**BACKGROUND**

In 2006, the Oregon Department of Justice (DOJ) and the Oregon Department of Human Services (DHS) established a joint formula for equitably distributing non-competitive federal and state grant funds to non-profit domestic violence and sexual assault (DVSA) advocacy organizations. The formula was recommended after completion of an ‘Equity Allocation Study’. The formula is designed to cover personnel costs only for a critical response to survivors and not the full funding needs of DVSA programs and organizations statewide. The formula established a base amount for each service area regardless of population, with the remaining funds being distributed by population (base plus population) for each service area. The formula established an initial benchmark of $16.28 million for reaching an equitable distribution of funds statewide. In 2012, the nine federally recognized Tribal Nations in Oregon were added to the formula and the funding benchmark was adjusted to $16.46 million.

The *current* base plus population formula relies on four elements that together determine the allocation of funds to each service area. A service area is a county or Tribal nation. Figure 1 shows how the current formula is structured.

Figure 1 – Current Formula since 2007

The current formula is described in detail in Appendix A, *“Funding towards Equity: Oregon Sexual and Domestic Violence Programs.”*

By 2017, DOJ and DHS had reached $12.63 million of the $16.46 million formula benchmark. In March 2018, DOJ and DHS convened a joint funds workgroup to review the formula and its implementation. The workgroup made recommendations for adjusting the base and population elements of the current and future formulas and their implementation. This paper summarizes recommendations that the joint funds workgroup has made to date.

**RECOMMENDATIONS FOR THE FORMULA**

**Recommendation for adjusting the current formula**

***Formula recommendation #1: With the current formula, adjust the base for nine service areas and Tribes with the smallest populations to have the same per capita rate as Wallowa County.***

*Completed.* CVSSD adjusted the base for these nine service areas and Tribes with the smallest populations to have the same per capita rate as Wallowa County. This increases the original benchmark of $16.46 million by about $300,000 for a new benchmark of $16,787,000. This adjustment will be applied in the 2019-2021 biennium. CVSSD currently has federal Victims of Crime Act (VOCA) and Violence Against Women (VAWA) Act and state Oregon Domestic and Sexual Violence Services (ODSVS) funds available for the Joint Allocation to reach the $16,787,000 benchmark.

**Recommendations for a new formula**

***Formula recommendation #2: Update formula elements after examining current research and evidence.***

DOJ and DHS pulled population data from the 2010 U.S. Census with annual projections from the PSU Population Research Center. Prevalence rates are the Centers for Disease Control (CDC) national rates. To arrive at the cost for 1 FTE advocate, DOJ ran a salary analysis by DVSA program and region which was pulled from the 2015-2017 Joint Non-Competitive Grant Awards in CVSSD EGrants. The advocate to survivor service ratio was derived from analyzing the number of unduplicated survivors served reported to DHS in 2015-2017 and FTE reported on CVSSD EGrants staff rosters for the 2015-2017 Joint Non-Competitive Grant Awards.

Under this new formula model, personnel costs for a critical response to survivors’ needs are $185 million. Like before, the new formula does not meet the full funding needs of DVSA programs and organizations. DOJ and DHS will update the four elements of the formula each biennium using the sources named above and any other current, relevant annualized data.

The workgroup considered this information in making its recommendation for the updated formula elements shown in Figure 2.

Figure 2 – Updated Formula

***Formula recommendation #3: Finalize the base amounts in the new formula using a tiered base approach. Adjust the base amount for the three smallest counties (Sherman, Wheeler and Gilliam) to $75,000.***

Separate discussion is needed with the Tribal Nations about what base amounts to set among other considerations for the formula. Each of Oregon’s nine Tribal Nations is recognized as a distinct service area within the formula.

***Formula recommendation #4: Recognize the population density of underserved, marginalized, and oppressed communities (UMOC) in each service area by putting a 50% weight on population distribution of funds for certain population groups.***

The recommendation is to add a 50% weight to the population distribution side of the formula to account for and recognize four UMOC populations: people of color, LGBTQ, people with disabilities, and immigrants/refugees. This will give slightly increased allocations to service areas with higher densities of these four UMOC populations.

***Formula recommendation #5: Establish a 25% set aside (of total base + population distribution) for population specific programs and organizations in each service area.***

With the exception of Tribal Nations, 25% of each service area’s total allocation would be set aside for population specific programs/organizations. A population specific organization as defined by VAWA “means a nonprofit, nongovernmental organization that primarily serves members of a specific underserved population and has demonstrated experience and expertise providing targeted services to members of that specific underserved population.” CVSSD and DHS would expand this definition to include population specific programs within a larger organization. Implementation of the 25% set aside is yet to be determined. A phased implementation approach may be suitable for counties with few or no population specific programs/organizations that also carry expertise in DVSA advocacy. If no population specific program/organization exists, perhaps the funds set aside for this purpose could be used to develop programs or organizations to meet the need of a specific underserved population. Ideally, the set aside would be given to organizations that are led and operated by people who represent the specific underserved population.

