



## Legislative Fiscal Bureau

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May 8, 2007

Joint Committee on Finance

Paper #425

### **Domestic Abuse Services (DHFS -- Children and Families)**

#### *Bill Agency*

[LFB 2007-09 Budget Summary: Page 318, #5]

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#### **CURRENT LAW**

Under Wisconsin law, domestic abuse is defined as the intentional infliction of physical pain, injury or illness; intentional impairment of physical condition; sexual assault; or a physical act that causes the other person to reasonable fear that any of these actions will occur. Domestic abuse applies to acts engaged in by an adult person against his or her spouse, former spouse, an adult with the person resides or formally resided, or an adult with whom the person has a child in common.

In 2007, the Department of Health and Family Services (DHFS) is budgeted \$8,397,400 to provide grants to nonprofit corporations, public agencies, and federally recognized American Indian tribes or bands that provide, or propose to provide: (a) shelter facilities or private home shelter care; (b) advocacy and counseling for victims; (c) a 24-hour telephone service; and (d) community education shelters. This funding includes: (a) \$6,383,700 GPR; (b) \$442,800 PR from moneys the state collects from the domestic abuse surcharge (a \$75 surcharge paid by numerous crimes specified in statute); (c) federal funds the state receives from the U.S. Department of Health and Human Services (DHHS) under the federal Violence Against Women Act (\$1,495,900 FED); and \$75,000 GPR from funding budgeted for elder abuse services.

#### **GOVERNOR**

Provide \$950,000 PR annually from revenue the state collects from vital records fees to increase funding for grants DHFS distributes to support domestic abuse services. Require DHFS to transfer funds annually from the PR appropriation that supports the vital records program to an

interagency and intra-agency aids appropriation to support these grants, and to distribute \$950,000 annually from this appropriation to fund grants for domestic abuse services.

The administration indicates that the intent of providing the additional funding is to both increase grant funding for current grant recipients and increase the number of agencies that receive grants through a competitive request for proposal process. The annual funding increase recommended by the Governor is somewhat less than an amount the Wisconsin Coalition Against domestic Violence estimates would be necessary to offset recent reductions in county support for these programs.

Separate budget papers have been prepared on the Governor's proposal to increase vital records fees to fund this and several other items in the Governor's budget. The options available to the Committee regarding this item would depend on the action the Committee takes on the other items addressed in this group of papers.

## **DISCUSSION POINTS**

1. The Wisconsin Department of Justice annually prepares a report that provides information on domestic abuse incidents in Wisconsin. According to the most recent report, in 2005:

- There were over 26,000 domestic violence incidents reported to law enforcement agencies that were referred to district attorneys' offices, representing a 5% increase over the number of incidents reported in 2004; and
- Milwaukee County incidents comprised approximately one-third of all reported incidents, a percentage that has remained constant since 2003.

In addition, WCADV issues an annual report that provides information on homicides resulting from domestic violence. In its most recent report, published in September, 2006, WCADV provides information on the 33 homicides resulting from domestic violence that occurred in 2004.

The U.S. Department of Health and Human Services, Centers for Disease Control indicates that most domestic abuse incidents are not reported to law enforcement authorities, citing studies that estimate that approximately 20% of rapes and sexual assaults, 25% of other physical assaults, and 50% of stalking incidents are reported.

2. DHFS currently distributes grants to agencies that provide several types of domestic abuse services. These grants are described in Attachment 1 to this paper. Attachment 2 shows the counties, tribes and organizations that received grants in calendar year 2007.

3. In addition to receiving funds under the DHFS grant program, some agencies receive

funds to provide domestic abuse services from the Office of Justice Assistance under the federal Violence Against Women Act (VAWA) and Victims of Crime Act (VOCA). Information on these federal grants distributed by OJA is provided in Attachment 3.

In addition, counties provide funding to these agencies by allocating some of their community aids funds for this purpose. DHFS does not currently maintain information to track county expenditures on domestic abuse services.

