



Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873

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Joint Committee on Finance

Paper #517

Urban/Rural Substance Abuse Treatment Grants for Women and Substance Abuse Services Grants (DHFS -- Community Aids and Supportive Living)

[LFB 2001-03 Budget Summary: Page 401, #4 and #5]

CURRENT LAW

Urban/Rural Substance Abuse Treatment Grants for Women. Initially implemented in January, 2000, the Department of Health and Family Services (DHFS) distributes these grants to counties to fund community-based treatment programs to meet the special needs of women and temporary assistance for needy families (TANF) eligible families with problems resulting from alcohol or other drug use. The programs emphasize parent education, vocational and housing assistance and coordination with other community programs and with treatment under intensive care. In 2000-01, DHFS awarded \$2,167,900 FED to nine counties (Brown, Dane, Douglas, Eau Claire, Fond du Lac, Forest, Oneida, Vilas and Washington Counties.) Of the total funding, \$1,167,900 is available under the substance abuse prevention and treatment block grant (SAPT), budgeted in DHFS, and \$1,000,000 in TANF funds, budgeted in DWD, to support the program.

Substance Abuse Services Grants. In 1999-00, DHFS awarded a \$2,500,000 GPR grant for the six-month period from January through July, 2000, and \$5,000,000 GPR for the 2000-01 fiscal year to Milwaukee County to provide a community-based alcohol and other drug abuse treatment program that meets the special needs of TANF-eligible individuals with problems resulting from alcohol or other drug abuse. These GPR funds are counted toward the state's TANF maintenance-of-effort requirement. This program has a number of key elements: (a) a standardized alcohol and other drug abuse pre-screening instrument that is used by a variety of agencies to identify people who may need substance abuse treatment; (b) six central intake units that conduct substance abuse screening, eligibility determination and referral for treatment; (c) substance abuse treatment provided by four primary women's treatment providers and over 25 community treatment providers; and (d) access to support services. Milwaukee County subcontracts for the provision of services, which includes six intake units and four primary providers.

Substance Abuse Prevention and Treatment Block Grant. DHFS administers the state's federal SAPT block grant allocation. In 2000-01, the state's allocation is \$24,530,500. At least 10% of the block grant must be available for substance abuse treatment services for pregnant women and women with dependent children.

Of the amount available from the SAPT block grant in 2000-01: (a) \$11,318,700 is distributed to counties through community aids; (b) \$10,279,100 is provided to counties, tribes or other organizations for community-based substance abuse programs; (c) \$1,649,200 is transferred to Department of Corrections to provide substance abuse services to persons in the criminal justice system; (d) \$74,000 is used to restrict minor's access to tobacco products; (e) \$149,000 is allocated for programs to prevent human immunodeficiency virus (HIV) infection; and (f) \$1,060,500 supports state operation costs.

Drug Abuse Program Improvement Surcharge. Persons convicted of certain controlled substances-related offenses, as identified in Chapter 961 of the statutes, are assessed a surcharge of 50% of the amount of any applicable fine and penalty assessment. Revenue from the surcharge is transferred to DHFS for programs providing substance abuse prevention, intervention and treatment. In 2000-01, \$733,800 PR is budgeted from this source for treatment for persons with hearing impairments (\$125,000 PR), training for substance abuse workers (\$25,000 PR), the Alliance for Wisconsin Youth (\$257,000 PR) and 4.45 PR positions in DHFS (\$326,800 PR).

GOVERNOR

Urban/Rural Substance Abuse Treatment Grants for Women. Provide \$600,000 (\$475,000 FED and \$125,000 PR) in 2001-02 and \$650,000 (\$475,000 FED and \$175,000 PR) in 2002-03 to increase funding for substance abuse programs for women. Federal funding is available from the SAPT block grant. PR funding is available from the drug abuse program improvement surcharge.

Substance Abuse Services Grants. Authorize DHFS to distribute substance abuse services treatment grants to all counties, rather than Milwaukee County, exclusively. In addition, require that allocated but unexpended funds for these grants on June 30 of each year be transferred to the Wisconsin Works and other public administration and benefits appropriation in DWD.

