

# FUNDING THE WORK

## *Community Efforts to End Domestic Violence and Child Abuse*



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AND  
GRETCHEN TEST

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## CONTENTS

Purpose .....	1
Acknowledgments .....	3
About the Authors .....	5
Funding for Collaborative Domestic Violence and Child Abuse Programs .....	7
Federal Government Funding Sources .....	9
U.S. Department of Health and Human Services .....	9
U.S. Department of Justice .....	18
State and Local Government Funding .....	28
Private Foundations .....	29
Corporations .....	30
Conclusion .....	31



## ***PURPOSE***

This paper is designed to assist communities in identifying potential funding sources for efforts to end domestic violence and child abuse and neglect. Primarily, it focuses on federal government funding streams administered by the U.S. Department of Health and Human Services and the U.S. Department of Justice. This information is supplemented by suggestions for seeking funding from state and local governments, private

foundations, and corporations. The information, while not exhaustive, is based on the experience and recommendations of community leaders who are working to end domestic violence and child abuse and neglect. It is targeted primarily toward domestic violence programs, child protective service agencies, juvenile and family courts, and the myriad of community programs that work to end domestic violence and child abuse and neglect.



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## *IN MEMORIAM*

This paper is dedicated to the memory of Diane Reese





## *ABOUT THE AUTHORS*

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# *Funding for Collaborative Domestic Violence and Child Abuse Programs*



Communities around the country are recognizing the need for collaboration among domestic violence programs, child welfare organizations, courts, and law enforcement to better assist families that come to their attention.

In 1999, the U.S. Department of Justice and the U.S. Department of Health and Human Services entered into an extraordinary agreement to pool resources to fund six pilot sites demonstrating a collaborative effort among the domestic violence community, child protection service agencies, and the court system. Known as the Greenbook Project,<sup>1</sup> the six locations use this collaboration money to work together to leverage other funding to address the co-occurrence of domestic violence and child maltreatment. The communities have established collaborations, developed and implemented training, and, in some cases, specifically designed services to meet the needs of battered women and their children. Other locations around the country, not funded through this unprecedented effort, have also found creative ways to use existing funding to better address the co-occurrence of domestic violence and child maltreatment. Still other communities are seeking grants and other funds to further these types of programs.

For the Greenbook sites, as well as other communities around the country, to adequately address domestic violence and child maltreatment, resourcefulness and creativity is vital. Communities must be resourceful in their view and use of existing programs and inventive in the partnerships they develop. Each program must look

beyond its usual funding sources and organizational limits to find new ways to reach these families, in addition to the obviously important ways, i.e., services, collaboration, and training. Given the budgetary constraints facing many programs today, and the eventual end of the Greenbook demonstration funding, this paper identifies different sources to assist Greenbook sites and other communities to create new and sustain ongoing efforts, including :

- Funding streams administered through grants to the states that may be accessed from state or local agencies by battered women and their children for necessary services,
- Funding streams administered through grants and entitlement funds to the states that may be potential funding sources for grants and contracts with domestic violence programs to provide services to these clients, and

- Federal funding streams for collaborative efforts or training.

This paper identifies the various programs, discusses how they might be used for these purposes, and explores how some of the innovative efforts around the country have creatively drawn on these resources to fund their work. It should be noted that for some of the federally funded initiatives referenced in this paper, such as the Model Courts Project, funding for additional sites is not currently available. However, the authors included them as examples of creative uses of federal funding to address domestic violence and child abuse. In addition, because many of these sites have received extensive training and technical assistance, and have become national models, the authors encourage readers to identify and coordinate with such initiatives in their local communities.

## **FEDERAL GOVERNMENT FUNDING SOURCES**

With billions of dollars in grants, the federal government seemed a good place to start in our search for funding sources. The current Greenbook program is funded through a memorandum of understanding among four offices in the U.S. Department of Justice (DOJ) and four agencies in the U.S. Department of Health and Human Services (HHS). In the Department of Justice, the Office on Violence Against Women, the Office for Victims of Crime, the Office of Juvenile Justice and Delinquency Programs, and the National Institute of Justice fund the Greenbook Initiative. HHS agencies include the Children's Bureau and the Family Violence Program in the Administration for Children and Families, the National Center for Injury Prevention and Control (part of the Centers for Disease Control) and the Assistant Secretary for Planning and Evaluation. Because of this unique arrangement, each department pooled funding from various discretionary grant programs. As a result, six communities around the country have been selected to receive funding totaling \$1 million, over three years, to establish collaborations among domestic violence, child protection, and court systems. (The six communities are Grafton County, New Hampshire; St. Louis County, Missouri; El Paso County, Colorado; Lane County, Oregon; Santa Clara County, California; and San Francisco, California.) In addition, the departments also funded training and technical assistance for the communities as well as evaluation of their work. This unique effort by two federal departments, however, is unusual and limited. For example, the funds cannot be used to provide services for battered women and their children.

In most cases, communities wanting to address the occurrence of domestic violence and child maltreatment have to piece together funding through many sources. The types of programs tapped are primarily in the two departments involved in the Greenbook project—DOJ and HHS. This paper examines an array of grant programs that could be used for collaborative initiatives to assist victims of domestic violence and child abuse within these two departments as well as

other potential sources in the government and from private foundations.

### **U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES (HHS)**

HHS is home to a wide array of programs and services designed to support families and children. This section focuses on those funding sources that are most widely used to address domestic violence and child maltreatment, including economic support programs. These programs may help your initiative provide much needed services and financial aid to domestic violence victims and their children.

The support of a director of a state or local human services department can significantly enhance the role the agency plays in providing meaningful assistance to battered women and their children. As seen through the example of El Paso County, there are programs that flow through these agencies that can be creatively used for training and services.

#### ***Title IV-A: Temporary Assistance to Needy Families (TANF)***

(Note: The information contained in this paper is based on current law, regulations, and funding of the TANF program. Congress is currently considering reauthorization of the program, which may result in changes in the TANF law, regulations, and funding levels.)

Created by the Personal Responsibility and Work Opportunity Reconciliation Act in 1996, TANF replaced the Aid to Families with Dependent Children program. This capped state-entitlement block grant program, under Title IV-A of the Social Security Act, provides unprecedented flexibility for states to address the needs of families, and is particularly applicable and useful for addressing the needs of domestic violence victims and their children. In fact, some studies have shown that 50 percent to 60 percent of TANF recipients have experienced domestic violence in their lifetime.

## El Paso County Department of Human Services

One of the best examples of a community using the vast array of funds available from HHS is El Paso County, Colorado. The creative approach implemented by its Department of Human Services to identify and assist battered women and their children has been recognized as one of the most innovative programs in the country.

It starts with the commitment of the director of the El Paso County Department of Human Services to provide a seamless approach to all public assistance and child welfare programs. The agency's mission is "to strengthen families, assure safety, promote self-sufficiency, eliminate poverty, and improve the quality of life in our community."<sup>2</sup> In fulfilling this mission, the agency recognized the impact of domestic violence on families and made a commitment to address the co-occurrence of domestic violence and child abuse. In doing so, the following has occurred:

- The agency, as part of its welfare reform initiative, contracted with the local domestic violence program to collocate advocates in its welfare system to help identify and assist victims of domestic violence, using TANF funding.
- The agency also contracts with the domestic violence center to help families who experience both child maltreatment and domestic violence.
- The agency collocates staff and helps fund the Domestic Violence Enhanced Response Team (DVERT) to quickly address the most lethal cases of domestic violence that involve children. This effort collocates staff from various offices, domestic violence advocates, child advocates, CPS staff, and others in a blended collaborative approach. This effort is funded through a patchwork of federal and local funding sources, including TANF, Title IV-B child welfare funds, and a federal VAWA (Violence Against Women Act) grant.
- In addition, the agency has used training funds from Title IV-E, Title IV-B, and Title IV-A (TANF) of the Social Security Act and administrative funds from the Social Services Block Grant program to train agency staff on various issues relating to domestic violence, including the dynamics.
- Using the same funding streams, the agency developed screening tools that enable staff to identify domestic violence victims when meeting with clients, be it applicants for welfare benefits or women in the child welfare system.

