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**Feasibility Study for a One-Stop Domestic Violence Service  
Center**

**City of Portland  
Multnomah County**

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February 2008

**Prepared by Technical Assistance for Community Services**

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# **Executive Summary**

## **Feasibility study process**

Responding to a proposal from Commissioner Dan Saltzman, the Portland City Council initiated a feasibility study for the development of a Domestic Violence One-Stop Center to meet the needs of victims of domestic violence. The City selected TACS, a nonprofit organization with substantial expertise in strategic planning and domestic violence service systems, to lead the feasibility study process. Commissioner Saltzman convened a steering committee to provide guidance during the study process from the perspectives of potential public partners including Multnomah County, the Portland Police Bureau, and the Multnomah County District Attorneys Office, and the view of potential private partners including nonprofit domestic violence service providers.

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

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

## **Findings**

Every community which has established a One-Stop Center has experienced a significant increase in the number of domestic violence victims obtaining assistance and the number of domestic violence perpetrators held accountable for their actions.

The study found that there is great interest locally in the development of a One-Stop Center among domestic violence service providers, human service agencies, law enforcement, the courts, legal assistance providers, and others currently working to assist victims of domestic violence and hold perpetrators accountable for their actions. Victims of domestic violence strongly support the creation of a One-Stop Center.

## **Recommendations**

Based on the findings of the feasibility study, the consultants and Steering Committee recommend that the City of Portland and Multnomah County enter into an intergovernmental agreement to develop and operate a Domestic Violence One-Stop Center within the next year.

The Domestic Violence One-Stop Center will play a key role in increasing public safety throughout Portland and Multnomah County. Its goal will be to help victims protect themselves and their children from continued violence and to enhance the ability of police, prosecutors, and the courts to hold perpetrators accountable for their actions.

The Domestic Violence One-Stop Center should:

- Bring together at one-site community-based victim services, criminal justice services and civil legal assistance;
- Function as an easily accessible, safe, and welcoming center which provides victims of domestic violence with access to a variety of resources to ensure their safety and help them to address their own and their children's immediate and longer term needs;
- Embrace a victim-centered service philosophy which respects the rights and ability of clients to make the best choices for themselves and their families, including choices regarding participation with law enforcement and the courts;
- Utilize a collaborative approach and co-location strategy which facilitates the client's access to public and private resources;
- Assist victims of domestic violence to hold their offenders accountable;
- Ensure accessibility for all county residents by provision of culturally appropriate assistance for victims from diverse cultures through active participation by organizations rooted in culturally diverse communities;
- Increase the overall availability of resources for victims of domestic violence rather than redirecting resources away from current services.

Services available on-site at the One-Stop Center should include:

- Advocacy, personal support, and assistance with safety planning;
- Access to emergency shelter and affordable housing;
- Assistance with application for restraining orders;
- Access to police officers and district attorney staff if desired by victim;
- Safe, appropriate child care while obtaining assistance;
- Access to public assistance resources through DHS; and
- Civil legal assistance

In addition to services available on-site, the One-Stop Center should establish collaborative relationships which facilitate client access to resources located off-site including:

- Health services and forensic medical examinations;
- Mental health and substance abuse treatment;
- Employment and job training resources;
- Child care for employment or education;
- Probation officers; and

- Child Protective Services.

The One-Stop Center should operate within a governance structure which balances the power relationship between government, law enforcement, judicial and non-profit agencies, ensuring development and implementation of policies and practices which are consistent with a shared victim-center philosophical framework.

Core staffing for the One-Stop Center will include eight positions, including four public employee positions and four positions through contractual agreements with nonprofit organizations. The Center Director, a Program Coordinator/Deputy Director, Office Manager/Receptionist, and Security Officer are envisioned as public employee positions. Three victim advocate positions will be staffed through contractual agreements with nonprofit domestic violence service provider, and one civil legal assistance position staffed through a contractual relationship with Legal Aid.

New funding resources will be required to develop and establish the One-Stop Center. Initial estimates for one time capital and start-up costs are \$2.13 million. Annual operating costs are estimated at \$700,000. This includes support for eight positions and related non-personnel and occupancy costs.

The preferred location for the One-Stop Center is the Multnomah County facility located at 103<sup>rd</sup> and Burnside, the Gateway Social Services Building. This site offers multiple advantages including:

- Convenience for One-Stop Center users due to central location within Multnomah County and access to MAX and excellent bus service;
- Significant cost saving through location directly adjacent to existing police and district attorney resources, the Domestic Violence Enhanced Response Team and the Domestic Violence Reduction Unit;
- The facility is owned by Multnomah County.

Discussions regarding space requirements, relocation designed to avoid disruption of current services, and parking issues are in the preliminary stages.

## **I. Context for Domestic Violence One-Stop Service Center**

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

Recently, local communities across the nation have experienced concrete benefits from bringing together domestic violence advocates, intervention specialists, prosecution and law enforcement personnel into one physical location providing a One-Stop Center for victims in need of service. Benefits include:

- Co-location of law enforcement, judicial, and community based services for victims of family violence improves service delivery by facilitating communication with the victim and among partner agencies
- More services are being accessed by victims in less time
- Reduction in the number of Domestic Violence homicides
- Reduction in the number of Domestic Violence police reports
- Reduction in the number of Domestic Violence trials

Specifically, San Diego Family Justice Center reports after three years of being open:

- 87 clients per month when opened doors increased to 1,240 clients per month
- 50% reduction in domestic violence homicides from 9 to 5
- Trials in 2004 declined from 80 to 30
- Increased victim participation in prosecution, moving from 70% of victims being unwilling to participate in the prosecution process to 70% of victims being willing to participate
- Reduction in overall criminal justice system costs: San Diego County estimates that the criminal justice system spends \$2.5 on each domestic violence homicide in San Diego County, including the cost of lifetime incarceration for the killer

Centers located in other communities do not all offer the same services. Most Centers provide:

- Access to culturally relevant advocacy services for survivors and their children;
- Crisis intervention services;
- Civil legal assistance, assistance with temporary restraining orders;
- Law enforcement investigation and prosecution of offenders; and
- Financial assistance and access to employment services.