DISCUSSION POINTS

Urban/Rural Substance Abuse Treatment Grants for Women

1. This program has a number of goals, as identified in the request for proposal (RFP) for these grants: (a) to achieve improved outcomes by meeting the special needs of women and TANF-eligible families who experience problems resulting from substance abuse by providing intervention, treatment and support services that are gender and culturally responsive; (b) to target

women and families who are involved in several systems in order to develop better ways to coordinate services from multiple service systems; (c) to ensure the provision of "wraparound" services, including, but not limited to, parent education, vocational and housing assistance, coordination with other community programs and treatment under intensive care; (d) to provide relapse prevention for at-risk clients; and (e) to provide screening and information of fetal alcohol syndrome and fetal alcohol effects.

2. DHFS staff indicate that women with substance abuse problems have special needs. These women are more likely to have been socially isolated as children, come from low-income households and be caring for their children alone. In addition, women are more likely to have suffered abuse as a child (especially sexual abuse), have a greater incidence of family violence, are more likely to suffer from depression, low self-esteem and poor social support systems. While not all women in need of substance abuse treatment have dependent children, most programs that provide treatment to women offer child care while the woman is in treatment. Further, women's treatment programs often provide services that address domestic violence, sexual abuse and a woman's need to be self-sufficient in order to deal successfully with substance abuse issues. These issues are not typically addressed in traditional substance abuse treatment models.

3. Some programs provide on-site child care or referral sources, transportation, comprehensive case management, therapy sessions (for the woman and her family), housing assistance, legal advocacy, life skills management training, and job readiness and job search activities as well as relapse prevention services. Also, a number of programs that receive this grant funding provide services for children such as: (a) substance abuse prevention and intervention programming to help children understand their own feelings and to learn about choices; (b) healthy play and activities; (c) nutritious meals and snacks; and (d) enhancing the mother's attachment and parenting support to assist in stopping the cycle of child abuse and neglect.

4. On a statewide basis, the number of programs that offer treatment services targeted to women is limited. The map attached to this paper identifies the women's substance abuse treatment providers across the state, as identified by the Wisconsin Women's Empowerment Network, a network that provides technical assistance to women's substance abuse treatment providers. The providers identified on the map include those that are currently receiving the urban/rural substance abuse treatment grants for women. Even with these grants, in some parts of the state, there are no providers available to provide treatment targeted to women. In addition, there are waiting lists for treatment services in programs in urban areas outside of Milwaukee County. Two of the programs supported with the urban/rural substance abuse treatment grants for women have waiting lists. So, while programs have been successful in providing women-specific treatment to a greater number of women, the existing programs do not have the capacity to serve all individuals who request services.

5. From February, 2000, through December, 2000, 291 TANF-eligible women were served at the nine grant sites. All of the programs reported improved client results during this timeframe, although the outcome measurements varied by site, based on the goals and focus of each program. Seven agencies run the nine substance abuse programs. Annual grant levels range from \$132,100 to \$500,000, based on the agency and site. These two-year grants expire December, 2001.

In addition, under the Governor's budget, the \$1,000,000 in TANF funds from DWD that supported these grants in 2000-01, will no longer be available beginning January 1, 2002.

Substance Abuse Services Grants

6. In the first year of the grant award, Milwaukee County, as part of a comprehensive substance abuse system improvement initiative, provided treatment and support services to 855 TANF-eligible adults (435 men and 420 women) and their children (47 children). The program included four primary providers, which are treatment agencies with established expertise in women's treatment and comprehensive case management. These primary providers functioned as central intake units as well as treatment programs. In addition to these providers, 25 other community treatment agencies provided substance abuse treatment on a fee-for-service or voucher basis, with many utilizing the services provided through Wraparound Milwaukee to address family needs. The program served a third more individuals than the funded goal of 680 individuals.

7. The University of Wisconsin-Milwaukee, Center for Addiction and Behavioral Health Research, is conducting a project evaluation of the substance abuse system improvement initiative and has found that, in 2000, 85% of TANF-eligible program clients had not completed high school; the majority reported no income or income support; 27% reported being homeless during the last month; 65% reported histories of physical abuse, 40% sexual abuse and 77% emotional abuse; 55% reported cocaine and 22% reported alcohol as their major drug of choice; and depression, anxiety, cognitive and related problems were assessed in 50% or more of TANF-eligible clients. To address these diverse needs, the program incorporated support services such as counseling, housing, employment, education and childcare into treatment planning and service delivery to more effectively address the needs of TANF-eligible men and women with addiction problems.