Once identified, El Paso County's seamless approach assists victims by drawing on the various funding streams available from HHS to support domestic violence victims and their children. This approach enables the county to provide such wraparound services as food stamps, Medicaid, child care, children's health insurance, substance abuse treatment, funding for temporary shelter, job training, parenting classes, emergency funds for shelter, transportation, and a host of other services the agency, domestic violence advocates, and the battered mother determine are needed. Clearly, the early identification of domestic violence victims when applying for welfare benefits enables the county to support the victims in their efforts to end the abuse and maintain safety for themselves and their children. David Berns, director of El Paso County's Department of Human Services, sees the effort as a prevention program to help women stay safe, keep or secure employment, and get the support they need to help their children.

TANF funds can be used for four broad goals:

- To provide assistance to needy families;
- To end dependence of needy parents by promoting job preparation, work, and marriage;
- To prevent and reduce out-of-wedlock pregnancies; and
- To encourage the formation and maintenance of two-parent families.

Some administrators have found the first two purposes to be the most useful for states to provide assistance to domestic violence victims and their children. The added draw of these funds is that the regulations are very flexible, requiring only that the efforts undertaken are reasonable to accomplish these goals. With this guidance, many locations around the country have used these funds to assist battered women and their children in a variety of ways. According to the 2001 annual Report to Congress, 50 states have procedures to identify victims of domestic violence and 44 states target intensive services to assist these victims. These programs use the funding to provide such services as emergency short-term shelter for women and children who are fleeing violence, counseling for both adult and child victims, and assistance in finding safe long-term housing.<sup>3</sup> Arizona and Pennsylvania are using TANF funds for legal programs to assist domestic violence victims in filing restraining orders, civil or criminal charges against the perpetrator, and petitions for divorce and child support.<sup>4</sup>

State lawmakers can establish TANF programs that benefit domestic violence victims even if the programs are intended for a broader group of recipients. Thirty-three states now have diversion programs that allow caseworkers to determine whether an individual applying for services can avoid receiving welfare if one-time or short-term payments are provided to assist during an emergency or to meet a critical need. This has proven helpful for many domestic violence victims.<sup>5</sup>

Congress, recognizing the potential impact of some of the requirements of the Personal Responsibility and Work Opportunity Reconciliation Act, added the Murray-Wellstone Amendment, which provided a Family Violence Option that allows states to establish standards and procedures to:

### Temporary Assistance for Domestic Violence Survivors in Oregon

In 1999, Oregon established a program for domestic violence victims called Temporary Assistance for Domestic Violence Survivors (TADVS). The program, developed in collaboration with domestic violence service providers and legal aid staff, recognizes that domestic violence creates an entirely different situation for women in poverty. In response, workers are trained to recognize that many domestic violence survivors do not have access to assets they do not control directly, such as joint accounts. As a result, Oregon sets aside TANF funding specifically for domestic violence victims. Domestic violence victims have different eligibility requirements than other TANF clients. Once under the program, domestic violence victims may have access to approximately \$1,200 every 90 days for assistance to flee or stay free from abuse. These funds can be used for moving and other relocation expenses, house payments, or utilities; emergency food; medical coverage; replacement of household or personal items left behind when fleeing abuse; obtaining safety items such as new locks or telephone service; car repairs or purchase; and furniture and other needs for the victims to achieve independence. In 2001, Oregon distributed \$7 million under this program.<sup>6</sup>

- Screen for and identify individuals who are receiving assistance and who have a history of domestic violence;
- Refer such individuals to counseling and support services; and
- Waive certain program requirements such as time limits, residency requirements, child support cooperation, and family cap provisions if these requirements make it more difficult for the victim to escape violence or unfairly penalize individuals who have been victimized or who are at risk for further domestic violence.

Currently, 40 states have implemented the Family Violence Option.<sup>8</sup> In doing so, states are required to specify the program requirements that are being waived; waivers must be granted on a need-only basis by a person trained in domestic violence; waivers must be reevaluated every six months; and waivers must be accompanied by a service plan. A person trained in domestic violence must develop the service plan. Although the waiver requirements may be arduous, the Family Violence Option is considered an effective policy tool because it raises awareness around the unique needs of domestic violence victims. It also helps to ensure training for TANF workers on domestic violence issues.<sup>9</sup>

With all its flexibility, TANF also comes with a few requirements that may make it difficult for domestic violence victims to access benefits. One in particular is the child support cooperation requirement. The Personal Responsibility and Work Opportunity Reconciliation Act also tied child support cooperation to TANF eligibility. Title IV-D of the Social Security Act requires that women applying for TANF benefits provide information on the father of their children to pursue child support actions against the father. However, the federal child support statute allows state agencies to waive the requirement that the mother provide information about the father of the child if she fears for her safety from him. This waiver provision is separate from the Family Violence Option in TANF.

In addition, some states recognize that there may be a potential danger to the domestic violence victims and are working to develop effective ways to obtain child support while protecting the mother and her children. For example, Oregon has instituted two strategies: us-

## **Diversion Programs in El Paso County, Colorado**

El Paso County, Colorado, took the approach that TANF would become a “primary prevention program”<sup>7</sup> and created two diversion programs for applicants. The first provides for an emergency, once-in-a-lifetime payment for a service that enables a family with children to gain or keep a job. The services are geared toward clients who face a barrier to work that can easily be solved with additional resources. The second diversion program enables a client to receive two months of cash assistance based on TANF eligibility rules. The grants are generally used to assist clients who are job-ready or recently unemployed to find employment, and can be extended for an additional month if necessary.

A domestic violence victim can use these programs to get assistance when leaving an abuser, which may enable her to find or keep employment. For example, she may be able to use these diversion programs for transportation, child care, or a deposit on an apartment.

In addition to these diversion programs, El Paso County also provides emergency housing funds, which can be used by domestic violence victims while they are waiting for their initial TANF application to be approved. A TANF application can take approximately 45 days to process.



ing an “address of record,” a mailing address that is different from the woman’s residence; and using a “non-disclosure based on a claim of risk,” which keeps certain information, e.g., employer’s name, social security number, and driver’s license number, out of court records. Washington state has also established an Address Confidentiality Program enabling domestic violence victims to use the address of the Secretary of State rather than their own residence when the state pursues the perpetrator for child support.

#### ***Title IV-E: Foster Care and Adoption Assistance Programs***

This funding source is an entitlement program that was created through the Adoption Assistance and Child Welfare Act of 1980 and is the main funding source for state child welfare programs. Federal fiscal year (FY) 2000 estimates for the program totaled nearly \$5.5 billion, with \$4.4 billion for foster care, \$991 million for adoption assistance, and \$105 million for the independent living program. This program provides a federal match to state funds to provide income maintenance for state foster care and adoption programs, administrative costs, and training. Administrative costs apply to most casework activities such as case management, case planning, case coordination, assistance to access services, information and referral, court-related activity, training,<sup>10</sup> and other child welfare-related duties.<sup>11</sup> While this seems broad, Title IV-E administrative funding is limited to activities for children in out-of-home placement and children in home who are at risk and potentially candidates for foster care.

For domestic violence and child abuse collaboration, Title IV-E funds can be useful in two ways:

- To support children in out-of-home care or to cover administrative costs for children in the home who are at risk for removal and
- To provide domestic violence training for child welfare staff assigned to these cases.