All Centers provide links with off-site partners such as emergency shelters, longer term housing assistance, mental health and chemical dependency counseling, and medical services.

## **Coordinated Community Response in Multnomah County**

Multnomah County has a long standing community commitment to ending violence against women. Bradley Angle House, founded in 1975, was among the first domestic violence shelters in the nation, with additional crisis lines, shelters, and advocacy programs emerging throughout the late 1970s, 80s, and 90s. **In 1994, the Portland City Council and the Multnomah County Board of Commissioners** identified the reduction of domestic violence as a high priority and jointly funded a Domestic Violence Coordinator to facilitate the further development of a coordinated community response.

Today, government agencies, nonprofit organizations, and committed individuals are involved in assuring a coordinated community response to domestic violence in Multnomah County.

The City of Portland and Multnomah County jointly provide resources to fund the **Domestic Violence Coordinator** position and support the work of the **Family Violence Coordinating Council (FVCC)** which meets monthly to discuss and improve system coordination. The Coordinator's Office maintains a website which posts a Domestic Violence Resource Manual and a complete list of community resources for responding to domestic violence. Additionally the Council takes on planning, assessment, policy development, and monitoring of intervention and prevention activities.

Recent publications include: Improving the Effectiveness of Court Processes for Individuals Seeking Stalking Protective Orders (2004), Battered Women Offenders in the Criminal Justice System (2003), and the Community Based Victim Services System Plan (2002). The System Plan identifies a multi-disciplinary, domestic violence walk-in center as one important part of an effective community based victim services system. Due to the high level of coordination and collaboration fostered by the FVCC, the City and County have been awarded over \$5.25 million in Federal funds in the last five years.

The **Tri-County Domestic and Sexual Violence Network** provides a forum for Executive Directors/Program Managers of domestic and sexual violence service providers in the tri-county area. The Network meets on a regular basis to discuss concerns and commit to common undertakings. It works to foster a regional system for addressing domestic and sexual violence in the metropolitan area. It speaks with a unified voice on funding and planning issues. See Appendix A for a list of community-based victim service providers.

Specialized police, probation and District Attorney Units have been formed. The City of Portland **Domestic Violence Reduction Unit (DVRU)** is located in a Multnomah County facility in mid-county. The DVRU was founded in 1993 with input from the Family Violence Coordinating Council, and has on-site collaborative relationships with the domestic violence Coordinator's Office and community based domestic violence agencies, Child Welfare, and the Child Abuse Multi-Disciplinary Team. The DVRU consists of 4 officers and 1 police sergeant and domestic violence advocates from Volunteers of America, Raphael House and El Programa Hispano.

The **Domestic Violence Enhanced Response Team (DVERT)**, which is co-located with DVRU, identifies high-risk and high-lethality domestic violence cases along with intervention solutions. It is coordinated by a manager from the Coordinator's Office and includes the following grant funded positions: one Portland Police sergeant and two officers, 1 Multnomah County Sheriff's Office deputy, two Raphael House advocates, a Volunteers of America advocate, and a program coordinator. In addition, County probation officers, District Attorney, Child Welfare and Self-Sufficiency staff regularly attend DVERT meetings and actively participate in the collaborative response to these high risk cases.

The **District Attorney Domestic Violence Unit** provides formal court intervention in domestic violence misdemeanor and felony crimes. Deputy district attorneys and victim advocates assist victims in pursuing legal options. Social service information and referral is provided.

The **Domestic Violence Court** hears all misdemeanor domestic violence cases. The goal of the Court is to have a small number of judges handle all domestic violence misdemeanor criminal cases and probation violation hearings so that victims' issues are better understood and to achieve greater consistency in accountability of offenders.

The **State of Oregon, Department of Human Services (DHS)** has two programs that are related to families involved in domestic violence. The **Child Welfare** program deals with domestic violence when there is a concern for the safety of the child. The **Self Sufficiency** program provides temporary financial assistance and support services to victims of domestic violence. Approximately two years ago DHS launched a collaborative effort to improve services to victims of domestic violence at Child Welfare and Self Sufficiency offices. Legal Aid Society of Oregon, the Domestic Violence Coordinator's Office and Volunteers of America are members of an advisory committee assisting DHS in this effort.

Four of the DHS, **Self Sufficiency** offices have case managers for domestic violence services. Advocates from Volunteers of America and Bradley Angle House are co-located at these branch offices. The Self Sufficiency program administers The Domestic Violence Grant (TA-DVS). Grant money can be used for housing related costs, costs related to setting up a household and for increasing safety, and costs for clothing and personal items. To be eligible a survivor must be pregnant or have a child. A Self Sufficiency staff member regularly attends DVERT meetings.

DHS **Child Welfare** works with DVERT to help identify high priority cases. It also works with the District Attorney's office to identify cases where children's safety might be in question. One Child Welfare branch has onsite domestic violence advocates from Volunteers of America and Proyecto UNICA and a parent-child intervention specialist from Listen to Kids that assist in cases where DV co-occurs with child abuse/neglect allegations.