***Formula recommendation #6: Establish a differential for culturally specific programs/organizations, as well as Tribal Nations.[[1]](#footnote-1)***

A differential for culturally specific programs/organizations and Tribal Nations would result in additional funding for these provider types above what is already allocated through the formula. This differential would be over and above the formula at total funding. It is intended to account for the cost of additional services that must be provided to overcome barriers faced by survivors from the populations served by these programs/organizations, i.e. translation, immigration assistance, etc. Further discussion is needed about the meaning of culturally specific and the application of that meaning to this differential. For example, OCADSV developed a definition of culturally specific that is broader than VAWA’s definition of the term.

**RECOMMENDATIONS FOR IMPLEMENTATION OF THE JOINT FUNDS IN 2019-2021 AND BEYOND**

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| ***#1: Ensure that full funding is equitably achieved for each service area and the DVSA programs/organizations within a service area.***  | The formula progresses incrementally towards equity with available funding. Under the current formula, some service areas and programs/organizations have already reached 100% or more of their initial allocation benchmark. These are protected against funding decreases whenever possible to maintain stability of services, i.e. the “hold steady” provision. Each biennium (or implementation period) DOJ and DHS will examine the progress to goal (100% funding) for each service area and program/organization. A temporary cap will be applied to those that have reached 100% funding before others until equity across programs and organizations in the service areas is reached. DOJ and DHS will keep the “hold steady” and temporary cap provisions for service areas and for programs/organizations within the service areas.  | *Completed.* Implemented recommendation for the 2019-2021 Joint Non-Competitive Fund allocation. |
| ***#2:*** ***DOJ and DHS will establish methods to distribute joint funds to multiple DVSA programs/organizations within the same service area and to programs operating in more than one service area.*** | A DVSA program/organization receiving joint non-competitive grant funds may receive a base amount for more than one service area. That program/organization’s total base amount must not exceed the percentage of base allocated to other programs or organizations in the same service area. In a service area with two or more DVSA programs/organizations, and when a geographic split of services between programs/organizations is necessary, then zip codes are the default method for establishing the population attributed to those programs/organizations. Communicate how default splits are currently calculated and inform impacted programs/organizations of the option to make a local decision other than the default.  | *Completed.* Implemented recommendation for the 2019-2021 Joint Non-Competitive Fund allocation.  |
| ***#3: Review and confirm general eligibility information.*** | General eligibility is defined below. Changes are shown in strike through and italicized font. **“**To be eligible for a Joint ~~Application~~ Non-Competitive Grant award, an *applicant* must be a non-profit *organization*, a federally recognized Tribal Nation in Oregon, or a victim services division or *program* of a non-profit *organization* or tribal government, whose primary purpose is to serve victims *and survivors* of domestic violence, sexual assault, stalking, and/or dating violence through a continuum of outreach, intervention and support services.” The following language is proposed as an addition to the general eligibility requirements. This reframes former ideas about threshold standards and core services using federal terminology such as “requirements” and “conditions.” Eligible applicants must demonstrate that certain services are already provided to victims and survivors of domestic violence, sexual assault, stalking, and/or dating violence prior to applying for a Joint Non-Competitive Grant funds.1. Advocacy for victims and survivors
2. Safety planning
3. Information and referral
4. Individual and group support
5. 24-7 crisis line (or an MOU with another program to provide this)
6. 24-7 crisis response (or an MOU with another program to provide this.)

