in her life, do not take away your support.
- Give her a list of key community resources that support and work with assaulted women.



■ Battered women need our support and encouragement. Some forms of advice can be harmful or dangerous.

- Don't tell her what to do, when to leave, or not to leave.
- Don't tell her to go back and try a little harder.
- Don't rescue her by trying to make her decisions for her.
- Don't offer to try to talk to her partner to straighten things out.
- Don't tell her she should stay because of the children.





## FOR STEWARDS

While the signs below could be explained by something other than domestic violence, possible signs that a co-worker is being battered include:

- Bruises she may try to explain as being caused by an accident.
- Frequent or unexplained absences or lateness.
- Frequent personal phone calls that leave her upset.
- A decline in job performance — difficulty concentrating or working effectively.
- Withdrawal from co-workers.

Remember that despite severe on-the-job problems, the co-worker may be reluctant to talk about the abuse because she feels embarrassed or fearful. You might open the discussion by assuring her that the union is there to help and you understand that it is not always possible to separate one's personal life from one's working life. If she does want to confide in you, the previous section on, "What You Can Do To Support A Co-Worker Who Is Being Abused," may offer some helpful suggestions. Also offer to be her advocate to get the employer to make some accommodations to help her through the crisis. For example, she may need some time off or may need a temporary change in shift or work location.

If she is reluctant to confide in you, assure her you will still represent her. Encourage her to get help through the Employee Assistance Plan if you have one, or offer to help her tap into available community resources. Discourage any workplace gossip about her situation. Leave the door open to her if she wants to talk in the future.

## WHERE TO GET HELP

If you are a victim of domestic abuse and want to break the cycle of violence look in the yellow pages of your telephone directory under Crisis Intervention Services, Social Service Organizations, Domestic Violence, Family Violence or Emergency Shelters for your local battered women's shelter or service.

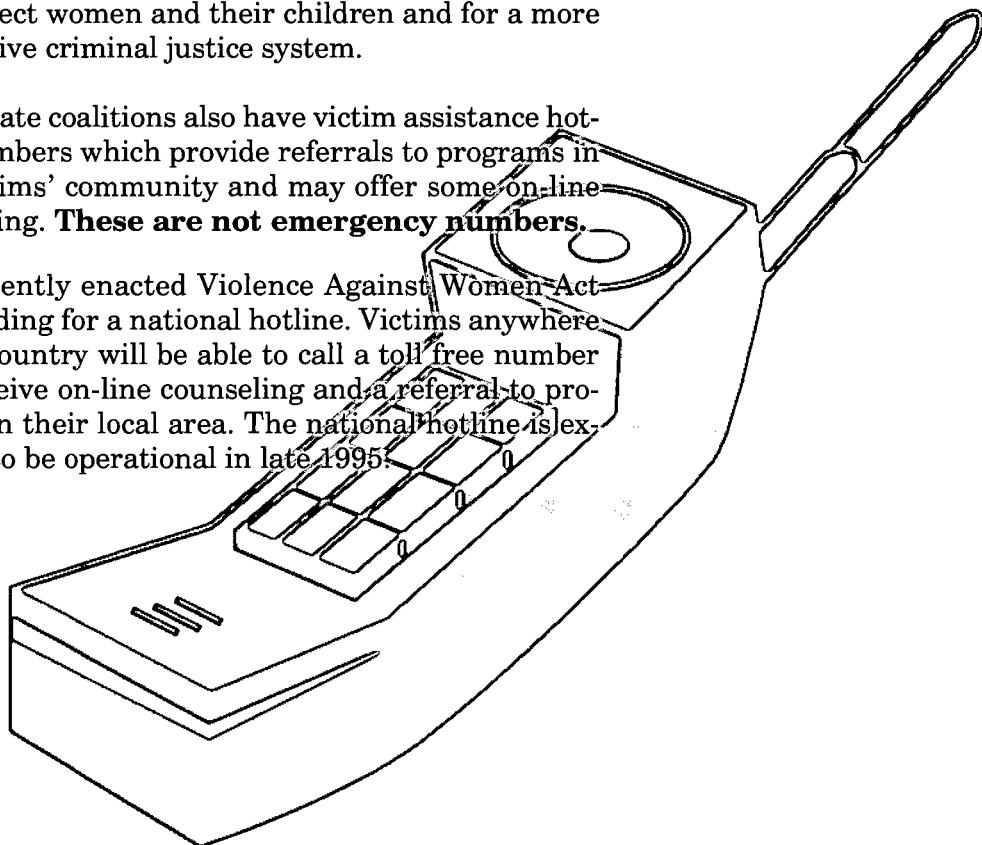
**If you are in immediate danger, call 911.**

## STATEWIDE DOMESTIC VIOLENCE COALITIONS

If you want to get information on efforts to combat domestic violence and want to get involved, below is a list of telephone numbers for statewide coalitions, which includes women's shelters, related organizations and individuals whose projects include advocating for increased funding for shelters, for laws to better protect women and their children and for a more responsive criminal justice system.

Some state coalitions also have victim assistance hotline numbers which provide referrals to programs in the victims' community and may offer some on-line counseling. **These are not emergency numbers.**

The recently enacted Violence Against Women Act has funding for a national hotline. Victims anywhere in the country will be able to call a toll free number and receive on-line counseling and a referral to programs in their local area. The national hotline is expected to be operational in late 1995.



## STATE COALITIONS AGAINST DOMESTIC VIOLENCE

STATE	GENERAL INFORMATION	VICTIM ASSISTANCE
Alabama	(205) 832-4842	
Alaska	(907) 586-3650	
Arizona	(602) 279-2900	(800) 782-6400
Arkansas	(501) 633-4668	(800) 332-4443
California	(415) 457-2464	
Colorado	(303) 573-9018	
Connecticut	(203) 524-5890	
Delaware	(302) 571-2660	
District of Columbia	(202) 783-5332	
Florida	(904) 668-6862	(800) 500-1119
Georgia	(404) 524-3847	(800) 643-1212
Hawaii	(808) 595-3900	
Idaho	(208) 384-0419	
Illinois	(217) 789-2830	
Indiana	(317) 641-1912	(800) 332-7385
Iowa	(515) 281-7284	(800) 942-0333
Kansas	(913) 232-9784	(800) 727-2785
Kentucky	(502) 875-4132	
Louisiana	(504) 542-4446	
Maine	(207) 941-1194	
Maryland	(301) 942-0900	(800) 634-3577
Massachusetts	(617) 248-0992	
Michigan	(517) 484-2924	
Minnesota	(612) 646-6177	
Mississippi	(601) 981-9196	
Missouri	(314) 634-4161	
Montana	(406) 245-7990	
Nebraska	(402) 476-6256	
Nevada	(702) 358-1171	(800) 500-1556
New Hampshire	(603) 224-8893	(800) 852-3388
New Jersey	(609) 584-8107	(800) 572-7233
New Mexico	(505) 246-9240	(800) 773-3645
New York	(518) 432-4864	(800) 942-6906
North Carolina	(919) 956-9124	
North Dakota	(701) 255-6240	(800) 472-2911
Ohio	(800) 934-9840	
Oklahoma	(405) 557-1210	(800) 522-9054
Oregon	(503) 239-4486	(800) 622-3782

STATE	GENERAL INFORMATION	VICTIM ASSISTANCE
Pennsylvania	(800) 932-4632	
Rhode Island	(401) 723-3051	(800) 494-8100
South Carolina	(803) 254-3699	
South Dakota	(605) 225-5122	
Tennessee	(615) 386-9406	
Texas	(512) 794-1133	(800) 525-1978
Utah	(801) 538-4078	
Vermont	(802) 223-1302	
Virginia	(804) 221-0990	(800) 838-8238
Washington	(206) 352-4029	(800) 562-6025
West Virginia	(304) 765-2250	(800) 352-6513
Wisconsin	(608) 255-0539	(800) 236-7660 (Native American)
Wyoming	(307) 266-4334	
Puerto Rico	(809) 722-2907	

#### **Sources:**

Taking Action: A Union Guide to Ending Violence Against Women.  
British Columbia Federation of Labor and the Women's Research  
Center.

Understanding Domestic Violence: Fact Sheet, produced by The  
National Woman Abuse Prevention Project.

Union and Employee Assistance Committee on Domestic Violence.  
New York, AFSCME District Council 37.

For further information contact:

**AFSCME Women's Rights Department**

1625 L Street, N.W. Washington, D.C. 20036

Telephone: (202) - 429-5090



**AFSCME®**  
***in the public service***

**American Federation of State, County,  
and Municipal Employees, AFL-CIO**

1625 L Street, N.W.  
Washington, D.C. 20036

**Gerald W. McEntee**  
International President

**William Lucy**  
International Secretary-Treasurer

# **Safety and Justice**

**Community Intervention  
in Domestic Violence**

**The Multnomah County Model**

The opinions, findings and conclusions or recommendations expressed in this publication are those of the author/collaborators and do not necessarily reflect the views of the Department of Justice.

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## **Executive Summary**

Under English Common Law, a husband had the authority to assault his wife with a rod or stick that could be no wider than his thumb. This is the origin of the term "rule of thumb..."

It has been only 26 years since the state of Oregon recognized that domestic violence cannot be sanctioned under the law. In 1969 Oregon law made it a crime to assault an intimate partner. A domestic assault can now result in immediate arrest, jail, and prosecution.

Over the years, victim advocates and other professionals have forged partnerships to develop local policies and practices that confront domestic violence as a crime, not a privilege. In Multnomah County, Oregon, this effort is apparent in the system of inter-connected agencies which cooperate to implement a community response to domestic violence. The present model of intervention has evolved among institutions that once provided a piece-meal, haphazard response to family violence. Now local agencies coordinate their efforts to improve victim safety and batterer accountability, with the ultimate goal of reducing and preventing domestic violence.

Limited resources and high demand for services present a constant challenge to intervention programs. Coordinated community response offers the best opportunity to meet that challenge and to provide safety and justice for the victims of domestic violence.

## Domestic Violence Intervention Model At A Glance

FY 1993-94

AGENCY	PROGRAM	BUDGET	STAFF	OBJECTIVES
Portland Women's Crisis Line	<ul style="list-style-type: none"> <li>• Crisis hotline</li> <li>• Info/referral</li> <li>• Transportation</li> <li>• Support groups</li> <li>• Safehomes</li> <li>• Restraining order advocates</li> <li>• Community ed.</li> </ul>	\$222,195	7 FTE	<ul style="list-style-type: none"> <li>• To operate a 24-hour crisis intervention hotline</li> <li>• To provide direct services, advocacy and education</li> <li>• To empower women and children</li> <li>• To end domestic and sexual violence</li> </ul>
The Shelter System (5 agencies)	<ul style="list-style-type: none"> <li>• Crisis hotline</li> <li>• Emergency shelter</li> <li>• Transitional shelter</li> <li>• Support groups</li> <li>• Advocacy</li> <li>• Community ed.</li> </ul>	\$2,002,227	<ul style="list-style-type: none"> <li>• Bradley-Angle = 10.8 FTE</li> <li>• Raphael = 15.5 FTE</li> <li>• YWCA = 8 FTE</li> <li>• West = 25.35 FTE</li> <li>• Volunteers of America = 6.34 FTE (emergency shelter)</li> </ul> <p>TOTAL = 66 FTE</p>	<ul style="list-style-type: none"> <li>• To provide emergency shelter and transitional housing</li> <li>• To provide support and information to victims</li> <li>• To advocate with other agencies</li> <li>• To educate the public</li> <li>• To assist victims to achieve stability and violence-free lives</li> </ul>
Legal Advocacy (5 agencies)	<ul style="list-style-type: none"> <li>• Free restraining order assistance (forms, hearings)</li> <li>• Free divorce, custody, visitation, support representation</li> </ul>	\$435,637	<ul style="list-style-type: none"> <li>• PWCL = .5 FTE</li> <li>• LAP = 1 FTE</li> <li>• DVP = .33 FTE</li> <li>• LCLC = 3 FTE</li> <li>• FLC = 8 FTE</li> </ul> <p>TOTAL = 13 FTE</p>	<ul style="list-style-type: none"> <li>• To provide victim access to free legal services</li> <li>• To recruit/train volunteers, law students, and lawyers</li> <li>• To teach law students to work with low income victims</li> <li>• To provide pro bono opportunities for lawyers</li> <li>• To educate the community</li> <li>• To increase victims' ability to self-advocate</li> <li>• To compile info/advocate improvements</li> <li>• To provide free legal advice, advocacy and representation</li> </ul>

Domestic Violence Intervention: Model At A Glance *continued*

AGENCY	PROGRAM	BUDGET	STAFF	OBJECTIVES
DVRU	<ul style="list-style-type: none"> <li>Follow-up DV investigation</li> <li>Support/training for street officers</li> <li>Intensive law-enforcement assistance</li> </ul>	\$694,983	7.65 FTE	<ul style="list-style-type: none"> <li>To assist victims in protecting themselves/children</li> <li>To remove obstacles that hinder victim assistance</li> <li>To reduce overall violence, break the cycle, interrupt learned behavior</li> <li>To assist officers in understanding DV</li> <li>To conduct follow-up investigations on DV misdemeanors</li> <li>To develop cases for prosecution</li> <li>To train officers</li> <li>To educate/inform community</li> </ul>
DA's Domestic Violence Unit	<ul style="list-style-type: none"> <li>Domestic violence prosecution</li> <li>Misdemeanors and felonies</li> </ul>	\$475,000	9 FTE	<ul style="list-style-type: none"> <li>To stop the cycle of DV by proceeding with prosecution in all issued cases</li> <li>To prosecute without dismissal</li> <li>To seek appropriate sanctions to help prevent future abuse</li> <li>To assist victims</li> <li>To inform victims of DA resource</li> </ul>
Corrections: Deferred Sentencing	<ul style="list-style-type: none"> <li>Probation program for DV misdemeanors</li> </ul>	\$142,745	2 FTE	<ul style="list-style-type: none"> <li>To eliminate/reduce acts of violence in deferred sentencing offenders through coordinated program</li> </ul>
Treatment for Batterers (2 agencies)	<ul style="list-style-type: none"> <li>Education/treatment for batterers</li> <li>Education/treatment component of deferred sentencing program</li> </ul>	ASAP = \$65,400 MRC = not available	ASAP = 1.5 FTE MRC = 10 FTE	<ul style="list-style-type: none"> <li>To end controlling behavior/power disorders in domestic relationships</li> <li>To assist abusers to take responsibility for their behavior, understand the causes and effects of abuse, develop alternatives to conducting violent relationships</li> </ul>

## Introduction

Multnomah County, Oregon consists of 435 square miles. It comprises Oregon's major metropolitan region, including the cities of Portland, Gresham, Fairview, Troutdale, Maywood Park, and Wood Village. At nearly 590,000 residents, Multnomah County has the highest population density in the state. Approximately 75% of that populous lives in the city of Portland.

In Multnomah County, Oregon, a group of professionals has formed an inter-agency coalition to examine, evaluate, and transform how local institutions intervene in domestic violence. This group promotes the ethos that a coordinated public response is the best way to address family violence. In Multnomah County, domestic violence is no longer viewed as a private, family matter. Once violence has occurred inside the home, there is now a coordinated, collective effort to confront it outside the home.

This report presents a description of the local programs which coordinate to implement Multnomah County's intervention model. Each description contains agency-reported information about the program's budget, funding, staff, objectives, activities, outcomes, and issues. Some data are presented to illustrate the prevalence of domestic violence in Multnomah County, and to demonstrate the level of agency response to the problem. Interpretation of the data is left to the reader and to future evaluative efforts.

The report is offered to assist the local community, policy makers, other communities in and outside Oregon, and state and federal government officials in developing or supporting models of effective domestic violence response. By describing one community's intervention strategies, the report intends not to prescribe, but to encourage others to participate in community-based solutions to domestic violence.

## The Family Violence Intervention Steering Committee

The inter-disciplinary, oversight committee called the Family Violence Intervention Steering Committee is the fundamental component of the model of domestic violence intervention in Multnomah County, Oregon. This Committee provides both the impetus and the adhesive for coordinating agencies and professionals who deal with domestic violence. It is a clearinghouse, an advisory board, and a forum for education, discussion, and debate. The Committee provides oversight for the system and acts as a catalyst for change.

### History/Evolution of the Coordinated Effort

In 1987, the National Council of Juvenile and Family Court Judges directed a federally funded test project to determine how certain court systems responded to family violence. Portland, the largest city in Oregon, was chosen as one of three test sites for the project. A voluntary steering committee of court personnel, lawyers, and judges formed to examine local court practices, assisted by a paid coordinator.

When the project ended, committee participants were more aware of the court system's adequacies and deficiencies in responding to domestic violence. They decided to continue sharing information on an ad-hoc basis and to broaden their focus to include the police and service providers. In 1989, the expanded group became the Family Violence Intervention Steering Committee. The momentum for this Committee came largely from court personnel, and from social and legal service professionals who had been instrumental in developing Oregon's progressive domestic violence laws. In recent years, the Portland-based Committee has begun to expand its connections to include the greater metropolitan area of Multnomah County.