Some states are using Title IV-E funds in innovative ways to address domestic violence and child abuse. These include Michigan, North Dakota, Minnesota, and Missouri. North Dakota and Missouri contract for Title IV-E administration with a broad array of public and private local agencies, including nonprofit domestic violence shelters and service agencies.<sup>12</sup>

#### ***Title IV-B: Child Welfare Services Programs***

Title IV-B is the most flexible federal program for child protection and related services. It is a capped entitlement program designed to prevent the need for removal of children from parents or to reunite children with their families. These clearly are consistent goals with domestic violence services. Title IV-B services can be provided to families regardless of their income. Title IV-B has two parts:

- Subpart 1 is the Child Welfare Services Program. This program assists state public child welfare agencies to improve their child welfare services in order to keep families together safely through grants to states which provide a 75 percent match of federal funds. Federal FY 2000 allotments for this program totaled \$291.9 million. Services include child maltreatment prevention and early intervention to prevent removal, services to facilitate placements if the child must be removed, and reunification services.
- Subpart 2 is the Promoting Safe and Stable Families Program. These federal formulas focus on prevention and seek to help vulnerable families stay together. This program was reauthorized in 2001, signed into law in 2002, and is currently authorized at \$305 million in mandatory funding, with an additional \$200 million in discretionary funds. The funds are devoted to six types of services: family preservation, including infant safe havens programs; community-based family support services; time-limited family reunification; adoption promotion and support; educational and support vouchers for youth aging out of foster care; and mentoring children of incarcerated parents.

The program specifically encourages and enables “each state to develop and establish, or expand, and to operate a program of family preservation services and community-based family support services.”<sup>13</sup> Clearly, domestic violence services are consistent with these efforts. In fact, some states are using Title IV-B to contract with domestic violence programs to implement their Title IV-B plans.

Despite this emphasis and flexibility, this is a small program with approximately \$500 million available each year, compared to other funding sources under the So-

cial Security Act. Some states receive as little as \$1 million a year. The low level of funds, coupled with the flexibility of the program, results in high demand for these dollars. Nonetheless, Title IV-B funding is worth examining for potential services for your collaborative efforts.

### ***The Court Improvement Program***

A portion of the Title IV-B entitlement funds is reserved for the Court Improvement Program. Established in 1993 as part of the Omnibus Budget Reconciliation Act (OBRA), the program provides new federal funds to state child welfare agencies and tribes for preventive services (family support) and services to families at risk or in crisis (family preservation). In addition to providing funds for expanding services, Congress recognized the need to improve all state courts' handling of child abuse and neglect cases. Since the implementation of this program, the Children's Bureau of HHS has awarded grants to the highest court of each state to direct and coordinate court improvement efforts in

## **Domestic Violence Services in Michigan**

Michigan's effort to address domestic violence in the context of child abuse is multifaceted. First, it involves the Families First program, which provides direct services to families in crisis. This program provided teams of family preservation staffers in domestic violence programs to work with battered women and their children. Each victim has one advocate, a preservation specialist, to work with her for six months for support. Second, Michigan conducts statewide domestic violence training for all Families First and CPS managers, supervisors, and workers. In addition, training is provided for judges, prosecutors, law enforcement personnel, probation officers, and others who come in contact with battered women and their children. This training, developed in conjunction with the Family Violence Prevention Fund, is a five-day intensive curriculum that covers such topics as issues and dynamics in domestic violence, working with children who witness domestic violence, strategies in safety planning, and batterer accountability. Finally, this collaboration between domestic violence and child welfare developed domestic violence policies and protocols for Michigan Child Protective Service workers.

Funding for this initiative originally came from Title VI-B and paid for the teams of Families First staff working with domestic violence programs. As the program developed, other sources were also used, including TANF, Title XX, and limited state general-purpose funds. This funding has been used for staffing as well as much of the statewide training. In addition, the Domestic Violence Board, an office within Michigan's Family Independence Agency (formerly the Department of Human Services), uses funding from the Family Violence and Prevention Services Act, the Victims of Crime Act, and Services, Training, Officers, Prosecutors (STOP) program to fund some of the statewide domestic violence training. Since Michigan's Families First program began, 96 percent of the battered women assisted by the program have kept their children.

its state. The first year of funding was used to conduct assessments of state foster care and adoption laws and judicial processes and to develop a plan for system improvement. The remaining years of funding the courts have been expected to implement improvements according to the plan identified.

The Court Improvement Program enables state courts to collaborate with other organizations and individuals responsible for promoting and protecting the well-being of children and families (for example, domestic violence programs, state child welfare agencies, Court Appointed Special Advocates, guardians ad litem, citizen reviewers, and attorneys) to review laws and procedures designed to provide rights and protection to parents, families, and children. It provides state courts with the flexibility to design assessment tools that identify ineffective laws or procedures and barriers to effective decision-making, highlight practices that are not fully successful, examine areas found to be in need of correction or added attention, and then implement reforms which address the state court system's specific needs. Funding has been authorized at \$10 million annually, with the potential of additional dollars from the discretionary funds available through the Promoting Safe and Stable Families program. Each state receives a minimum of \$85,000, plus additional funds in proportion to the state's number of children. Currently, 50 states and the District of Columbia participate in the program.<sup>14</sup> Some of these programs address domestic violence cases; for example, Nevada implemented a state visitation and exchange center, and the Family Visiting Project in Washoe County serves children involved in domestic violence and dependency case situations.<sup>15</sup> The District of Columbia Corporation Counsel and the Domestic Violence Coordinating Council worked with the District of Columbia Court Improvement project to establish a supervised visitation center, which provides a safe and child-friendly environment for parent visitation or exchange. Kentucky, New York, and Rhode Island have also used Court Improvement funding for visitation centers.

### ***Child Welfare Research, Training, and Studies***

Title IV-B program also authorizes the secretary of HHS to make direct grants for research and demonstration, training, and studies. While the priorities for this pro-

### **Collaboration in Massachusetts**

The Massachusetts Department of Social Services' program of hiring domestic violence advocates to work in child welfare is a model program being replicated all over the country, including in Oregon, New Hampshire, and Vermont. In Massachusetts, SSBG and Family Violence Prevention and Services Act funds are used to support:

- The collaboration between domestic violence and child welfare;
- A comprehensive continuum of community-based domestic violence services, including a network of 35 battered women's programs;
- A statewide domestic violence hotline; and
- A residential transition to independent living program.

gram may vary from year to year, in the past HHS has identified priorities for research and training grants. These priorities have included the overlap of domestic violence and child maltreatment. For example, in 1999 several universities received federal funds under this program to develop cross-disciplinary training curricula, which included the topic of domestic violence for child welfare workers.

### ***Title XX: Social Services Block Grant***

This formula grant program is not an entitlement program but is appropriated annually. Although historically funded at \$2.8 billion, it is presently authorized at \$1.7 billion. However, states have the option to transfer up to 10 percent of their TANF monies into Social Services Block Grant (SSBG) programs. (Note: As this paper goes to press, Congress is considering proposals to change SSBG, and both funding levels and goals of the program could change.)

The goals of SSBG are broad and focus on maintaining the self-sufficiency in the community as well as pre-

### Shared Funding in New Hampshire

New Hampshire is replicating the Massachusetts Department of Social Services' model of collaboration between domestic violence and child welfare through shared funding from the HHS Family Violence Prevention and Services Act program and the DOJ Office on Violence Against Women Rural Domestic Violence and Child Abuse program. New Hampshire has hired domestic violence advocates to work in child protection services offices throughout the state to assist child protection caseworkers in identifying and assisting battered women. The difference in the New Hampshire model is that the Domestic Violence Program specialists work for the local crisis center rather than for the state child protection agency. While this presents challenges for effective collaboration, it provides a battered woman with an advocate who is focused on her needs as a victim.

venting or remedying neglect, abuse, or exploitation of children and adults. These funds can be used to support domestic violence programs.

#### ***Title IV-A: Child Care and Development***

##### ***Block Grant***

This block grant program provides funds to states for child care services for low-income families, as well as for activities to improve the quantity of child care in states. This program, funded at \$4.8 billion in FY 2002 (with \$2.7 billion in mandatory funding and \$2.1 in discretionary funds) is an important source of support for battered mothers and their children. At the very least, domestic violence shelters can advocate on behalf of their clients to receive access to subsidized child care. Additionally, the domestic violence program may be able to obtain funding if it houses children and can obtain a license as a child care provider.

#### ***Title XIX: Medicaid Program***

The Medicaid program is an open-ended entitlement

program which provides medical services to eligible low-income children and families. Families that qualify for TANF are usually eligible for Medicaid as well. In addition, children placed in out-of-home care are also eligible for Medicaid.

