

FUNDING LANDSCAPE

DOMESTIC VIOLENCE NEEDS ASSESSMENT OF CHICAGO

Domestic violence is pervasive. Approximately 1 in 3 women have experienced physical violence by an intimate partner in the United States.¹ It is estimated that more than 2 million Illinoisans have experienced domestic violence in their lifetime.² Domestic violence impacts individuals and communities throughout Chicago. In light of changes in service capacity and practice over the past decade, as well as the protracted state budget crisis, IMPACT carried out a needs assessment to document the existing domestic violence response system and highlight gaps that need to be filled. This factsheet presents one component of the needs assessment and is designed to be used as a stand-alone summary of the specific topic covered. For more information please see the full report, *Connecting to Safety and Stability: Domestic Violence Needs Assessment of Chicago* available at www.heartlandalliance.org/research.

SUMMARY FINDINGS

1. The federal government is the largest funder of domestic violence support services in Illinois.
2. Domestic violence services were significantly impacted by the state budget impasse.
3. On average, foundation support comprised 30% of operating budgets for domestic violence service providers.

FUNDING RECOMMENDATION

The State of Illinois must adequately and consistently fund human services. Illinois just recently passed a budget for the first time in more than two years. Despite the fact that this bill should help stabilize Illinois and ameliorate some of the most drastic consequences of operating without a budget for years, the revenue generated by this bill is simply not enough. Ongoing work is needed to rebuild the damaged infrastructure of human services in Illinois, and the state must ensure adequate revenue to pay bills in a timely manner. During the protracted budget crisis in Illinois, service providers had to tap into lines of credit, reduce services, or even close. Coupled with the state budget, the new federal administration has threatened significant cuts to domestic violence related funding. Taken together, leaders at all levels of government must raise and allocate the funds necessary to

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Written and researched by Mary O'Brien

For additional information, please see the full report, [*Connecting to Safety and Stability: Domestic Violence Needs Assessment of Chicago*](#). This project was made possible with the generous support of Crown Family Philanthropies, Polk Bros. Foundation, and Michael Reese Health Trust.

**SOCIAL IMPACT
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DOMESTIC VIOLENCE FUNDING: WHAT IS THE LANDSCAPE?

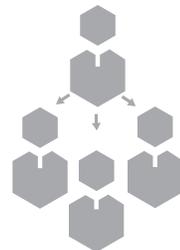
Organizations providing services to individuals experiencing domestic violence receive funding and support from a variety of sources. The largest funder of domestic violence-specific support agencies in Illinois is the federal government.³ In FY15, through pass through dollars and direct grants, federal funding to domestic violence services in Illinois and Chicago totaled \$36,804,283, State Funding to domestic violence services in Illinois was \$19,982,200, and foundation funding to domestic violence services in Chicago was \$8,774,212.⁴



