



## **Funding Formula Review and Recommendation: Final Report**

**For more information, please contact:**

Tara Shabazz  
Executive Director  
California Partnership to  
End Domestic Violence  
Tel: (916) 444-7163  
[tara@cpedv.org](mailto:tara@cpedv.org)

Alicia Stonebreaker  
Program Coordinator  
California Partnership to  
End Domestic Violence  
Tel: (916) 444-7163  
[alicia@cpedv.org](mailto:alicia@cpedv.org)

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## **Domestic Violence Funding Formula Work Group Review and Recommendations EXECUTIVE SUMMARY**

The Domestic Violence Advisory Committee (DVAC) of the California Emergency Management Agency (Cal EMA) expressed interest in developing a framework of best practices for shelter funding. In Spring 2011, Cal EMA contracted with the California Partnership to End Domestic Violence (The Partnership) to convene a regionally representative group of state-funded shelter-based agencies and facilitate a Domestic Violence Funding Formula Work Group (FFWG). The FFWG was comprised of regional representatives selected to discuss a set of principles for addressing the approximate level of funding needed to meet core requirements and meaningful accountability standards. The following is a summary of that process and subsequent recommendations.

In May of 2011 the FFWG convened to discuss the current funding level, the possibility of a funding formula and best practices. In August of 2011 the FFWG, after careful consideration, voted that a specific funding formula was unrealistic for California due to the size, diversity, and complex nature of funding and running domestic violence services. The FFWG developed four (4) recommendations which were then presented to the domestic violence providers statewide for their review and comments. After comments from the field at large were incorporated, along with results of the internal discussion among the FFWG members, the group developed the following four (4) recommendations:

### **Recommendation I: Level Funding**

Cal EMA should move toward level funding allocation amounts throughout DVAP-funded shelter-based agencies across the State.

### **Recommendation II: Allocation of Future Funding Increases to Achieve Level Funding**

In order to achieve Level Funding, the Work Group recommends that Cal EMA apply a temporary allocation formula with any increased funds\*:

- 50% of increased funds should be granted to the 19 Group 1 allocations;
- 30% of increased funds should be granted to the 41 Group 2 allocations; and,
- 20% of increased funds should be granted to the 44 Group 3 allocations.

\*Increased funds do not include fund restorations; for example, if funding was decreased by 5% and was later restored, this situation would not apply under this recommendation.

### **Recommendation III: Funding Decreases**

Cal EMA should administer any decreases to the DVAP funding by passing the percentage of the reduction down to grantees in a straight, across-the-board manner. For example, if the DVAP funding is reduced by 10%, then all allocations should each receive a 10% reduction.

### **Recommendation IV: Reversion Policy & Procedures**

Beginning with fiscal year 2011-12, Cal EMA should apply a Reversion policy to Grantees that revert more than \$2,500 each year over two (2) consecutive years with the following guidelines:

- 1) Cal EMA should deduct the smallest annual amount reverted within the last 2-year period from these grantees;
- 2) The deduction penalty should be at least one (1) year;
- 3) When decreased, grantees must work with Cal EMA to develop and implement plans to prevent future reversions; and,
- 4) Reverted/decreased grantees should not receive any DVAP-wide increases during this period.

## I. BACKGROUND

Domestic violence shelters were first established in California communities in the 1970s to offer a safe haven and support for battered women and their children. California Penal Code 273.7 (b) (1) defines a domestic violence shelter as "...a confidential location, which provides emergency housing on a 24- hour basis for victims of sexual assault, spousal abuse, or both, and their families." These services include but are not limited to 24-hour hotlines, counseling, job training, referrals to medical, drug, and alcohol treatment, legal assistance, childcare, and housing assistance.

Prior to 2009 there were two state agencies that provided funding to California Domestic Violence Shelters. Most domestic violence shelters in California received funds from the Department of Public Health Services (DPH) and/or the California Emergency Management Agency (Cal EMA) formerly known as the Office of Criminal Justice Planning (OCJP), along with a variety of other funding sources, including important local support. Of the 98 domestic violence shelters funded by DHS and Cal EMA, 14 receive funding from DHS only, nine receive only OCJP funding, and the rest receive funding from both sources. Cal EMA funding comes from a combination of federal Violence Against Women Act (VAWA), Victims of Crime Act (VOCA), Federal Health and Human Services (HHS) and state funds. DHS-funded shelters received state General Funds, which provide agency grantees with more flexibility to expand and create new services to meet individual client needs.

In 2009, Governor Schwarzenegger eliminated \$20.4 million in state funds from the DPH. That money was later restored at \$16.4 million with emergency legislation that authorized Cal EMA to fund former DPH-funded shelters. In 2010, the full \$20.4 million was restored and distributed evenly to all shelters, and four new grantees were funded. Cal EMA, who initially had an equal funding formula for shelters, had to fund shelters at inequitable rates in order to maintain current grant levels. The increase in state money and the expansion of new grantees resulted in the creation of 6 different and unequal funding streams. The request for this funding formula recommendation came from Cal EMA as the current funding formula is inconsistent with their original platform, and resulted in the creation of 6 different and unequal funding levels:

- A. \*14 shelter-based agencies receiving \$194 thousand
- B. 39 shelter-based agencies receiving \$375 thousand
- C. 43 shelter-based agencies receiving \$393 thousand
- D. 1 shelter-based agency receiving \$396 thousand
- E. 1 shelter-based agency receiving \$556 thousand
- F. 1 shelter-based agency receiving \$575 thousand

In 2010, Cal EMA contracted with the California Partnership to End Domestic Violence to develop a committee to address best practices for the transition of the Department of Public Health funds. These best practices encompassed situations such as shelter closures, mergers, and shelters that are unable to meet their objectives. The ultimate desired outcome of the Funding Formula Work Group was to develop a framework of best practices for shelter funding which will be given to Cal EMA as a funding formula recommendation. The DV Funding Formula Work Group was comprised of two representatives from each region.