Medicaid can be an important program to domestic violence shelters for two reasons. First, their clients may be eligible for benefits and the domestic violence shelter may be able to work with the state to ensure eligibility for clients to assist battered mothers and their children cut off from the support of an abusing spouse. Second, domestic violence shelters may receive funding directly from the state. Programs offering medical care, or that have medical or mental health professionals on staff, may be eligible for Medicaid payments as a certified provider. A domestic violence program that conducts outreach to help ensure access to medical services may also receive funding for its work. A state Medicaid agency may contract for administrative assistance to help citizens be informed about Medicaid and gain access to needed medical services.<sup>17</sup>

For example, Missouri funds a school-based program of health-related services called "Administrative Claiming through Medicaid." The funding is used to hire school-based social services staff. One of the programs implemented is a school-based pregnant and parenting teen initiative that ensures that teen mothers and their children gain access to needed health care.<sup>18</sup>

#### ***Early Periodic Screening Diagnostic and Treatment (EPSDT)***

The Early Periodic Screening Diagnostic Treatment Program is a tool that can help battered women gain access to needed care for their children. EPSDT is a mechanism within the Medicaid program that was developed to provide preventive services and treatment to children enrolled in Medicaid. It requires states to provide medically necessary treatment even if the treatment is an optional service the state has chosen not to provide for the rest of the Medicaid population. Services such as physical and mental health assessments and follow-up treatment; dental, vision and hearing services; immunizations; laboratory tests; and regular physical exams are available to all children under age 21 who are eligible for Medicaid or are adopted children

under Title IV-E or under the state's adoption program. The value of this program for domestic violence victims, in particular, is that EPSDT can provide children consistency in receiving health care services when moving from state to state. It is a mechanism for children to receive any medically necessary service allowed under Medicaid, even if not included in a state's Medicaid plan.<sup>19</sup>

### ***Title XXI: State Children's Health Insurance Program (SCHIP)***

Every state receives at least \$2 million to provide health insurance for children whose family incomes are too high to qualify for Medicaid but too low to afford private health insurance. States cover in-patient and out-patient hospital services, physician's surgical and medical services, laboratory and x-ray services, and well-baby and well-child care, including immunizations. Each state establishes its own plan. Some states have expanded their programs through waivers to cover parents of Medicaid or SCHIP children. This program assists the near poor and working poor and would seem to cover the very client served by domestic violence or child welfare programs. For this reason, domestic violence programs should obtain a copy of the state's child health plan to identify the coverage, outreach, eligibility requirements, and coverage rules and limitations established. This information may prove valuable to battered mothers and their children.

### ***The Family Violence Prevention and Services Act***

The Family Violence Prevention and Services Act administered through the Office of Community Services in the Administration for Children and Families provides funding for women's shelters around the country. Since 1994 funding for these programs has quadrupled from \$27.6 million to \$116.9 million in FY 2001. The reauthorization legislation enacted in 2000 eliminated the minimum grant amount of \$400,000 and established a base amount for each state to \$600,000. These resources also support related services, such as community out-

reach and prevention, children's counseling, and linkage to child protection services. Although limited, this is a good source to leverage for collaborative work between domestic violence and child protection.<sup>20</sup> For example, the Massachusetts Department of Social Services used funds created by the act to leverage state SSBG funds to collaborate with domestic violence programs to assist battered women in the child welfare system. In doing so, they coupled both sources of funding to establish a domestic violence unit in the agency, added a batterer intervention specialist, and partnered with shelter programs to provide domestic violence training to agency staff.<sup>21</sup> The funding stream was also used to provide training and technical assistance for the Greenbook project.

Additionally, HHS has funded 26 grants over three years to local programs to stimulate these types of collaborations between child welfare agencies and domestic violence providers. These projects train child welfare staff to identify and respond appropriately to instances of domestic violence and their caseloads. The Oregon Department of Human Services received a grant to develop Domestic Violence Practice Guidelines for Child Welfare and provide cross-training between child protection staff and domestic violence advocates. In addition, HHS has awarded 13 training stipends to schools of social work to develop curricula and train social workers in family violence. The act's discretionary plan is announced in December or January each year.

### ***The Child Abuse Prevention and Treatment Act (CAPTA)***

(Note: CAPTA expired in 2001 and is currently under consideration for reauthorization by Congress.)

This program is administered through the Children's Bureau of the Administration for Children, Youth and Families and contains several provisions worth noting:

- CAPTA Basic State Grants establishes a \$21 million program that assists states to develop, strengthen, and implement child abuse and neglect prevention and treatment programs. States may use this funding to assist where children are exposed to violence and in homes with domestic

## Combining Sources in Oregon

Many communities have used these grants to supplement other funding to further collaborations between domestic violence and child protection. Oregon is an excellent example of a state using a variety of funding programs from HHS and DOJ to identify and support battered women in the child welfare system. Oregon has leveraged funds it receives from HHS, through the Family Violence Prevention and Services Act and the Children's Justice Act, and DOJ, through the Victims of Crime Act, Rural Domestic Violence Program funds, and the Violence Against Women Act STOP formula grants, to place domestic violence advocates in child welfare offices throughout the state and in the Self-Sufficiency Division of the Oregon Department of Human Services. These advocates work with agency staff specifically to identify battered women and provide assistance.

The state has used these various funding sources to provide training for domestic violence and child protection as well as training for other agency staff. The agency has also received a Children's Justice Act grant to develop a training video on the state's program of placing domestic violence advocates in child welfare.

violence. Although a small program, this is also a potential source of funding for collaborations between domestic violence and child protection and currently provides funding for training and technical assistance for the Greenbook project.

- CAPTA Discretionary Grants support research on the causes, prevention, and treatment of child abuse and neglect; demonstration programs to identify the best means of preventing maltreatment and treating troubled families; and the development and implementation of training programs. Priorities are published yearly.

- The Children's Justice Act, budgeted at \$17 million, helps states to develop, establish, and oper-

ate programs designed to improve the investigation and prosecution of child abuse and neglect cases, particularly cases of child sexual abuse and exploitation.

- Title II of CAPTA authorizes the Community-Based Family Resource and Support Program. The program provides funds to every state for services to prevent child abuse and neglect and coordinates a statewide network of community-based family resource services. Domestic violence programs may access these funds for training for clients on parenting and other types of supportive efforts. This money helps to leverage other funding.

## DEPARTMENT OF JUSTICE (DOJ)

Unlike the funding streams available from HHS, the programs available through DOJ are, for the most part, discretionary grant programs that are administered on the federal level. Although a great deal of funding for services is administered through the states, there are several applicable programs available on the federal level that can be used to further collaboration, training, and systems change, as well as supplementing services. To find them and keep track of priorities and deadlines, you will not only need to know the grant program, but also the office that administers the program. There are several offices within DOJ that provide grant funds for criminal justice issues, including assisting victims of domestic violence and child abuse. The best potential sources of funding for domestic violence and child abuse programs are from the Office for Victims of Crime, the Office on Violence Against Women, and the Office of Juvenile Justice and Delinquency Prevention. Although these are the best sources, they involve significantly less money than the social service programs identified under HHS and have fairly significant statutory limitations.

### *The Office for Victims of Crime*

The Office for Victims of Crime (OVC) provides federal leadership and federal funds to support victim compensation and assistance programs around the country.

OVC administers formula and discretionary grants through the Crime Victims Fund, authorized by the Victims of Crime Act (VOCA), and designed to benefit victims. It also provides training for diverse professionals who work with victims, develops projects to enhance victims' rights and services, and undertakes public education and awareness activities on behalf of crime victims. At least 30 percent of all formula funds dispersed to state VOCA programs must support efforts serving domestic violence, sexual assault, and child abuse victims. Over the past few years, state VOCA programs dispersed close to a majority of their funds for domestic violence, sexual assault, and child abuse. State and local agencies and nonprofit organizations are eligible for this funding.<sup>22</sup>

### **Formula Grants**

These are better known throughout the country as VOCA grants. OVC distributes more than 90 percent of the money collected by the Crime Victims Fund in the form of two major formula grant programs to state agencies: Victim Compensation and Victim Assistance. Since FY 1999, OVC's budget has hovered around \$500 million. In FY 2002, OVC administered a budget of approximately \$550 million. The president has requested a budget of \$625 million for FY 2003.