The Rotary Club of Portland and Bradley-Angle House, a domestic violence services provider, have announced a joint effort to develop **The Rotary Center for Community Empowerment**, a new neighborhood resource center anticipated to open in May 2010 in North Portland. The Center will offer new programs designed to

involve the broader community in prevention of domestic violence, as well as parenting classes, child care, and a variety of health and wellness services, and other resources to help victims of domestic violence improve their lives and those of their children.

## **Domestic Violence in Multnomah County**

The high level of domestic violence in Multnomah County mirrors the incidence of domestic violence in Oregon and nation wide. Obtaining accurate prevalence data is difficult. Current estimates, based on the number of calls to the police and to domestic violence crisis lines, almost certainly understate the prevalence of domestic violence because many victims do not seek assistance from either source.

### **Incidence/prevalence of domestic violence**

- 28,000 women in Multnomah County are physically abused each year (based on prevalence estimate of 1 out of 7 women age 18 to 64 years);
- 21,000 children in Multnomah County were exposed to violence in 1998;
- Law enforcement reporting of domestic violence may underestimate incidence -- a review by the Multnomah County Family Violence Intervention Steering Committee determined that of all 2004 County homicides, 8 were domestic partner related while the Law Enforcement Data System reports one County homicide as domestic violence related.

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

### **Demographic information for those experiencing violence**

- 84% are white
- 70% are employed
- 66% have at least some college education
- 66% are single
- 50% have children
- While not all victims are poor, poor women experience domestic violence at a higher rate

Source: Domestic Violence in Multnomah County, Multnomah County Health Department, 1999

## **Reported Domestic Violence in the City of Portland**

Law enforcement reporting of domestic violence, while not providing a complete picture of all domestic violence incidents within Portland, provides useful demographic information.

### **Incidence of domestic violence**

- 5677 reported cases of domestic violence in 2007
  - 37%, 2083 were reported in East Precinct, east of 82<sup>nd</sup> to Gresham;

- 21%, 1178 were reported in SE Precinct, south of I-84 & west of 82<sup>nd</sup>;
- 19%, 1085 were reported in NE Precinct, I-84 to I-205;
- Central and North Precinct had the lowest % of reported cases, 11% and 12%.

### **Demographic information for those reporting violence**

- 64% are White
- 23% are African American
- 8% are Hispanic/Latino
- 3% are Asian
- 1% are Native American
- 33% are between the ages of 20 - 29
- 25% are between the ages of 30 – 39
- 33% are between the ages of 40 – 59

Source: City of Portland Police Bureau, Planning and Support Division and Strategic Services Division

### **Service Provision and Unmet Need**

Service provision and unmet need on a county and statewide basis show a high need for service and a high unmet need:

### **Services provided by Domestic Violence Programs in Multnomah County**

- Over 30,000 crisis calls to domestic violence hot lines; and
- 15,000 domestic violence shelter bed nights annually.

Source: Responding to Violence Against Women through a Housing First Program, Volunteers of America, July 2006

### **Unmet need**

- 8,456 annual requests for domestic violence shelter by adults that couldn't be met at Tri-County level;
- Fewer than 1 in 5 injured victims received medical care for their injuries on state wide basis;
- 40% of all domestic violence victims become homeless (national data).

Sources: DHS Children, Adults and Families Division, Region 2 – Multnomah, Clackamas, Washington County, January 2006 – December 2006; Costs of Intimate Partner Violence Against Oregon Women, Oregon Department of Human Services, 2005; Impact of Domestic Violence on the Housing Stability of Low-Income Women, prepared for Domestic Violence Coordinator's Office Multnomah County Health Department

## **II. Feasibility Study Process**

### **Steering Committee**

Oversight and direction for the feasibility study was provided by a Steering Committee including City of Portland Commissioner Dan Saltzman, Multnomah County Commissioner Jeff Cogen, Multnomah County Deputy District Attorney Rod Underhill, Multnomah County Domestic Violence Coordinator Chiquita Rollins, Volunteers of America Home Free Director Kris Billhardt, Native American and Family Center Healing Circle Director Tawna Sanchez, and City of Portland Police Bureau Sergeant Greg Stewart.

The Steering Committee provided input and feedback at key points in the study process to ensure that both the process and the final work product met the needs of the key stakeholders. Four meetings and two site visits to operating one-stop centers created opportunities to discuss various ideas and approaches that emerged during the planning process.

### **Input through Focus Groups, Key Interviews, and Internet Survey**

The input process included two focus groups with domestic violence service providers and six focus groups with domestic violence survivors. Telephone interviews were conducted with law enforcement, prosecution, and court stakeholders and with community service providers such as public assistance, mental health, health, and school stakeholders. An internet survey provided all stakeholders an opportunity to comment on plan recommendations. The Steering Committee discussed information obtained from the input process. A list of focus group and key interview participants is included in Appendix B.

### **Key interviews and One-Stop Center Site Visits**

In-depth telephone interviews were conducted with the Executive Directors from seven Domestic Violence One-Stop Centers. Information gained from these interviews was presented to the Steering Committee. The Steering Committee traveled to Pierce County, Washington and Oakland, California to gain first hand information on the operation of a one-stop center. A statement of Best Practices is included as Appendix C.

## **III. One-Stop Center Vision**

Over the course of the study process the Steering Committee came to a shared vision of an ideal Domestic Violence One-Stop Center within the City of Portland and Multnomah County.

The One-Stop Center will provide a safe place for all victims of domestic violence to receive services and will work to assure access for underserved victims including immigrant women, victims with criminal records, and other women experiencing special barriers to receiving services.

The One-Stop Center will commit fully to a victim-centered service philosophy which respects and supports the right and ability of each victim to make the best choices for herself and her family. The Center will prioritize victim safety and confidentiality, the development of victim skills and resources, and abuser accountability.

It will support the criminal justice system in holding offenders accountable and will provide a strong message that violence against intimate partners is not tolerated in our community.