\$36,804,283
FEDERAL FUNDING
TO DV SERVICES IN
ILLINOIS AND CHICAGO

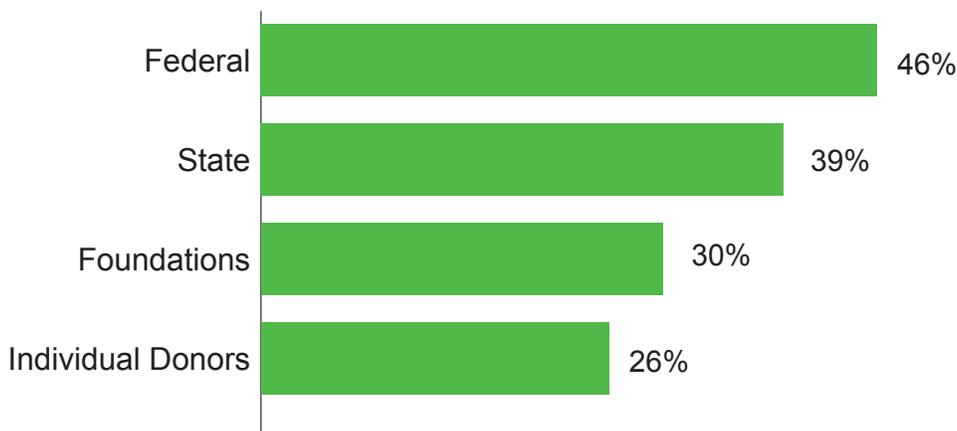


\$19,982,200
STATE FUNDING
TO DV SERVICES
IN ILLINOIS



\$8,774,212
FOUNDATION FUNDING
TO DV SERVICES
IN CHICAGO

FUNDING SOURCE AS AVERAGE PERCENT OF SERVICE PROVIDER OPERATING BUDGET



Federal Funding for Domestic Violence Services

The primary vehicles for federal funding are the Victims of Crime Act (VOCA), the Violence Against Women Act (VAWA), Title XX, Family Violence Prevention and Services Act (FVPSA). The U.S. Department of Housing and Urban Development Community Development Block Grants (CDBG) to Chicago, of which a portion is allocated to domestic violence services. Many of these dollars flow through the state coffers, and must be appropriated by the General Assembly in order to be released to providers. The accompanying flow chart illustrates how each funding source is allocated within Illinois.

The Victims of Crime Act, the Violence Against Women Act, the Family Violence Prevention and Service Act and Title XX funded domestic violence services in Illinois at \$43,293,129 in FY16.⁵ The U.S. Department of Housing and Urban Development Community Development Block Grant allocated an additional \$2,845,897 to the City of Chicago for domestic violence services in FY16. In FY15, domestic violence services in Illinois were funded at \$34,002,335 from VOCA, VAWA, FVPSA, and Title XX and CDBG allocated \$2,801,948 to domestic violence services in Chicago.⁶ Federal funding can be dispersed to domestic violence services in direct grants or as pass through via a local government or non-profit agency. Specific requirements for services, including matching requirements are included in the following sections. Among service providers surveyed in Chicago, federal pass-through dollars comprised 20% of total operating budgets and federal direct grants comprised 26% of total operating budgets on average.⁷

FUNDING: WHAT IS THE LANDSCAPE?

Victims of Crime Act

Each year, the Victims of Crime Act (VOCA) provides a sizable portion of funding to domestic violence services in Illinois. In FY15, \$14,195,342⁸ were awarded to domestic violence services in Illinois.⁹ VOCA support of domestic violence services primarily supports legal advocacy, however some funding is also allocated for medical advocacy, counseling and therapy, services for Latina survivors, services for rural communities, and services for survivors with substance use issues.¹⁰ VOCA funds require a matching contribution of 20% from non-federal sources and match funds have the same restrictions as VOCA funds.¹¹

In Illinois, VOCA funds are distributed by the Illinois Criminal Justice Information Authority (ICJIA). ICJIA also contracts with the Illinois Coalition Against Domestic Violence to administer a portion of these funds. As of publication, ICJIA has not yet released FY16 budget detail for VOCA funds to distinguish grants that were awarded specifically to domestic violence services, as compared to service for other victims of crime, e.g. sexual assault or child abuse. Assuming a similar portion of total VOCA funds were awarded to domestic violence services (16.56%), we can estimate approximately \$14.4 million of VOCA funding having been awarded to domestic violence services in Illinois in FY16. VOCA funds are primarily used for direct advocacy services.

Violence Against Women Act

In Illinois, VAWA funds are distributed by the Illinois Criminal Justice Information Authority (ICJIA).¹² ICJIA also contracts with the Illinois Coalition Against Domestic Violence to administer a portion of these funds. VAWA specifies that funds are allocated in the following ways: 25% provided to law enforcement, 30% to service providers, 5% to courts, and 15% is at the discretion of the state.¹³

Domestic violence services in Illinois also receive a significant amount of funding from the Violence Against Women Act (VAWA).¹⁴ In FY15, up to \$8,242,094 were awarded to domestic violence services in Illinois and up to \$9,952,308 were awarded in 2016.¹⁵ At least \$2,255,257 in FY15 and \$2,712,839 in 2016 of VAWA funds were awarded to domestic violence services specifically.¹⁶ Most likely, a portion of the remaining funds also went to domestic violence services; however, we cannot determine the exact amount.

FUNDING: WHAT IS THE LANDSCAPE?

