

**Washington State**

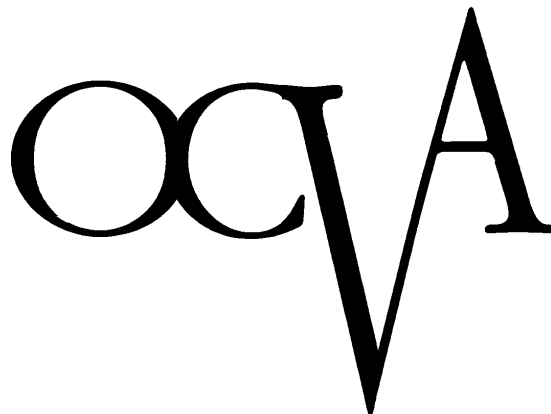
**Office of Crime Victims Advocacy  
Department of Community, Trade and Economic Development**

**Violence Against Women STOP Grant  
Number 2007-WF-AX-0008**

# **Implementation Plan**

**FY 07 - 09**

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## I. Introduction

The state of Washington has organized its State Implementation Plan based on the suggestions and format in the *STOP Implementation Plan Tool*.

The Washington State Office of Crime Victims Advocacy (OCVA) assembled a Violence Against Women Coordinating Committee with representatives from many different areas including victim services, prosecution, law enforcement, courts, tribes, and marginalized communities. This committee meets to inform OCVA in matters related to violence against women and the priorities for spending these federal funds. From these meetings a multi-year plan is developed.

In accordance with the overarching goal of the STOP Grant in strengthening the response of the criminal justice system to violence against women, for the next three-year implementation plan covering 2007-2009, the state of Washington's priority continues to be directing resources to the local community level, where most victim services and criminal justice activities are planned and carried out and to support funding for services in marginalized communities. Input from the Washington State Violence Against Women Coordinating Committee has been adopted by the Office of Crime Victims Advocacy and strongly supports continuation of the funding<sup>1</sup> allocation on a non-competitive formula basis to all thirty-nine counties. Our efforts and strategies to achieve the following goal remains:

*Increasing the safety of women in every community by collaboration with community resources to include law enforcement, prosecution, victim service, courts, tribes, probation/parole, faith, medical, and other social services organizations, insuring that the criminal justice system works more effectively for all women.*

Strategies that continue to assist in attaining the above listed goal include:

- Encourage law enforcement and prosecutorial activities that promote system changes to actively engage in a coordinated response to violence against women;
- Supporting and funding community based agencies established to provide services by and for marginalized communities;
- Implement community driven initiatives that are culturally responsive in addressing the needs of underserved populations;
- Enhancing the role of judicial and other court personnel in securing victim safety through judicial education and awareness of the importance of an advocate's role;
- Strengthen the response to sexual assault through service expansion; and
- Promote partnerships between mainstream organizations and community-based agencies established by and for marginalized populations.

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<sup>1</sup> Exception: The STOP Court allocation is distributed through a competitive process and some of the state's discretionary funds are used for special projects.

## **II. Description of Planning Process**

Washington State's Violence Against Women Coordinating Committee serves as a multidisciplinary planning team. Members include representatives from non-profit, non-governmental domestic violence and sexual assault agencies, prosecutors, courts, Tribes, legal services, law enforcement, agencies established to provide services by and for marginalized populations, and the statewide domestic violence and sexual assault coalitions [Attachment A: Coordinating Committee Members and Attachment B: Letters of Support].

A meeting was convened to discuss the state's STOP Grant three-year Implementation Plan and other projects funded through the Office on Violence Against Women. The meeting was facilitated to allow for open and respectful dialogue across disciplines and decisions were reached by consensus. Representatives from six community-based domestic violence and sexual assault organizations along with staff from both statewide coalitions contributed significantly to guiding the development of Washington State's three-year Implementation Plan.

To ensure participation from victim service providers, OCVA program staff consults with the Coordinating Committee, communication is ongoing with sexual assault and domestic violence victim services programs, as well as both the statewide domestic violence and sexual assault coalitions provide input. Approximately 50% of the Coordinating Committee members are directors and program managers from non-profit non-governmental domestic violence and/or sexual assault agencies. Additionally, representatives from the statewide domestic violence coalition and the sexual assault coalition participate as members of the Coordinating Committee.