The One-Stop Center facility will be a large, light filled, welcoming and safe space. It will be located close to public transportation with some parking for clients who will drive to the Center. The Center will balance the need for some victims to have easy access to law enforcement and prosecution services with the understanding that many victims fear police and may be hesitant to utilize a facility which requires contact with police or presentation of identification to obtain services. Background checks of victims seeking assistance will not be conducted.

While safety is a critical component of the Center, it must not deter victims from accessing services. Safety design elements are to include:

- One-way glass at entry (allowing staff to see individuals approaching the center without allowing persons outside the center to see individuals seeking services inside);
- A secure door with the ability to buzz clients in; and
- A security officer on site and a video camera survey of parking lots.

When a survivor enters the One-Stop Center she will be greeted by a skilled receptionist in a warm and comfortable waiting area. The initial intake form will be short, easy to complete and will not require disclosing any identifying information (victims who are fearful of providing personal information may identify themselves as “Jane Doe”).

After completing the brief intake process, the victim will meet with an advocate who will conduct an initial assessment, help the victim develop a safety plan, and work with her to identify needed services. The advocate will assist the survivor to access on-site and off-site services and will provide follow-up advocacy as needed.

Throughout her visit at the One-Stop Center, the victim will have the option of having her children remain with her or allowing them to participate in supervised care. Child care will be provided by skilled child care staff in a clean, welcoming child care area with large windows which allow parents to observe their children while addressing their own needs.

The goal is for each One-Stop Center client to have the option of completing an on-line application for a restraining order. An advocate will provide information about the protection order process and assist the survivor in filling out the application form.

Victims will also have the option of making a police report at the One-Stop Center and will be able to meet with a Deputy District Attorney and/or Victim Witness Advocate. A Deputy District Attorney will be located on-site with the Domestic Violence Reduction Unit and the Domestic Violence Enhanced Response Team in order to improve prosecution coordination.

The One-Stop Center will facilitate service coordination, providing support to victims as they meet with the various service providers. Each One-Stop Center client will direct the degree to which information they provide may be shared with multiple agencies and service providers through completing information release agreements.

One-Stop Center governance structure will include representation from public and private partner agencies, as well as a domestic violence survivor representative, who will work together to develop policies which support implementation of the vision and core values of the Center. The governance structure will work with Center management to balance the power relationship between government, law enforcement, judicial and non-profit agencies in decision making authority and staffing decisions and ensure that key decisions reflect the Center's commitment to a victim-centered approach in all aspects of its operations.

## **IV. Major Findings**

### **I. High Interest and Support Among Potential Partners and Survivors**

- Virtually all interviewees and focus group participants expressed strong support for the One-Stop Center concept in Portland; and
- The most frequently expressed concern/reservation was the availability of resources to fund the One-Stop Center and the potential for reduction of resources for existing services.

### **2. Location**

A majority of survivors and many service providers expressed preference for locating the One-Stop Center in mid-Multnomah County, near to or within the Gateway site which is currently utilized by DVRU and DVRT. Survivors described a downtown location near the courthouse as “dangerous”, a place where encounters with abusers or friends of abusers seems likely. Service providers commented that many clients that use domestic violence services live in the mid-county area.

A downtown location was preferred by some service providers because of a close proximity to the courthouse and ease of transportation. A close-in east side location was preferred by some service providers and some survivors.

Virtually no interest was expressed for a Gresham location – it was perceived as too far away and too uncertain in terms of plans for the new courthouse.

Availability of District Attorneys and processing of Temporary Restraining Orders have been identified as primary barriers to the Gateway location or any location that is not near the downtown court house.

### **3. Key On-site Services and Partnerships**

- Most interviewees and focus group participants identified as most essential on-site services:
  - Domestic violence advocates, including those prepared to provide culturally specific assistance;
  - Police (including DVERT and DVRU);
  - Assistance with Temporary Restraining Orders;
  - TANF/AFS;
  - Child care while women obtain assistance;
  - Access to emergency food, clothing, health care and housing;
  - Access to Legal aid.
  
- Additional important, desired services included:
  - Access to District Attorneys;
  - Ability to complete court appearance for TRO;
  - Mental health/substance abuse counseling;
  - Access to DHS – child welfare workers;
  - Programs for children exposed to a batterer.
  
- Other on site resources  
Less universal interest and some concerns were expressed about other resources including:
  - Parole and probation – while some thought it would be very helpful to have a parole/probation presence, others were concerned that this might lead to abusers being present;
  - Yoga and other community center like activities;
  - Ongoing support groups;
  - Medical care;
  - Liaisons to schools;
  - Food pantry.
  
- All interviewees and focus group participants agreed that no abuser should receive services on-site. Consequently, services which may involve abusers will be conducted at other locations.

#### **4. Key Off-site Partnerships**

Interviewees and focus group participants expressed strong interest in increasing connections with mental health, substance abuse, health, child welfare, employment, affordable housing, services for children exposed to batterers, and other resources.

#### **5. Data Sharing**

Interviewees and focus group participants emphasized the importance of obtaining consent before any data is shared. Most expressed preference to make services available without regard to whether consent for data sharing is given.

Survivors expressed interest in being allowed to read and sign off on written descriptions of what they have chosen to share with an advocate with the understanding that only the information they had approved would be shared. Survivors emphasized the need to be able to say what specific pieces of information are shared with specific service partners— in other words use of specific consents rather than universal consent.

#### **6. Emphasis on Prosecution**

We learned that different One-Stop Centers across the country place differing levels of emphasis on obtaining survivor agreement to assist with prosecution. Some of the emphasis on survivor assistance with prosecution grows from the use of federal dollars focused on increasing prosecution.