8. In the RFP for the substance abuse service grant, TANF-eligible families are defined as low-income families that include parents with minor children who reside in the household, pregnant women and non-custodial parents. "Low-income" is defined as under 200% of the federal poverty level. Based on 1990 county census data (the most recent information available), 20% of the state's low-income families lived in Milwaukee County and 80% lived in non-Milwaukee Counties.

9. In a report that estimates adult substance abuse treatment needs for 2000, the University of Wisconsin, Department of Preventive Medicine, estimated that approximately 403,000 adults in Wisconsin need substance abuse treatment services, including 297,400 men and 105,600 women. The report estimates that 18% of adults in Wisconsin that require substance abuse treatment services live in Milwaukee County. However, the report does not compare this estimate of need with the availability of treatment services or information on how many of the individuals identified as having this need currently receive services.

10. One could argue that this grant should be available statewide, since 80% of TANF-eligible families and 82% of adults in Wisconsin that need substance abuse treatment services live in counties other than Milwaukee County. In addition, DHFS expects that the grant funds will be

distributed, through the RFP process, to providers around the state based on the distribution of TANF-eligible individuals statewide. Therefore, grantees in Milwaukee County would likely continue to receive funding under the Governor's proposal.

11. Under the bill, this statutory change would be effective with the passage of the budget bill. However, this does not allow DHFS time to accept program proposals and award grants. Therefore, the effective date of this provision should be changed to January 1, 2002, which is the beginning of the next standard grant period in 2001-02. DHFS has requested this change to the bill.

Substance Abuse Prevention and Treatment Block Grant

12. Under the Governor's budget bill, the \$1,000,000 TANF that is budgeted in 2000-01 to support the urban/rural substance abuse treatment grants for women would no longer be available for this purpose as of January 1, 2002. The Governor proposes to partially replace the TANF monies with funds from the SAPT block grant (\$475,000 annually) and the drug abuse program improvement surcharge (\$125,000 in 2001-02 and \$175,000 in 2002-03).

13. In federal fiscal year 2000-01, Wisconsin's SAPT block grant award increased by \$307,400 over the federal fiscal year 1999-00 award, to \$24,837,900. The Governor's budget recommendations assumed that the federal fiscal year 2000-01 SAPT award increase would be \$475,000, or \$167,600 more than the actual award amount. In addition, the budget submitted by the Governor included budgeted expenditures that exceeded projected expenditures by \$106,300 in 2001-02 and \$144,500 in 2002-03. Therefore, based on current revenue estimates, proposed expenditures under the Governor's budget exceed projected revenue by \$273,900 in 2001-02 and \$312,100 in 2002-03.

14. The Committee could reduce the Governor's proposed increase in SAPT funds for the urban/rural substance abuse treatment grants for women by \$273,900 FED in 2001-02 and \$312,100 FED in 2002-03 to address this projected deficit.

15. Alternatively, the Committee could reduce funding for grants by \$167,600 FED annually to reflect the reestimates of SAPT block grant funds, but not reduce the grant amounts further to address the projected deficit in the budget submitted by the Governor (\$106,300 in 2001-02 and \$144,500 in 2002-03). Under this alternative, the Committee would reduce funding for grants by \$167,600 FED annually and reduce funding for state operations by \$106,300 in 2001-02 and \$144,500 FED in 2002-03 and delete 2.0 FED positions, beginning in 2001-02, to address the projected deficit.

DHFS staff indicate that this projected shortfall could not be absorbed without holding at least 2.0 FED positions vacant in the Bureau of Substance Abuse Services. The Bureau of Substance Abuse Services provides program consultation to local Chapter 51.42 boards and human services departments, oversees the allocation of the SAPT block grant funds and provides staff services to the State Council on Alcohol and Other Drug Abuse. Currently, 14.5 FED positions are funded from the SAPT block grant. The Bureau is currently authorized 20.0 full-time equivalent

(FTE) positions.