The Coordinating Committee consists of three tribal members representing the Colville Confederated Tribes, Skokomish Tribe, and the Puyallup Tribe. Tribal representatives were able to assist committee members in identifying both the challenges and barriers tribal victims must overcome to secure assistance.

Members from many diverse communities are part of the Coordinating Committee and are able to have a great deal of input into the process. The State's implementation plan reflects these priorities in services to diverse and underserved communities. In large part the Committee has sought membership from both people in marginalized communities and agencies by and for marginalized communities. A community-based, non-profit agency organized by and for a marginalized community may include ethnic and racial minorities; lesbian, gay, bisexual, and transgender communities; and individuals with disabilities. Tribes or tribal organizations are also recognized as being by and for marginalized communities.

For the next three years, the Office of Crime Victims Advocacy staff will keep the Coordinating Committee updated on progress of county community response teams on a quarterly basis. The State is now requiring each county to submit detailed and specific information regarding their coordinated community response team. As part of this

process, each county is asked to provide participant names and affiliations and some benchmarks on progress of the team. Utilizing the Coordinating Committee for feedback, Office of Crime Victims Advocacy staff will be monitoring outcome measures for the counties.

### III. Needs and Context

Washington State’s estimated population at the end of 2000 was 5,894,121 making it the 15<sup>th</sup> most populous state in the country.

**TABLE 1: URBAN AREAS**

	<b>CITY</b>	<b>POPULATION</b>		<b>CITY</b>	<b>POPULATION</b>
1	Seattle	536,374	6	Everett	91,488
2	Spokane	195,629	7	Federal-Way	83,259
3	Tacoma	193,556	8	Kent	79,524
4	Vancouver	143,560	9	Yakima	71,524
5	Bellevue	109,569	10	Bellingham	67,171

**TABLE 2: RURAL AREAS**

	<b>COUNTY</b>	<b>POPULATION</b>		<b>COUNTY</b>	<b>POPULATION</b>
1	Garfield	2,397	6	Lincoln	10,184
2	Wahkiakum	3,824	7	Pend Oreille	11,732
3	Columbia	4,064	8	San Juan	14,077
4	Ferry	7,260	9	Adams	16,428
5	Skamania	9,872	10	Klickitat	19,161

Approximately 26% of the population lives in one of the ten most populated cities indicated above. Seven of these ten cities are located on the Interstate-5 corridor in Western Washington. Yakima is located in Central Washington and Spokane is located in the far Eastern part of the state. Approximately 74% of Washington’s population live in rural areas of the state.

Washington State’s population includes:

- American Indian and Alaskan Native (1.6%)
- Asian (5.5%)
- Black or African American (3.2%)
- Hispanic or Latino origin (7.5%)
- Native Hawaiian and Other Pacific Islander (.4%)
- White (81.8%)

A little more than half of the State’s population is female and 74.3% of the population is over the age of 18.

While limited services exist statewide, rural areas are most affected with fewer resources than urban parts of the state. Barriers to services are greater in rural areas due to limited transportation, language, staffing resources, and cultural differences. There are fewer medical facilities, nearly no access to SANE services and response times are longer for law enforcement in rural areas.

**TABLE 3: CRIME STATISTICS – 2006 WASHINGTON STATE**

<b>Classification of Offenses</b>	<b>Actual Offenses</b>	<b>Domestic Violence</b>	<b>D.V. % of Actual</b>
<b>1. Criminal Homicide</b>	195	59	30.3%
<b>2. Forcible Rape Total</b>	2,672	304	11.4%
• Rape by force	2,513	280	11.1%
• Attempted forcible rape	159	24	15.1%
<b>3. Assault Total</b>	72,722	35,260	48.5%
• Firearm	2,280	374	16.4%
• Knife or cutting instruments	2,281	826	36.2%
• Other dangerous weapon	4,136	1,063	25.7%
• Hands, feet, etc.	3,931	1,524	38.8%
• Other assaults	60,094	31,473	52.4%
<b>4. Violation of Protection/No Contact</b>	N/A	12,267	N/A