Survivors and domestic violence service providers expressed strong preference for allowing survivors to choose whether or not to assist with prosecution or file a police report with the understanding One-Stop Center services will be available without regard to the victim's decision. This approach is designed to make the One-Stop Center's services accessible to victims who might otherwise be reluctant to seek services, such as those who believe that doing so would further endanger them, or have outstanding warrants or a criminal conviction, or come from immigrant or refugee communities where police involvement is discouraged or is feared.

#### **7. Management of the One-Stop Center**

We found two primary models for management of the One-Stop Centers:

- The One-Stop Center manager is a public employee who works closely with a partners leadership team composed of representatives of both public and nonprofit partners. This model is used in San Diego, Alameda County, and Pierce County.
- The One-Stop Center is managed by a single nonprofit service provider with input from the partners. This model is being used in the new center in Salt Lake and in Quachita Parish, Louisiana.

#### **8. Funding for One-Stop Center Operating Costs**

We found two models for funding One-Stop Center operations and on-site partner services:

- Funding is provided for the core staff of the One-Stop Center employed by the entity managing the Center. On-site partners cover the cost of staff co-located at the Center.
- Funding is provided for some staff of the on-site partners in addition to funding for the core staff employed by the entity managing the One-Stop Center.

One-Stop Centers are using local general fund dollars as well as federal grants dollars to fund the core staff.

One-Stop Center operating costs for a core staff of six people, rent, office supplies and equipment cost generally run between \$500,000 to \$800,000, with San Diego providing the largest center with a \$1.5 million operating budget, and Salt Lake City providing the smallest, with an operating budget of \$80,000. The core staff of most One-Stop Centers includes: Executive Director, Assistant Director, Intake Coordinator/Client Services Manager, Operations Manager, Fiscal Manager, and Receptionist.

Pierce County and Hennepin County Centers fund nonprofit on-site partners. Pierce County on-site partners are funded through grants and Hennepin County through general fund dollars. For the other One-Stop Centers, on-site partners cover their own staff costs. On-site partners do not contribute to general administrative costs in any of the Centers.

Private foundation and business funding has been obtained for capital improvements and furnishings. Because most foundation funding is designed to support innovation and program development, it is generally not available for ongoing support of core staff positions.

## **9. Initial Commitments from Service Providers**

During the key interviews we asked service providers if they would be interested in co-locating staff at the One-Stop Center. Depending on facility location and final negotiations, the following providers expressed some level of interest in co-locating at the Center:

- Portland Women's Crisis Line;
- Volunteers of America Home Free Program;
- Department of Human Services, Self Sufficiency Program Staff;
- District Attorney Domestic Violence Prosecutor.

Volunteers of America, Raphael House, and El Program Hispano currently co-locate staff at the Domestic Violence Reduction Unit (DVRU) and the Domestic Violence Enhanced Response Team (DVERT).

## V. Recommendations

### Central Focus

The central focus of a One-Stop Center in Multnomah County should prioritize victim safety and support, victim access to resources, and abuser accountability.

### Core Principles

The Domestic Violence One-Stop Center should:

- Function as an easily accessible, safe, and welcoming center which provides victims of domestic violence with access to a variety of resources to ensure their safety and help them to address their own and their children's immediate and longer term needs;
- Embrace a victim-centered service philosophy which respects the rights and ability of clients to make the best choices for themselves and their families;
- Utilize a collaborative approach and co-location strategy which facilitates the client's access to public and private resources;
- Assist victims of domestic violence to hold their offenders accountable;
- Ensure the accessibility by and provision of culturally appropriate assistance for victims who confront language and cultural barriers through active participation by organizations rooted in culturally diverse communities;
- Increase the overall availability of resources for victims of domestic violence rather than redirecting resources away from current services.

### Services

Services available **on-site** at the One-Stop Center should include:

- Advocacy, personal support, and assistance with safety planning;
- Access to emergency shelter and affordable housing;
- Assistance with application for restraining orders;
- Access to police officers and district attorney staff if desired by victim;
- Safe, appropriate child care while obtaining assistance;
- Access to public assistance resources through DHS;
- Civil legal assistance.

In addition to services available on-site, the One-Stop Center should establish collaborative relationships which facilitate client access to resources located off-site including:

- Health services and forensic medical examinations;
- Mental health and substance abuse treatment;
- Employment and job training resources;
- Child care for employment or education;
- Child Protective Services.

## Staffing

Staffing for the One-Stop Center should include:

- **Core Staff – Public employees**
  - Executive Director
  - Program Coordinator/Deputy Director
  - Receptionist/Office Manager
  - Security Officer
  
- **Core Staff - funded by contract**
  - Civil Legal Assistant – 1/2 FTE
  - Victim Advocates – 3 FTE, including at least 1 FTE culturally specific advocate
  
- **Co-located staff -- funded by Parent Agency**
  - Culturally specific advocates – 2 FTE
  - VOA – 18 FTE
  - DHS Self Sufficiency – 1 FTE
  - DA Victim Assistant – 1 FTE
  - District Attorney Deputy – 1 FTE (At this time the DA's Office does not have the capacity to assign a Deputy to the One-Stop, and additional grant or County funding would be required to accomplish this)
  
- **On-site partners located in adjacent MDT building -- funded by Parent Agency**
  - Portland Women's Crisis Line – 9 FTE
  - DVERT – 9 staff (6 police and 3 advocates)
  - DVRU – 8 staff (5 police and 3 advocates)

## Governance

The One-Stop Center should function through an intergovernmental agreement between Multnomah County and the City of Portland through which both entities would contribute funding for Center operations. Under the terms of the agreement, Center staff would become public employees. The intergovernmental agreement would specify which public agency would provide human resources, fiscal management, and IT services to the program.