4. WCADV and DHFS conducted a survey of state-funded domestic abuse programs, to which 36 of the 60 programs responded. Of the programs that responded to the survey, since 2001, 27 reported having to lay off or eliminate staff due to funding reductions, and 11 reported that they have reduced or eliminated services, such as outreach offices, programming for juveniles in detention facilities, outreach to women in prisons, prevention programs, transportation for clients, and professional counseling. Programs cited recent reductions in county support for programs as the primary reason for the funding reductions.

5. At the same time, the number of individuals seeking services from these agencies continues to increase each year. Table 1 shows the unduplicated count of individuals served by those programs that responded to the survey from 1996 through 2005. "Individuals served" includes people who stayed in a residential shelter or who received services in person, but does not include phone calls to domestic abuse hotlines. Because calls to such hotlines are anonymous, it is not possible to get an unduplicated count.

**TABLE 1**

**Individuals Served by Survey Respondents**

<u>Year</u>	<u>Number Served</u>
1996	23,392
1997	23,586
1998	32,416
1999	33,140
2000	33,188
2001	36,314
2002	36,687
2003	37,190
2004	39,786
2005	40,556

6. The survey respondents indicated that resources in 25 rural outreach offices are especially vulnerable to county funding reductions and may close due to reduced county support. Table 2 shows the counties with outreach offices.

**TABLE 2**

**Counties with Rural Domestic Abuse Outreach Offices**

Adams	Clark	Iowa	Marquette	Trempealeau
Bayfield	Columbia	Iron	Oconto	Vilas
Buffalo	Florence	Jackson	Pepin	Washburn
Burnett	Forest	Juneau	Price	Waupaca
Calumet	Green Lake	Lafayette	St. Croix	Waushara

7. Based on the results of the recent survey and indications that demand for services continues to increase, the Committee may wish to approve the Governor's recommendation to increase state support for domestic abuse grants. However, since the Governor's recommended funding increase for the program was based on the administration's estimate of available revenue to support this and other programs, the Committee's decision regarding funding for this item could be based on the same considerations, including the amount and source of funding for this purpose.

8. The Committee may determine that using funds the state collects from vital records fees to fund grants for human services programs may not be an appropriate use of vital records revenue. If the Committee makes this determination, it could increase funding for the program using alternative sources, including GPR and PR from the domestic abuse surcharge.

9. Currently, the state collects revenue from the domestic abuse surcharge, a \$75 surcharge levied on individuals convicted of, or participating in a deferred prosecution for, a crime involving domestic violence. In 2005-2006, state collected \$483,200 PR from this source. The Committee could choose to increase the domestic abuse surcharge to provide additional funding for the additional domestic abuse grants. If the Committee chose to increase the domestic abuse surcharge to \$100, effective for individuals convicted of applicable offenses on or after January 1, 2008; it is estimated that an additional \$43,400 would be available in 2007-08 and \$182,900 would be available in 2008-09.

10. Finally, the Committee could determine that, in light of competing needs for vital records fee revenue and other revenue sources, no additional state funding for domestic abuse grants should be provided at this time. In addition, an argument could also be made that the state should not increase funding for domestic abuse programs to offset reduced funding these agencies receive from counties.

**ALTERNATIVES TO BILL**

1. Approve the Governor’s recommendation.

<b>ALT 1</b>	<b>Change to Bill Funding</b>	<b>Change to Base Funding</b>
PR	\$0	\$1,900,000

2. Delete the Governor’s provision (-\$950,000 PR annually). Instead, increase the domestic abuse surcharge from \$75 to \$100, effective for convictions that occur on or after January 1, 2008, and increase funding for grants from this source by \$43,400 PR in 2007-08 and \$182,900 PR in 2008-09.

<b>ALT 2</b>	<b>Change to Bill Funding</b>	<b>Change to Base Funding</b>
PR	-\$1,673,700	\$226,300

3. Delete the Governor’s provision (-\$950,000 PR annually). Instead, the domestic abuse surcharge from \$75 to \$100, effective for convictions that occur on or after January 1, 2008, in order to increase funding for grants from this source by \$43,400 PR in 2007-08 and \$182,900 PR in 2008-09. In addition, provide \$906,600 GPR in 2007-08 and \$767,100 GPR in 2008-09 for grants DHFS distributes to support domestic abuse services.