Title XX

Title XX of the Social Security Act provides funding via the Social Services Block Grant (SSBG). SSBG funds are distributed through three funding accounts, the Local Initiative Fund, General Revenue Funds, and Special Purpose Trust Fund.¹⁷ Illinois Department of Human Services uses the Local Initiative Fund to pay for social services provided for under the Donated Funds Initiative.¹⁸ In FY16, domestic violence services received \$13,940,623 total in funding from the Donated Funds Initiative and General Revenue Funds.¹⁹ Importantly, the funds allocated to the General Revenue Funds serves as reimbursement for a portion of the General Revenue Funds allocated to domestic violence services discussed in the state funding section. The Illinois Department of Human Services, Family and Community Services division oversees the DFI funding for family support services, including domestic violence services.²⁰ There was a significant increase in Title XX funding for domestic violence services from FY15 to FY16; in FY15, \$6,287,770 were awarded to domestic violence services in Illinois.²¹ Title XX funds require a 25% match from the agency, comprised of no less than 10% in cash and 15% of in-kind.²²

Family Violence Prevention and Services Act

Family Violence Prevention and Services Act (FVPSA) funds are distributed by the Illinois Department of Human Services. FVPSA funds are for shelter, safety planning, crisis counseling, information and referrals, legal advocacy, and other support services for survivors and their children.²³ In FY16, FVPSA provided \$5,018,200 in funding to domestic violence services in Illinois.²⁴ States may use up to 5% for state administrative costs and the remaining funds are provided to sub-grantees. Notably, at least 70% of awarded funds must go towards shelter, shelter expenses, and programming for survivors and their children, and the remaining 25% can be used for a number of other specified services for individuals experiencing domestic violence.²⁵ FVPSA sub-grantees must provide a non-federal match of at least \$1 for every \$5 of federal funding received.²⁶

U.S. Department of Housing and Urban Development

The City of Chicago receives a Community Development Block Grant from the U.S. Department of Housing and Urban Development to support human services, such as housing, seniors, and workforce training.²⁷ In Chicago, a portion of these funds is allocated to domestic violence services and administered by the City of Chicago Department of Family and Support Services. In FY16, \$2,845,897 were provided to domestic violence services; \$2,474,897 for domestic violence services via the Department of Family & Support Services and \$371,000 for school based programs for youth and parenting education for adults to prevent family violence through restorative practices.²⁸ In FY15, the Department of Family & Support Services received 2,430,948 for domestic violence services in Chicago and school-based programs received \$371,000.²⁹ The Department of Housing and Urban Development also operates the Continuum of Care Program aimed at ending homelessness. These funds are available to programs that provide housing services to people experiencing domestic violence.

State Funding

In total, the State of Illinois provided \$19,982,200 to domestic violence services in Illinois in FY15.³⁰ State funding comprises a sizeable minority of funding for service providers; on average, state funding comprises 39% of operating budgets for the organizations that receive it.³¹ For 43% of the agencies that receive this funding, however, state funding accounts for the majority of their operating budgets.³²

The largest amount of state funding for domestic violence services has historically been appropriated out of Illinois's General Revenue Fund (GRF). In FY15, the GRF provided \$18,635,000 for domestic violence services in Illinois.³³ Traditionally, General Revenue Funds cover comprehensive domestic violence services, including shelter, crisis hotline services, counseling, advocacy, transportation, information and referrals, and outreach and prevention services.³⁴ The state requires these granted recipients to have matching funds that will not exceed 25% of the grant.³⁵

In FY16, the General Assembly appropriated \$18,215,700 of the General Revenue Funds for domestic violence services in Illinois.³⁶

Historically, state funding for domestic violence services also comes from the following Special State Funds:

- Domestic Violence Fund distributed by the Office of the Illinois Attorney General,

- Domestic Violence Abuser Services Fund distributed by IDHS;

- The Commitment to Human Services Fund distributed by IDHS;

- Domestic Violence Shelter and Service Fund distributed by IDHS; and

- Illinois Violence Prevention Authority distributed by ICJIA.