Washington State Domestic Violence Fatality Review Summary - With state funding, the Washington State Coalition Against Domestic Violence has continued and enhanced the fatality review project originally funded through the Grants to Encourage Arrest Program in 1997. The Domestic Violence Fatality Review Project (DVFR) is comprised of locally based, multi-disciplinary review panels who examine in detail domestic violence fatalities and focus on gaps in policy, practice, training, resources, information, and collaboration. The DVFR has issued four companion reports entitled, “Honoring Their Lives, Learning from Their Deaths,” “Tell the World What Happened to Me,” “Every Life Lost is a Call for Change,” and “If I Had One More Day....” The reports were published in 2000, 2002, 2004 and 2006 respectively. [[wscadv.org/projects/FR/06\\_FR\\_report.pdf](http://wscadv.org/projects/FR/06_FR_report.pdf)]

Some of the findings included:

- The lack of support for victims during protection order hearings;
- Failure of law enforcement to utilize qualified interpreters for Limited English Proficient individuals during the initial and follow-up investigations;
- The need for more judicial education on the dynamics of domestic violence including consistently considering the safety of children when issuing no contact orders;
- Limited court-based advocacy; and

- Inadequate funding supporting safety and accountability strategies within marginalized populations and communities of color.

Washington State's three-year Implementation Plan encourages and supports activities that would address each of these findings in communities across the state. Our STOP funding application to providers now requires all communities to identify their coordinated community response team and how law enforcement, victim services and prosecution work together to address training and gaps in services to victims of sexual assault, domestic violence and stalking.

Washington State has a Community Sexual Assault Program (CSAP) providing crisis intervention and support services to victims of sexual assault in each of our 39 counties. CSAPs were statutorily created to guarantee access for every sexual assault victim/survivor in Washington – adult and child. However, in September 2002, a report entitled, *Community Voices*, was released and clearly illustrated the gap between the original philosophy through which the Community Sexual Assault Programs were created and day-to-day experiences of marginalized communities. The *Community Voices* report represents voices of members from marginalized communities. The recommendations from the report highlight the need to reevaluate the assumption that CSAPs have the capacity to provide sexual assault services for all citizens and that the presently identified services are relevant to all marginalized communities. Currently Community Voices serves in an advisory capacity to OCVA. [cted.wa.gov/site/673/default.aspx] As a result of their report the state of Washington's OCVA has adopted a justice imperative to recognize where privilege exists and address its effects on services to victims in marginalized communities. Our STOP funding application to providers, in keeping with this justice imperative, continues to require all communities to identify and address gaps in services to victims of sexual assault and marginalized communities.

#### **IV. Plan Priorities and Approaches**

##### ***A. Identified Goals***

The Washington State STOP Grant goal of *increasing the safety of women in every community by collaboration with community resources to include law enforcement, prosecution, victim services, courts, tribes, probation/parole, faith, medical, and other social services organizations, insuring that the criminal justice system works more effectively for all women* is supported by the following funding objectives that occur each year of the plan:

- fund law enforcement and prosecutorial trainings that promote system changes to actively engage in a coordinated response to violence against women – ongoing
- fund community based agencies to provide services for and by marginalized communities – ongoing
- fund community driven initiatives that are culturally responsive in addressing the needs of underserved populations – ongoing

- fund judicial and other court personnel training to help secure victim safety - ongoing
- fund assistance to victims of sexual assault through service expansion – ongoing
- fund partnerships between mainstream organizations and community-based agencies established by and for marginalized populations - ongoing

The goal of providing non-competitive formula based funding to every county in the state ensures that victims from across the state, regardless of location, are able to access quality victim services and a criminal justice response from trained prosecutors and law enforcement. Specific requests for special program areas such as the Crystal Judd Safety Center are not currently contracted with STOP funds. Washington State has passed legislation specific to law enforcement involved domestic violence and already requires departments to have training, policies and procedures in place.

In addition to STOP funds, Washington State's legislature has allocated funding for non-profit, domestic violence projects to employ domestic violence legal advocates. Currently 50 community-based, non-governmental victim service agencies receive these funds.