### Mission and Objectives of the Family Violence Intervention Steering Committee

#### *Mission:*

To provide an inter-agency forum for developing, implementing, and assessing a coordinated response to domestic violence in Portland, Multnomah County, Oregon.

#### *Objectives:*

- To share information about local response to domestic violence in order to decrease its incidence.
- To plan, develop, implement and monitor an integrated services model of effective intervention in domestic violence.
- To focus public attention on the problem of domestic violence, and to develop community resources to deter it.
- To propose and support legislation, ordinances, and other public policy protocols to further the objectives of the Steering Committee.

**The Family  
Violence  
Intervention  
Steering  
Committee**  
*continued*

**Membership of the Steering Committee**

24 public and private agencies are now members of the Family Violence Intervention Steering Committee. Approximately 30 to 40 people representing these agencies and 10 to 20 other interested members of the public regularly attend the Committee's monthly meetings. Steering Committee members include:

**Shelters and Crisis Lines**

Bradley-Angle House  
Metro Crisis Intervention Service  
Oregon Coalition Against Domestic  
and Sexual Violence  
Portland Women's Crisis Line  
Raphael House of Portland

**Legal Advocates for Victims**

Multnomah County Legal Aid  
Service Family Law Center  
Oregon Legal Services  
Volunteer Lawyer's Project

**Criminal and Civil Justice  
Providers/ Law Enforcement**

Metropolitan Public Defenders  
Multnomah County Community  
Corrections  
Multnomah County Courts  
Multnomah County District  
Attorney  
Oregon Department of Corrections,  
Community Services  
Portland Police Bureau

**Health Care Providers**

Multnomah County Health Department  
Oregon Health Sciences University  
Hospital  
Oregon Medical Association

**Treatment for Perpetrators**

ASAP Treatment Services  
Men's Resource Center

**Educators**

Community Advocates

**Child Abuse Intervention Advocates**

Children's Services Division

**Local Government and Funders**

City of Portland  
Children and Family Services Division  
of Multnomah County  
United Way of the Columbia  
Willamette

**Structure of the Steering Committee**

The Steering Committee developed a set of Operating Principles to guide its function and membership. The Principles articulate the Committee's philosophy and objectives, and set forth its governance and structure.

As the Steering Committee has grown in size and complexity, subcommittees have formed to deepen inter-agency coordination and to examine issues and programs. The significant policy development of the Steering Committee occurs at the subcommittee level. Members enter into multi-disciplinary liaisons to

**The Family  
Violence  
Intervention  
Steering  
Committee**  
*continued*

evaluate and improve specific details of the intervention effort. Past and current subcommittees include:

- Administration and Resource Development
- Public Awareness and Advocacy
- Data Collection
- Repeat and Serious Offenders
- Training and Implementation of the Domestic Violence Reduction Unit
- Recognizance Release of Offenders
- Needs Assessment Update

**Outcomes of the Steering Committee**

The Steering Committee provides a forum to:

- Identify and address problems
- Collaborate to design and implement new programs
- Prioritize program development
- Facilitate recognition and accountability among agencies
- Correct imbalances in the system
- Cooperate, rather than compete, to seek new funding
- Develop community needs assessments (*From Harassment to Homicide*, 1991, and *Update*, 1994)
- Increase funding for domestic violence programs
- Coordinate data collection

**The Edward Byrne Memorial Fund Grant**

In 1993 the Steering Committee obtained a \$185,000 grant from the state-administered, federally funded Edward Byrne Memorial Fund. The grant is renewable for three years. It has been invaluable in helping to balance resources directed to domestic violence intervention and to supplement crucial inadequacies in service delivery. In the first year of the grant, funding was used to increase intensive probation services for abusers, to pay for shelter beds, to support a position to coordinate courthouse advocates for restraining order petitioners, to provide outreach to gang-affiliated victims of family violence, to present trainings, and to produce the report *Update*.

In the second year, the grant was increased to \$200,000. It continued to fund shelter beds, the probation officer, the courthouse advocate, and gang outreach. In addition, the increased funds provided for a position to represent victims of violence in divorce and custody cases, and a partial position to assist the police with Spanish-speaking victims. For fiscal year 1995-96, the grant request has been expanded to provide for key legal services for victims.

## **THE MULTNOMAH COUNTY MODEL...**

### **Crisis Intervention/ Services for Victims**

Seven agencies in Portland provide emergency crisis intervention and shelter to victims of domestic violence and their children.

Such services are sometimes the only safe housing resource available to families fleeing abusive situations.



**THE  
PORTLAND  
WOMEN'S  
CRISIS LINE**

*Program*

- Crisis line
- Information and referral/bedspace clearinghouse
- Transportation from danger to safety
- Support groups
- Safehome network
- Restraining Order assistance
- Advocacy
- Community education

*Budget FY 1993-94*

\$222,195

*Funding Sources FY 1993-94*

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>• Individual and group donations</li> <li>• Fundmailer</li> <li>• Foundation grants (15 foundations)</li> <li>• Special events</li> <li>• United Way</li> <li>• Marriage License Tax</li> <li>• VOCA</li> <li>• Rape Education Grant</li> <li>• Byrne Grant</li> <li>• City of Portland Grant</li> </ul> | <ul style="list-style-type: none"> <li>• Oregon Coalition Against Domestic &amp; Sexual Violence Grant</li> <li>• Domestic Violence Prevention Grant</li> <li>• Speaking engagements</li> <li>• Trainings</li> <li>• Sales</li> <li>• Interest</li> <li>• Miscellaneous</li> <li>• In-kind volunteer hours</li> </ul> |
|---|---|

*Staff*

1 FTE Executive Director  
 1 FTE Support Group Coordinator  
 5 FTE Direct Service Coordinators\*  
 Volunteers

*\*In FY 1994-95 staffing was reduced to four Direct Service Coordinators.*

*Objectives*

- To operate a 24-hour crisis intervention hotline for women and children (and their supportive families and friends) who are victims/survivors of domestic and sexual violence.
- To provide direct services, advocacy and education related to domestic and sexual violence intervention.
- To empower women and children to reclaim their rights.
- To end domestic and sexual oppression and violence against women and children.

**THE  
PORTLAND  
WOMEN'S  
CRISIS LINE**  
*continued*

*Procedures/Activities*

- Operate a 24-hour crisis line (2 phone lines)
- Operate support groups for domestic violence survivors
- Maintain safehome network
- Provide transportation from danger to safety
- Advocate for victims within the legal, medical and mental health systems
- Participate in public speaking and community education
- Provide intensive training of volunteers

The Portland Women's Crisis Line has two phone lines, answered 24-hours each day by staff and volunteers. Victims of domestic violence frequently get the number of the crisis line from the police and other service providers. An advocate who takes a domestic violence call first determines if the caller needs medical attention or the police. The Crisis Line performs a bedspace count each day and provides callers with the phone numbers to shelters with open bed-space. Callers to the Crisis Line encounter a supportive listener who offers information about restraining orders, counseling, and referrals to many social services. The Crisis Line provides transportation for victims from danger to safety, a safe home network, support groups, and courthouse advocates.

*Outcomes*

- Domestic violence crisis calls FY 1993 - 94: 5,875
- Transports from danger to safety: 351
- Volunteer service hours: 13,288
- Volunteer public speaking hours: 800

Total Domestic violence crisis calls to Portland Women's Crisis Line and Domestic Violence Shelters FY 1993-94: 29,252

*Issues*

- Lack of stable, ongoing funding
- Need for an effective stalking law
- Need for stricter penalties for perpetrators of domestic violence
- Need for mandated training for judges regarding domestic violence
- Need for increased services for underserved populations (victims from other cultures or who are differently abled)
- Need for improvement of laws and court practices to protect domestic violence victims and their children

**THE SHELTER  
SYSTEM**

Bradley-Angle House  
Raphael House  
YWCA  
West Women's and Children's Shelter  
Volunteers of America

*Program*

- Crisis line
- Emergency shelter services
- Transitional shelter services
- Support groups
- Advocacy
- Community education
- Case management

*Budget FY 1993-94*

Bradley-Angle House = \$371,794\*  
Raphael House = \$682,435  
YWCA = \$188,066  
West Women's and Children's Shelter = \$569,998  
Volunteers of America = \$192,635

Total budget for shelter services = \$2,004,928

*\*In late 1994, Bradley-Angle House opened a transitional facility, increasing its 1994-95 budget to \$500,000.*

*Funding Sources FY 1993-94*

- Donations
- United Way
- Foundations
- State of Oregon (Marriage License Tax)
- City of Portland
- Multnomah County
- Federal funds administered through the State (VOCA and Edward Byrne Memorial Grant)
- Miscellaneous
- In-kind volunteer hours (Total volunteer hours: 30,000)

# Domestic Violence Shelter Funding

FY 1993-94

SHELTER	DONATNS	UW	FNDNS	STATE	CITY	COUNTY	FED.	MISC.	TOTAL
BA House	83,348	88,636	37,656	28,403	56,594	31,977	35,358	9,822	371,794
Raphael House	273,000	0	10,000	22,000	65,592	99,972	94,995	116,876	682,435
YWCA	5,000	104,992	1,400	16,332	23,000	28,342	9,000	0	188,066
West	190,193	27,140	29,950	18,282	59,906	104,715	100,602	39,210	569,998
V of A	4,821	79,324	3,652	59,665	26,583	15,890	0	0	189,934
<b>TOTAL</b>	<b>556,362</b>	<b>300,092</b>	<b>82,658</b>	<b>144,682</b>	<b>231,675</b>	<b>280,896</b>	<b>239,955</b>	<b>165,908</b>	<b>2,002,227</b>
<b>% of Total</b>	<b>27.7%</b>	<b>15.0%</b>	<b>4.1%</b>	<b>7.2%</b>	<b>11.6%</b>	<b>14.1%</b>	<b>12.0%</b>	<b>8.3%</b>	<b>100.0%</b>
<b>Total Gov't</b>	<b>899,908</b>								
<b>% Gov't</b>	<b>44.9%</b>								
<b>TOTAL</b>	<b>2,002,227</b>								
<b>Total Funding</b>		<b>BAH</b>	<b>Raphael</b>	<b>YWCA</b>	<b>West</b>	<b>V of A</b>	<b>Total</b>		
<b>Gov't</b>		152,332	282,559	76,674	283,505	102,138	899,908		
<b>Non-Gov't</b>		219,462	399,876	111,392	286,493	87,797	1,105,020		
<b>TOTAL</b>		371,794	682,435	188,066	569,998	189,934	2,002,227		

In 1994-95, the City and County increased funding by \$225,000, which includes an increase of 2 emergency shelter beds and the BAH transitional facility. The state also increased its funding through a 2-year federal grant, which totaled \$153,000 (\$30,600/agency) in 1994-95.

THE SHELTER SYSTEM <i>continued</i>	Staff		
	Bradley-Angle =	Raphael =	West =
	1 FTE Executive Director	1 FTE Executive Director	1 FTE Program Coordinator
	1 FTE Shelter Coordinator	1 FTE Director Special Events	1 FTE Lead Counselor
	1 FTE Transition Program Coordinator	.75 FTE Special Events Assistant	1.5 FTE Student Interns
	1 FTE Outreach Program Coordinator	.5 FTE Bookkeeper	<i>Emergency Shelter Program</i>
	.8 FTE Administrative Assistant	1 FTE Fiscal Manager	1 FTE Intake Specialist
	4.5 FTE Case Managers	1 FTE Director of Business Development	1 FTE Assessment Case Manager
	.75 FTE Children's Program Manager	1 FTE Receptionist Administrative Assistant	5 FTE Case Management Assistants
	.75 FTE Volunteer Coordinator	1 FTE Director of Property and Maintenance	.75 FTE Food Service Coordinator
	Volunteers	.75 FTE Volunteer Coordinator	2 FTE Volunteers
		.5 FTE Shelter Children's Advocate	<i>Transitional Housing Program</i>
		1 FTE Follow-up Case Manager	1 FTE Singles Case Manager
		.5 FTE Housing Children's Advocate	1 FTE Lead Case Manager/Trainer
		1 FTE Jesuit Volunteer - Case Manager	1 FTE Family Case Manager
		.5 FTE Supervisor of Housing	2.5 FTE Case Management Assistants
		1.25 FTE Transition Case Manager	1 FTE Volunteer
		1 FTE Shelter Director/Case Manager	<i>Children's Program</i>
		.75 FTE Shelter Manager (temporary position)	.6 FTE Play Therapist
		1 FTE Outreach/Case Manager	2 FTE Child Advocates
		Volunteers	3 FTE Volunteers
			<b>Volunteers of America =</b>
			1 FTE Program Director
			1 FTE Case Manager
			4.34 FTE Family Workers: Child Advocates, House Manager, Volunteer Coordinator, Domestic Violence Coordinator
			Volunteers

**THE SHELTER  
SYSTEM**  
*continued*

*Objectives*

- To provide emergency shelter and transitional housing for domestic violence victims
- To provide support and information to domestic and sexual violence victims
- To advocate with other agencies for survivors of domestic and sexual violence
- To educate the public about domestic and sexual violence
- To assist victims to achieve stability and lives free of violence
- To end domestic violence

*Procedures/Activities*

Victims of domestic violence access emergency shelters through each shelter's crisis/intake line. A shelter worker talks directly to the victims, provides support and information, and makes a determination that the victim wants to come to an emergency shelter and is appropriate for that shelter. All shelters require that a resident abstain from all alcohol and non-prescription drug use during her stay, that the shelter will be a safe residence for her (i.e., the batterer does not know its location or is unlikely to find it out), that she be able to care for herself and her children and that she is able and willing to live in a communal situation.

Once the victim is approved for shelter, transportation is arranged either by the victim or through the Portland Women's Crisis Line. Upon arrival at the shelter, she is oriented to the shelter, given a copy of the house rules, assigned a bedroom or sleeping area, and provided an in-depth assessment. Usually within three days of arrival, she will meet with the shelter's case manager or advocate to identify goals and make plans; if she has children, the victim and children will meet with the Children's Program worker to assess parenting skills and the needs of the children. Shelter workers commonly work with the victim to obtain emergency medical care, food stamps, AFDC, AFS emergency assistance and other resources. In addition, they will give information about legal remedies, such as restraining orders, divorce, pressing charges, etc. All shelters provide domestic violence education and support groups, and children's programs for residents and their children.

## Domestic Violence Shelter & Crisis Line Services

1995

	PWCL	BRADLEY- ANGLE	RAPHAEL	YWCA	WEST	Volunteers Of America
24-hour crisis counseling	✓	✓	✓	✓	✓	✓
Emergency shelter		✓	✓	✓	✓	✓
Emergency food/clothing		✓	✓	✓	✓	✓
Transportation program	✓	✓	✓	limited	✓	✓
Support groups	✓	✓	✓	✓	✓	✓
Individual counseling			✓	✓	✓	✓
Peer counseling		✓			✓	✓
Children's program		✓	✓	✓	✓	✓
Advocacy	✓	✓	✓	✓	✓	✓
Info & referral	✓	✓	✓	✓	✓	✓
Parenting groups/classes		✓	✓	✓	✓	referrals to
Public education	✓	✓	✓	✓	✓	✓
Transitional housing		✓	✓	✓	✓	✓
Safehomes	✓					
Mother's group		✓	✓		✓	
Employment referral		✓	✓	✓	✓	✓
Money management			✓	✓		✓
Homemaking/life skills activities			✓	✓	✓	✓
Adults Molested as Children group	✓			✓	✓	
Visitation for non-custodial mothers				✓	✓	

**THE  
SHELTER  
SYSTEM**  
*continued*

*Outcomes FY 1993-94*

- Domestic violence emergency shelter beds: 82
- Domestic violence transitional beds: 29\*
- Survivors served out-of-shelter (support groups): 2,468
- Public Presentations: 607

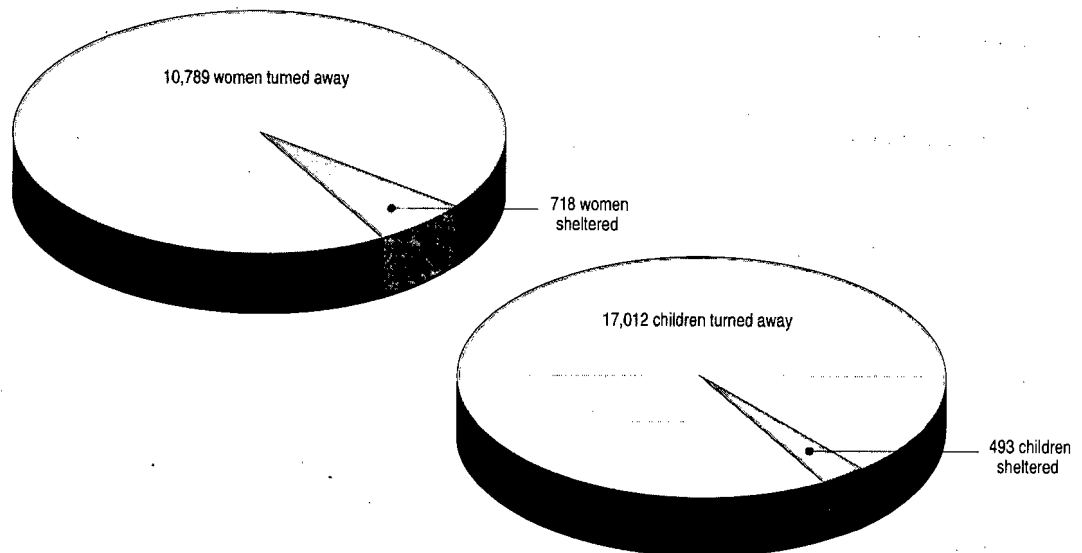
*\*In FY 1994-95, the Bradley-Angle House transitional facility added 18 more beds.*

**THE SHELTER  
SYSTEM**  
*continued*

**Domestic Violence Emergency Shelter Services**  
1995

SHELTER	NUMBER OF BEDS	LENGTH OF STAY
Bradley-Angle House	15	4 weeks
Raphael House	20	4 weeks
YWCA	24	5 weeks
West Women's	15	30 days
Volunteers of America	12	no limit
<b>TOTAL</b>	<b>86</b>	

**Domestic Violence Shelter & Turnaways**  
FY 1993-94



*Issues*

- Lack of stable, ongoing funding
- Lack of shelter space
- Lack of public acknowledgment of domestic violence as a social problem
- Persistent misperceptions by some professionals and the public about why women are beaten/why women stay in abusive relationships
- Failure of other professionals to acknowledge shelter worker's expertise
- Difficulty for shelters to accommodate cultural diversity of victims
- Difficulty for shelters to accommodate victims with intensive, complex problems (alcohol/drug, immigration, health)

## **The Civil Justice System**

Many victims of domestic violence turn to the courts and legal advocates for restraining orders, divorce, and permanent custody orders. These civil remedies help victims to separate legally from abusive partners and move forward in building safer lives.