The General Assembly appropriated \$500,000 for legal advocacy and assistance to services and victims in FY15 and FY16 from the Domestic Violence Fund.³⁷ The General Assembly appropriated \$100,000 of the Domestic Violence Abuser Services Fund, and \$925,200 of the Domestic Violence Shelter and Service Fund was appropriated by the General Assembly in FY15 and FY16.³⁸ In FY15, the General Assembly also appropriated \$15,000 for family shelter and \$280,000 for infrastructure development for a Chicago-based organization from the Build Illinois Bond Fund.³⁹ In total, the General Assembly appropriated \$19,767,900 to domestic violence services in FY16 and \$19,982,000 in FY15.⁴⁰

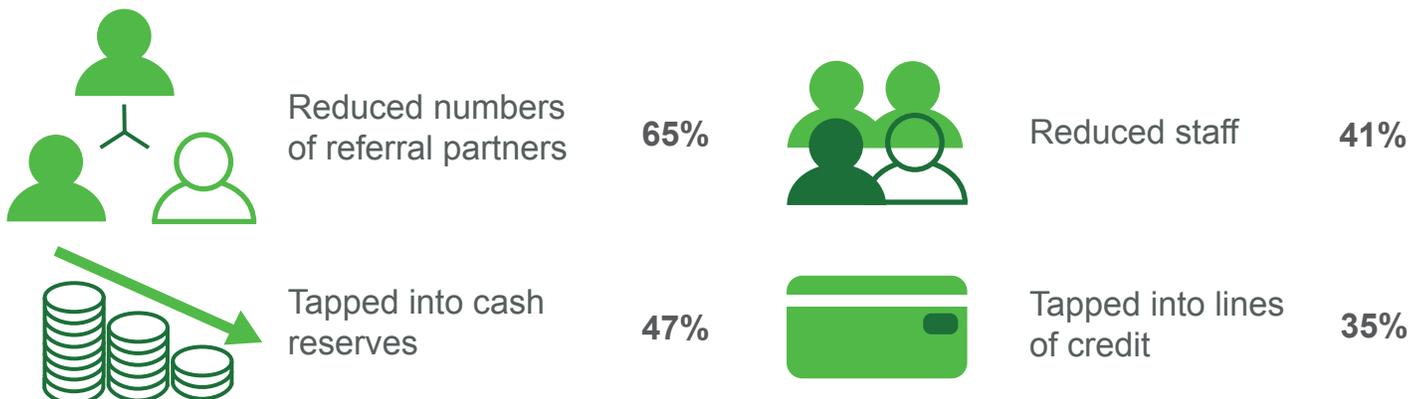
FUNDING: WHAT IS THE LANDSCAPE?

Illinois State Budget Crisis

For years, Illinois has faced budget challenges, including ever-expanding pension obligations and limited revenue. In January 2015, Illinois's temporary income tax rate expired, resulting in the significant losses of revenue to a system that has already been struggling to meet its priorities. In the wake of this dramatic loss of revenue, the General Assembly and the Governor have failed to pass a budget, with funding to back it up. FY18 would have marked a third year without a budget. The General Assembly and the Governor have relied on partial or stop-gap appropriations and court orders to keep the state functioning at only the most basic level. Domestic violence services, like most state-funded services, have been struggling to keep their doors open while they weather the crisis. In December 2015, the General Assembly passed, and the Governor subsequently signed, SB2039 which provided funding for local governments, emergency systems, lottery payments, and domestic violence services. Several months later, in June 2016, the General Assembly also passed a "stop gap" budget that appropriated some funds for human services for FY16 and the first half of FY17.⁴¹ The result was that many human service providers were made close to whole for FY16, but there were few dollars left for FY17 services. Domestic violence did not receive any appropriations in the "stop gap" bill.

The state budget impasse came to an end on July 6, 2017 when the General Assembly voted to override Governor Rauner's veto and pass a revenue, spending, and implementation plan for the first time since 2015. Despite the fact that this bill should help stabilize Illinois and ameliorate some of the drastic long-term consequences of operating without a budget for years, the revenue generated is simply not enough to support services to meet the needs of people in Illinois. Furthermore, the infrastructure of services has weakened over the years without a state budget and there is lasting damage and uncertainty for service providers in Illinois.

Top Four Impacts of State Budget Impasse on DV Service Providers



FUNDING: WHAT IS THE LANDSCAPE?