16. The Committee could also reduce funding for grants by \$273,900 FED in 2001-02 and \$312,100 FED in 2002-03 to address the SAPT deficit, but increase funding for grants by \$106,300 GPR in 2001-02 and \$144,500 GPR in 2002-03. The net effect of this alternative is to reduce total funding for grants by \$167,600 (all funds) annually, which represents the difference between the amount of SAPT assumed by the administration, and the current estimates.

Drug Abuse Program Improvement Surcharge

17. Funds from the drug abuse program improvement surcharge (DAPIS) are required to be expended on programs providing prevention, intervention and treatment for alcohol and other drug abuse problems. The urban/rural substance abuse treatment grants for women are an appropriate use of these funds.

18. Under the Governor's proposal, \$125,000 PR in 2001-02 and \$175,000 PR in 2002-03 in DAPIS funds support the urban/rural substance abuse treatment grants for women. The administration indicated that this money, along with the additional SAPT funds, were allocated to this program to supplant the loss of TANF funds beginning January 1, 2002.

19. Additional DAPIS funds could be budgeted to address the SAPT shortfall under the Governor's budget. The Committee could provide an additional \$106,300 PR in 2001-02 and \$144,500 PR in 2002-03. The net effect of this proposal would be to reduce total funding for grants by \$167,600 (all funds) annually, which represents the difference between the amount of SAPT assumed by the administration and the current estimate.

ALTERNATIVES

A. Urban/Rural Substance Abuse Treatment Grants for Women

1. Modify the Governor's recommendations by reducing funding for grants by \$273,900 FED in 2001-02 and \$312,100 FED annually to reflect reestimates of SAPT funding available to support grants. Under this alternative, \$1,494,000 (all funds) in 2001-02 and \$1,505,800 (all funds) in 2002-03 would be available for grants.

Alternative A1	FED
2001-03 FUNDING (Change to Bill)	- \$586,000

2. Modify the Governor's recommendations by reducing funding for grants by \$167,600 FED annually and reducing funding for state operations by \$106,300 FED in 2001-02 and \$144,500 FED in 2002-03 and delete 2.0 FED positions, beginning in 2001-02. Under this alternative, \$1,600,300 (all funds) in 2001-02 and \$1,650,300 (all funds) in 2002-03 would be available for grants.

<u>Alternative A2</u>	<u>FED</u>
2001-03 FUNDING (Change to Bill)	- \$586,000
2002-03 POSITIONS (Change to Bill)	- 2.00

3. Modify the Governor's recommendations by reducing funding for grants by \$273,900 FED in 2001-02 and \$312,100 FED in 2002-03 to reflect reestimates of SAPT funding available to support grants. Increase funding for grants by \$106,300 GPR in 2001-02 and \$144,500 GPR in 2002-03 to fund grants. Under this alternative, \$1,494,000 (all funds) in 2001-02 and \$1,505,800 (all funds) in 2002-03 would be available for grants.

<u>Alternative A3</u>	<u>GPR</u>	<u>FED</u>	<u>TOTAL</u>
2001-03 FUNDING (Change to Bill)	\$250,800	- \$586,000	- \$335,200

4. Modify the Governor's recommendations by reducing funding for grants by \$273,900 FED in 2001-02 and \$312,100 FED in 2002-03 to reflect reestimates of SAPT funding available to support grants. Increase funding for grants by \$106,300 PR (DAPIS funds) in 2001-02 and \$144,500 PR in 2002-03 to fund grants at the level recommended by the Governor. Under this alternative, \$1,600,300 (all funds) in 2001-02 and \$1,650,300 (all funds) in 2002-03 would be available for grants.

<u>Alternative A4</u>	<u>FED</u>	<u>PR</u>	<u>TOTAL</u>
2001-03 FUNDING (Change to Bill)	- \$586,000	\$250,800	- \$335,200

5. Delete provision.

<u>Alternative A5</u>	<u>FED</u>	<u>PR</u>	<u>TOTAL</u>
2001-03 FUNDING (Change to Bill)	- \$950,000	- \$300,000	- \$1,250,000