VOCA funds on the state level support two programs, the Crime Victim Compensation program and the Crime Victim Assistance program. The Crime Victim Compensation program reimburses victims for costs directly associated with the crime. These include, but are not limited to, medical costs, mental health expenses, lost wages, funeral expenses, emergency shelter, and crime scene cleanup. Domestic violence and child abuse victims are eligible for reimbursement for these and other costs. However, many states require victims to cooperate with the criminal justice process to be eligible for the funds. This requirement makes it difficult for many domestic violence and child abuse victims to receive reimbursement. States are reviewing these requirements and making exceptions for domestic violence and child abuse victims in many cases. Contact information for the directors of each state compensation program is available on the OVC web site, <http://www.ojp.usdoj.gov/ovc>.

### **Services for Battered Women in California**

California has made efforts to make its Victim Compensation Program more accessible for domestic violence victims and their children. The state decentralized its program and contracts with countywide programs to conduct outreach to victims, file the needed forms and, in some cases, make eligibility recommendations.

One program in Santa Clara County demonstrates how the creative use of the Victims of Crime Act Compensation Program can enhance the collaborative efforts of domestic violence advocates and child protection, and, most important, provide better services for battered women and their children. The initiative between the county Department of Social Services, the court system, and the National Conference for Community and Justice (NCCJ), a human relations agency, has generated more compensation for battered women and their children. NCCJ places victim advocates in the county social services agency and Criminal, Family and Juvenile Court to work with domestic violence and child abuse victims to submit compensation claims for services. The local domestic violence shelter also refers victims. In all these cases NCCJ works with these victims to determine eligibility, prepare paperwork, file claims, and make recommendations for funding. All NCCJ advocates receive training on the complex issues involved in domestic violence cases as well as the state VOCA compensation program and eligibility requirements. The staff also reviews police reports, agency files, and court restraining order files to identify and reach out to victims. There are several unique factors to this effort. First, the most unique is the outreach within the systems to identify battered women and their children for these benefits. Second, these claims are handled quickly, most times completed and paid within 30 days. Third, emergency funds of \$2,000 per victim are available immediately for relocation expenses.

Each victim in California is eligible for up to \$70,000 in compensation. Ten thousand dollars alone is available for mental health treatment. Victim Compensation benefits can also cover medical, lost wages, job retraining, funeral, burial, and emergency relocation.

Crime Victim Assistance programs provide funding for direct services for programs such as domestic violence shelters and child abuse programs. VOCA is a significant source of funding for many domestic violence shelters around the country. The funding is primarily for direct services, with up to 5 percent for administrative costs and 1 percent for training.

### **Discretionary Grants**

OVC retains about 5 percent of its overall budget for discretionary grant programs. In FY 2002, this amounted to \$24 million. These programs are administered through two divisions within the office.

The **Special Projects Division** funds training, technical assistance, and demonstration projects that are unique and have application nationally. For example, funding for training and technical assistance for the Greenbook project came from this division. Each spring, the Office for Victims of Crime issues a solicitation requesting grant applications for programs assisting victims. This type of program could complement the work domestic violence and child protection professionals are doing in a community to assist battered women and their children. Although the priorities change from year to year, OVC's solicitation is worth investigating for the potential expansion of an existing program.

The **Federal Crime Victims Division** also funds training, technical assistance, and demonstration projects. Additionally, this division funds direct services for federal crime victims such as those in tribal communities or military bases. The programs funded through this division focus primarily on the federal government's compliance with victims' rights requirements. Some communities have accessed these funds through their U.S. Attorney's Office or local FBI field office. The funds are usually for training or emergency services. Although limited, the funds may help when planning a training conference addressing federal domestic violence or child abuse issues or may assist with an emergency situation when a federal crime is involved.

This division also administers two programs in tribal communities worth noting:

## **Statewide Training in New Hampshire**

The New Hampshire State Attorney General's Office recently worked with the U.S. Attorney's Office to assist with a statewide training on domestic violence and sexual assault. This partnership provided nationwide presenters to the conference on issues relating to domestic violence and child abuse. In addition, the additional funding allowed New Hampshire to use its funds to create a special track for judges, thus enabling judges around the state to learn about domestic violence and child abuse as well as the Greenbook-funded collaboration in Grafton County among the court, child welfare, and domestic violence systems.

- **The Children's Justice Act Partnerships for Indian Communities (CJA):** This is a program that focuses on child abuse cases, including cases involving children exposed to violence and in homes with domestic violence. The program promotes systems change in tribal communities. The funding amounts to about \$3 million a year that comes from CJA. This is a possible source for funding for tribal communities engaged in collaborations between domestic violence and child protection. The program is very flexible and funds more than 30 tribes for a host of assistance for child abuse victims and their families.

- **Victim Assistance in Indian Country (VAIC):** This is a program modeled after the state victim assistance programs and is specifically targeted to tribal communities. It focuses on direct services and is very flexible in its implementation. OVC has provided approximately \$1.5 million to \$3 million annually for this program in the past. VAIC funds such services as domestic violence shelters, children's abuse programs, and rape crisis centers on tribal lands and may also be a source of funding for domestic violence and



child abuse collaborations in tribal communities.

OVC discretionary grants are generally announced between February and June each year and funding is awarded by September 30. You can learn more about these discretionary grants and obtain current contact information about your state VOCA program through the Office for Victims of Crime web site at <http://www.ojp.usdoj.gov/>

### ***The Office on Violence Against Women***

The Office on Violence Against Women administers DOJ's formula and discretionary grant programs authorized by the Violence Against Women Act (VAWA) of 1994 and amended in 2000. The programs are designed to assist the nation's criminal justice system in responding to the needs and concerns of women who have been or potentially could be victimized by violence. In doing so, they enhance the delivery of services; strengthen outreach efforts to minorities and women with disabilities; and provide Native American tribal governments with funds to develop and strengthen the tribal justice system's response to violent crimes committed against Native American women. Additionally, the office provides technical assistance to its grantees to better serve women who are victims of violence. Grant programs include:

#### ***STOP Violence Against Women Formula Grants Program***

STOP (Services, Training, Officers and Prosecutors) Violence Against Women Formula Grants are awarded to states to develop and strengthen the criminal justice system's response to violence against women and to support and enhance services for victims. Each state and territory must allocate 25 percent of the grant funds to law enforcement, 25 percent to prosecution, 5 percent to courts, and 30 percent to victim services. The remaining 15 percent is discretionary within the parameters of the Violence Against Women Act.

The funds could be used for collaborative efforts among law enforcement, prosecution, courts, and domestic violence advocates to assist battered women and their children. Many states, such as Hawaii, Iowa, Nebraska, and Wyoming, are using the 5 percent STOP money identified for the court system to conduct training on

domestic violence for judges and court personnel. Wyoming also started a court watch program with these funds. York County, Maine, has used this funding to establish Maine's first domestic violence court. STOP funding is also being used to conduct safety assessments in Massachusetts. Oregon has used STOP funds for, among other things, a statewide conference on the co-occurrence of domestic violence and child abuse.

#### ***STOP Violence Against Indian Women Discretionary Grants Program***

The STOP Violence Against Indian Women Discretionary Grants are intended to develop and strengthen tribal law enforcement and prosecution efforts to combat violence against Native American women and to develop and enhance services for victims of such crimes. These resources could be used to further the services for battered Native American women and their children. Coupled with the funds from OVC, tribal communities could leverage this money for collaborative work between their domestic violence and child abuse organizations.

#### ***Grants to Encourage Arrest Policies and Enforcement of Protection Orders***

The Grants to Encourage Arrest Policies and Enforcement of Protection Orders are designed to encourage state, local, and tribal governments to treat domestic violence as a serious violation of criminal law requiring the coordinated involvement of the entire criminal justice system. Grant funds may be used for implementing mandatory or pro-arrest programs and policies; developing policies and training in criminal justice agencies to improve tracking of domestic violence and dating violence cases; and creating centralized domestic violence units consisting of police, prosecution, or other criminal justice agencies. At least 5 percent of the funding for this program must be available for grants to Native American tribal governments.