<b>ALT 3</b>	<b>Change to Bill Funding</b>	<b>Change to Base Funding</b>
GPR	\$1,673,700	\$1,673,700
PR	<u>-1,673,700</u>	<u>226,300</u>
Total	\$0	\$1,900,000

4. Delete the Governor’s provision (-\$950,000 PR annually). Instead, increase funding for grants by \$950,000 GPR annually.

<b>ALT 4</b>	<b>Change to Bill Funding</b>	<b>Change to Base Funding</b>
GPR	\$1,900,000	\$1,900,000
PR	<u>-1,900,000</u>	<u>0</u>
Total	\$0	\$1,900,000

5. Delete the Governor's provision (-\$950,000 PR annually) and increase funding for grants by one of the following amounts.

- a. \$250,000 GPR annually.

<b>ALT 5a</b>	<b>Change to Bill Funding</b>	<b>Change to Base Funding</b>
GPR	\$500,000	\$500,000
PR	<u>- 1,900,000</u>	<u>0</u>
Total	- \$1,400,000	\$500,000

- b. \$500,000 GPR annually.

<b>ALT 5b</b>	<b>Change to Bill Funding</b>	<b>Change to Base Funding</b>
GPR	\$1,000,000	\$1,000,000
PR	<u>- 1,900,000</u>	<u>0</u>
Total	- \$900,000	\$1,000,000

6. Reduce the amount of PR funding from vital record fees that would be budgeted for the program by providing one of the following amounts.

- a. \$250,000 PR from vital records fee revenue annually.

<b>ALT 6a</b>	<b>Change to Bill Funding</b>	<b>Change to Base Funding</b>
PR	- \$1,400,000	\$500,000

- b. \$500,000 PR from vital records fee revenue annually.

<b>ALT 6b</b>	<b>Change to Bill Funding</b>	<b>Change to Base Funding</b>
PR	- \$900,000	\$1,000,000

7. Delete provision.

<b>ALT 7</b>	<b>Change to Bill Funding</b>	<b>Change to Base Funding</b>
PR	- \$1,900,000	\$0

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Attachments

## ATTACHMENT 1

### Description of Domestic Abuse Services Grants

*Basic Services Grants.* These grants fund a range of core services for victims of domestic abuse and their children. Services may be provided in a shelter or a nonresidential setting. Programs that receive funding for shelter services must, according to statute, provide the following services:

- 24-hour phone service;
- Temporary housing and food;
- Advocacy and counseling;
- Referral and follow-up services;
- Arrangements for the education of school-age children;
- Emergency transportation to shelter; and
- Community education.

A nonresidential program must provide four services: 24-hour phone service, advocacy and counseling, referral and follow-up services, and community education.

*Children's Services.* These grants fund services targeted to the needs of children who witness or experience violence in their homes. Services include intake and assessment activities, individualized counseling and advocacy, support and skill-building groups, counseling and advocacy, and community education.

*Expansion/Outreach Programs.* These grants fund nonresidential outreach offices in rural counties. Typically, the outreach offices are under the administrative umbrella of a shelter program in a nearby county. For example, Hope House in Baraboo operates outreach offices in Columbia, Juneau, and Marquette Counties. However, a few expansion programs are one agency, single site programs. Expansion programs must provide four services: 24-hour phone service, advocacy and counseling, referral and follow-up services, and community education. These programs first received DHFS funding in 1997 when the biennial budget allocated funding to expand domestic abuse services to every county.

*Tribal Services.* Tribal services include funding for nonresidential services in each tribe through the Department's consolidated family services program. In addition, DHFS funds the Statewide Native American Domestic Abuse Shelter in Lac du Flambeau.

*Refugee Family Strengthening Program.* These funds are provided for education, prevention, and intervention services targeted to the Southeast Asian and other refugee populations.

*Support Services Grants.* These grants fund additional support services for victims of domestic abuse and their children.

*Domestic Abuse in Later Life Grants.* These grants are designed to serve victims of domestic abuse who are 60 years of age and older. This funding can be used to support a specialist in abuse in later life issues, to do outreach to older victims, and to adapt services (for example, support groups) to the specific needs of this population.