## THE FAMILY LAW DEPARTMENT

The Multnomah County Court has created a Family Law Department which handles all of the cases generated by restraining orders and other family law matters. This helps to streamline and standardize court response to family violence.

### *Staff\**

6 full-time Judges (and their respective staffs)

Clerk's Office: 1 FTE Supervisor

1 FTE Leadworker

7 FTE Clerks

*\*This staffing is for all family law cases in all of Multnomah County. As of April 1, 1995, the Department added two full-time and two part-time rotating Juvenile Court Referees to hear family violence cases.*

### *Restraining Orders*

The Family Abuse Prevention Act ("FAPA", at Oregon Revised Statutes 107.700 - 107.730) was passed in 1977 and serves as an example of progressive domestic violence legislation. It provides that certain victims of family abuse may obtain a restraining order to protect themselves and their children from domestic violence. The abuse must have occurred within six months prior to the request for a restraining order (with limited exceptions), and the victim must allege continuing fear of the abuser. Restraining orders are free and remain in effect for one year.

Under FAPA, "family abuse" occurs when a family or household member:

- Purposely causes or tries to cause bodily injury to another family or household member.
- Purposely places another family or household member in fear of imminent serious bodily injury.
- Forces a family or household member to engage in involuntary sexual relations.

*A restraining order can:*

- Order the abuser not to interfere with, bother, or menace the victim and her children.
- Order the abuser to keep away from the victim's home, school or workplace.
- Order the abuser to move out of the family home.
- Award temporary custody and visitation orders.
- Require a police officer to stand-by while essential personal effects are removed from the home.

**THE  
FAMILY LAW  
DEPARTMENT**  
*continued*

*Procedures/Activities*

Applicants can request restraining order forms from the Family Law Clerk in the Multnomah County Courthouse. Advocates are available between 11:00 a.m. and 1:30 a.m. to assist in filling out the forms. Family Law judges (and as of April 1, 1995, Juvenile Court referees) interview the applicants and decide whether to grant the order. Once the order is granted, it must be served on the abuser before it is enforceable by the police or courts. The person restrained has thirty days to request a hearing which will be scheduled within three weeks of the date of the request (the "21-day hearing"). At this hearing, the Family Law judge or referee will determine if the restraining order should be upheld, or if any of its terms (like the award of custody or visitation schedule) should be altered. A free attorney, provided by local advocacy projects, may be available to represent the victim in the 21-day hearing.

If the abuser violates the restraining order and the DA prosecutes the violation, the violation hearing is held in front of a Family Law judge.

*Outcomes*

Assigning all restraining order matters to the Family Law Department judges and referees promotes uniformity in the process, less confusion for individuals involved in the process, and more consistent rulings and sentences.

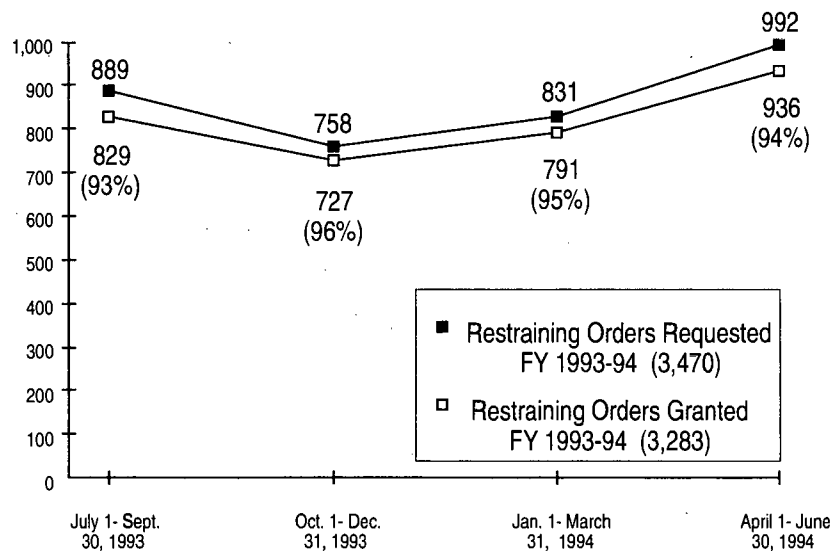
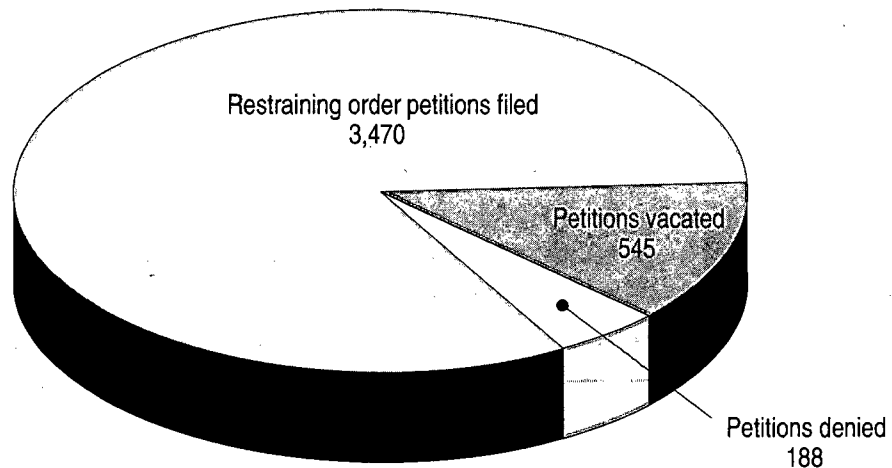
- Approximately 39% of restraining order petitions involve children.
- Approximately 25% of restraining orders granted result in a 21- day hearing.
- Approximately 75% of restraining orders remain in place for one- year until they expire.
- Approximately 3% of restraining orders are renewed.
- Approximately 7% of restraining orders are violated.
- Approximately 75% of the violations are not prosecuted because the victims does not file a complaint.
- Approximately 21% of restraining orders are vacated\*:
  - 53% of vacates occur within 30 days of issue of the order.
  - 14% of vacates occur between 31 and 45 days from issue of the order.
  - 9% of vacates occur between 45 and 60 days from issue of the order.
  - 9% of vacates occur between 61 and 90 days from issue of the order.
  - 16% of vacates occur after 90 days from issue of the order.

*\*Vacates may be by a judge at a 21-day hearing or at the request of the victim at any time.*

THE  
FAMILY LAW  
DEPARTMENT  
*continued*

## Multnomah County Restraining Orders

FY 1993-94



95% of restraining orders requested are granted...

### Issues

- Difficulty for people experiencing crisis to absorb large quantity of information.
- Lack of child care for people requesting restraining orders or attending 21-day hearings.
- Some victims still attend 21-day hearings unrepresented by an attorney.
- Difficulty in treating repeat violators—some individuals continue to violate restraining orders repeatedly even after being convicted, placed on probation, and ordered into treatment. Approximately 25% of violators will violate the restraining order two or more times during the life of the order.
- Need for more intensive supervision and enhanced penalties for repeat domestic violence offenders.

LEGAL  
ASSISTANCE  
FOR  
VICTIMS

Portland Women's Crisis Line (PWCL)  
Oregon Coalition Against Domestic and Sexual Violence Legal Access Project (LAP)  
Lewis and Clark Legal Clinic (LCLC)  
Volunteer Lawyers Project Domestic Violence Project (DVP)  
Multnomah County Legal Aid Family Law Center (FLC)

*Program*

- Free assistance filling out restraining order forms
- Free legal representation at restraining order hearings
- Free legal advice-representation in divorce, custody, visitation, and support cases

*Budget FY 1993-94*

PWCL = \$10,000  
LAP = \$55,000 for two years\*  
LCLC = \$360,000 for three years  
DVP = \$20,000  
FLC = \$258,137  
Total annual budget for legal services for victims = \$435,637

*\*Funding ends on September 1, 1995*

*Funding Sources FY 1993-94*

- Edward Byrne Memorial Fund grant\* (PWCL)
- Fund for Improvement of Post-Secondary Education, U.S. Department of Education (LAP)
- U.S. Department of Education Law School Clinical Experience Program (LCLC)
- Legal Services Corporation (DVP, FLC)
- United Way (FLC)
- Oregon Law Foundation— IOLTA (DVP, FLC)
- Filing fees (FLC)
- Private donations (DVP, FLC)
- In-kind volunteer hours (PWCL, LAP, LCLC, DVP, FLC)

*\*In FY 1994-95, the Family Law Center received \$25,495 from the Edward Byrne Memorial Fund to hire an attorney to represent abuse victims in family law cases.*

*Staff*

PWCL = .5 FTE Coordinator + volunteers  
LAP = .5 FTE Attorney, .5 FTE Paralegal + volunteer law students  
DVP = .33 FTE Program Coordinator + volunteer lawyers  
LCLC = 2 FTE Attorneys, 1 FTE support staff + law students  
FLC = 3 FTE Attorneys\*, 3 FTE Paralegals, 2 FTE Secretaries

*\*FLC staff also work with low-income clients who are not domestic violence victims. In FY 1993-94, approximately 50% of FLC time was dedicated to domestic violence intervention. At the end of 1993, one FLC attorney retired and the position was not refilled. In FY 1994-95, the Byrne grant provided funding for an attorney to work exclusively with domestic violence victims.*

**LEGAL  
ASSISTANCE  
FOR  
VICTIMS**  
*continued*

*Objectives*

- To improve access to free legal services for abuse victims.
- To recruit and train lay volunteers, law students, and lawyers to provide free assistance to domestic violence victims.
- To teach law students how to work with the low-income population and motivate them to provide pro bono service as lawyers.
- To provide pro bono opportunities for lawyers in domestic relations matters.
- To educate the community and other direct service providers about availability of legal remedies for victims of domestic violence.
- To provide victims with information and materials to increase their ability to self-advocate in the legal system.
- To compile information in order to evaluate the response of law enforcement and the legal system to domestic violence victims and to advocate for improvements.
- To provide free legal advice and representation for victims in divorce, custody, visitation, and support cases.

*Procedures/Activities*

For restraining order assistance:

The Crisis Line and LAP provide staff and volunteer advocates at the courthouse to assist victims in filling out restraining order petitions. The advocate gives information about the restraining order process, discusses safety planning, makes social service and legal referrals, and accompanies the victim to a brief hearing in front of a judge.

The VLP coordinator recruits, trains and assigns the lawyers who represent victims in restraining order hearings. If the abuser requests a hearing, the Family Law Department notifies the victim of the date and of the availability of the VLP. Victims must be low-income and must call the coordinator for screening. The coordinator gathers the facts of the case, gives the victim information about the hearing process, and contacts a free attorney. The attorney then calls the victim, arranges to meet with her, and represents her at the hearing.

For divorce and custody representation:

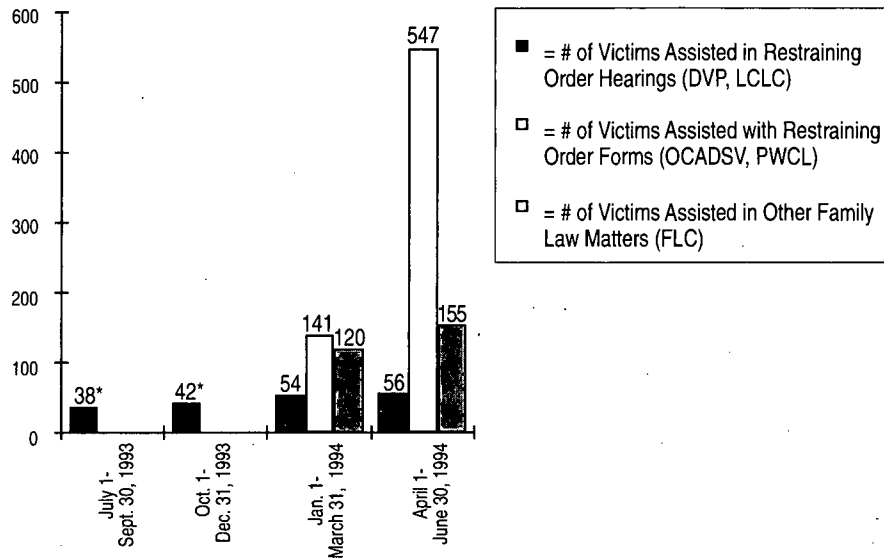
At Legal Aid, potential clients must be low-income to receive free representation from the Family Law Center. Eligible clients are first screened and interviewed by a paralegal. If the case is accepted, attorneys and paralegals work in teams toward a favorable solution for the client. Activities include filing court documents, negotiating settlements, offering legal/practical advice, representing in temporary hearings on custody, visitation or child support, and at trial, and helping retrieve children who are stolen by abusers. Family Law Center paralegals also operate a domestic violence legal advice line to advise victims who are not yet clients regarding legal problems. The Family Law Center attempts to achieve permanent court orders for clients to ensure their safety and separation from the batterer.

**LEGAL  
ASSISTANCE  
FOR  
VICTIMS**  
*continued*

*Outcomes*

# **Free Legal Advocacy for Domestic Violence Victims**

FY 1993-94



\* Data unavailable for other legal advocacy projects (OCADSV and PWCL projects not yet in existence)

Total # of Victims Assisted in Restraining Order Hearings	190
Total # of Victims Assisted in Restraining Order Forms	688
Total # of Children Affected by Assistance with RO Forms	692
Total # of Victims Receiving Advice/Assistance on Family Law Cases	275*

\*Two quarters of data available

*Issues*

- Lack of stable, consistent funding.
- Impending termination of OCADSV Legal Access Project grant.
- Possible termination of LCLC grant.
- Impending merger of Volunteer Lawyer's Project with Multnomah County Legal Aid and uncertain future of Domestic Violence Project.
- Reluctance of the private bar to take pro-bono family law cases.
- Need for more attorneys to represent victims who are low income.
- Need for program expansion to accommodate demand for services.
- Need for more lay advocates and victim advocates.

## **The Criminal Justice System**

While domestic violence victims utilize the civil court for protection and assistance, the criminal justice system functions to intervene with the perpetrator, to punish, and to prevent future abusive behavior.

**EMERGENCY  
RESPONSE/  
LAW  
ENFORCEMENT**

911  
Portland Police Bureau  
Gresham Police Department  
Troutdale Police Department  
Multnomah County Sheriff's Office

*Program*

**Mandatory Arrest**

Oregon law (ORS 133.055 and 133.310) provides that arrest of a domestic violence perpetrator is mandatory in three situations:

- 1) When an officer has probable cause to believe that an assault has occurred between adult relatives/intimate partners of the opposite sex, or that an adult relative/intimate partner has been placed in fear of imminent serious physical injury.
- 2) When an officer has probable cause to believe that a restraining order has been violated.
- 3) When an officer has probable cause to believe that a defendant released on bail has violated the "no contact" provision of a release order.

*Objectives*

- To provide a public message that domestic assault is a crime.
- To provide immediate police intervention in domestic violence situations.
- To remove police discretion regarding arrest.
- To prevent police "mediation" of domestic violence incidents.
- To remove the responsibility from the victim to request or prevent arrest.