The intergovernmental agreement would establish the framework for the One-Stop Center Governance Council to provide high level policy direction and oversight for the Center. The Governance Council should include representatives from key on-site partners, including the nonprofit domestic violence service providers, Multnomah County, the City of Portland, key public agency partner bureaus, Family Violence Coordinating Council, domestic violence survivors, and community advocates for domestic violence.

The One-Stop Center should operate in collaboration with the Multnomah County Family Violence Coordinating Council and the Multnomah County Domestic Violence

Coordinator's Office to assure the continued collaborative development of services to victims and the intervention with offenders.

The role of Governance Council should include:

- Development and monitoring of the implementation of core operating principles;
- Provision of high level advice to the employing public entity regarding the selection and evaluation of the One-Stop Center Executive Director;
- Identification of partnership needs and opportunities;
- Two way liaison with the broader community to ensure that the views of survivors, service providers, public agencies, and others are considered in One-Stop Center planning and to build greater public understanding of and support for the Center;
- Development of an evaluation plan and monitoring operations of the Center based on this plan;
- Advocacy for adequate funding for the One-Stop Center.

## **Cost/Funding**

New public funding will be required to cover the cost of core staffing, including contractual agreements with nonprofit service providers and for other core operating costs including facilities, fiscal and human resources management, information technology, interpretation services, etc.

Public entities, such as DHS and the Portland Police Bureau, are expected to fund their on-site staffing through their current funding mechanisms.

The One Stop model benefits significantly from the co-location of multiple partner organizations. The One Stop Center will need to obtain sufficient core operating support to provide space and equipment for the nonprofit agencies under contract to the One Stop without charge for occupancy or management.

In addition to housing these nonprofit staff, who are providing core services for One Stop clients under contract with the Center, we anticipate that the One Stop site may also prove to be an effective location for other nonprofit service providers. If so, we anticipate that these nonprofit service agencies would enter into agreements with the One Stop to lease the space required for staff involved in delivery of services other than those deemed core to the One Stop and funded through contracts with the Center.

A preliminary budget, including all components of One-Stop staffing and potential impact of co-locating organizations has been developed. Initial estimates for one time capital and start-up costs are \$2.13 million. Annual operating costs are estimated at \$700,000. This includes support for eight positions and related non-personnel and occupancy costs.

## **Facility Needs**

After public review of the One-Stop Center report and determination of the scope and scale of on-site operations, including clarification of the number of staff which would be co-located by nonprofit partners, a detailed facilities plan and cost estimate will be developed.

The preferred location for the One-Stop Center is the Multnomah County facility located at 103<sup>rd</sup> and Burnside, the Gateway Social Services Building. This site offers multiple advantages including:

- Convenience for One-Stop Center users due to central location within Multnomah County and access to MAX and excellent bus service;
- Significant cost saving through location directly adjacent to existing police and district attorney resources, the Domestic Violence Enhanced Response Team and the Domestic Violence Reduction Unit;
- The facility is owned by Multnomah County.

Discussions regarding space requirements, relocation designed to avoid disruption of current services, and parking issues are in the preliminary stages.

## **VI. Implementation Approach**

This initial report will be circulated for public comment with particular emphasis on obtaining feedback from potential public and nonprofit partner agencies, service providers, public policy leaders, and domestic violence survivors and advocates. The Steering Committee will review all feedback and advise the consultants prior to preparation of the Final Report.

Once initial commitments are obtained from the City of Portland, Multnomah County, and nonprofit domestic violence service providers, a One-Stop Center Implementation Task Force will be convened to complete detailed plans for the One-Stop Center. The Task Force should include representatives of all on-site partners and potential Governance Council members and should maintain ongoing communication with off-site partners throughout the implementation planning process.

Respectful collaboration lies at the heart of the One Stop Center concept. While all participants in the One Stop collaboration will be deeply committed to building a center which values and protects the rights of victims to make decisions about what strategies they will pursue and what resources they will use, collaborative partners will also recognize and respect the legal and ethical responsibilities of staff and volunteers of each participating organization. Collaborative partners will commit to working together to find and implement strategies which support the victim centered philosophy of the One Stop Center while respecting the ethical and legal requirements of all partners.

Key tasks for the Implementation Planning Task Force will include:

- Development of charter for governance council identifying composition, roles, and authority;
- Development of final staffing plan, position descriptions, and core operating budget;
- Review of facilities proposals, selection of site, and oversight of the development of plans for build out of One-Stop Center facilities;
- Development of operating agreements and oversight of negotiations with on-site and off-site partners;
- In partnership with the City and County, development of public and private funding plan for the One-Stop Center.

## VII. Evaluation

An evaluation plan should be developed that specifies intended outcomes, the data required to measure these outcomes, and a mechanism for making needed program changes. A key data challenge identified in *An Evaluability Assessment of the President's Family Justice Center Initiative* conducted in 2005 is the confidentiality concerns associated with data collection. This challenge needs to be taken into consideration in developing the evaluation plan.

The following list of outcomes is recommended in the *Evaluability Assessment* to measure program impact:

- Increased victim safety,
- Increased access and utilization of comprehensive domestic violence services,
- Increased public awareness of domestic violence,
- Increased number of successful prosecutions,
- Decreased time to successful prosecutions.

Other outcome measures to consider are those used by Multnomah County, DVERT as measures of success:

- Reduced recidivism among offenders,
- Increased confidence of the criminal justice system and sense of safety among victims,
- Change in the way professions in law enforcement, prosecution, courts and other member agencies do their work.

Data collection methods should include client focus groups and anonymous on-site client surveys.