*Services to under-represented populations.* These funds provide domestic abuse services that are targeted to traditionally under-represented populations and services that enhance the capacity of domestic abuse programs to serve victims from under-represented communities.

*Training and Technical Assistance Grants.* Funding under this grant is awarded to two agencies:

- The Wisconsin Coalition Against Domestic Violence provides training and technical assistance on a range of domestic abuse topics to domestic violence service providers, other professionals, and the general community.
- American Indians Against Abuse is a coalition comprised of domestic violence advocates from each of the state's eleven tribes. This group serves as a network for all Indian tribes to work against abuse and provide culturally sensitive education and information about abuse.



**ATTACHMENT 2 (continued)**

<u>Agency</u>	<u>Location/Area Served</u>	<u>Basic Services</u>	<u>Children</u>	<u>Outreach</u>	<u>Support Services</u>	<u>Under Represented Population</u>	<u>RFSP</u>	<u>Training &amp; Technical Assistance</u>	<u>Domestic Abuse in Later Life Grants</u>	<u>Total</u>
IndependenceFirst	Milwaukee, SE Wisconsin	\$0	\$0	\$0	\$0	\$34,730	\$0	\$0	\$0	\$34,730
Janesville YWCA	Rock	81,230	19,565	0	0	0	0	0	0	100,795
La Crosse Area Hmong MAA	La Crosse, Eau Claire, Dunn	0	0	0	0	0	112,234	0	0	112,234
Manitowoc Co. Domestic Violence Ctr	Manitowoc	85,865	19,565	0	25,000	0	0	0	0	130,430
Milwaukee Women's Center	Milwaukee	109,035	19,565	0	25,000	0	0	0	0	153,600
Monroe County Shelter Care	Monroe	34,800	19,565	0	0	0	0	0	0	54,365
New Horizons	La Crosse, Trempealeau	80,685	19,565	29,345	25,000	0	0	0	0	154,595
Northwoods Women	Ashland	85,865	19,565	0	25,000	0	0	0	0	130,430
PADA	Jefferson	34,800	0	0	0	0	0	0	0	34,800
Passages	Richland	86,455	19,565	0	25,000	0	0	0	0	131,020
People Against a Violent Environment	Dodge	69,150	19,565	0	25,000	0	0	0	0	113,715
Personal Development Center	Wood	51,225	19,565	29,345	0	0	0	0	0	100,135
Rainbow House	Marquette, Oconto	92,180	19,565	29,345	0	0	0	0	0	141,090
Safe Harbor	Sheboygan	79,765	19,565	0	23,475	0	28,509	0	0	150,864
Family Services	Rock	44,420	19,565	0	25,000	0	0	0	0	88,985
Sojourner Truth House	Milwaukee	119,005	19,565	0	25,000	0	0	0	0	163,570
Stepping Stones	Taylor	69,695	19,565	0	0	0	0	0	0	89,260
Task Force on Family Violence	Milwaukee	34,255	19,565	0	25,000	0	54,236	0	0	133,056
Timeout Family Abuse Shelter	Rusk, Price, Washburn	90,130	19,565	58,690	13,990	0	0	0	0	182,375
Tri-County Council on DA and SA	Oneida	90,455	0	58,690	25,000	0	0	0	0	174,145
Turningpoint	Pierce, St. Croix	98,090	19,565	29,345	25,000	0	0	0	0	172,000
UNIDOS Against Domestic Violence	Dane, Walworth, Brown, Rock, Outagamie, Racine, Clark Kenosha	0	0	0	0	58,700	0	0	0	58,700
Vernon Co. Domestic Abuse Program	Vernon	39,785	19,565	0	0	0	0	0	0	59,350
Violence Intervention Project Inc.	Kewaunee	49,365	19,565	0	0	0	0	0	0	68,930
WI Coalition Against DV	Statewide	0	0	0	79,385	79,385	0	348,655	0	428,040
WoMen and Children's Horizons	Kenosha	81,230	19,565	0	17,020	0	0	0	0	117,815
Women's Center	Waukesha	109,035	19,565	0	25,000	0	0	0	15,000	168,600
Women's Community	Marathon	93,100	19,565	0	25,000	0	51,227	0	0	188,892
Women's Resource Center	Racine	95,115	19,565	0	0	0	0	0	0	114,680
<b>Total</b>		<b>\$3,750,290</b>	<b>\$899,990</b>	<b>\$674,935</b>	<b>\$966,625</b>	<b>\$210,830</b>	<b>\$615,469</b>	<b>\$370,785</b>	<b>\$75,000</b>	<b>\$7,548,924</b>