*Procedures/Activities*

When a person makes a 911 call requesting police assistance, police are dispatched to the scene. There, police separate and take statements from the parties, make an arrest if required, and provide information and referrals in a card required by law:

"IF YOU ARE THE VICTIM OF DOMESTIC VIOLENCE, you can ask the district attorney to file a criminal complaint. You also have the right to go to the circuit court and file a petition requesting any of the following orders for relief: (a) An order restraining your attacker from abusing you; (b) an order directing your attacker to leave your household; (c) an order preventing your attacker from entering your residence, school, business or place of employment; (d) an order awarding you or the other parent custody of or visitation with a minor child or children; (e) an order restraining your attacker from molesting or interfering with minor children in your custody; (f) an order directing the party not granted custody to pay support of minor children, or for support of the other party if that party has a legal obligation to do so.

"You also have the right to sue for losses suffered as a result of the abuse, including medical and moving expenses, loss of earnings or support, and other out-of-pocket expenses for injuries sustained and damage to your property. This can be done without an attorney in small claims court if the total amount claimed is under \$2,500.

"For further information you may contact...[local referrals]"

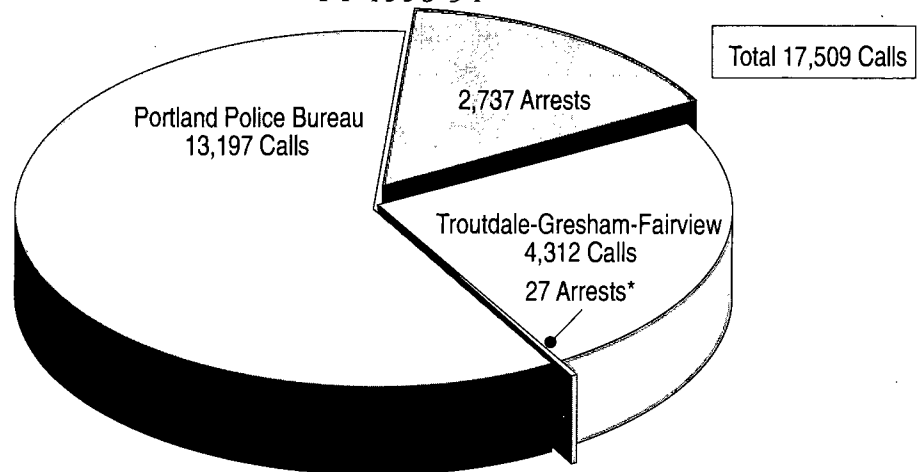


EMERGENCY  
RESPONSE/  
LAW  
ENFORCEMENT  
*continued*

*Outcomes*

## Multnomah County 911 Domestic Violence Calls Involving Police Dispatch

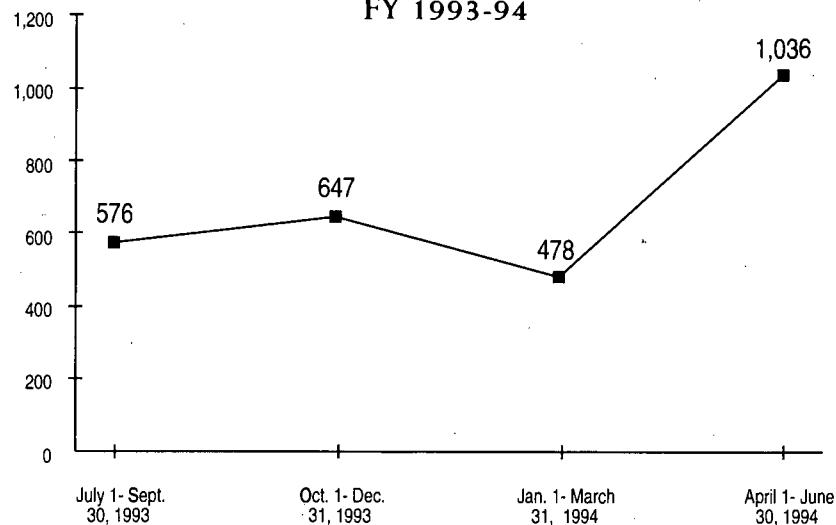
FY 1993-94



\* Troutdale Police Department, 3 quarters only.  
Data unavailable for Gresham and Fairview.

## Domestic Violence Arrests—Portland Police Bureau

FY 1993-94



*Issues*

- Difficulty of effective intervention when dealing with different languages and cultures
- Lack of uniform reporting and data collection
- Need for consistent arrest and reporting practices within and among jurisdictions
- Need for domestic violence training for all new officers
- Lack of adequate shelter options for victims
- Difficulty dealing with high number of domestic violence incidents

**THE PPB  
DOMESTIC  
VIOLENCE  
REDUCTION  
UNIT**

In July of 1993 the Portland Police Bureau formed a unit that specializes in domestic violence intervention.

*Program*

- Conduct follow-up investigations of domestic violence reports.
- Provide support and training for street officers.
- Provide intensive law enforcement assistance to domestic violence victims.

*Budget FY 1993-94*

Family Services Division budget allocated to DVRU: \$694,983

*Funding Source FY 1993-94*

The City of Portland General Fund

*Staff*

- 6 FTE officers
- 1 FTE sergeant
- 1 clerk (DVRU has approximately 65% of clerk's time)

*In FY 1994-95, funding from the Edward Byrne Memorial grant provided partial funding for a full-time Hispanic Outreach Advocate.*

*Objectives*

- To assist victims in protecting themselves and their children.
- To remove obstacles that hinder victim assistance.
- To reduce overall violence, break the cycle of violence, and interrupt learned behavior.
- To assist uniform personnel in enhancing their understanding of domestic violence.
- To conduct follow-up investigations on domestic misdemeanor cases.
- To develop cases better for prosecution.
- To train officers bureau-wide.
- To educate and inform the community.
- To work with service providers to improve services.

*Procedures/Activities*

- Review incident reports daily.
- Contact victims: conduct in-depth interviews, photograph injuries, assist with restraining orders, filing a criminal complaint, shelter, transportation, and safety plans.
- Provide information and referral to victims.
- Conduct witness interviews.
- Arrest domestic violence perpetrators.
- Serve restraining orders.
- Participate in community outreach and public presentations.
- Participate on Family Violence Intervention Steering Committee.

**THE PPB  
DOMESTIC  
VIOLENCE  
REDUCTION  
UNIT**  
*continued*

DVRU officers receive and review all PPB domestic violence police reports. The officers attempt to call each victim for a follow-up interview, starting with the cases where an arrest has occurred. During the contact the officer gets more information about the incident and gives information about restraining orders and criminal prosecution. The DVRU then assigns cases for follow-up based on the following criteria:

- If children were present.
- If weapons were used.
- If drugs and/or alcohol were used.
- If the incident is a repeat offense.

Officers will photograph victim's injuries, accompany the victim to court for restraining orders, assist with safety planning, serve restraining orders, and make arrests if necessary.

The DVRU acts as a significant training resource for the PPB. All new officer-recruits participate in a one-week rotation in the DVRU. These officers then hit the streets with a better understanding of domestic violence dynamics and resources. Also, in 1994 for the first time, domestic violence was one of the subjects deemed appropriate for in-service training. During the one week in-service, every PPB officer completed a two-hour training in domestic violence provided by the DVRU. It is unknown whether 1995 in-service training will include the domestic violence component.

*Outcomes*

- Better development of domestic violence investigations (more prosecutable cases).
- Increased opportunity for victims to be assisted by police.
- Greater public awareness of police intervention in domestic violence.
- Greater police bureau awareness of the dynamics of domestic violence and the procedures for effective police intervention.
- Street officers now have a unit where they can refer domestic violence cases.

THE PPB  
DOMESTIC  
VIOLENCE  
REDUCTION  
UNIT  
*continued*

Portland Police Bureau/DVRU  
Domestic Violence Activity

FY 1993-94

911 Domestic Violence Calls Involving Dispatch: Portland	13,197
Domestic Violence Arrests by Portland Police Bureau	2,737
Domestic Violence Reports Written by Portland Police Bureau	5,340
DV Cases Reviewed by Domestic Violence Reduction Unit	5,340
Cases Assigned by DVRU for follow-up	621

*Issues*

- Need for more computer and other technical equipment.
- Inability of current staff to meet the demand for services without restrictive prioritizing.
- Need for cultivating mutually cooperative relationship with service providers.

<p>THE MULTNOMAH COUNTY DISTRICT ATTORNEY'S DOMESTIC VIOLENCE UNIT</p>	<p><i>Program</i></p> <p>Prosecutes crimes of domestic violence. Felonies may include: Assault I, II and III, Burglary, Kidnapping, Sexual Assault, Homicide or Attempted Homicide. Most domestic violence crimes are charged as misdemeanors: Assault IV, Menacing or Harassment, or as restraining order violations.</p> <p><i>Budget FY 1993-94</i> \$475,000</p> <p><i>Funding Source FY 1993-94</i> Multnomah County General Fund</p> <p><i>Staff</i></p> <ul style="list-style-type: none"> <li>2 FTE Circuit Court Deputy DAs</li> <li>2 FTE District Court Deputies</li> <li>2 FTE Legal Interns</li> <li>1 FTE Legal Assistant</li> <li>1 FTE Office Assistant</li> <li>1 FTE Victim's Assistant*</li> </ul> <p><i>* In 1995, 4 victim's assistants will share a general case load that includes domestic violence victims.</i></p> <p><i>Objectives</i></p> <ul style="list-style-type: none"> <li>• To stop the cycle of domestic violence by proceeding with prosecution in all issued cases.</li> <li>• To prosecute to the fullest extent of the law and not dismiss cases except in appropriate circumstances.</li> <li>• To seek appropriate sanctions against each defendant to help prevent future violence.</li> <li>• To assist the victims in all possible ways to prevent further violence within the domestic relationship.</li> <li>• To inform victims that the DA's office is a present/future resource.</li> </ul> <p><i>Procedures/Activities</i></p> <p><b>Misdemeanors</b> - The DA's Domestic Violence Unit reviews all family disturbance arrests and issues misdemeanor cases for prosecution if the victim wants to file a complaint. In certain situations, the DA has a "no drop" policy and will prosecute a domestic violence misdemeanor or restraining order violation without the victim's participation. The District Court Deputies prosecute all the misdemeanors and restraining order violations.</p> <p>Sometimes a victim wants to file a complaint with the DA, but there has not yet been an arrest of the abuser. In these situations, the DA requests the police report (if there is one), or the victim is directed first to the police to file a police report if there isn't one. Once there is a police report, the DA will talk with the victim and review the case for potential prosecution.</p>
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THE  
MULTNOMAH  
COUNTY  
DISTRICT  
ATTORNEY'S  
DOMESTIC  
VIOLENCE  
UNIT

**Felonies** - Domestic violence crimes that are charged as felonies are prosecuted by the two Circuit Court Deputies. The case proceeds through the grand jury process for indictment. The DA will prosecute domestic violence felonies without victim cooperation if there is sufficient evidence to proceed.

**Arraignment** - All domestic violence defendants are charged and must enter their plea at arraignment. Defendants who plead innocent may be held in jail until they post bail, depending on the nature of the incident, or released under the terms of a no contact order. Trial is set for approximately 60 days after arraignment, although routine postponements generally lead to delays of several months. Some defendants are released to the supervision of corrections programs for monitoring, while awaiting trial.

**Punishment** - Punishment for domestic violence crimes varies, depending largely on the crime and on the defendant's criminal history. Offenders who commit domestic violence misdemeanors rarely spend time in jail after the initial mandatory arrest. Multnomah County has no sentencing guidelines for domestic violence misdemeanants (other than those involved in deferred sentencing) Felony convictions may result in prison sentences and are subject to sentencing guidelines.

**Restraining Order Violations (VROs)/New Crimes** - If a defendant violates a restraining order and commits another crime during the violation, the DA determines the most serious way to charge the incident and proceeds on that charge.

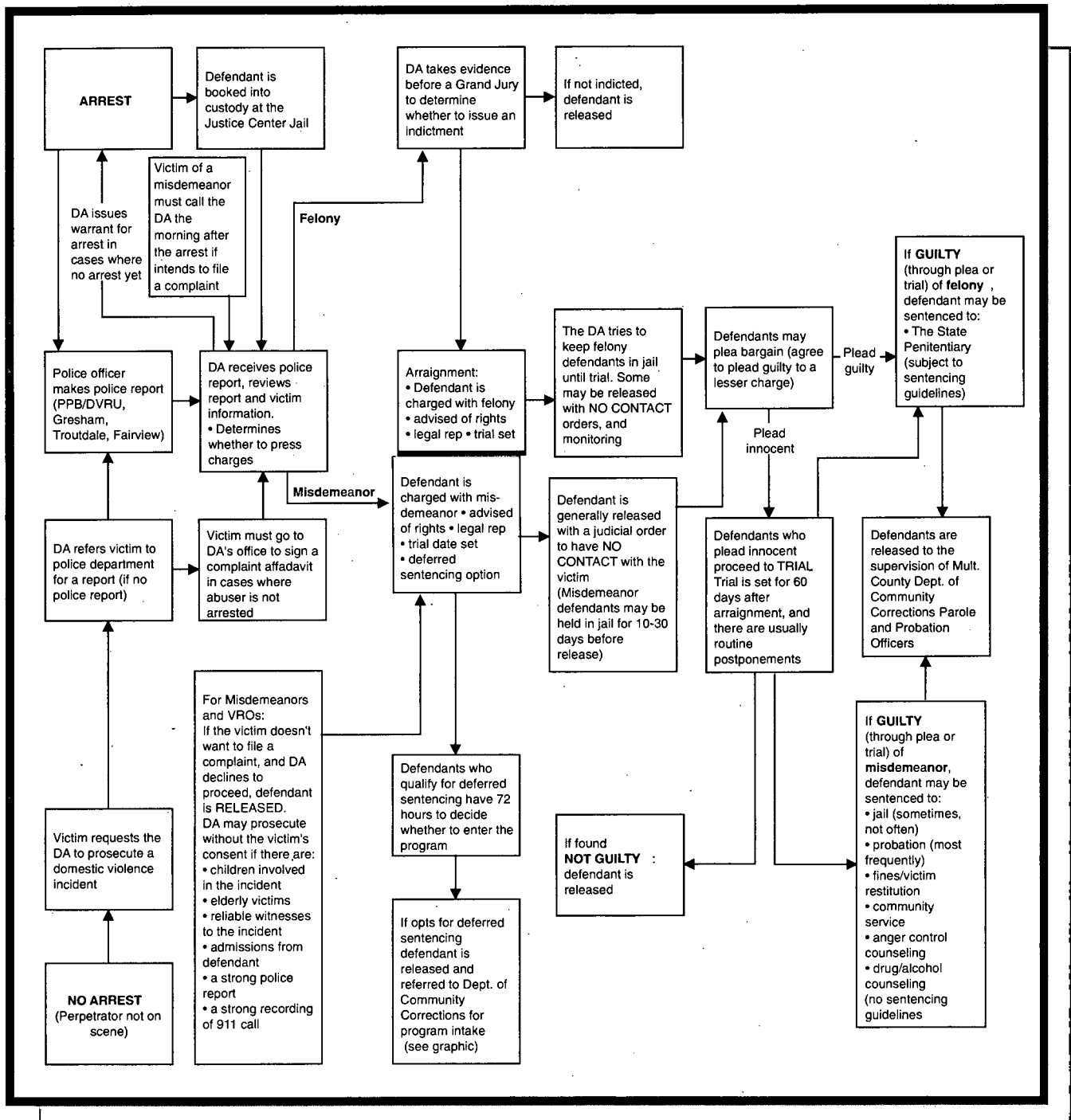
*(See chart next page.)*

*The Deferred Sentencing Program*

The Multnomah County DA's Domestic Violence Unit offers a deferred sentencing program to certain domestic violence offenders. Deputy District Attorneys in the Domestic Violence Unit review each issued case to determine whether a defendant is eligible for the deferred sentencing program. If so, the defendant is made aware of this eligibility at arraignment and offered a two day set-over to decide on participation in the program. Defendants who decline will be charged and scheduled for trial. Participants will be referred to the Multnomah County Department of Community Corrections for intake into the deferred sentencing program.

Deferred sentencing allows a defendant to enter a plea of guilty at arraignment and defer the guilty judgment for six months while the offender participates in a specially designed probation program. If the defendant completes the program, at the end of six months the deferred plea is withdrawn and the criminal charge is dismissed. In cases where the offender fails the program, the guilty judgment is entered and the defendant is sentenced. Jail time may be imposed depending on the nature of noncompliance with the program and other factors.