This is a model program to look at for funding collaborations with the criminal justice system, including both law enforcement and the courts. In fact, the Office on Violence Against Women has identified, as a priority, collaborative efforts among advocates working with victims of domestic violence, domestic violence programs, child protection service agencies, and criminal

justice agencies to provide support and resources to domestic violence victims and their children.

Colorado Springs' Domestic Violence Enhanced Response Team (DVERT) is a good example of how this grant program can supplement your collaborative efforts. The program brings together professionals in law enforcement, domestic violence, child protection, prosecution, and others in the community to respond to the high number of domestic violence incidents reported by law enforcement and social service agencies. The program uses a community-based, interagency response system that coordinates effective problem-solving in high-risk-for-lethality domestic violence cases.

The Violence Prevention Coalition of Southwest Colorado has received funding under this program to coordinate and monitor the systemic response to victims of domestic violence and to expand and strengthen services to victims of domestic violence and their children by collaborating with child protective services. The grant also paid to:

- Support a residential shelter;
- Provide two support groups at Caring Families—one is designed for children ages 8-14 who have witnessed domestic violence and the other to provide information to adult victims on the affect acts of domestic violence have on children; and
- Support services provided by Caring Families to nonresidential victims of domestic violence and their children.

## Collaboration in Utah

Salt Lake County, Utah, has also used funding from the Office on Violence Against Women, Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (Arrest Grant), to enhance its collaborative effort to address domestic violence and child maltreatment through its OJP Collaboration Project. The county received approximately \$900,000 of arrest grant funding over three years to create a centralized database for domestic violence incidents and assess and improve system responses to battered women and their children. The ultimate goal for the project is to enhance and improve victim safety, perpetrator accountability, and victim services.

Salt Lake County has used these funds to bring an impressive array of agencies together to identify needs and gaps to better serve domestic violence victims and their children. In doing so, it established a committee comprised of representatives from each of the affected systems and communities—the courts, domestic violence organizations, law enforcement, child welfare, and public benefits. Unique to Salt Lake County's committee is the participation of county mental health and other providers such as substance abuse treatment. This collaborative project has examined each agency's response to domestic violence, identified gaps in services as well as duplicative efforts, and is working with these agencies to make changes accordingly.

Another distinct feature of this initiative is the centralization of all case information into one secured database. Through a series of memoranda of understanding, Salt Lake County's program gained access to each relevant agency's database and created one coordinated system. The integrated information has provided all responders with more complete and accurate information about a particular domestic violence situation and has significantly improved agency response and victim services.

## Systems Change in Connecticut

Connecticut is using funding received through the Office on Violence Against Women, Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (Arrest Grant), to supplement the state's collaborative efforts among child welfare, court, and domestic violence systems. Connecticut is using the arrest grant to expand and improve services for battered women and their children. The initiative focuses on direct services and systems change.

To enhance the services victims could access, Connecticut provided funding from the arrest grant to Bridgeport's Center for Women and Families, a domestic violence shelter, to expand an ongoing family violence outreach program. The shelter had been receiving funds from the Department of Children and Families to provide services for battered women in the child welfare system. Connecticut's intent was to establish a prevention program by providing services to battered mothers before they became involved in the child welfare system. With that end, they established a program by which battered mothers would be referred to services by the court system, both civil and criminal. The program places particular emphasis on the civil court based on a belief that domestic violence victims seeking restraining orders may be more willing to access the shelter's services.

To promote systems change, the state used arrest grant funding to assess system responses, identify strengths and weaknesses, and develop policies and protocols for improvement. In doing so, the state funded an advocacy coordinator position at the Connecticut Coalition Against Domestic Violence to work as a liaison between domestic violence programs and the state's initiative. This advocate assists with the assessment and development of state policies and protocols around the issues of domestic violence and their impact on children. They have also established a statewide protocol development work group to address the impact of domestic violence on children. Charged with assessing how the systems currently respond to domestic violence, they are exploring what changes are needed to improve services. The work group has broad involvement throughout the state, including representatives from:

- Connecticut Coalition Against Domestic Violence (through the advocacy coordinator);
- Judges throughout the court system, including civil, criminal, and juvenile court;
- Department of Children and Families;
- State Association of Chiefs of Police;
- Department of Public Safety;
- Connecticut Legal Aid Society;
- Prosecutors; and
- Public Defenders.

### **Rural Domestic Violence and Child Victimization Enforcement Grants**

The Rural Domestic Violence and Child Victimization Enforcement Grants are designed to enhance services available to rural victims and children by encouraging community involvement in developing a coordinated response to domestic violence, dating violence, and child abuse. This is the only program administered through the Office on Violence Against Women that specifically allows funding for child abuse issues. This is a natural program to apply for funding staff and training needed for your collaborations between domestic violence and child welfare. In fact, several applicants have done just that. New Hampshire and Vermont have used funding from this program to place domestic violence advocates in child welfare offices. Michigan has used some of the funding from this program to supplement its statewide training on domestic violence and child abuse and some to establish visitation centers for supervised visitation and safe exchange in cases of domestic violence and child abuse. The Office on Violence Against Women has used this program (as well as the Grants to Encourage Arrest Program) to fund the Greenbook Initiative; it is a good source for other communities to apply to fund similar collaborative efforts.

### **Services for Domestic Violence Victims in Montana**

Bozeman, Montana, has received funding under the rural domestic violence and child victimization enforcement grant program to enhance and expand services to victims of domestic violence and their children. Specifically, the project partners have implemented several protocols—a collaborative community protocol and a standard law enforcement protocol. In addition, they have a comprehensive educational component to facilitate early intervention and preventative strategies, increase victim access to safety and services, enhance law enforcement response and investigation, and empower the community to take a proactive stance in reducing domestic violence. The city has also received funding under this program to provide battered women and their children with legal advocacy; supervised visitation centers; cellular telephones; translation services; and transportation.

### **Keeping SAFE in Alaska**

Alaska grantees have used the Rural Domestic Violence and Child Victimization Enforcement Program to address the co-occurrence of domestic violence and child maltreatment and bring service providers together in response. For example, Safe and Fear-Free Environment Inc. (SAFE), a nonprofit organization which provides advocacy and assistance to victims of domestic violence throughout the Bristol Bay region of Alaska, received funding to:

- provide intensive skill-building training for advocates and volunteers working with child victim witnesses of violence;
- hire and train four to six part-time village advocates to provide immediate safety services to victims in their homes;
- provide emergency transportation and communication equipment for victims of domestic violence; and
- provide training programs for law enforcement, village-based response teams, tribal courts, tribal children service workers, and community health aides.

The Alaska Legal Services Corporation has used these funds to:

- provide direct services to victims by enhancing the immediate and long-term safety of rural domestic violence victims and their families;
- work with the Alaska Network on Domestic Violence and Sexual Assault to conduct training and community education; and
- work with the judiciary to develop alternative judicial relief in rural villages that draws on their unique characteristics as Native Alaska tribes and develop a more culturally appropriate and accessible forum for relief from domestic violence and child victimization.

A state is considered rural if it has a population of 52 or fewer persons per square mile or the largest county has fewer than 150,000 people. In rural states, eligible applicants are state and local governments and public and private entities. Nonrural states may apply on behalf of rural jurisdictions in their states. Eligible applicants also include tribal governments in rural and nonrural states. At least 5 percent of the funding for this program must be available for grants to Native American tribal governments.

### ***Safe Havens: Supervised Visitation and Safe Exchange Grant Program***

Established in the Violence Against Women Act of 2000, the Safe Havens Program is a new funding program that helps create safe places for visitation with, and exchange of, children in cases of domestic violence, child abuse, sexual assault, or stalking. Eligible applicants are states, units of local government, and Native American tribal governments that propose to enter into contracts with public and private nonprofit entities to provide supervised visitation and safe exchange of children in such cases. At least 5 percent of the funding for this program must be available for grants to Native American tribal governments.