## Appendix A: Core Domestic Violence Services Multnomah County\*

Service Provider	Founded	Focus	Shelter Beds	Transitional Beds	Language Avail	Support Groups	Advocacy Services	Population Specific Services
Bradley Angle House	1975	DV	15	22 on-site plus scattered sites	8 Bilingual Staff Spanish all sites; Somali & French at Healing Roots	General DV Women battered by women African American women	Healing Roots Center; Call for appt for general drop-in	African & African American LGBT
UNICA/EI Programa Hispano	1992	Dual	n/a	8-10 scattered sites	All staff and volunteers are bilingual (Eng and Spanish)	6 groups adult Spanish speaking w/child care; 1 group for children	w/PPB, Gresham Police, DHS/CPS, 2 EPH offices	Latino community
IRCO	1976, RIFS '98	DV	n/a	n/a	6 bilingual/bicultural staff. 10 different languages. Cantonese, Maay, English, French, Hmong, Mandarin, Punjabi, Somali, Swedish, and Vietnamese.	In progress	DHS, legal system, shelters, police, safety planning, housing, and court advocacy.	Immigrants and refugees
Legal Aid	1936	Dual	n/a	n/a	6 bilingual staff Spanish, Russian, ASL; will provide interpreters for eligible clients	n/a	Legal services	n/a
LifeWorks	1961	Dual	n/a	n/a	n/a	Seeking Safety New Options for Women & Girls	Police, DHS, PO's, A&D treatment, housing	Women involved in sex industry; Healing Roots Center
Listen to Kids	1983	Dual; CA	n/a	n/a	2 Spanish speaking staff	Mom & Kids DV group; PChIP	Parent Child Involvement; Relationship with Gresham DHS	Children
Native American Youth and Family Center	1974; HC 1999	DV	n/a	n/a	n/a	DV/SA Groups	Advocates at courthouse on Fridays	Native Americans

Service Provider	Founded	Focus	Shelter Beds	Transitional Beds	Language Avail	Support Groups	Advocacy Services	Population Specific Services
Portland Women's Crisis Line	1973	Dual	Motel vouchers	n/a	24/7 language line	Sexual Assault Survivors Support & Empowerment; Adults Molested as Children	Through SA program, hospital and court advocacy	Sex Workers
Raphael House	1977	DV	35-40	15 scattered site	10 bilingual staff 24/7 language line	n/a	3 FTE working at police bureau	Community ed to teens, faith, business
Russian Oregon Social Services	1994	Dual	n/a	n/a	6 bilingual staff all but 1 staff speak Russian & Ukrainian	DV support group for Russian speaking women	ESL, Mental Health counseling, legal system advocacy	Russian/Russian speaking community
SEI								
VOA	1930	DV	Motel vouchers	40-50 scattered sites	2 bilingual staff Spanish; access to language line	General DV, DV's impact on parenting, Safe Spaces (children), Girls Empowerment (teens), jail group at Inverness	Out-stationed Advocates at DVRU & DHS, courthouse RO advocacy, "housing first" and transitional services, home visits & mobile advocacy in all components, daytime hotline	Survivors experiencing housing insecurity, Latinas, Native American & African American survivors, children exposed to DV, teens
West Women's & Children's Shelter	1980	DV	21	35 on-site	Spanish & Russian speaking volunteers		SAFE Shelter for homeless single women	Focus on Native American Women
YWCA	1901; Yolanda '96	DV	12	20 off-site	2 bilingual staff Spanish, access to language line	DV group, Seeking Safety	Accompaniment to court, DHS, other agencies	All survivors

\*Source: Adapted from Tri-County Domestic Sexual Violence Intervention Network, 2007 Service Matrix – Clackamas and Washington County services are not included.

## **Appendix B: Input Participants**

### **1. Law Enforcement, Court, Legal Assistance**

- Doug Bray, Chief Court Administrator
- Dale Koch, Presiding Judge
- Nan Waller, Family Court Judge
- Jeremiah Stromberg, Probation
- Carla Piluso, *Gresham Police*
- Monte Reiser, Multnomah County Sheriff
- Marshall Ross, Multnomah County Process Server
- Terry Wright, Lewis & Clark Legal Clinic
- John Connors, Metropolitan Public Defender

### **2. Community Service Providers**

- Bill Derville, *Rotary Club*
- Jerry Burns, Public Assistance Director
- Jennifer Bren, *Child Welfare*
- Linda Pursell, Public Assistance
- Pari Mazhar, Central City Concern
- Traci Boyle, Cascadia Behavioral Health
- Mary White, Kaiser Permanente
- Kris Henning, Portland State University
- Glenna Hayes, Children of Incarcerated Parents
- Annette Jolin, Portland State University

### **3. Focus groups**

#### **Tri-County Domestic & Sexual Violence Intervention Network**

- Rut, Martinez, El Programa Hispano
- Yelena Hansen, EMO/Russian Oregon Social Services
- Leslie Kay, *Legal Aid*
- Rebecca Peatow, Portland Women's Crisis Line
- Sara McDowell, *Raphael House*
- Erin Ellis, Sexual Assault Resource Center
- Pat Mohr, Salvation Army West Women's Shelter
- Kurt Wehbring, Salvation Army West Women's Shelter
- Suzanne Doyle, YWCA Yolanda House

**Line Staff**

- Melissa Adams, Bradley Angle House, Advocate Sexual & Gender Minorities Communities
- Meredith Haynes, Bradley Angle House, Transitional Housing Advocate
- Julie Stevens, Legal Aid, Attorney
- Emmy Ritter, Life Works, Mental Health & Addictions Consultant
- Lynn Fairweather, VOA, Lead Response Advocate
- Jenny Johnson, Portland Women's Crisis Line, Crisis Line Coordinator
- Lauren Robertson, Raphael House, Volunteer Coordinator
- Nancy Agard, VOA Home Free, Transitional Services Advocate
- Nanci Jarrad, VOA Home Free, Out-stationed Advocate for Child Welfare Clients
- Lynn McCluskey, VOA Home Free, Emergency Services Coordinator
- Megan Kruse, VOA Home Free, Emergency Services Advocate