# Domestic Violence Prosecution



**THE  
MULTNOMAH  
COUNTY  
DISTRICT  
ATTORNEY'S  
DOMESTIC  
VIOLENCE  
UNIT**  
*continued*

*Who qualifies for deferred sentencing?*

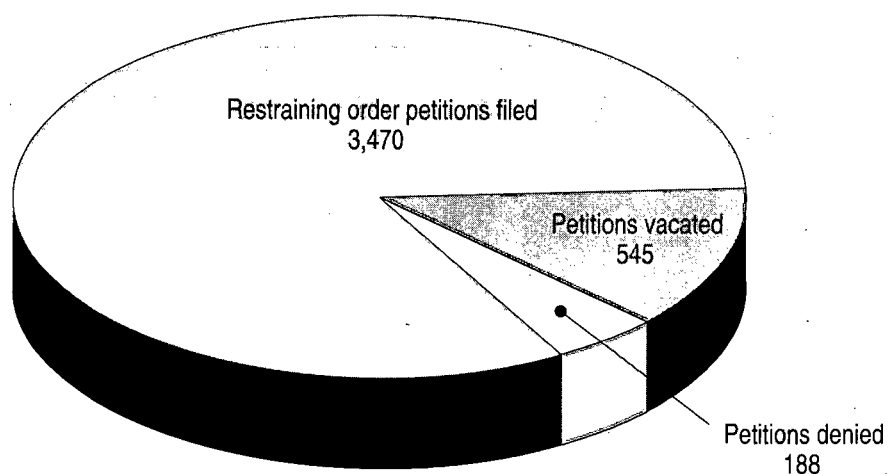
- Defendants charged with a misdemeanor.
- Defendants who have not participated in the deferred sentencing program previously or concurrently.
- Defendants who do not have any convictions for any felony against a person, or pending cases of any felony against a person.
- Defendants who do not have any convictions within the last ten years for Class A misdemeanors against a person or any such cases pending.
- Defendants who have not been convicted of violation of a restraining order.
- Defendants who have not been convicted of more than four non- person criminal offenses.
- Defendants who do not have a hold for another crime committed in a different jurisdiction.

*Outcomes*

- District Attorney Deputies negotiate and try domestic violence cases more effectively as a specialized unit.
- DA Deputies develop skills for educating juries about domestic violence.
- DA Deputies develop skills to prosecute crimes without victim participation and in many cases with victims who recant.
- A specialized unit increases DA camaraderie and morale.
- Perpetrators receive a strong message that domestic violence is a crime.

**District Attorney Domestic Violence Intervention**

FY 1993-94 (3 quarters)





THE  
MULTNOMAH  
COUNTY  
DISTRICT  
ATTORNEY'S  
DOMESTIC  
VIOLENCE  
UNIT  
*continued*

*Issues*

- Difficulty dealing with cases where perpetrator is threatening to kill victim who pursues prosecution.
- Need for more shelter space and other space where victim can remain safe while DA prosecutes.
- Difficulty informing victims in crisis of DA procedures—many victims may not pursue prosecution because of inability to follow up on DA requirements.
- Effect of Ballot Measure 11, which requires lengthier sentences will cause Circuit Court Deputies to be in trial all the time (fewer felons will plea to tougher prison sentences); DA Domestic Violence Unit resources will be further taxed.

<p>THE MULTNOMAH COUNTY DEPARTMENT OF COMMUNITY CORRECTIONS</p> <p>Deferred Sentencing Program</p>	<p><i>Program</i> To monitor and provide supervision for domestic violence offenders in the deferred sentencing program.</p> <p><i>Budget FY 1993-94</i> \$142,745</p> <p><i>Funding Source FY 1993-94</i></p> <ul style="list-style-type: none"> <li>• Multnomah County General Fund</li> <li>• Edward Byrne Memorial Fund grant</li> </ul> <p><i>Staff</i> 2 FTE Probation Officers*</p> <p><i>*In FY 1994-95, a Corrections Technician was added to assist with the deferred sentencing program.</i></p> <p><i>Objectives</i> To eliminate or reduce acts of domestic violence in deferred sentencing offenders through a coordinated program with Criminal Justice agencies, treatment agencies, and intensive supervision.</p> <p><i>Procedures/Activities</i> <b>For the perpetrator:</b></p> <ul style="list-style-type: none"> <li>• No contact with the victim for the first 30 days.</li> <li>• Appearance at a review hearing after 30 days in the program.</li> <li>• Participation in a 24-week domestic violence education program.</li> <li>• Participation in drug and alcohol treatment if needed.</li> <li>• Participation in a monthly report to, or home visit by, the probation officer.</li> <li>• Appearance at a hearing after six months in the program.</li> </ul> <p>To avoid entry of the guilty judgment at the six month hearing, an offender must complete the terms of the probation program. The probation officers supervise offenders for compliance with the attendance and participation requirements of the treatment and education programs. The officers also make contact with the victims to monitor offenders' behavior while on probation. A deferred sentencing participant who is not complying with the conditions of the program, or who re-offends, may be brought to a violation hearing by the probation officer. Depending on the nature of the violation, the judge may make various orders at this hearing: enter the guilty judgment and sentence the offender, add conditions for completion of the program, mandate jail time, extend the program, or place the offender on general probation.</p>
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THE  
MULTNOMAH  
COUNTY  
DEPARTMENT  
OF  
COMMUNITY  
CORRECTIONS

Deferred  
Sentencing  
Program

For the probation officers:

- Conduct intake assessment and referral of offender to counseling/education group, and to alcohol/drug groups when appropriate.
- Participate in monthly report by or home visits with offender.
- Conduct weekly communication with treatment facilitators.
- Participate in ongoing communication with the victim.
- Coordinate with the DVRU, Family Law Department judges, Domestic Violence Unit District Attorneys, other court personnel and advocates.
- Participate in Thursday afternoon deferred sentencing hearings, with reports and recommendations regarding offenders.
- Assist in development of offender treatment resources by meeting with potential treatment providers.

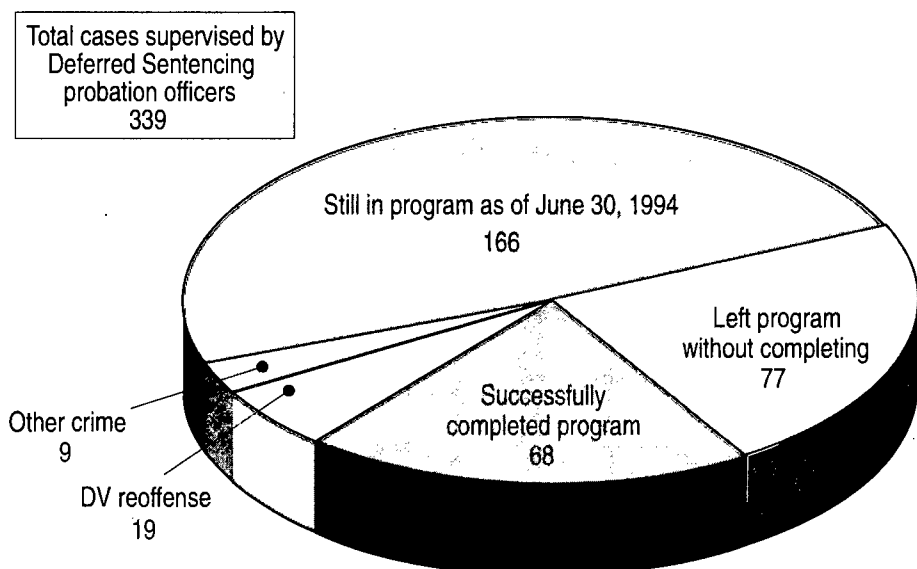
(See chart next page.)

Outcomes

- Ability to intervene earlier in the cycle of violence, sometimes before the physical violence becomes severe. Without deferred sentencing, many offenders wouldn't enter the system until their violence, domination and control was more serious.
- Enhanced ability to assist victims with information and referral, safety-planning, and transferring accountability for violence to violent partner. Contact with victims provides valuable collateral information about offender compliance and progress.

## Multnomah County Community Corrections Deferred Sentencing Program

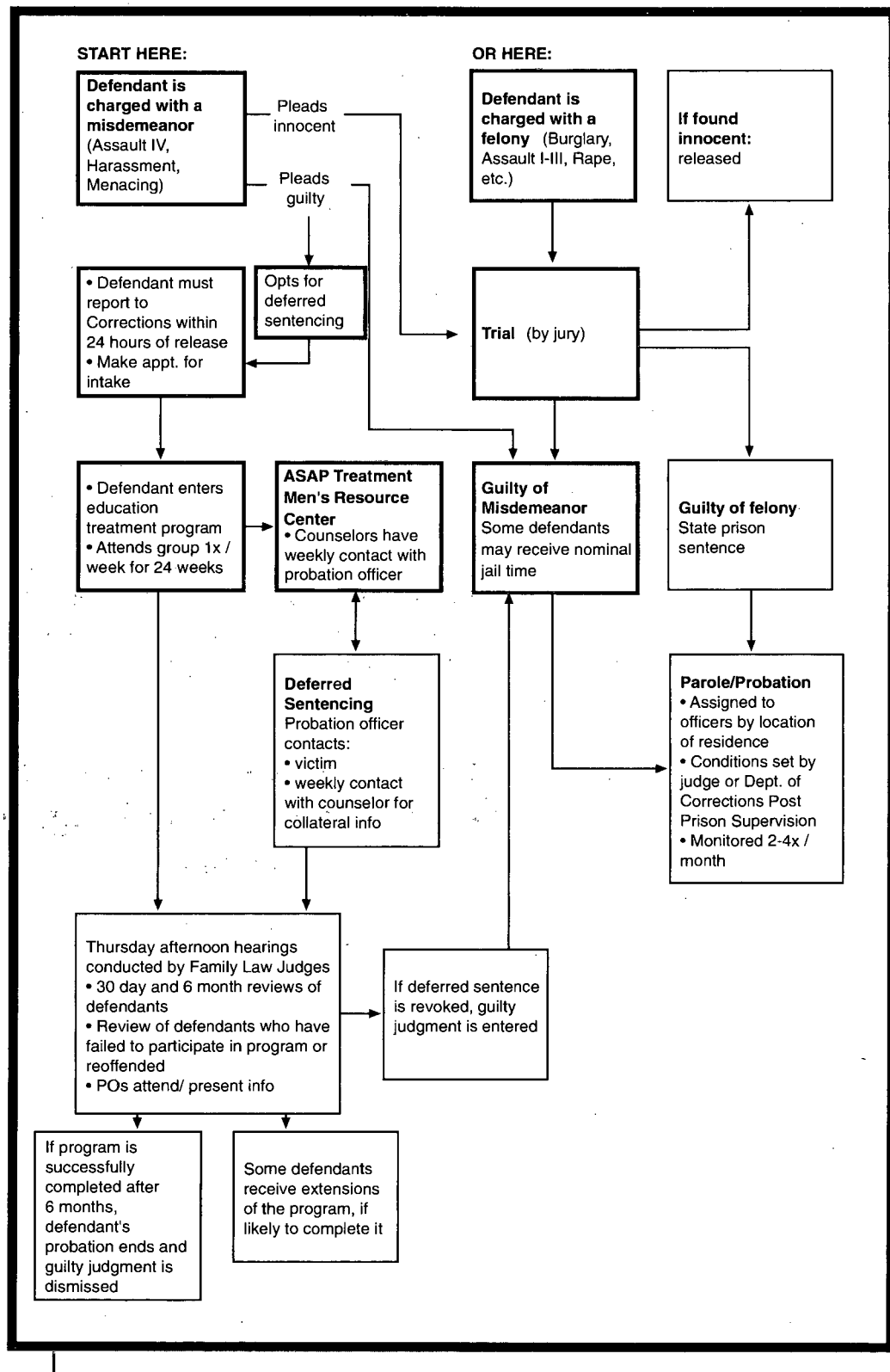
FY 1993-94



THE  
MULTNOMAH  
COUNTY  
DEPARTMENT  
OF  
COMMUNITY  
CORRECTIONS

Deferred  
Sentencing  
Program

# Multnomah County Corrections for Domestic Violence Perpetrators



THE  
MULTNOMAH  
COUNTY  
DEPARTMENT  
OF  
COMMUNITY  
CORRECTIONS

Deferred  
Sentencing  
Program

*Issues*

- Strained resources to meet the need for services.
- Extremely heavy case load of probation officer.
- 30 day hearing may be too soon in the process, over-concentrating corrections resources at the early end of the program.
- Deluge of deferred sentencing participants sometimes results in a waiting list for free treatment services.
- 6-month program may not be long enough.
- There is no specialized program or established corrections protocol for serious/repeat domestic violence offenders that mandates intensive domestic violence education and counseling, aggressive monitoring of offenders, consistent contact with the victims, automatic hearings upon program violation, in- person reporting and home visits with the offender. The Department of Community Corrections is beginning to examine this issue and may design a specialized probation program for more serious domestic violence offenders.

**TREATMENT  
FOR  
BATTERERS**

ASAP Treatment Services  
Men's Resource Center (MRC)

*Program*

- Education/treatment for indigent clients in deferred sentencing (ASAP)
- Education/treatment for paying clients in deferred sentencing (MRC)
- Education/treatment for other court-mandated clients and self-referring clients (MRC)

*Budget FY 1993-94*

ASAP = \$65,400\*

Men's Resource Center = Not available

*\*Includes alcohol/drug treatment component for domestic violence offenders in deferred sentencing program.*

*Funding Sources FY 1993-94*

Multnomah County General Fund (ASAP)

Client fees (MRC)

*Staff*

ASAP = 1.5 FTE Counselors

Men's Resource Center = 4 Counselors/co-directors

8 Counselors

2 Office Support Staff

*Objectives*

- To complete the six month course of treatment and reduce incidents of domestic violence (deferred sentencing participants).
- To end controlling behaviors and power disorders in domestic relationships that manifest themselves in physical, psychological, sexual, and property violence.
- To assist abusers:
  - (ASAP) to increase responsibility for battering behavior
  - to develop alternatives to battering
  - to decrease isolation and develop personal support systems to decrease dependency on relationship with the victim
  - to increase understanding of causes of battering
  - to increase ability to identify and express feelings
  - to understand acts of violence as means of power and control
  - to understand the effects of abuse
  - to explore non-controlling and nonviolent relationship skills

**TREATMENT  
FOR  
BATTERERS**  
*continued*

(MRC) to take responsibility for behavior and remain accountable  
to understand the effects of abuse  
to learn anger management skills  
to change attitudes about power and control in relationships  
to heal from violence and abuse

*Procedures/Activities*

- Intake/screening/assessment appointment with counselor.
- Counselor provides treatment groups once per week, for 2 hours.
- Collateral contact with victim.
- Weekly contact with deferred sentencing probation officers.
- Contact with probation officers (non-deferred sentencing).

After a guilty plea or verdict, abusers who are ordered into counseling usually attend programs at ASAP (if indigent) or the Men's Resource Center. Counselors at both programs screen respective clients and obtain releases to speak with the victim and criminal justice agencies. ASAP provides a thorough assessment and develops a case plan for each client. The client then participates in group treatment once a week for two hours. Treatment focuses on learning not to use violence and control in a relationship, through non-violent problem-solving, discussion, role-playing, and keeping a journal. Counselors contact the victims to offer information about the program and to monitor clients behavior. Counselors make weekly reports to deferred sentencing probation officers.

*Outcomes*

- 72% of participants completed the treatment program (ASAP).
- Positive change in perpetrator behavior and attitudes during the course of treatment (MRC).
- Decrease in physically abusive behavior during treatment (MRC).
- Greater perpetrator accountability because of collateral contacts with victim (MRC).
- Letter of accountability—written by each perpetrator to person who has been hurt or offended (MRC).

*Issues*

- 6 month program frequently isn't long enough to achieve treatment goals.
- Because of the large numbers of deferred sentencing participants, ASAP sometimes has a waiting list for indigent defendants.
- No reliable evaluation of the success of batterers' treatment yet exists (lack of scientifically based outcome studies).
- Importance of maintaining partner safety while perpetrator is involved in treatment.
- Continuing need for improved coordination with other components in the community, especially the courts and corrections.
- Different "types" of batterers have a variety of treatment needs.
- Need for aftercare.

## Goals for System Wide Development

### 1. Standardize Data Collection

Accurate and uniform data collection is essential to measure the prevalence of domestic violence and the efficacy of local programs. The Steering Committee's 1991 report, *From Harassment to Homicide*, presented the first comprehensive data regarding domestic violence in Multnomah County. Since July of 1993, the Committee has collected quarterly data from its members, some of which is included in this report. In 1994, a subcommittee formed to design and implement a system of standardized record-keeping among agencies. For FY 1995-96, the Steering Committee and Portland Police Bureau have just received a Byrne Grant to improve County-wide data collection.

### 2. Create Balance

Balance among and within law enforcement/criminal justice, victim services, and prevention programs is critical to an integrated system of domestic violence response. Imbalance occurs when service delivery increases in one part of the system without a commensurate expansion of resources in other areas. Agencies have different funding bases and therefore differing ability to implement change. Allocations in funding must allow each part of the system to support adequately the intervention advances of another. Otherwise, some programs may find themselves overburdened by the very success of the coordination.