Counties, as part of their community planning process, are required to meet to assess, plan, network, and collaborate. They must come to consensus and complete one county application that incorporates all three funded areas. This, in part, ensures participation from law enforcement, victim services, and prosecution and assists each county in setting priorities for funding. Communities must publicly invite others from the county to participate and actively engage groups from marginalized communities in the planning process.

#### ***B. Relation to Prior Implementation Plans***

Washington State will continue its focus on the strategies listed in the Introduction section of this document. While there have been no major shifts in direction during the past five years, we are excited to venture towards more innovative efforts with the FY 07 – 09 funding awards.

By focusing on our strategies, an increased number of female victims of violence from underserved and marginalized populations will receive culturally appropriate support and services in communities throughout Washington State. In addition, the judicial response to female victims of violence will be enhanced through increased training and education. Washington's plan also builds on efforts of previous years by sustaining resources at the local level using a non-competitive formula based allocation distribution approach.

**C. Priority Areas**

Washington State’s process was determined based on the feedback received from the Violence Against Women Coordinating Committee whose members included law enforcement, prosecution, victim services, and courts. Although the distribution process is not primarily based on results of a previous statewide survey, there was unanimous support from committee members to continue the original formula structure. As a review, we have included some of the survey results below:

**TABLE 4: PARTIAL SURVEY RESULTS**

	<b>Victim Services</b>	<b>Law Enforcement</b>	<b>Prosecution</b>
The STOP Grant should continue to be formula based and go to all counties.	84% Agreed	85% Agreed	93% Agreed
Even though the money is small, it draws people to the table.	90% Agreed	94% Agreed	100% Agreed
Improved relationships would be hampered if the funding were not available.	73% Agreed	85% Agreed	89% Agreed

Based on the recommendations from the state’s coordinating committee, the following distribution would best enhance the criminal justice system’s response to violent crimes against women in Washington State:

- 1) At least 10% of the funds for nonprofit, nongovernmental victim services will be distributed to community-based agencies primarily serving victims from marginalized communities, specifically by supporting domestic violence legal advocates located in agencies organized by and for victims from marginalized communities;
- 2) A non-competitive formula based application process to local communities will continue for the law enforcement, prosecution, and victim services function areas;
- 3) Through an interagency agreement with the Washington State Administrative Office of the Courts, an allocation of at least five percent of funding will be distributed by the Board of Judicial Administration, through a competitive process, to communities with the greatest need of enhancing the judicial response to violence against women;
- 4) A portion of our discretionary funds will continue to be allocated to supplement law enforcement and prosecution function areas in order to maintain an equal split between all three function areas;
- 5) Discretionary funds will also support the statewide computer network project; and
- 6) Remaining discretionary funds will support special projects that address the needs of marginalized populations and communities of color.

In keeping with the State’s support of services to all counties, communities will not be required to compete against each other for funds, but will be guaranteed access to a known number of dollars based on a distribution formula. Under this formula, each county will be eligible to receive a base amount, which will be equal for all counties.

An additional amount will be added based upon the percentage of the State's total population residing within that county's borders and the percentage of the State's total area within that county's borders. Population is given twice the weight of an area in this formula.

The base amount is established so that every county, regardless of size or population, will be able to create or enhance activities that will have a discernible impact in their communities. This formula-based funding ensures that a diverse group of urban, non-urban, and rural communities all benefit from the resources provided through the STOP Grant. Subsequently, the base amount has been increased to provide more resources to rural, less populated and geographically isolated counties.

More than 85% of the funds will be distributed to local communities to implement plans they develop to strengthen their community's response. Activities at the state level that support these local efforts include the production of guidelines and support materials for use in developing local plans; and technical assistance to local community planning groups.

Every other funding cycle requires local plans to be developed through a collaborative process that include representatives from law enforcement, prosecution, victims services, courts, tribes, medical, and faith communities as well as other social services organizations. These local plans must address issues related to serving victims of sexual assault, marginalized populations, including communities of color and services for stalking victims. [[cted.wa.gov/site/673/default.aspx](http://cted.wa.gov/site/673/default.aspx)] reflects this process for federal fiscal year 07 funding.