### ATTACHMENT 3

#### Domestic Abuse Services Grants Allocations to Tribes and Counties 2007

<u>Tribal Programs</u>	<u>Basic Services</u>	<u>Children's Program</u>	<u>Support Services</u>	<u>Statewide Shelter</u>
Bad River	\$29,776	\$0	\$0	\$0
Ho Chunk	25,442	0	0	0
LDF	77,223	19,565	24,455	101,410
LCO	29,776	19,565	24,455	0
Menominee	78,738	19,565	0	0
Oneida	44,318	19,565	24,455	0
Potawotomi	29,350	0	0	0
Red Cliff	29,784	19,565	24,455	0
Sokaogon	29,776	0	24,455	0
St. Croix	29,776	19,565	0	0
Stockbridge-Munsee	<u>29,776</u>	<u>0</u>	<u>0</u>	<u>0</u>
<b>Total</b>	<b>\$433,735</b>	<b>\$117,390</b>	<b>\$122,275</b>	<b>\$101,410</b>
 <b>County Programs</b>				
Barron County DHHS	\$29,345			
Sawyer Co. DHHS	<u>29,345</u>			
<b>Total</b>	<b>\$58,690</b>			



## ATTACHMENT 4

### OJA Domestic Abuse Programs

OJA received \$2,263,100 FED in federal fiscal year (FFY) 2006, which OJA granted to other state agencies, local and tribal governments; state and local courts; public or private nonprofit organizations; nonprofit, nongovernmental victim services programs; and legal services programs for the STOP Violence Against Women Formula grant. Under STOP, states are required to allocate as follows: (a) 25% must be used for prosecution efforts; (b) 25% must be used for law enforcement efforts; (c) 30% must be used for victim services of which 5% must be targeted to underserved populations; (d) 5% must be used for programming in the courts; and (e) 15% of the funds are available for discretionary programming. These categories include crimes of domestic violence.

#### *VAWA- Rural Domestic Violence and Child Victimization Enforcement*

OJA received \$899,800 FED in FFY 2006, which OJA granted to state and local governments; public and private entities; and tribal governments for the rural domestic violence and child victimization enforcement grants. These grants are designed to enhance services available to rural victims and children by developing a coordinated community response to domestic violence, dating violence, and child abuse. The current grant supports: (a) a coalition of agencies that provide services to migrant and Hispanic victims of domestic violence; and (b) a project to improve the ability of Wisconsin communities to conduct assessments and develop community-based responses to the needs of victims of violent crimes against women including domestic violence, sexual assault, stalking, and trafficking.

#### *VAWA- Grants to Encourage Arrest and Enforcement of Restraining Orders*

OJA received \$793,000 in FFY 2005: to (a) provide training to law enforcement and court personnel; (b) support planning and assessment activities to identify current practices surrounding the processing of restraining orders in Wisconsin courts, and develop training to improve victim access to restraining orders; and (c) improve state information technology systems to facilitate the entry and dissemination of information regarding restraining orders. The program is designed to encourage state, local, and tribal governments to treat domestic violence as a serious violation of criminal law and to promote mandatory or pro-arrest policies as an effective domestic violence intervention that is part of a coordinated community response.

#### *VOCA Grants*

VOCA provides federal funding to states for victim assistance programs. The funds may be subgranted by the state to public or private nonprofit agencies. Services provided under this program include direct social services to victims such as counseling, shelter, crisis intervention, and legal advocacy. At least 10% of the funds must support each of the following categories or victims: sexual assault; domestic violence; and child abuse. In FFY 2006, OJA awarded \$6,683,800 FED to 82 agencies, 45 of which provided direct services to victims of domestic abuse. These 45 agencies are listed on the following pages.