### 3. Prioritize

The inter-disciplinary effort is sometimes comprised of agencies with competing interests. It is important to forge those interests into the objectives of the overall intervention effort. Agencies must make the commitment to cooperate in determining how domestic violence will best be addressed, and where to cure the most injurious deficiencies first. This requires prioritization as a broad-based effort and dedication to a collective goal. Ideally in a coordinated system, agencies should not compete for funding. Cooperation in seeking and applying new funds prevents the system from working against itself.

### 4. Develop Specialized Units

It is beneficial to have a designated group of professionals to perform each agency's role in the intervention process. This develops recognition and accountability within the system, and improves expertise, consistency, and training of personnel. Domestic violence is a crime of a special nature. It involves victims and perpetrators who have been intimate with each other, who often have children, who may separate and reunite several times,



## Goals for System Wide Development

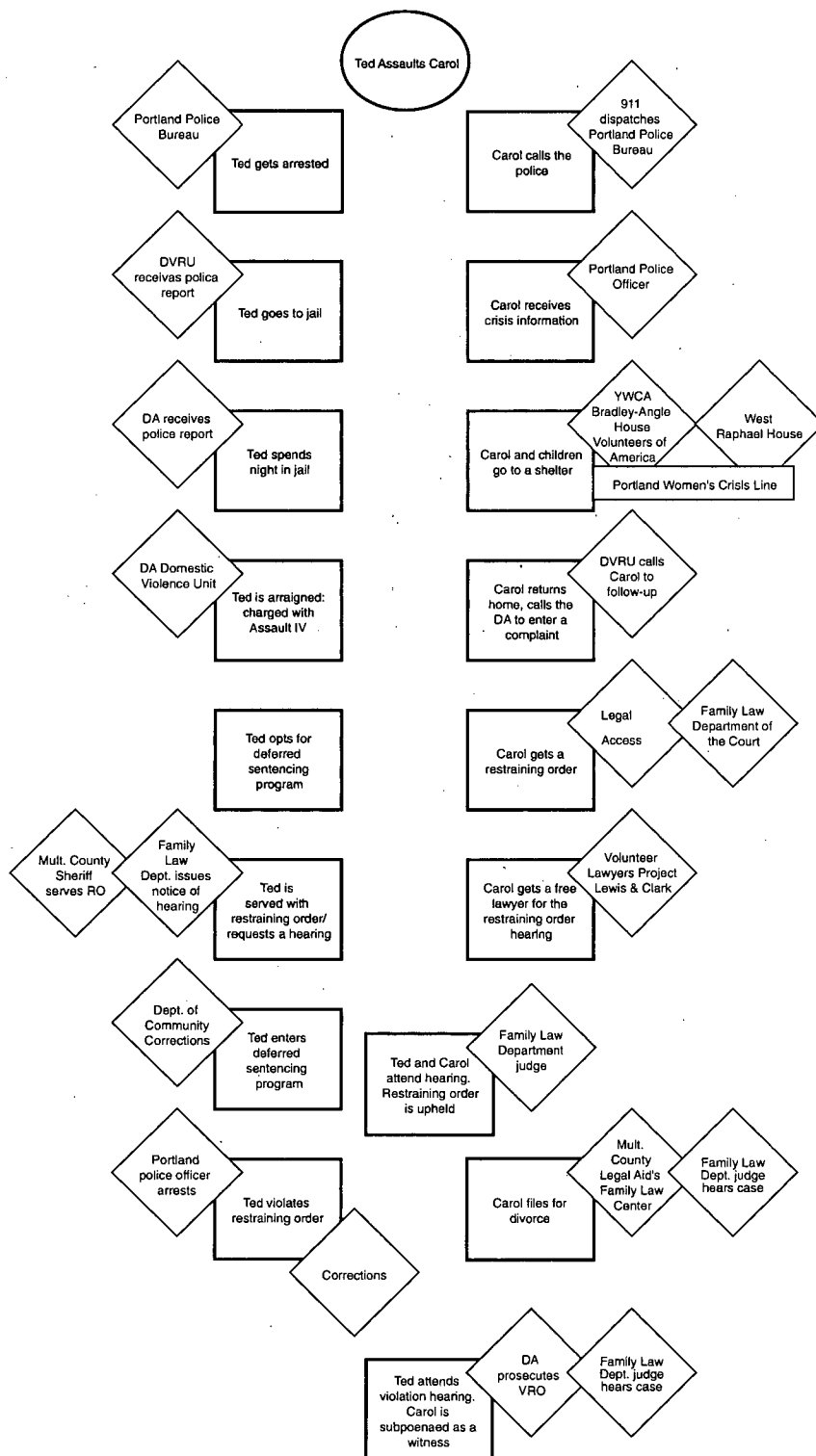
who share property, relatives, friends, and a history. Specialized units facilitate coordination and the development of expertise in responding to the unique problems of domestic violence. Each specialized unit can also influence the training and policies of its own agency to improve agency-wide response to domestic violence.

### 5. Institutionalize the Commitment

Inter-disciplinary efforts which begin as ad-hoc projects eventually should explore the issue of formalization. In Multnomah County, the Steering Committee remains a self-anointed entity, though it has been beneficial to seek affiliation with local government agencies. The Committee continues to consider the possibility of restructuring under formal government auspices.

Additionally, the commitment to the inter-disciplinary effort must become agency based. Most steering committees, coalitions, or task forces will be formed initially by highly committed individuals. But it is crucial to the longevity of the effort that the agencies themselves eventually be brought on board. Each agency, not just key representatives, must ultimately become invested in continuing and improving its role in the system, and in sustaining the cooperative effort to reduce domestic violence.

## Ted & Carol



For more copies, contact:  
Domestic Violence Coordinator  
421 SW 6th, Suite 700  
Portland, OR 97204  
(503)248-3691 Ext. 7806

10/31/95  
SUBMITTAL  
#1

## **RECOMMENDATIONS FOR MORE EFFECTIVE INTERVENTION IN DOMESTIC VIOLENCE**

In response to the Board of County Commissioners request for recommended priorities for the County to address, the Administrative Committee of the Family Violence Intervention Steering Committee has prepared this document. It is based on recommendations developed by the Steering Committee since its inception in 1987, and as published in two reports.

The Steering Committee has focused on three broad areas to address in providing an effective, coordinated response to domestic violence in Multnomah County. These areas are:

- ◆ To stabilize and increase victim resources, especially to assure culturally-appropriate services for currently underserved population;
- ◆ To improve the response of the justice system to incidents of domestic violence;
- ◆ Develop a community-wide attitude that domestic violence will not be tolerated.

In addressing these three areas, the Steering Committee is particularly aware that changes in one area have a direct impact on the other areas. This is evident in the inter-play among justice system agencies (law enforcement, District Attorney's Office, Courts, Corrections) and in the disparate funding for the victim services compared to funding for the justice system. Any consideration of additional funding or services, should attempt to balance services and funding for each of the areas and to maintain current levels of services.

The Administrative Committee has identified all of the following recommendations as high priority. However, the projected timeline for some funding items is July, 1997. This date reflects the date funds from federal sources will be lost, not the priority of the need to replace these funds. In other words, it is equally or more important to replace the projected \$385,000 in federal funds that will be lost as of July, 1997, as to increase services to victims or offenders.

Although not listed, the Domestic Violence Coordinator would be involved at some level in the implementation of all of the listed recommendations. The Coordinator is a member of the staff of the Department of Community and Family Services, and staffs the Family Violence Intervention Steering Committee.

PRIORITY	County Departments With a Role	Other Partners	Resources Required	Other Actions Required	Timeline
♦ <i>To stabilize and increase victim resources</i>					
1. Seek stable, committed funding for on-going victim services. In July, 1996, local programs will lose \$180,000 in Federal "IHIP" funds for after-shelter support and at least \$35,000 in Legal Aid funds; in July, 1997, local programs will lose \$350,000 in Federal funds from Byrne grant and HUD.	CAPO BCC	BHCD	\$565,000,	advocacy, planning with City	\$180,000 July 96 \$35,000 July 96 \$350,000 July 97
2. Design, secure funding and develop out-of-shelter service program for women and children who can not access shelters or do not need shelter.	CAPO BCC	DV programs MCLAS	\$105,000 for operations;	staff support for design	July 96
3. Expand bedspace capacity.	CAPO BCC	BHCD DV programs	\$150,000 for operations; \$350,000 - \$500,000 for building	advocacy, planning with City	July 96
4. Provide on-going restraining order advocacy at the Courthouse and in contested restraining order hearings.	CAPO BCC	PWCL VLP, MCLAS Courts L&C Legal Clinic	\$20,000	advocacy for child care space in Courthouse	July 96
5. Provide more legal representation for low-income domestic violence victims in an array of family law matters (including divorce, custody, and support cases).	BCC	MCLAS VLP	\$80,000	advocacy with Federal Govt to keep LAS funding	July 96
6. Develop additional transitional housing for victims and children, with supportive services	CAPO BCC	BHCD DV programs	\$75,000 for supportive services; \$350- 500,000 for building/rent	advocacy with BHCD, HAP, OR DHCS, etc.	July 96

PRIORITY	County Departments With a Role	Other Partners	County Resources Required	Other Actions Required	Timeline
♦ <i>To improve the response of the justice system to incidents of domestic violence</i>					
1. Standardize data collection and record-keeping, in order to develop accurate data and track progress of offender through the system, especially repeat offenders.	DCC MCSO DAO	FVISC DC SROC PPB BOEC	depends on agency/system design	staff time, new policies or procedures, on-going reports	system in place or designed - July 96
2. Support and implement the state-wide domestic violence task force' standards and protocols for law enforcement, courts, treatment programs for perpetrators, and others.	MCSO DCC DAO CAPO	ODVC FVISC Courts PPB GPD ASAP MRC		advocacy staff time training	July 96
3. Develop a closer relationship between the Steering Committee and the Multnomah County Sheriff's Office, to assist in implementing these recommendations, review "anger management" curriculum used in groups in the jail and jail procedures.	MCSO DCC DAO	FVISC PPB GPD DV programs MCLAS		staff time and involvement	July 96
4. Provide comprehensive and continuing training about domestic violence for all law enforcement, corrections and Community Corrections officers, and others County personnel that interact with victims and perpetrators.	MCSO DCC Health Dept All County Depts.	DV programs OSP BPSST MCLAS		Staff time, administrative commitment, supervisor review	July 97
5. Increase prosecutions, through continued DA's staff training, increased and effective victim advocacy and increased staffing in the DA's DV Unit.	DAO	DV programs PPB GPD FVISC MCSO FVISC	\$150,000		July 96 funding  on-going training and advocacy

PRIORITY	County Departments With a Role	Other Partners	County Resources Required	Other Actions Required	Timeline
6. Implement vigilant supervision of all domestic violence offenders.	DCC DAO MCSO	Courts FVISC DV shelters PPB GPD ASAP MRC	\$35,000 to replace Byrne grant funds \$250,000 for DCC DV Unit		\$250,000 July 96 \$35,000 July 97
♦ <i>To develop a community-wide attitude that domestic violence will not be tolerated</i>					
1. Promote community-wide value that domestic violence will no longer be tolerated, including annual public awareness campaign, Key Results that relate to DV from all County Departments, training for County staff that interact with victims or batterers.	BCC All Depts. and staff	PPB DVP CASS FVISC BHCD CSD AFS etc.	\$5,000 for PR campaign;  \$10,000 for in- school prgms	staff time, public leadership, Key Results	Key Results and funding - July 96  on-going

Abbreviations used:

ASAP	ASAP Treatment, Inc.
BCC	Board of County Commissioners
BHCD	City of Portland, Bureau of Housing and Community Development
BOEC	Bureau of Emergency Communication
BPSST	Board of Police Standards and Training
CASS	Community Advocates for Safety and Self-Reliance
CAPO	Community Action Program Office
DAO	District Attorney's Office
DCC	Department of Community Corrections
DVP	Domestic Violence Victime Programs, including PWCL, Bradley-Angle House, Raphael House, YWCA Women's Resource Center, VofA Family Center, TSA West Women's and Children's Shelter, Oregon Latina Association, El Programa Hispano
FVISC	Family Violence Intervention Steering Committee (DC = Data Collection Sub-committee, SROC = Serious and Repeat Offenders Sub-committee)
GPD	Gresham Police Department
HAP	Housing Authority of Portland
MCLAS	Multnomah County Legal Aid Services
MCSO	Multnomah County Sheriff's Office
MHD	Multnomah County Health Department
MRC	Men's Resource Center
ODVC	Oregon Domestic Violence Council
OSP	Oregon State Police
PWCL	Portland Women's Crisis Line
VLP	Volunteer Lawyers Project

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10/31/95  
SUBMITTAL  
#2

**PROPOSAL FOR DEPARTMENT OF COMMUNITY CORRECTIONS  
DOMESTIC VIOLENCE REDUCTION PROGRAM**

Department of Community Corrections  
West District Office  
412 SW 12th Avenue  
Portland OR 97205  
(503) 248-3136 FAX (503) 248-3932

MULTNOMAH COUNTY  
DEPARTMENT OF COMMUNITY CORRECTIONS

PROPOSAL FOR  
DOMESTIC VIOLENCE REDUCTION PROGRAM (DVRP)

**PURPOSE**

This proposal describes how the Multnomah County Department of Community Corrections (DCC) can achieve an agency wide response to domestic violence which will reduce the incidents of partner to partner and family violence among offenders under supervision.

**PROGRAM NEED**

The Department recognizes that it can and should play a central role in the community's response to domestic violence. In addition, we have a commitment to modifying and enhancing existing resources to address this critical problem.

At present, the Department serves domestic violence supervision in two ways. One, through the court's deferred sentencing process and secondly through formal supervision of sentenced offenders. The deferred sentencing program currently serves 350 offenders per year. We estimate that another 500 offenders are under formal supervision for domestic violence offenses. Additionally, another 500 offenders who are on supervision for any offense have either a history of domestic violence or a recent reported incident of domestic violence.

National statistics indicate that approximately sixty percent of all women in the criminal justice system are victims of domestic violence. Using these indicators, in Multnomah County, approximately 1200 women under probation/parole supervision are victims of domestic violence.

In addition to adults, domestic violence has a major negative impact on the lives of children. We do not have access to statistics to indicate the number of offenders on formal supervision who have children. However, we do know that of the offenders being served by the deferred sentencing program, sixty-four percent do have children. We know violence can be modeled for children and violence can have a long-term negative effect on children. We also know that learning alternatives to violent behavior and improving parenting skills for domestic violence offenders can have a long-term impact on children.

Considering the above, the Department and the community have a significant need for a comprehensive response to domestic violence within the offender population. This response needs to include:

1. supervision that is organized to identify domestic violence offenders, victims and their needs,
2. provide an appropriate level of intensity of supervision for these offenders,
3. provide training for probation/parole officers in supervising offenders,
4. provide services to victims of domestic violence who are the significant others of our offenders and/or are our offenders,
5. and coordinate our services with the community.

### **DOMESTIC VIOLENCE REDUCTION PROGRAM GOALS**

The Committee submitting this proposal recommends the following for the goals of this program:

1. Further the Multnomah County Urgent Benchmarks
  - Reduce Domestic Abuse for Children and Families
  - Reduce Violent Crime
  - Increase Success of Diversion Programs
  - Reduce Recidivism
2. To provide the assessment, referral services, supervision, monitoring, interventions, sanctions, counseling and treatment to offenders to increase their awareness of their violence, to educate them of the impact of their violence on others, and to diminish their incidents of domestic violence in the future.
3. To provide victims and families with communication, education, and information to improve their safety from domestic violence.
4. To work in partnership with collateral criminal justice agencies, service providers and community groups to create an effective system wide response to domestic violence.

### **DOMESTIC VIOLENCE REDUCTION PROGRAM OBJECTIVES**

- I. To create a DCC wide response involving resources, improved staff training, expert team supervision, complete assessments, treatment, interventions and sanctions for those placed on supervision to DCC for domestic violence offenses.
- II. To increase supervision and treatment resources, interventions and sanctions for those involved with acts of domestic violence while on general supervision for any offense.

- III. To improve outreach to victims, families and children to enhance their safety.
- IV. To coordinate the DCC's response to Domestic Violence with other community groups, law enforcement, Domestic Violence Advocates and the Courts.

## **PROGRAM OVERVIEW**

DCC's Domestic Violence Reduction Program (DVRP) will build upon its Domestic Violence Diversion Supervision unit's experience in focused supervision, contact with victims, close contact with treatment agencies, and partnerships with collateral criminal justice agencies and community groups.

The DCC's DVRP will supervise all the Deferred sentenced cases, will supervise formal probation and parole cases where the crime of conviction involves a domestic violence specific incident and will supervise those placed on probation for Violation of a Restraining Order.

The DVRP will complete assessments and evaluations for domestic violence treatment, refer to treatment and provide some treatment. The program will coordinate with DCC's Program and Development staff to establish domestic violence treatment contracts and resources. The DVRP will contact victims and do out reach to educate them about domestic violence and their safety. The program will provide in-service training about domestic violence issues, criminal activity and victim safety to DCC staff. The DVRP will serve as an internal source for case consultation with staff who have offenders on supervision for other crimes who become involved in domestic violence, Violation of Restraining Orders or other domestic disputes.