In Washington State the STOP Grant promotes collaborative relationships among key players. Planning team members have suggested that these relationships might be impaired if an equal split in the allocations is not maintained. Therefore, discretionary funding will be added to the non-competitive formula based allocation for law enforcement and prosecution to maintain an equal split with victim services.

During the 07-09 funding cycle, applications for specific projects will be accepted anytime during the year for review and potential funding, in the event that unspent funds are available.

**D. Grant-Making Strategy**

**TABLE 5: DISTRIBUTION OF FUNDS**

<b>Victim Services</b>		<b>Percentage of Total</b>
- culturally specific non-profit community-based organizations	10%	
- non-profit, non-governmental community-based organizations	20%	30%
<b>Law Enforcement</b>		30%
<b>Prosecution</b>		30%
<b>Courts</b>		5%
<b>Discretionary</b>		5%

The base funding for each county is \$40,000 and add-ons are done by the following formula: population x 2 + square miles. During fiscal year 2006, the decision was made to add on additional funding to any county receiving less than \$45,000. As such, no county received less than \$45,000.

Washington State continues to contract with more than 80 agencies using STOP Grant funds [Attachment C]. The following provides a brief description of projects funded with the STOP Grant:

- Many of the law enforcement projects will focus on providing continuing education for officers including how to enforce applicable laws for victim safety and offender accountability, evidence collection, and procedures to promote victim safety.
- Prosecutorial projects will focus on providing prosecutor’s offices special investigators and victim assistance staff. Some projects will expand hours of current staff and enhance support to victims on cases involving violence against women and some will continue to maintain bilingual victim advocate staff to provide support to people with limited English speaking proficiency. Other projects will provide multidisciplinary training to city, county, and tribal prosecutors.
- Non-profit, non-governmental community-based victim service organizations will continue to provide direct services to female victims of violence. Direct services will range from therapy and/or support groups, information and referral, crisis intervention, and partially funding shelter coordinators and advocates.

STOP Grant contracts awarded to victim service, law enforcement, prosecution, and tribes will continue on a one-year grant cycle of October 1 to September 30.

In accordance with federal requirements, Washington State will ensure that either through direct contracting or subcontracting, law enforcement agencies and prosecutor offices will administer their allocations, respectively. These allocations

will not be redistributed or transferred to another function area. OCVA staff will continue to provide ongoing technical assistance to both counties and individual contractors to help ensure funds are spent according to each county's identified needs and collaborative agreements.

Per federal requirements, at least five percent of the STOP Grant will be allocated for court-related projects. Through an interagency agreement, the Washington State Administrative Office of the Courts will continue to administer judicial projects through the Board of Judicial Administration. The Board of Judicial Administration developed a mechanism by which the court allocation is distributed to jurisdictions based on need. This process includes collaboration from all levels of courts. Through a competitive solicitation, the Board will continue their review and prioritization of proposals, funding those with the greatest need in enhancing the judicial response to violence against women.

As technology has changed over the years, the statewide computer network project has evolved into more of an on-line resource center. The computer network project has provided Internet access to approximately sixty community-based domestic violence and/or sexual assault agencies statewide. This connection has and will continue to enable access to statutes, research information, consultation, statistics and a variety of other resources. Additionally, this project continues to enhance communication and technical assistance for service providers and is a resource tool for victims and the public seeking information on services available to victims of violence. This project will be funded at a reduced amount the next three years while providing on-going technical support to system users.

Technical assistance is available and provided as needed for community planning and contract/grant management. Program staff provide information to subgrantees such as eligible activities under the STOP Grant program purpose areas, how to collect data and complete reporting forms, ideas on addressing gaps in under represented populations with limited resources and best practices. Program staff also continues to attend and participate, when appropriate, in community meetings at least once during a biennium.

#### ***E. Addressing the Needs of Underserved Victims***

Washington State's Implementation Plan also includes using victim service funding to support projects that will benefit victims of domestic violence in marginalized communities. At least 10% of the victim service funding will be contracted to community-based victims services agencies created by and for marginalized communities providing culturally specific services. Current sub-grantees include: Proud African American Youth Society, Korean Women's Association, Our Sister's House, Korean Community Counseling Center, Abused Deaf Women's Advocacy Services, Asian and Pacific Islander Women and Family Safety Center, Consejo Counseling and Referral Services, Refugee Women's Alliance and the YWCA of Seattle's East Cherry site.