**Survivor Focus Groups**

- Volunteers of America Home Free (2 focus groups)
- EMO/Russian Oregon Social Services
- YWCA, Yolanda House
- El Programa Hispano
- Bradley Angle House

## **Appendix C: One-Stop Center Best Practices**

There are approximately 30 Domestic Violence One-Stop Centers within the United States. Fifteen of these centers received start-up funding through The President's Family Justice Center Initiative created in 2003. These Family Justice Centers (FJC) are based on a model pioneered by San Diego, California. Within the FJC there are similarities and differences in approaches. Additionally, other One-Stop Centers that are not modeled after the FJC approach have elements that are common to the FJC model and elements that are different.

### **Best Practices shared among all models**

1. Co-location of law enforcement, judicial, and community based services for victims of family violence increases communication among partner agencies thus improving service delivery and eases the burden on the victim by not requiring travel from place to place to access services.
2. Centers are victim centered.
3. Safety measures are in place to ensure that the Center is a safe place for victims and staff. However, the type of safety measures employed differs among the various Centers.
4. Offenders are prohibited from receiving services at all One-Stop Centers.
5. Offender accountability is a priority.
6. Victim confidentiality is critical. Sharing of victim information among agencies is only done with the consent of the victims and according to legal restrictions.
7. Communities with a history of collaboration among community and government partners have a higher likelihood of success in establishing a One-stop Center.
8. Strong support from local elected officials is needed for the sustainability of one-stop centers.
9. Client feed-back on services provided is gathered through surveys and/or focus groups on a regular basis.

### **Differences among models**

1. Co-located services operate under various titles: Family Justice Center, Domestic Abuse Resource Center, Center Against Family Violence, Family Safety Center, Child & Family Advocacy Center, Family Advocacy Center are some examples.
2. While all One-Stop Centers describe themselves as victim centered, some Centers have a stronger emphasis on the prosecution component; others have a stronger emphasis on victim advocacy.
3. On-site services differ. All One-Stop Centers provide victims assistance with restraining orders, civil legal assistance and self-sufficiency needs. However, there is variability with regard to assistance in locating housing, jobs, child care, mental health services, and drug and alcohol abuse services.
4. While all sites provide a space for children to play while their parent is receiving services, the child care area is not always supervised.

5. All sites share general demographic data with partner agencies. Some sites, with the victim's consent, share individual data among partners; others do not.

## **Sources**

Interviews were conducted with the following One-Stop Center Executive Directors:

- Susan Adams, Crystal Judson Family Justice Center, Pierce County, Washington
- Nadia Lockyer, Alameda County Family Justice Center, Oakland, California
- Lolita Ulloa, Domestic Abuse Service Center, Hennepin County, Minnesota
- Bettina Richards, Bexar County Family Justice Center, San Antonio, Texas
- Tammie Slawson, Quachita Parish Family Justice Center, Quachita Parish, Louisiana
- Gael Strack, San Diego Family Justice Center, San Diego, California
- Asha Parekh, One Stop Domestic Violence Center, Salt Lake County, Utah

The Steering Committee visited the Crystal Judson Family Justice Center in Tacoma, Washington and the Alameda County Family Justice Center in Oakland, California. Additionally, the Committee viewed a power point presentation of the San Diego Family Justice Center.

## **Additional Sources:**

- The President's Family Justice Center Initiative Best Practices, February 2007, Office on Violence Against Women.
- Hope for Hurting Families: Creating Family Justice Centers Across America; Casey Gwinn and Gael Strack, 2006.
- National Family Justice Center Alliance, Webinar Conferences, 2007.
- Evaluability Assessment of the President's Family Justice Center Initiative, Meg Townsend, Dana Hunt, William Rhodes, U.S. Department of Justice, December 2005.
- Internet review of one-stop domestic violence service centers: The Ann Patterson Dooley Family Safety Center, Arizona Advocacy Centers, Irving Family Advocacy Center, City of Saint Paul Domestic Abuse Resource Center.

## **Appendix D: Job Duties Core Staff**

### **Executive Director**

Responsible for overall planning, direction and oversight of the operation, management and funding of the One Stop Center. Establishes partnerships, develops effective collaborative agreements, and works productively with public and private partner agencies to ensure effective operation and meaningful evaluation of the Center. Builds and maintains positive working relationships with public officials and ensures positive public awareness of the Center. Identifies potential funding opportunities and builds effective relationships with potential funders.

### **Program Coordinator/Deputy Director**

Responsible for supporting effective collaboration among all One Stop partners through development of shared policies and procedures, identification of service improvement opportunities, and resolution of operating problems. Works closely to ensure effective use of the sponsoring public entity HR, fiscal, IT, and facilities management resources. Works closely with the Executive Director and partners to prepare applications for funding for the Center.

### **Receptionist/Office Manager**

Serves as the initial point of contact for victims seeking assistance at the Center. Establishes and maintains a positive, welcoming and safe atmosphere. Establishes and maintains office systems and facilitates use of centralized HR, fiscal, IT, and facilities resources. Provides support for the Executive Director and Program Coordinator/Deputy Director on preparation of funding proposals, reports, and program materials.

### **Security Officer**

Ensures safety of all program participants, staff, and visitors to the One Stop Center. Provides positive, supportive assistance to staff to address security challenges.