## **PROGRAM COMPONENTS**

### **DEFERRED SENTENCE (DIVERSION)/FORMAL SUPERVISION/VIOLATION OF RESTRAINING ORDERS**

- 1. Supervision:
  - A. complete intake
  - B. Supervision evaluation and assessment
  - C. Provide appropriate referrals
  - D. Monitor compliance including group supervision
  - E. Contact with victims
  - F. Counsel offenders
  - G. Court appearances
- 2. Assessment/Treatment:
  - A. Conduct extensive assessment
  - B. Contact with victim
  - C. Refer to treatment
  - D. Provide treatment

3. Coordination:
  - A. Frequent meetings with treatment providers
  - B. Meetings with collateral criminal justice agencies and other concerned agencies
  - C. Regular meetings with Family Violence Steering Comm.
  - D. Meetings with community groups.

## **VICTIM OUTREACH**

1. Safety and Support
  - A. Coordinate with community groups and service agencies
  - B. Contact victims, assist with safety plan
  - C. Provide victims with resource information
  - D. Counsel victims if appropriate
2. Case Management of Offenders
  - A. Gather assessment information from victims
  - B. Establish on-going relation with victims to monitor offender.
3. Coordination
  - A. Work with treatment providers and contractors to increase the treatment modalities to better fit diverse treatment needs.
  - B. Create team approaches to supervision
  - C. Coordinate with other agencies and the community to create new approaches to deal with domestic violence

## **DCC STAFF ASSISTANCE/SUPPORT AND TRAINING**

1. In-Service
  - A. Develop the group skills of program staff
  - B. Provide specific expertise
  - C. Provide referral information
2. Assistance
  - A. Provide consultation on domestic violence issues for critical incident cases supervised outside the DVRP
  - B. Conduct assessments on cases not supervised by DVRP
3. DVRP Staff Training/Development
  - A. Train DVRP staff in current theory and practices related to violence and domestic violence
  - B. Conduct team building
  - C. Train DVRP staff as trainers for domestic violence education

4. In-Service Training
  - A. Provide agency-wide training
  - B. Provide domestic violence to other units and team level training for teams specific to their needs
  - C. Provide on-going critical incident support

## **GEOGRAPHICAL BOUNDARIES**

The DVRP will be located at one site in order to stimulate team work, develop consistent responses to Domestic Violence, improve communications, and offer mutual support in dealing with difficult domestic violence cases. DVRP staff will work with staff in other locations across the Department although it will be centrally located.

## **TIMELINES**

Domestic Violence Reduction Program to begin development and planning stage April, 1995. DVRP to be implemented July 1995, at the beginning of the County's 1995-96 fiscal year, with an preliminary evaluation in April 1996, (after 9 months) to prepare for the 1996-97 budget. A thorough evaluation to be completed in December 1996, (after 18 months) to prepare for the 1997-98 budget.

## **EVALUATION**

The Domestic Violence Reduction Program will use the following indicators to measure and evaluate its success:

- 80% of those on Deferred Sentence (Diversion), 70% of those on Formal probation/parole and 60% of those with Violation of Restraining Order probations will successfully complete supervision.
- 90% of victims will be contacted and offered information and referral services.
- Victims who remain with the offender will report feeling safer by the end of the program.
- Offenders will make positive movement on a pre-test and post-test violence inventory.
- 70% of those of Deferred Sentence (Diversion), 65% of those on Formal probation/parole and 60% of those of with Violation of Restraining Order probations will not be arrested or convicted of an act of domestic violence within one year after leaving the program.
- DCC staff will report being more knowledgeable about domestic violence and what to do about it.

## **STAFFING**

- 1 Supervisor/Team Leader
- 2 FTE Corrections Counselors
- 6 FTE Probation/Parole Officer
- 3 FTE Corrections Technicians
- 2 FTE OA 11

These staff would supervise 900 offenders and provide the additional services and treatment described in this proposal.

## **RESOURCES**

- For evaluations, assessments and treatment:  
2 Corrections Counselors
- For Supervision of Diversion, Formal and VROs:  
6 Probation/Parole Officers
- For support of assessments, treatment and supervision:  
3 Corrections Technicians
- For administrative support:  
2 Office Assistance II, and  
1 Supervisor/Team Leader

## **EXISTING POSITIONS**

- 1 Supervisor/Team Leader
- 2 Probation/Parole Officers existing in the Deferred Sentencing Program
- 4 Probation/Parole Officers in the current field probation/parole positions
- 1 Correction Technician in the Deferred Sentencing Program
- 2 OA II existing in the field

## **NEW POSITIONS**

- 2 Corrections Counselors
- 2 Corrections Technician

## COSTS

Positions:		Existing	New
2	PO's (Deferred Sentence Program	X	
4	PO's (cases exist, being supervised across all caseload)	X	
1	Corrections Technician (Deferred Sentence Program)	X	
2	Corrections Technician (could convert from other positions)		X
2	Corrections Counselors (convert other position or need additional support		X
2	OAI (supporting existing work but may need a percentage of additional support)	X	X
1	Supervisor/Team Leader		
Direct Materials & Services:			
	Small amount for Deferred Sentence Program	X	
	Proportional increase for DVRP size & location (re-direct existing)	X	X
Contracts:			
	Indigent DV Treatment for 120 offenders with ASAP (60,000)	X	X
	Victims Education Groups (1,500)	X	
	Parenting and DV impact education		X
	DV impact education for children		X



DOMESTIC VIOLENCE REDUCTION UNIT  
PROPOSAL OPTIONS

A	<p><b>Staff:</b> 6 P/P Officers 2 Corr. Counselors 3 Corr. Techs. 2 Off. Assist II 1 PA/Supervisor 14 FTE</p>	<p><b>Capacity:</b></p> <table><tr><td>All Def. Sent. DV</td><td>171</td></tr><tr><td>All VRO's</td><td>161</td></tr><tr><td>All DV Misd.</td><td>369</td></tr><tr><td>All DV Prob.</td><td>69</td></tr><tr><td>All DV Parole</td><td><u>67</u></td></tr><tr><td>Total</td><td>837</td></tr></table>	All Def. Sent. DV	171	All VRO's	161	All DV Misd.	369	All DV Prob.	69	All DV Parole	<u>67</u>	Total	837
All Def. Sent. DV	171													
All VRO's	161													
All DV Misd.	369													
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All DV Parole	<u>67</u>													
Total	837													
	<p><b>Location:</b> No space at this time. Space dependent on finding new site or adjusting when other units relocate.</p>	<p>*All DV Misd., Prob, and Parole includes those w/DV and other offenses.</p>												
	<p><b>Cost (Estimate):</b></p>	<p>**This capacity is based on estimate of DV cases under current supervision (See Attachment A)</p>												
	<p><b>Personal Services:</b> 6 POs x \$60,000 = \$360,000 2 CCs x \$60,000 = \$120,000 3 CTs x \$40,000 = \$120,000 2 OAs x \$30,000 = \$ 60,000 1 PA/Sx \$70,000 = <u>\$ 70,000</u> Total \$730,000</p>	<p><b>Services:</b></p>												
	<p><b>Materials &amp; Services:</b> Total \$</p>	<p>1. Supervise, monitor, sanction, etc. Domestic Violence offenders from all intake sources &amp; field transfer with over 1 year to expire.</p>												
	<p><b>Timeline</b></p>	<p>2. Assess for DV issues, refer and/or group counsel w/ offenders and coordinate DV Tx services and contracts.</p>												
	<p>Several months pending location being found.</p>	<p>3. Outreach to victims to provide referral, education and safety planning.</p>												
	<p><b>Logistics:</b> +Find location +Recruit PA/Supervisor, +Recruit program staff, PO's could bring DV cases w/them from Field (See Attachment A) +Program staff training and final program development, +Begin accepting all new cases of DV from all sources.</p>	<p>4. Provide training and education to DCC staff about DV issues and responses.</p>												
		<p>*See Proposal for Department of Community Corrections Domestic Violence Reduction Program for specific details for this full program services.</p>												

# INFORMATION FOR ATTACHMENT A TABLES

Ledger: FPR ONLY = Felony Assault probation  
 FPR W/  
 O/OFF = Felony Assault probation with other types of non-assault probations along with it  
 FPR W/  
 VRO's = Felony Assault probation with Violation of Restraining Order probation supervision  
  
 FPO ONLY = Parole/PPS for Assault offense  
 FPO W/  
 O/OFF = Parole/PPS for Assault with other types of non-assault parole/PPS or probations along with it  
 FPO W/  
 VRO's = Parole/PPS assault with VRO supervision  
  
 MPR ONLY = Misdemeanor Assaultive probations (Assault IV Harassment, Menacing)  
 MPR W/  
 O/OFF = Misdemeanor Assault probation with other types of non-assault misdemeanor probations with it.  
 MPR W/  
 VRO's = Misdemeanor Assault probation with VRO supervision  
  
 VRO ONLY = Violation of Restraining Order only supervision  
 VRO W/  
 O/OFF = VRO with other non-assault probations

TABLE #1: All the Assaultive supervised cases in the field offices by type of case (per ledger groupings)

FIELD TOTAL is the total in each group.

SAMPLE TOTAL is the total in each group for the 21 caseloads sampled (See attachment B)

SAMPLE PERCENT is the percent of the field total for each group that is represented by the sample (See attachment B)

\* SAMPLE TOTAL PERCENT OF SAMPLE is the percent of Domestic Violence specific assault cases for the sample totals (See Attachment B)

TABLE #2: Estimate of Domestic Violence specific cases in each field office by group based on the percentage of DV cases found in the sample caseloads.

TABLE #1

	FPR ONLY	FPR W/ O/OFF	FPR W/ VRO'S	FPO ONLY	FPO W/ O/OFF	FPO W/ VRO'S	MPR ONLY	MPR W/ O/OFF	MPR W/ VRO'S	VRO ONLY	VRO W/ O/OFF	TOTALS
MTSW	64	27	0	24	46	0	75	75	4	33	12	360
MTNO	95	35	0	42	63	0	93	80	6	32	5	451
MTCE	48	24	3	22	22	1	97	52	1	29	4	303
MTEA	20	18	0	2	10	1	56	31	4	19	1	162
MTGR	26	11	1	11	13	0	68	25	1	16	4	176
FIELD TOTALS	253	115	4	101	154	2	389	263	16	129	26	1452
SAMPL TOTALS	68	30	0	31	48	1	119	62	2	32	6	399
SAMPL PERCE	0.268775	0.26087	0	0.306931	0.311688	0.5	0.305913	0.235741	0.125	0.248062	0.230769	0.274793

SAMPLE TOTAL	0.176471	0.233333	0	0.322581	0.229167	0	0.579832	0.548387	1	1	1	0.458647
PERCENT OF SAMPLE												

TABLE #2

ESTIMA OF DV	CASE FPR ONLY	PER FPR W/ O/OFF	OFFICE FPR W/ VRO'S	FPO ONLY	FPO W/ O/OFF	FPO W/ VRO'S	MPR ONLY	MPR W/ O/OFF	MPR W/ VRO'S	VRO ONLY	VRO W/ O/OFF	TOTALS
MTSW	10.88	6.21	0	7.68	10.534	0	43.425	41.1	4	33	12	168.829
MTNO	16.15	8.05	0	13.44	14.427	0	53.847	43.84	6	32	5	192.754
MTCE	8.16	5.52	3	7.04	5.038	1	56.163	28.496	1	29	4	148.417
MTEA	3.4	4.14	0	0.64	2.29	1	32.424	16.988	4	19	1	84.882
MTGR	4.42	2.53	1	3.52	2.977	0	39.372	13.7	1	16	4	88.519
EST. TOTALS	43.01	26.45	4	32.32	35.266	2	225.231	144.124	16	129	26	683.401

*To stabilize and increase victim resources*

**1. Seek stable, committed funding for on-going victim services.**

- In July 1996, local programs will lose \$180,000 in Federal funds for after-shelter support and at least \$35,000 in Legal Aid funds. Currently, the Federal funding for after-shelter support is administered through the Community Action Program Office, and provides shelter programs with a case manager, who works with women who have moved from the emergency shelter into community or transition housing. This grant will not be renewed.
- The U.S. Congress is currently considering legislation that would decrease funding for Legal Aid Services by about 40%. At a minimum, this would mean a \$35,000 loss in services specifically for battered women at Multnomah County Legal Aid Services.
- In July 1997, local programs will lose \$385,000 in Federal funds from a Byrne grant. Services provided by these funds include emergency shelter, intensive case management services for women who have alcohol or drug abuse issues or are gang-affiliated or -affected through domestic violence shelter programs, legal representation in divorce, custody or other civil matters through MCLAS, and advocacy at the courthouse for people seeking restraining orders through Portland Women's Crisis Line. The Byrne grant funds are administered by the City of Portland Bureau of Housing and Community Development.
- Three of the community-based domestic violence programs will lose substantial McKinney funds (HUD) in 1997. These funds are designated to support transition housing and services at Salvation Army's West Women and Children's Shelter, Raphael House and Bradley-Angle House. Loss of these funds could have a significant impact on the general financial stability and well-being of other programs at these agencies. For example, West Women's emergency shelter is in the same building as their transitional program, so that loss of funding for the transitional program threatens stability of the emergency shelter funding.

Funding losses and year of loss are detailed in the following table:

1996	Grants through State Department of Housing and Community Services for long-term support	\$180,000
1996	Multnomah County Legal Aid Services	\$ 35,000
1997	West Women's Shelter HUD funding	\$100,000
1997	Raphael House HUD funding	\$ 40,000
1997	Bradley-Angle House HUD funding	\$ 60,000
1997	Byrne Grant through City of Portland provides	\$150,000
	\$110,000 for shelter programs, \$28,000 for Legal Assistance, \$12,000 for Police Hispanic Advocate	

Total		\$565,000
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*To stabilize and increase victim resources*

**2. Design, secure funding and develop an out-of-shelter service program for women and children who cannot access shelters or do not need shelter.**

Domestic violence shelter programs are currently unable to provide shelter for a significant number of women and children. Police, courts and other service providers frequently work with survivors who do not need or cannot access to emergency shelter. Because of these factors, a domestic violence "service center" has been designated a priority.

The center would be a place where women and children could go to receive short term crisis intervention, including safety planning, information about restraining orders, referrals and advocacy for housing, information about domestic violence, etc. Other services available at the center could include support groups, outreach program, on-going support or case management, connection with other agencies and organizations, a training facility, phones available for women to make calls, paralegal to assist with legal questions, safety, rent and deposit assistance (direct client assistance), on-site child care, and children's program. It is expected that approximately 2,000 women and children would receive services each year through this center.

The minimum annual cost for operation is estimated to be \$140,000. It was assumed that local on-going government funding for the project would be approximately 75% of the cost, or \$105,000.

*To stabilize and increase victim resources*

**3. Expand emergency shelter bedspace capacity.**

For the last four years, the need for additional emergency shelter capacity has emerged as a critical issue. It is estimated that 90% of the women and children requesting shelter are turned away because a lack of appropriate space. In particular, women with large families, with current drug and alcohol use problems or with cultural/language barriers have a difficult time finding appropriate shelter facilities. During a series of planning meeting with domestic violence program representatives, expanding emergency shelter capacity that focused on communities of color or on women with language barriers was designated as the highest priority for expansion of shelter capacity. Such a shelter would provide 15-20 beds, with supportive services, including case management, domestic violence education, support groups, children's programming, parenting skills groups, referrals and advocacy, life-skills training, and other support services. Approximately, 450 women and children could be sheltered each year.

It is estimated that the approximate cost of operating an emergency shelter is \$200,000 annually. It is assumed that local on-going government funding for the project would be approximately 75% of the cost, or \$150,000. There is the additional cost for purchase, building or remodeling a building. This could cost between \$350,000 and \$500,000.

*To stabilize and increase victim resources*

**4. Provide on-going restraining order advocacy at the Courthouse and in contested restraining order hearings.**

Currently, the Portland Women's Crisis Line provides assistance in filling out restraining order forms and referrals for other services at the Courthouse through the use of volunteers. Last year, they provided assistance two to three days per week to more than 800 women and men requesting restraining orders. In addition, the Oregon Coalition against Domestic and Sexual Violence provided similar services and the services of a lawyer at the Courthouse on the other two days per week. The Coalition's program is no longer in existence and the Crisis Line is attempting to provide assistance five days per week, but cannot provide the legal expertise the Coalition provided. The Volunteer Lawyer's Project through the Multnomah County Bar Association has provided pro bono lawyers' services for low-income people whose request for a restraining order is being contested by the respondent. The Volunteer Lawyer's Project may lose its funding in the next year because of cuts in Legal Aid Services.

The Steering Committee recommends \$20,000 in July of 1996 to allow for the hiring of an attorney to assist in training and supervising volunteers working at the Courthouse to assist in restraining orders and to provide the Volunteer Lawyers' Project with additional assistance in recruiting and supervising pro bono attorneys at contested restraining order hearings. In July 1997, Portland Women's Crisis Line will lose \$10,000 in funding from the Byrne grant (other victim services described above).