A pool of discretionary funding will continue to be made available to support tribes providing legal advocacy services to victims of domestic violence. Of the twenty-nine federally recognized tribes in Washington State, approximately twenty provide services to victims of domestic violence. These funds will be distributed through a non-competitive application process to tribes meeting the following criteria:

Applicants/recipients must:

- be a federally recognized tribe with an **existing Domestic Violence Code**;
- maintain a department/unit whose **primary** focus includes providing emergency services, advocacy, or counseling for victims of domestic violence;
- ensure that crisis intervention is available 24 hours a day, seven days a week;
- provide **direct** legal advocacy services for their clients;
- understand that while some services may be delivered over the telephone, it is an expectation that during regular hours of operation in-person services are available; and
- use these funds to employ a legal advocate whose **primary** focus includes advocacy for Native female victims of domestic violence within the tribal and/or non-tribal legal system.

***F. Barriers to Implementation***

Successful completion of Washington State's plan is dependent on prompt review and approval of our three year Implementation Plan. Over 85% of STOP Grant funds must be allocated to local communities by October 1 of each year to avoid a lapse in essential services to those who are most vulnerable.

***G. Monitoring and Evaluation***

Success of project activities will be evaluated as follows:

- Victim services: increased services available through community driven initiatives that are culturally responsive to victims from marginalized populations; increased services provided to victims of sexual assault, stalking, and domestic violence; and enhanced collaboration between mainstream organizations and community-based agencies established by and for marginalized populations.
- Law enforcement: calls for assistance in cases of sexual assault, domestic violence, stalking, and violations of protection orders compared to number of investigations of these calls and the number of cases referred to the prosecutor; increased number of officers receiving specialized training on topics such as services to victims of sexual assault, culturally specific training classes, stalking issues, and evidence collection.

- Prosecution: tracking of sexual assault, domestic violence, stalking, and protection order violation cases received compared to number of charges filed for these cases; comparison of how many of these cases were dismissed, convicted or acquitted; number of cases prosecuted without the victim, based on other evidence and the percentage of these cases that resulted in conviction; an increased number of prosecutors receiving specialized training, such as, sexual assault, stalking, serving underserved/unserved populations; and an increase in the number of services or number of clients served by victim/witness coordinators.
- Courts: increased collaboration between all courts, including, municipal, district, superior, and tribal courts; and increased education around the issues of sexual assault, domestic violence, and stalking.

Program staff monitors the progress of projects through on-site visits, desk reviews, and data progress reports [Attachment D]. A risk assessment tool is used to determine how comprehensive and frequent monitoring should occur.

All STOP direct service contactors are also now collecting outcome surveys from (anonymous) victims who are being assisted. These surveys are collected by OCVA staff on a quarterly basis, entered into a database and reviewed. Information will be provided to communities, coordinating committee members and government officials. We believe that this data will improve services to victims and help inform local coordinated community response teams in their work.

## V. Conclusion

Washington State's overarching goal focuses on *increasing the safety of women in every community*. Using the strategies listed earlier, an application will be developed and distributed to each community with a requirement that all local plans continue to promote the goal of victim safety. In summary:

- Funding will continue on a non-competitive formula based application. Funds will be distributed in equal amounts to law enforcement, prosecution, and victim services.
- Court projects will be administered by the Board of Judicial Administration through an interagency agreement to enhance the role of judicial and other court personnel in securing victim safety through judicial education and court related projects.
- Unspent funding will be made available for special projects.
- On-going technical support to system users of a statewide computer project will be provided.

- Funding will also support special projects enhancing services to marginalized populations such as tribes, African Americans, Hispanics, Koreans, Asian and Pacific Islanders, and Deaf/Deaf Blind.

It continues to be our belief that when there is increased collaboration between law enforcement, prosecution, judiciary, pretrial services, probation/parole and victim services, the criminal justice system works more effectively for women which in turn increases the safety of women in every community.

***Regardless of the project, all activities will be required to support the goal of victim safety.***

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