B. Substance Abuse Services Grants

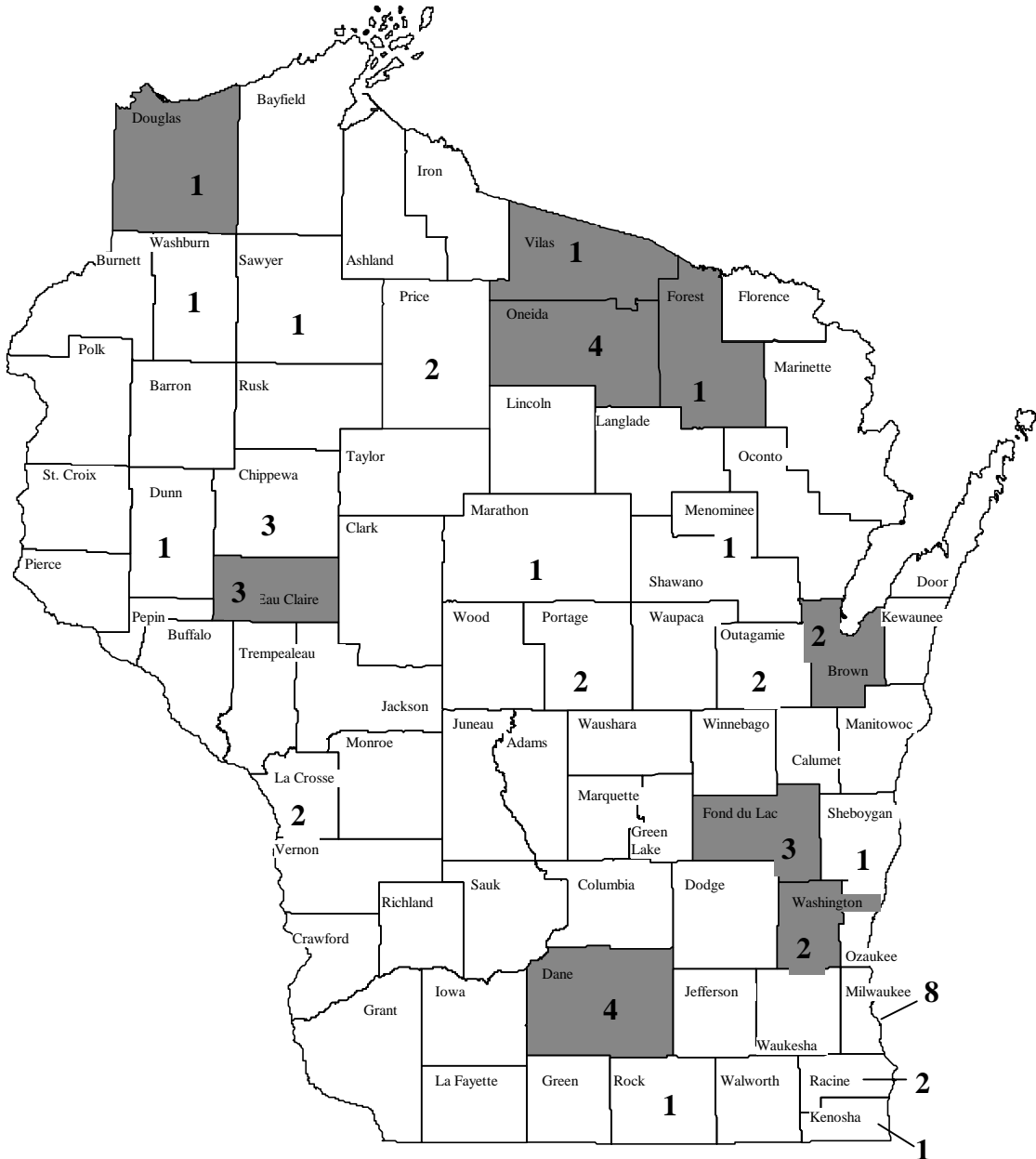
1. Approve the Governor's recommendation to authorize DHFS to distribute substance abuse treatment grants to all counties, rather than Milwaukee County, exclusively. In addition, require that allocated but unexpended funds for these substance abuse treatment grants on June 30 of each year to be transferred to the Wisconsin Works and other public administration and benefits appropriation in DWD. Specify that the effective date of this change would be January 1, 2002.

2. Delete provision.

Prepared by: Yvonne M. Arsenault
Attachment

ATTACHMENT

Women's Substance Abuse Treatment Providers



Source: Wisconsin Women's Empowerment Network

Shading indicates counties receiving Urban/Rural Substance Abuse Treatment Grants for Women.