The impact of the budget impasse on service providers was devastating. As outlined in the Networks and Referrals section of this report, domestic violence service providers work closely with a variety of service providers to meet the need of survivors and their children. In addition to the direct impact to domestic violence service providers, important referral partners have been impacted by the state budget impasse, including homeless service providers, mental health services, employment and training programs, and community violence prevention programs.⁴² Service providers surveyed for this study have been impacted by the state budget impasse in a number of ways. Among service providers that reported having to reduce or eliminate programming in the past year, 67% identified that this was due to state funding cuts or the state budget crisis.⁴³

The state budget impasse has impacted service providers that offer services to survivors of domestic violence. Of survey respondents that indicate that they primarily serve survivors of domestic violence, 65% reported that they have limited referral partners as a result of the state budget impasse; 47% of service providers that primarily serve survivors of domestic violence have tapped into cash reserves, 41% have had to reduce staff, and 35% have tapped into lines of credit.⁴⁴ In addition to the specific budgetary impact the state budget impasse had on service providers, stakeholders also reported that the crisis reduced staff morale. The State of Illinois must work to consistently and adequately fund social services and rebuild the infrastructure that was damaged during the budget impasse.

Philanthropy

Service providers surveyed reported that they already receive a significant portion of their funding from foundations and individual donors. On average, foundation support comprised 30% of Service providers' operating budgets.⁴⁵ Individual donor funding comprised, on average, 26% of operating budgets.⁴⁶

Foundation Center Data indicates that \$8,774,212 in foundation support was provided to Chicago-based domestic violence service organizations in 2015, the most recent year available.⁴⁷ There is no comprehensive data set to track individual giving to domestic violence centers in Illinois.

ENDNOTES

1 Black, M.C., Basile, K.C., Breiding, M.J., Smith, S.G., Walters, M.L., Merrick, M.T., Chen, J., & Stevens, M.R. (2011). The National Intimate Partner and Sexual Violence Survey (NISVS): 2010 Summary Report. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention.

2 National estimates measure 5 types of intimate partner violence: sexual violence, physical violence, and/or stalking by an intimate partner. Smith, S.G., Chen, J., Basile, K.C., Gilbert, L.K., Merrick, M.T., Patel, N., Walling, M., & Jain, A. (2017). The National Intimate Partner and Sexual Violence Survey (NISVS): 2010-2012 State Report. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention.

3 Author's analysis of Department of Justice Grant Awards, VOCA 2015 and 2016, [Available here](#) and author's analysis of Illinois Criminal Justice Information Authority VOCA awards, FFY15, [Available here](#). Author's analysis of Department of Justice Grant Awards, VAWA 2015 and 2016, [Available here](#). State of Illinois, Department of Human Services, Social Services Block Grant Estimated Expenditures and Proposed Provision Method and Estimated Recipients, FY2015-FY216; [available here](#), and [available here](#). Illinois Department of Human Services, Title XX Social Services, Family Support; [available here](#). Congressional Research Service. (2015). Family Violence Prevention and Services Act (FVPSA): Background and Funding; [available here](#).

4 This includes VOCA, VAWA, FVPSA, Title XX funds to Illinois for domestic violence services, State funding for domestic violence services in Illinois, HUD funding for domestic violence services in Chicago, and foundation funding to domestic violence services in Chicago.

5 See specific funding sources for data notes related to included services within each funding source.

6 See specific funding source for the breakdown of these grants and inclusion criteria.

7 Author's analysis of Survey of Service Providers, Survey Administered February- March, 2017.

8 Author's analysis of Department of Justice Grant Awards, VOCA 2015 and 2016, [Available here](#) and author's analysis of Illinois Criminal Justice Information Authority VOCA awards, FFY15, [Available here](#).

9 Budget documents do not provide enough detail to distinguish between domestic violence and sexual assault funding for a portion of the funds. Specifically, \$1,346,913 of this funding that was provided in 2015 to The Wraparound Victim Legal Assistance Network Demonstration Project and the Victim Assistance Discretionary Grant Training Program for VOCA Victim Assistance Grantees.