This \$15 million program, which awarded its first grants in the fall of 2002, may lend itself to collaborative efforts between domestic violence and child protection, especially when dealing with child custody issues. It may also make available funding from the rural domestic violence and child abuse enforcement grant program, which had been used in some jurisdictions to establish visitation centers.

These and other programs administered from the Office on Violence Against Women are generally announced between December and April each year and awarded by September 30. To learn more about their grant programs, visit its web site, [www.ojp.usdoj](http://www.ojp.usdoj), which contains a full description of its various funding opportunities.

### ***The Office of Juvenile Justice and Delinquency Prevention***

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is the federal agency responsible for providing national leadership, coordination, and resources

to develop and implement effective methods to prevent and reduce juvenile delinquency and improve the quality of juvenile justice in the United States. OJJDP performs its role of national leadership in juvenile justice and delinquency prevention through a series of activities, including:

- Collecting data and statistics to determine the extent and nature of issues affecting juveniles;
- Supporting research studies that can lead to program demonstrations, testing and evaluating demonstration projects, and sharing lessons learned from the field;
- Providing seed money to states and local governments, private and nonprofit agencies, and community collaboratives to implement programs, projects, or reform efforts;
- Providing training and technical assistance to help states, communities, and private and nonprofit agencies implement programs effectively and maintain the integrity of model programs as they are being replicated.

Through its formula, block, and discretionary grant programs, OJJDP supports the development and implementation of programs that may reduce juvenile delinquency, address child abuse and exploitation, and improve the juvenile justice system. **Title V, Community Prevention Grant Program**, may lend itself for potential use in collaborative efforts between domestic violence and child welfare. This formula grant program, budgeted at \$26.7 million in 2002, awards grants to states to focus on reducing risks and enhancing protective factors to prevent youth from entering the juvenile justice. It offers a funding incentive to encourage community leaders to initiate multidisciplinary assessments of risks and resources unique to their communities and to develop comprehensive, collaborative plans to prevent delinquency. Local units of government may apply to the state for funding for programs aimed at assisting youth at risk of juvenile justice involvement and their families. To be eligible to apply for a subgrant from the state, a unit of local government must receive State Advisory Group certification of compliance with the Juvenile Justice Delinquency Prevention Act core protections, convene or designate a local Prevention Policy Board, submit a three-year delinquency plan, and provide a 50 percent (cash or in-kind match) of the subgrant amount, if the state does not provide it.

In FY 2001, 54 of 56 eligible states and territories participated in the program. By the end of 2000, more than 1,100 communities across the nation conducted community assessments, developed comprehensive delinquency prevention plans, and received prevention grants. While some communities are just beginning the grant process, others have completed the implementation of their three-year coordination of youth resources, family strengthening, school performance, and youth behavior. Communities have implemented a range of prevention programs from early child development activities such as nurse home visitation and preschool/parent training programs to youth development initiatives involving mentoring.

Although domestic violence programs have not been specifically targeted by this effort, the incentive for a multidisciplinary approach would enable domestic violence programs, as well as child welfare programs, to be involved in the community effort. In addition, the community may identify children in homes with domestic violence to be youth at risk and work to provide services to these youth and their families.

Despite the limits of Title V funding for this type of collaborative effort, it is important to know this office and its grant potential. OJJDP funds several programs and organizations that could be useful to further the collaborative efforts of your community. For example, OJJDP funds the Model Court Initiative, comprising 24 sites<sup>23</sup> around the country that are working to improve the judicial system's handling of child abuse and neglect cases. While currently there is no additional federal funding for more model courts, local coordination with existing sites can further efforts to address the overlap of child abuse and domestic violence. Some of these sites are already addressing the co-occurrence of domestic violence and child abuse and all currently work closely with their local child welfare office. In Alexandria, Virginia, the Juvenile and Domestic Relations District Court has a strong collaborative group comprised of representatives from domestic violence and child protection, as well as court personnel, social service personnel and treatment providers. These model courts can enhance the type of collaborative efforts promoted in the Greenbook by providing another avenue for training, system assessment, and change. You can access more information about this program

and the sites through the Permanency Planning for Children Department at the National Council of Juvenile and Family Court Judges, the technical assistance provider for this project, at <http://www.pppncjfcj.org>.

OJJDP often pools its discretionary funding with money from other agencies, such as HHS or the U.S. Department of Education, to establish pilot programs for collaborative efforts. In the past, OJJDP identified the co-occurrence of child abuse and domestic violence as a priority and pooled money from its various grant programs and other agencies to support community efforts addressing child abuse and its connection to domestic violence. In doing so, OJJDP funded such pilot programs as Safe Start and Safe Kids/Safe Streets. Safe Start is an initiative worth mentioning because it specifically seeks to prevent or reduce the impact of family and community violence, and several initial sites have focused on domestic violence and child abuse. The Safe Start communities are Baltimore, Maryland; Bridgeport, Connecticut; Chatham County, North Carolina; Chicago, Illinois; Pinellas County, Florida; Rochester, New York; San Francisco, California; Spokane, Washington; and Washington County, Maine.

In addition, OJJDP funds the National Center on Children Exposed to Violence at Yale University, and administers the Court Appointed Special Advocates (CASA) program, and the Children's Advocacy Center (CAC) Program, all of which could be helpful in furthering collaborative efforts to address domestic violence and child abuse. The National Children's Alliance (NCA), through the CAC Program, provides training and technical assistance to develop and enhance Children's Advocacy Centers around the country. NCA helped develop the Greenbook and has worked to build and assist collaborations between children's advocacy centers and domestic violence programs, such as those in Rhode Island and Niagara, New York. NCA produced and distributed a video, *For Families*, to raise awareness around the issues faced by battered women and their children. In addition, the Office on Victims of Crime sponsored a conference for the child protection and domestic violence fields through the National Children's Alliance. These grant programs are funded by OJJDP through the National Court Appointed Special Advocate Association and NCA. The CASA Program and the CAC Program provide development en-

hancement and program support grants to local communities. Finally, OJJDP also funds the federal Greenbook Initiative.

Each fall, the office announces its priorities for the fiscal year through the publication of its program plan. In FY 2002, OJJDP announced that one of its priorities was capacity building in community- and faith-based organizations. You can obtain a copy of its program plan and other information about its priorities from the OJJDP web site, [www.ojp.usdoj.gov/ojjdp](http://www.ojp.usdoj.gov/ojjdp). For more information, you may want to visit the OJJDP National Training and Technical Assistance Center at <http://www.nttac.org/>.

### Useful Nonprofit Web Sites

- [www.thegreenbook.info](http://www.thegreenbook.info)—Federal Greenbook Initiative
- [www.ncjfcj.org](http://www.ncjfcj.org)—The National Council of Juvenile and Family Court Judges
- [www.aphsa.org](http://www.aphsa.org)—The American Public Human Services Association and its affiliate, the National Association of Public Child Welfare Administrators
- [www.endabuse.org](http://www.endabuse.org)—The Family Violence Prevention Fund
- [www.nnedv.org](http://www.nnedv.org)—The National Network to End Domestic Violence

### Useful Federal Web Sites

There are some web sites that may assist you in obtaining more information about federal grants and community efforts to address the overlap of domestic violence and child abuse and neglect. These include:

- [www.hhs.gov](http://www.hhs.gov)—this is the main web site for HHS and links the department's many bureaus and offices. The grant programs discussed in this publication and many more can be accessed through this site.
- Other websites that are helpful for information on these programs include [www.vawnet.org](http://www.vawnet.org) and [www.cdc.gov/health/womensmenu.html](http://www.cdc.gov/health/womensmenu.html), which detail programs from the U.S. Centers for Disease Control and Prevention
- [www.ojp.usdoj.gov](http://www.ojp.usdoj.gov) is the web site for DOJ's Office of Justice Programs. All the grant programs from DOJ described in this publication can be accessed from this web site.
- [www.ncjrs.org](http://www.ncjrs.org)—this web site is for the National Criminal Justice Reference Service and will connect you to all resources produced by the Office of Justice Programs' agencies, including grant announcements. You can also reach them at (800) 627-6872.
- [www.gsa.gov/fdac/queryfdac.htm](http://www.gsa.gov/fdac/queryfdac.htm)—this is for the Catalog of Federal Assistance. This resource lists all federal grant offices and grant programs.
- [www.access.gpo.gov/su\\_docs/acea/aces140.html](http://www.access.gpo.gov/su_docs/acea/aces140.html)—this web site is for the *Federal Register*. Most grant offices announce grant solicitations in the *Federal Register*. You should check this web site regularly.
- [www.tgci.com](http://www.tgci.com)—the Grantsmanship Center will connect you to a variety of federal grant information.
- There are two valuable resources to obtain information on foundation funding, the Foundation Center ([www.fdncenter.org](http://www.fdncenter.org)) and the Council of Foundations ([www.cof.org/links](http://www.cof.org/links)). These web sites contain information on hundreds of organizations.