*To stabilize and increase victim resources*

**5. Provide more legal representation for low-income domestic violence victims in an array of family law matters (including divorce, custody, and support cases).**

Multnomah County Legal Aid Services has provided legal representation and referrals for low-income domestic violence victims for many years. Throughout the state, more than 10,000 women eligible for services are turned away each year from Legal Aid offices; a large percentage is from Multnomah County. MCLAS has also provided a much-needed legal advice hotline on issues related to domestic violence. In the last two years, due to budget cut backs, MCLAS has lost one attorney and one para-legal who worked primarily with domestic violence victims, and the need for legal representation in civil cases has increased. This recommendation would replace this attorney and para-legal and increase services, either through addition attorney time or through support staff. These additional funds would allow MCLAS to provide representation for 55 women, and assure coverage of their hotline.



*To stabilize and increase victim resources*

**6. Develop additional transitional housing for victims and children, with supportive services.**

The most frequent reason women returned to the batterer from a domestic violence shelter is that they had no affordable, safe housing. In addition, the longer women and children receive supportive services, the less likely they are to return to or get into a new domestic violence situation. However, in Multnomah County, most often, there are no available transitional housing or supportive services, despite the addition of 18 beds of transitional housing last year. This recommendation would provide an additional \$100,000 in long-term, supportive services and additional housing capacity.

It was assumed that local on-going government funding for the project would be approximately 75% of the cost, or \$75,000. There is the additional cost for purchase, building or remodeling a building. This could cost between \$350,000 and \$500,000.

*To improve the response of the justice system to incidents of domestic violence*

1. **Standardize data collection and record-keeping, in order to develop accurate data and track progress of the offender through the system, especially repeat offenders.**

There are currently three Steering Committee projects whose goals relate to developing accurate data or to tracking offenders.

1. **Steering Committee Data Collection Committee:** The goal of this project is to assist the public, policy-makers, administrators and funders to establish and evaluate policies and protocols on domestic violence intervention in the criminal justice system. The objectives are that each cooperating agency will develop a data collection system that identifies domestic violence cases/incidents, will produce and provide established monthly or quarterly reports on aggregate data relating to domestic violence incidents, will establish a system to track individual incidents and their outcome through the multiple layers of the criminal justice system, and will communicate the results of a model project to be applied to other types of criminal justice intervention in Multnomah County. The following agencies are part of this committee and project: Bureau of Emergency Communications, Portland, Gresham, Troutdale, and Fairview Police Departments, Multnomah County District Attorney's Office, Circuit and District Courts, Multnomah County Sheriff's Office, and Multnomah County Department of Community Corrections. A Byrne grant is providing a part-time staff person for one year to facilitate this project.
2. **Steering Committee Repeat and Serious Offender Committee:** The goal of this committee is to reduce fatalities and severe injuries due to domestic violence. There are two distinct efforts underway to attain that goal; the first is to develop and implement a Fatality Review Process and the second is to track and develop intervention policies for repeat or serious offenders.

The objectives of the Fatality Review Process are 1) identify -- high risk factors, current practices, gaps in system response, and barriers to safety in domestic violence situations; 2) educate -- public, policy-makers and funders about fatalities and severe injuries due to domestic violence and strategies in intervention; and 3) recommend -- policies, practices or services that will encourage collaboration and reduce fatalities and severe injuries due to domestic violence.

3. **The repeat or serious offenders project** focuses on those convicted of violating restraining orders. The objectives are to identify those most likely to repeat violations or domestic violence crimes, to assist policy-makers and criminal justice personnel in developing policies or strategies to intervene, and to assist victim advocates in developing safety planning tools that specifically address situations with a high risk for repeated assaults.

*To improve the response of the justice system to incidents of domestic violence*

2. **Support and implement the statewide domestic violence task force' standards and protocols for law enforcement, courts, treatment programs for perpetrators, and others.**

The Oregon Domestic Violence Council has been in existence approximately one year, and is in the process of developing protocols or standards for

- courts,
- law enforcement agencies,
- mediation in civil domestic relations matters,
- batterers intervention programs,
- school intervention programs,
- Mental health professionals.

Several members of the Steering Committee are on the Council or participate in its subcommittee. It is estimated that by July 1996, the Council will have completed the six protocols or standards listed above. At that time, Multnomah County agencies will be asked to support and implement those standards, as appropriate.

*To improve the response of the justice system to incidents of domestic violence*

3. **Develop a closer relationship between the Steering Committee and the Multnomah County Sheriff's Office, to assist in implementing these recommendations, review "anger management" curriculum used in groups in the jail and jail procedures.**

The MCSO has been involved sporadically on the Steering Committee since 1987. Successful joint efforts have included procedures that diminish the likelihood that domestic violence perpetrators will be released before arraignment and that increase the likelihood that victims will be informed that the perpetrator is being released. We believe that this has increased the safety of the victim, by keeping most perpetrators in jail overnight and by informing the victim of the release. Continuing and increased involvement of the MCSO on the Steering Committee will assure that new protocols and procedures will be more closely coordinated with the activities of other law enforcement agencies, the District Attorney's Office and Courts and that as problems arise, there will be timely and productive ways to address them.

The MCSO will be addressing issues that have an impact on an effective coordinated response, including changes in the civil restraining order service process, the expected loss of the Safety Action Teams, and batterers intervention programs (i.e., "anger management") standards.

*To improve the response of the justice system to incidents of domestic violence*

4. **Provide comprehensive and continuing training about domestic violence for all law enforcement, corrections and Community Corrections officers, and others County personnel that interact with victims and perpetrators.**

Effective intervention in domestic violence requires a coordinated, community-wide response. Every county Department, program and staff that interact with victims or perpetrators need specialized training that address issues that are specific to domestic violence. These issues include:

- definition of domestic violence
- appropriate assessment and intervention tools for a wide-range of populations
- risk assessment
- resources available
- barriers to women and children in building lives free of violence
- social and cultural attitudes about domestic violence, victims and perpetrators
- legal issues (restraining orders, arrest, prosecution, etc.)

All law enforcement, Department of Community Corrections, District Attorney's and Court personnel who interact with women and children need this training in order to provide effective legal intervention. In addition, staff in the Health, Community and Family Services and Aging Departments need to be trained on similar issues. This recommendation is further discussed in "To develop a community-wide attitude that domestic violence will not be tolerated."

***To develop a community-wide attitude that domestic violence will not be tolerated***

- 1. Promote community-wide value that domestic violence will no longer be tolerated, including an annual public awareness campaign, Key Results that relate to domestic violence from all County Departments, training for County staff that interact with victims or batterers.**

In order to end domestic violence, we must develop a community ethos that this form of violence is not acceptable. Not only does this require a strong response from law enforcement and the judicial system, but it also requires community leaders, service providers, friends, neighbors, teachers, the media and others to make strong and consistent statements against domestic violence.

The Steering Committee is specifically recommending Board and Departmental support for existing efforts. These include:

- An annual domestic violence awareness campaign, co-sponsored and endorsed by a large variety of community organizations and businesses. The Steering Committee is recommending an increased role for the County through \$5,000 in funding and participation by all County Departments.
- School-based programs, such as No Punchin' Judy and Chance for Change. These programs are currently partially funded with County General Funds through the Community Action Program Office. The Steering Committee is recommending increasing that funding by \$10,000. In addition, we are requesting that language and cultural specific programs be developed and that other school-based violence reduction strategies (peer mediation, conflict resolution, etc.) incorporate information about domestic and dating violence in them.
- Department of Community and Family Services Domestic Violence Work Plan. This Department has developed a plan to address domestic violence as it affects staff and clients. See attached DRAFT plan. We are requesting support for this and other efforts.
- Training for County staff that interact with victims and batterers. Currently, some staff in the Departments of Health, Community and Family Services and Community Corrections receive training on domestic violence issues. It is strongly recommended that all County staff that may interact with victims or batterers receive similar training to that outlined above, to include: definition of domestic violence, appropriate assessment and intervention tools for a wide-range of populations, risk assessment, resources available, barriers to women and children in building lives free of violence, social and cultural attitudes about domestic violence, victims and perpetrators, and legal issues (restraining orders, arrest, prosecution, etc.).

The Steering Committee is also recommending that all County Departments and, if appropriate, programs within them develop Key Results that relate to domestic violence.

10/31/95  
SUBMITTAL  
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**DRAFT**

**DRAFT**  
**DEPARTMENT OF COMMUNITY AND FAMILY SERVICES**  
**DOMESTIC VIOLENCE WORK PLAN**  
**October 23, 1995**

**Introduction and History:**

Domestic violence has been named as one of the 11 urgent Benchmarks in Multnomah County. It has widespread and severe effects on women, children, and families. Because the goal of the Department is to "assist in the growth of strong, healthy, and caring individuals, families, and communities" the Department of Community and Family Services established a Domestic Violence Work Group in June 1995. This group was charged with developing a recommended plan for the Department to address domestic violence at a multitude of levels.

The work group was made up of representatives from most Units in the Department. The group discussed goals, objectives, and possible activities, solicited additional members as appropriate and distributed a survey to all Departmental staff. In addition, the work group wrote articles for the "Transition Times," and for the Health Promotion Newsletter about domestic violence and the work of this group, and participated in distributing information for the "There's No Excuse -- Oregon" public awareness campaign.

**Assumptions:**

The work group began work with a set of assumptions and a definition of domestic violence that included the following:

Domestic violence is a pattern of behaviors in which one intimate partner attempts to establish or to maintain power and control over the other, through psychological or emotional abuse, physical abuse and sexual abuse. Primarily, men perpetrate this violence and women who are the victims; however, in a small number of cases women batter men or gays and lesbians batter their same-sex partners. This definition has been broadened to include dating violence and elder abuse, but does not include child abuse.

Domestic violence has a negative impact on staff of the Department, i.e., some staff are currently being battered or battering, some are survivors, and some work with difficult cases in which battering is occurring. According to the Bureau of National Affairs, the effects of domestic violence in the workplace are indirect, causing diminished worker productivity, absenteeism, high employee turnover and rising health care costs. It is estimated that due to these indirect effects, American companies lose up to \$6 billion each year, including one million days of work.

Domestic violence has a negative impact on the clients this Department serves, including those receiving direct services from Department staff and those receiving services contracted by the Department.

Domestic violence is a major impediment to health in families and wholeness of individuals.

The occurrence of domestic violence makes our jobs harder.

### **Department Survey Results:**

The work group developed and distributed a Department-wide survey in July and reported on its results in the August "Transition Times." The survey addressed the Department's role in providing information, intervention and support for three groups: for staff who are victims/survivors and perpetrators; for clients who receive direct services from County staff; and for clients who receive services through agencies contracted by the Department. In addition, the survey asked about the effect of domestic violence in the lives of staff and about their past or present involvement in a domestic violence program. Analysis of the results was made more difficult because some staff prioritized their responses (one through five or more) and others simply checked several responses. See an appendix for details about questions asked and responses.

One hundred staff members (almost 30% of the staff) returned completed surveys; of those that indicated their sex, 80% were women and 20% were men. Of the 81 staff who responded to the question "Has domestic violence impacted your life directly?," 47% said yes. Approximately, 20 staff indicated that they had volunteered or worked at a domestic violence program.

Ninety-two percent indicated that it is important that the Department should provide support and information to staff members affected by domestic violence. Only 6% indicated that this was an inappropriate sphere for the Department to address and 2% did not answer this question. Overwhelmingly, staff indicated that the work group should "work with EAP to develop groups and provide appropriate interventions." Additional Departmental activities most supported were 1) Departmental policies on supervisor's role, administrative leave for court cases, safety measures when necessary, 2) department-wide training on domestic violence intervention, supervision training or co-worker training on how to provide support, 3) work with Health Promotion on education and resources, and 4) identify "Natural Helpers" in Department or those people you would go to for assistance on this issue.

Nineteen staff indicated that they provide direct client services. They indicated that the areas most helpful to them are training, resource list, assessment tools, and experts to provide technical assistance. However, a majority indicated support for all eight suggested ways to assist them.

Forty-one staff responded to questions about working with contract agencies. Responses about the proportion of contractors' clients that are affected by domestic violence ranged from 20% to 80% and included responses indicating that this is an unknown percentage. Respondents indicated that areas that would be most helpful to them are trainings, a resource list, assessment tools, experts to provide technical assistance. Over half of the respondents indicated an interest in Discussion Groups on the topic. There was a difficulty in rating responses to this question because part of the list to prioritize or choose from was on the back page and several respondents did not fill out any of the back page. This may mean that more staff would be interested in developing standards or protocols, increasing relationship with domestic violence programs and developing contract requirements (all on the back page).



**Goal and Objectives:**

Based on discussions in the work group and the responses to the surveys, the work group adopted the following Goals and Objectives:

**GOAL:** To increase the safety of the Departmental staff and clients, as it relates to domestic violence. In working toward this goal, we must assure that we provide culturally specific and appropriate information for people of color, people from ethnic minorities, gays and lesbians, and people with disabilities.

**OBJECTIVES:**

- 1) To increase the awareness and available resources for staff members who are victims of domestic violence, and their children.
- 2) To increase the support for and safety of victims of domestic violence (and their children) who are clients of the Department or contracted service providers.

See Chart below for specific activities and responsibilities related to each of these objectives.

**Recommended Membership for On-going Work Group:** The current domestic violence work group recommends that the on-going group be made up of representatives from each unit, and two administrative positions: the Department Manager or designee, and one staff member with supervisory or budgetary responsibilities. In addition, a Union representative should be included. Size and composition should take into account optimum working size and representation from each unit, individuals interest, motivation and time. In order to assure administrative support for this work group, we recommend that work group participation be added to the members' work plans and other adjustments be made if necessary to allow time for full participation. It is also recommended that other interested individuals be encouraged to participate in specific activities as appropriate.

**Additional Recommendations:**

1. Establish a Violence in the Workplace Committee, which would also address issues relating to domestic violence.
2. The issue of verbal harassment/abuse was raised by two people in the survey. We recommend that this topic be addressed in some way, but not by this workgroup.
3. Work with Health Promotion on acquiring domestic violence information.
4. Provide employees with opportunities for community service/volunteer projects with domestic violence programs and other groups.
5. The Department and each unit (A&D, Adult Mental Health, Children's Mental Health, CAPO, DD, CEU, RMU, YPO) have a Key Result related to domestic violence for the 1996-97 budget process.

Members of the current work group are Chris Estes, Rosa Nguyen, Barbara Hershey, Lynn Ervins, Chiquita Rollins, Sue Peters, Carol Cade, Dave Edwards, Chris White, Elinor Dempsey, Nancy Wilton, Wendy Lebow.

Objective	Activity	Who	Time Line
<b>Department Staff</b> To increase the awareness and available resources for staff members who are victims of domestic violence and their children.	Assure EAP is a qualified support, safety planning, and referral resource; advertise EAP domestic violence services.	Work Group; Employee Services; EAP	May 96
	Develop administrative tools, including policies/procedures to use in assessment, support, safety planning, and referral for staff who are victims.	Work Group; Domestic Violence Programs; Union Rep; Management Rep	June 96
	Train supervisors to use administrative tools developed by the work group	Work Group; Domestic Violence Programs; Union Rep?	Sept 96
	Establish program of ongoing staff training designed to prevent domestic violence.	Work Group	Outline by June 96; Training 96-97
<b>Clients</b> To increase the support for and safety of victims of domestic violence (and their children) who are clients of the Department or receive services contracted by the Department.	Develop a plan to provide facilitated one-day workshops for direct service staff to develop program-specific assessment tools and protocols to use when working with clients.	Contracted Facilitator; Domestic Violence Programs; Work Group	Plan June 96; Workshops 96-97
	Assure training for direct service staff in utilizing assessment tools and protocols developed by the unit.	Contracted Facilitator; Domestic Violence Programs, Work Group	FY 96-97
	Establish a comprehensive listing of community resources.	Work Group; Domestic Violence Programs; Unit Staff	June 96
	Establish a plan to extend domestic violence assessment and intervention for contracted services.	Work Group; CEU; Program Staff	June 1997

## Benchmark Coordinator for Domestic Violence

### Roles and Responsibilities

- **Serve as a policy advisor** to the Chair and Board on strategies and budget priorities for domestic violence prevention; for example, during budget preparation, review and comment on proposals for new or expanded services to support DV reduction.
- **Track efforts and progress** towards the benchmark analyzing data and trends in Multnomah County and by being an "information repository" for domestic violence related efforts by Multnomah County and our partners.
- **Research and advise** on "promising practices" to achieve the benchmark.
- **Provide technical support** to County departments in their work to support the benchmark, including assistance in developing "key results" for related programs.
- **Provide leadership in community collaboration** toward the benchmark by convening and staffing the Family Violence Intervention Steering Committee.
- **Participate on the Public Safety Council** to ensure that policies and plans support achievement of the domestic violence benchmark.