10 Illinois Coalition Against Domestic Violence, Grants; [Available here](#).

11 Illinois Coalition Against Domestic Violence, Grant Instructions obtained by report author.

12 Illinois Criminal Justice Information Authority, Grants Overview, [Available here](#).

13 Illinois Criminal Justice Information Authority, Grants Overview, [Available here](#).

14 Author's analysis of Department of Justice Grant Awards, VAWA 2015 and 2016, [Available here](#).

15 Budget documents do not provide enough detail to distinguish between domestic violence and other violence against women initiatives for a portion of these funds. Specifically, \$5,986,837 of these funds in 2015 and \$7,329,469 of funding in 2016 were given to organizations that may serve survivors of domestic violence or another address another form of violence against women.

16 Author's analysis of Department of Justice, OVW Awards, [Available here](#).

17 State of Illinois, Department of Human Services, Social Services Block Grant 2015 Pre-expenditure Report, FY2015-FY216; [available here](#).

18 State of Illinois, Department of Human Services, Social Services Block Grant 2015 Pre-expenditure Report, FY2015-FY216; [available here](#).

19 State of Illinois, Department of Human Services, Social Services Block Grant Estimated Expenditures and Proposed Provision Method and Estimated Recipients, FY2015-FY216; [available here](#), and [available here](#).

20 Illinois Department of Human Services, Title XX Social Services, Family Support; [available here](#).

21 State of Illinois, Department of Human Services, Social Services Block Grant 2015 Pre-expenditure Report, FY2015-FY216; [available here](#).

22 Illinois Department of Human Services, Title XX Donated Funds Initiative Program Plan; [available here](#).

23 U.S. Department of Health and Human Services, Family Violence Prevention and Services Formula Grants to States and Territories; [available here](#).

24 State of Illinois. (2017). FY2015, FY2016 FY2017 Enacted Appropriations; [available here](#).

25 Congressional Research Service. (2015). Family Violence Prevention and Services Act (FVPSA): Background and Funding; [available here](#).

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ENDNOTES

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30 State of Illinois. (2017). FY2015, FY2016 FY2017 Enacted Appropriations; [available here.](#)

31 Author's analysis of Survey of Service Providers, survey administered February – March, 2017.

32 Author's analysis of Survey of Service Providers, Survey Administered February – March, 2017.

33 State of Illinois. (2017). FY2015, FY2016 FY2017 Enacted Appropriations; [available here.](#)

34 Illinois Department of human Services. (2014). Domestic Violence Shelter & Services Request for Applications (RFA)-Addendum; [available here.](#)

35 Illinois Department of human Services. (2014). Domestic Violence Shelter & Services Request for Applications (RFA)-Addendum; [available here.](#)

36 State of Illinois. (2017). FY2015, FY2016 FY2017 Enacted Appropriations; [available here.](#)

37 State of Illinois. (2017). FY2015, FY2016 FY2017 Enacted Appropriations; [available here.](#)

38 State of Illinois. (2017). FY2015, FY2016 FY2017 Enacted Appropriations; [available here.](#)

39 State of Illinois. (2017). FY2015, FY2016 FY2017 Enacted Appropriations; [available here.](#)

40 State of Illinois. (2017). FY2015, FY2016 FY2017 Enacted Appropriations; [available here.](#)

41 Personal communication with Center for Tax and Budget Accountability, July 6, 2017 and Illinois Partners for Human Service. (2016). Budget Updates; [available here.](#)

42 Responsible Budget Coalition. (2017). Why We Need Adequate Revenue: Illinois in Chaos; [available here.](#)

43 Author's analysis of Survey of Service Providers, Survey Administered February – March, 2017.

44 Author's analysis of Survey of Service Providers, Survey Administered February – March, 2017.

45 Author's analysis of Survey of Service Providers, survey administered February – March, 2017.

46 Author's analysis of Survey of Service Providers, survey administered February – March, 2017.

47 These data were collected from the Foundation Directory Online, a service of the Foundation Center, using a search for “abuse prevention” OR “domestic violence” OR “domestic violence shelters” OR “victims of Crime and abuse” for recipients in Chicago, IL. Foundation Center, Foundation Directory Online, accessed at the Forefront Library.