## *STATE AND LOCAL FUNDING*

When pursuing federal funding, it is important to keep in mind that many federal grant programs come with a state or local matching requirement. In some cases, the match determines how much the state or locality can receive. In other instances, the match requirement may be met by in-kind services. In any event, it is important to know when the match is required and how it is determined.

As we have identified several federal funding sources, it is good to remember that many of these programs come through state and local governments as block grants or formula grant programs. In addition, states provide funding through their legislative process. In fact, many states and localities have found creative sources of funding for these types of programs, such as marriage license fees and Victims of Crime Act funds, which are funded through defendant fines and penalties.



## *PRIVATE FOUNDATIONS*

There are 43,000 private foundations in the United States that give approximately \$8 billion a year. The 4,000 largest give 90 percent of the assets. There is a federal tax law that requires a foundation to give 5 percent of its earnings every year to maintain its foundation status. During a profitable year, they are in a hurry to give that money and you can benefit. Foundation funding provides more flexibility than government funds and it is generally geared toward piloting new ideas and innovations. Some foundations have a larger scope and fund initiatives or programs at the national level. There are, however, foundations that look for smaller progressive initiatives to fund. Community-based programs should look to these local foundations first. Foundations award grants to organizations presenting a convincing case that they will help the foundation reach its long-term goals. Some are for specific purposes such as building funds or operating support; while others are to serve specific populations such as children, families, and underserved communities; and still others focus on specific types of organizations in certain geographic areas. There are several foundations that have funded domestic violence and child abuse work in the last five years. These include the

David and Lucile Packard Foundation, the Doris Duke Foundation, the Annie E. Casey Foundation, and the Waitt Family Foundation. However, priorities can change from year to year. For example, the Edna McConnell Clark Foundation has recently shifted its focus from child abuse and other children's programs to youth issues and adolescent programs, and the Packard Foundation is currently phasing out its child welfare and domestic violence funding. It is important to research the appropriate foundations carefully and to be creative when trying to identify which foundations to contact for your program. Expand your review beyond just foundations that fund domestic violence or child protective services, consider foundations that work on children and family issues such as health care and mental health. If you want to address issues of access and overrepresentation, you may want to consider a foundation with a focus on racial justice.

There are two very good sources for accessing information about foundations: the Foundation Center ([www.fdncenter.org](http://www.fdncenter.org)) and the Council of Foundations ([www.cof.org/links](http://www.cof.org/links)).

## *CORPORATIONS*

Many corporations follow a concept of “profitable philanthropy.” They often fund projects that will bring them better products; happier, healthier employees; lower costs; or an improved public image. State Farm Insurance Company is a corporation that has provided

funding for domestic violence programs. Verizon, Fannie Mae, and Liz Claiborne are three other examples of private corporations that have devoted a great deal of staff time and money to domestic violence.

## CONCLUSION

As you develop your programs, keep in mind that resources are being cut in many social programs, including some of the ones mentioned here. Many of these funds are already being used in your communities, and, by identifying them in this publication, we are hoping you will work within your community to ensure that battered women and their children will be able to access these programs. With deficit spending on the rise and more budget cuts looming in our future, it is more important than ever to be creative in the way you do your work. By pooling resources and working in collaboration, you may accomplish more for the women and children you serve.

This is by no means an exhaustive list of the types of grant programs you might pursue to fund collaborative efforts between domestic violence and child abuse. There are other agencies, such as the U.S. Department of Education, the Department of Housing and Urban Development, and the Department of Labor, and countless foundations and corporations that may also have programs to supplement this work. This publication is intended to identify some of the most applicable resources that communities around the country are using as a starting point for your research.

## NOTES

<sup>1</sup> The “Greenbook Project” is a pilot program to implement some of the recommendations in *Effective Interventions in Domestic Violence and Child Maltreatment: Guidelines*, written by Susan Schechter and Jeffrey Edelson and produced by the National Council of Juvenile and Family Court Judges.

<sup>2</sup> David A. Berns and Barbara J. Drake. (1999, March). “Combining Child Welfare and Welfare Reform at a Local Level,” *Policy and Practice*, 57, 1.

<sup>3</sup> Susan Walton. (2002, March). *Helping Domestic Violence Victims in the TANF Program*. Washington, D.C.: National Conference of State Legislatures.

<sup>4</sup> Ibid.

<sup>5</sup> Ibid.

<sup>6</sup> Shirley Iverson and Carol Krager. (2000, September). *Oregon’s Domestic Violence Intervention Program*. Unpublished paper.

<sup>7</sup> David A. Berns and Barbara J. Drake. (1999, March). “Combining Child Welfare and Welfare Reform at a Local Level,” *Policy and Practice*, 57, 1.

<sup>8</sup> Susan Walton. (2002, March). *Helping Domestic Violence Victims in the TANF Program*. Washington, D.C.: National Conference of State Legislatures.

<sup>9</sup> Ibid.

<sup>10</sup> Title IV-E allows funding to be used for agency staff working with children in out-of-home care or with children determined to be at risk for being placed in out-of-home care.

<sup>11</sup> Norm Zimlich. (2000, January). *Funding for Domestic Violence Programs Possible Under the Social Security Act*. Unpublished paper.

<sup>12</sup> Ibid.

<sup>13</sup> Jill Kinney, Betsey Thielman, Nancy Fox and Angelique Brown. (2001, October). *Connecting Child Protective Services and Substance Abuse Treatment in Communities: A Resource Guide*. Washington, D.C.: American Public Human Services Association.

<sup>14</sup> Diane Boyd Rauber, Esq. and Robert Lancour, Esq. (2001). *Court Improvement Progress Report 2001*. Unpublished paper.

<sup>15</sup> Ibid.

<sup>16</sup> Pam Whitney and Susan Schechter. (2000 May). *Building an Integrated Statewide Response to Domestic Violence and Child Maltreatment: Massachusetts Service and Fiscal Strategies*. Unpublished paper.

<sup>17</sup> Norm Zimlich. (2000, January). *Funding for Domestic Violence Programs Possible Under the Social Security Act*. Unpublished paper.

<sup>18</sup> Ibid.

<sup>19</sup> EPSDT Fact Sheet, American Public Human Services Association.

<sup>20</sup> Under Section 309 (5)(C) of the Family Violence Prevention Services Act, health-care services are restricted to referral services and does not provide reimbursement for any health-care services.

<sup>21</sup> Pam Whitney and Susan Schechter. (2000, May). *Building an Integrated Statewide Response to Domestic Violence and Child Maltreatment: Massachusetts Service and Fiscal Strategies*. Unpublished paper.

<sup>22</sup> *Report to the Nation*, Office for Victims of Crime (January 2002).

<sup>23</sup> Model Court sites include Alexandria, Virginia, Buffalo, New York, Charlotte, North Carolina, Chicago, IL

linois, Cincinnati, Ohio, Des Moines, Iowa, El Paso, Texas, Honolulu, Hawaii, Indianapolis, Indiana, Los Angeles, California, Louisville, Kentucky, Miami, Florida, Nashville, Tennessee, New Orleans, Louisiana, New York, New York, Newark, New Jersey, Portland, Oregon, Reno, Nevada, Salt Lake City, Utah, San Jose, California, Tucson, Arizona, Washington, D.C., Zuni, New Mexico.