Eligible applicants must meet certain requirements as a condition of receiving a Joint Non-Competitive Grant Award.1. Comply with CVSSD administrative and financial requirements
2. Comply with state and federal requirements as outlined in the grant award agreement
3. Provide meaningful access to services
4. Provide confidential and privileged advocacy services as prescribed in ORS 147.600, ORS 40.264, VAWA, FVPSA, and the CVSSD and DHS grant agreements
5. Voluntary, survivor-driven, trauma-informed services
6. Services provided at no cost to survivors (allowing for 3rd party reimbursement)
7. Effective direct services as measured by the Common Outcome Measures
8. Core training requirements including for Board or Advisory Board members;
9. Community coordination and planning;
10. Designate a sexual assault lead advocate in dual DVSA organizations receiving sexual assault funds;
11. Designate a culturally specific lead advocate for DV, SA, or DVSA organizations developing culturally specific programs with culturally specific funds.
 | *Completed.* Incorporated into the 2019-2021 Joint Non-Competitive Funds Request for Applications. |
| ***#4: Establish expectations for the provision of additional services when appropriate.*** | * Follow-up advocacy when safe and at survivor request
* Legal Advocacy/Services
* Primary Prevention Services (ODSVS and DHS grants only; the limited VAWA funding for prevention is not available for this application)
* Shelter services (shelter facilities, safe houses, motel stays, housing stabilization, emergency transportation, etc.)
 | *Completed.* Incorporated into the 2019-2021 Joint Non-Competitive Funds Request for Applications. |
| ***#5:*** ***Clarify language about entry of new programs and organizations to receive funds from the Joint Allocation.*** | Joint funders will keep the current process for entry into the Joint Funds. New programs and organizations will have expanded options to enter the Joint Allocation in the 2021-2023 biennium once a process is better defined by CVSSD and DHS. Considerations for entry into the joint allocation are a topic for a future workgroup. The future workgroup is encouraged to consider: * Outreach to programs/organizations that qualify to enter the Joint Allocation;
* Building awareness among local programs/organizations of the Joint Allocation and the opportunity to enter; and
* Support for potential new programs/organizations in applying for competitive grants through DOJ CVSSD;
* Ways to identify service gaps within each service area and potential new programs/organizations that could fill those service gaps. This should be done in collaboration with programs/organizations already receiving Joint Funds.
 | Current process for entry into the Joint Funds stands for the 2019-2021 Joint Non-Competitive Funds.Discussion and planning necessary for expanding options for new programs and organizations to enter the Joint Allocation in 2021-2023. |
| ***#6: Revise language for meaningful access to services.*** | The recommended language for meaningful access to services is written as “Meaningful access to services for **all** victims by **all** programs is a core value and requirement for receiving a Joint Funds grant award. * All programs and organizations must respond to an initial crisis call and initial disclosure of domestic violence, sexual assault, dating violence or stalking with safety planning and support in a way that is responsive to the survivor’s status and identity.
* All programs and organizations must directly link survivors whose needs may be beyond their expertise to an appropriate partner program or organization when one exists and is available.
	+ Culturally specific or Tribal programs/organizations may directly link survivors who do not need their culturally specific services to an appropriate partner program or organization when one exists and is available.
	+ Other programs and organizations may directly link survivors who need culturally specific or Tribal services to an appropriate partner when one exists and is available.
* All programs and organizations must provide services that are culturally responsive and recognize the multiple intersecting identities of survivors. For example, an organization or program needs to be responsive to LBGTQ persons from the Latinx community or elders in a rural setting.
* All programs and organizations must demonstrate continuous engagement of communities in their service area when designing and evaluating their programs, including survivors and others from local underserved, marginalized, and/or oppressed communities, and Tribal Nations.
* All programs and organizations must provide comprehensive training for leaders, staff, and volunteers that includes the dynamics and effects of oppression and historical trauma, the dynamics and effects of DV, SA, dating violence, and stalking in various populations, and how to effectively provide services in their service area. This is part of the DVSA Training Requirements.”
 | *Completed.* Incorporated into the 2019-2021 Joint Non-Competitive Funds Request for Applications. |
| ***#7: Review the list of requirements for shelter services.*** | It is recommended that “DV” be dropped from the term “DV Shelter” and that the term “shelter” be used in future Joint Funds RFAs. The revised shelter language is provided in an attachment. Considerations about other sheltering requirements are a topic for a future workgroup.  | *Completed.* Incorporated into the 2019-2021 Joint Non-Competitive Funds Request for Applications. This is a future workgroup discussion for OCADSV to facilitate.  |
| ***#8: Examine methods of accountability that ensure 1) minimum service levels are met, and 2) compliance with funding requirements.*** | 1. Create a complaint process for grantees and survivors to file a complaint with CVSSD and DHS.
2. Create a poster with information about how to file a complaint. Require that this information be posted as a condition of receiving the joint funds.
3. Maintain data about complaints that are received.
4. Monitor programs/organizations for compliance through site visits. Meet with survivors, community members and partners to assess the program/organization’s efforts to provide meaningful access to services.
5. Outline the process and possible actions that the joint funders will take to ensure accountability.
 | *Completed.* CVSSD created a complaint process in 2019 that is now posted on CVSSD’s website. CVSSD tracks complaints that are received. Breaches of confidentiality are reported to federal funding offices. Monitoring of grant funded agencies and organizations occurs routinely by CVSSD grant fund coordinators. CVSSD has written grant monitoring guidance, financial and administrative risk assessment tools, and grant monitoring tools that it uses for desk reviews and site visits.  |

**RECOMMENDED TOPICS FOR FUTURE DISCUSSION OR WORKGROUPS**

There is opportunity for future workgroups to address topics that were not covered by the current workgroup. These topics include:

1. Design **strategies for implementing a new formula** if adopted, including set asides, benchmarks, funding splits with stand-alone organizations (i.e. sexual assault, culturally specific).
2. Examine whether to include **legal services providers** in the distribution of the formula or to fund through a separate grant process. Determine what legal services providers would be included.
3. Continue discussion about the requirements, expectations and best practices for providing **shelter services, including shelter, sheltering and housing stabilization**. This includes shelter services for culturally specific populations. What is OCADSV’s interest in facilitating this discussion?
4. Include culturally specific populations in developing **funding** **criteria and implementation strategies for culturally specific organizations**, including stand-alone culturally specific organizations. Ensure stakeholders from culturally specific populations and organizations are involved in decision making processes.
5. Review and update the **Cultural Competency Standards**.
6. Define criteria and process for **new programs/organizations entering the joint allocation.**
1. Refer to OCADSV and VAWA definitions for culturally specific services. [↑](#footnote-ref-1)