**OJA Grants -- Wisconsin Victims of Crime Act (VOCA)  
Subgrantees with Direct Domestic Abuse Focus  
Federal Fiscal Year 2005-06**

<u>Recipient</u>	<u>2006</u>
<b>Ashland County</b> Northwoods Women/New Day Shelter, Ashland	\$27,200
<b>Brown County</b> Family Services of Northeast WI, Inc., Green Bay	95,300
<b>Chippewa County</b> Family Support Center, Chippewa Falls	70,000
<b>Dane County</b> Domestic Abuse Intervention Services, Madison	67,600
<b>Dodge County</b> People Against a Violent Environment, Beaver Dam	52,000
<b>Door County</b> HELP of Door County, Inc., Sturgeon Bay	11,400
<b>Douglas County</b> Center Against Sexual and Domestic Abuse, Inc., Superior	131,900
<b>Dunn County</b> Bridge to Hope, Menomonie	37,100
<b>Eau Claire County</b> Bolton Refuge House, Inc., Eau Claire	85,400
<b>Grant County</b> Family Advocates, Inc., Platteville	107,900
<b>Kenosha County</b> Kenosha Human Development Services, Kenosha Women and Children's Horizon, Kenosha	175,300 94,600
<b>Kewaunee County</b> Violence Intervention Project, Inc., Algoma	47,400
<b>Langlade County</b> AVAIL, Inc., Antigo	99,600
<b>La Crosse County</b> Domestic Violence Intervention Project, La Crosse New Horizons Shelter and Women's Center, La Crosse	74,600 150,800

<u>Recipient</u>	<u>2006</u>
<b>Lincoln County</b> HAVEN, Inc., Merrill	\$65,800
<b>Marathon County</b> The Women's Community, Inc., Wausau	76,000
<b>Marinette County</b> Rainbow House Domestic Abuse Services, Marinette	50,100
<b>Menominee County</b> Menominee Indian Tribe of Wisconsin, Keshena	31,800
<b>Milwaukee County</b> Children's Hospital of Wisconsin - Project Ujima, Milwaukee Milwaukee Women's Center, Inc., Milwaukee Aurora Sinai Medical Center, Milwaukee Task Force on Family Violence, Inc., Milwaukee UMOS, Milwaukee	310,900 50,300 210,000 474,000 78,300
<b>Monroe County</b> Monroe County Domestic Abuse Program, Sparta	18,900
<b>Oneida County</b> Tri-County Council on Domestic Violence & Sexual Assault, Inc., Rhinelander	68,100
<b>Portage County</b> CAP Services, Stevens Point	99,400
<b>Polk County</b> Community Referral Agency, Inc., Milltown	36,500
<b>Richland County</b> Passages, Inc., Richland Center	67,000
<b>Rock County</b> YWCA of Rock County, Janesville	51,300
<b>Sauk County</b> Hope House, Baraboo	49,300
<b>Sawyer County</b> Lac Courte Oreilles Tribal Government, Hayward Sawyer County Department of Health and Human Services, Hayward	101,400 40,500
<b>Shawano County</b> Safe Haven, Shawano	29,100
<b>Sheboygan County</b> Safe Harbor of Sheboygan County, Sheboygan	16,700
<b>St. Croix County</b> St. Croix Victim/Witness Assistance, Hudson Turningpoint for Victims of Domestic and Sexual Violence, Inc., River Falls	36,400 22,700

<u>Recipient</u>	<u>2006</u>
<b>Walworth County</b>	
Association for the Prevention of Family Violence, Elkhorn	\$44,100
<b>Washington County</b>	
Friends of Abused Families, West Bend	51,700
<b>Waukesha County</b>	
The Women's Center, Inc., Waukesha	106,800
Waukesha County Victim/Witness Assistance Program, Waukesha	107,100
<b>Winnebago County</b>	
Christine Ann Domestic Abuse Services, Inc., Neenah	80,000
Fox Cities Victim Crisis Response Team, Menasha	38,000
Reach Counseling Services, Menasha	80,700
<b>Wood County</b>	
Family Center, Inc., Wisconsin Rapids	<u>80,900</u>
Total	\$3,900,100