\*These brackets represent the 2010-2011 funding levels, which will increase slightly for the 2011-2012 funding year.

## **II. FUNDING WORKGROUP PROCESS**

The Partnership conducted two (2) introductory conference calls to discuss the project with the Domestic Violence Funding Formula Work Group (FFWG). The FFWG then agreed to convene multiple times to discuss the existing funding levels, best practices and additional items. The process entailed two parts. (1) The Funding Formula Workgroup reviewed the current funding level, examples of funding formulas from other states and discussed the unique and complex nature of funding and running domestic violence services in California. During these meetings the workgroup also developed funding recommendations for best practices for shelter funding. (2) Evaluation from the field to understand any comments or unintended consequences of the proposed recommendations.

### **Introductory Meetings**

In March 2011 the Partnership coordinated two (2) introductory conference calls to discuss the project. Workgroup members were asked to attend at least one of these introductory meetings.

Topics included:

- Welcome and workgroup member introductions
- Development of working agreements
- Overview of Work Group and Meeting Outcomes
- Development of Guiding Principles
- Historical Perspective and Current Issues in Funding Decisions (Cal EMA)
- Snapshot of current funding levels and allocations
- Statewide Funding Formula Survey

### **Funding Formula Workgroup Meetings**

In May 2011 and in August 2011 the FFWG met with the goal of developing funding formula recommendations. Topics discussed during the May 2011 meeting included:

- Guiding Principles and Working Agreements
- Overview of State Coalition Funding Formulas
- Current Funding Levels of DV Shelters

Topics discussed during the August 2011 meeting included:

- Overview of Working Agreements and Guiding Principles
- Funding update from Cal EMA
- Summary of Recommendations
- Method of procedures for potential decreases

### **Evaluation Overview Meeting**

Once the FFWG drafted four recommendations, the field (domestic violence service providers) was sent a survey to gauge their approval and to comment on any unintended consequences of the proposed recommendations. In October 2011, FFWG held a web based conference to discuss the comments and information gained from the field evaluation. The topics discussed during this meeting included:

- Region Report-Out Based on Regional comments
- Review Survey Evaluations
- Next Steps

*See Appendix C : Exploratory Workgroup and Funding Formula Workgroup minutes.*

## Committee Composition

The Funding Formula Work Group is comprised of regional representatives and includes:

Work Group Member	Organization	Region	Email	Phone
Melissa Lukin	CORA (Community Overcoming Relationship Abuse)	Bay Area	<a href="mailto:melissal@corasupport.org">melissal@corasupport.org</a>	(650) 652-0800
Rodney Clark	SAVE (Safe Alternatives to Violent Environments)	Bay Area	<a href="mailto:Executivedirector@save-dv.org">Executivedirector@save-dv.org</a>	(510) 574-2250
May Rico	Haven Women's Center of Stanislaus	Central Valley	<a href="mailto:mrico@havenwcs.org">mrico@havenwcs.org</a>	(209) 524-4331
Pam Kallsen	Marjaree Mason Center	Central Valley	<a href="mailto:pam@mmcenter.org">pam@mmcenter.org</a>	(559) 237-4706
Sharyne Harper	Humboldt Domestic Violence Services	Far North	<a href="mailto:sharyneharper@hdvs.org">sharyneharper@hdvs.org</a>	(707) 444-9255
Linda Miles	Siskiyou Domestic Violence & Crisis Center	Far North	<a href="mailto:sdvcc@snowcrest.net">sdvcc@snowcrest.net</a>	(530) 842-6629
Ben Schirmer	Rainbow Services	Los Angeles	<a href="mailto:bschirmer@rainbowservicesdv.org">bschirmer@rainbowservicesdv.org</a>	(310) 548-5450
TuLynn Smylie	WomensShelter of Long Beach	Los Angeles	<a href="mailto:tsmylie@womenshelterlb.org">tsmylie@womenshelterlb.org</a>	(562) 437-7233
Anastacia Snyder	Catalyst Domestic Violence Services	North	<a href="mailto:als@catalystdvservices.org">als@catalystdvservices.org</a>	(530) 343-7711
Marsha Krouse-Taylor	Casa de Esperanza	North	<a href="mailto:cдемkt@syix.com">cдемkt@syix.com</a>	(530) 674-5400
Genevieve Bardini	Mountain Crisis Services	Central Valley	<a href="mailto:genevieve@mcs4you.org">genevieve@mcs4you.org</a>	(209) 742-5865
Verna Griffin-Tabor	Center for Community Solutions	Southern	<a href="mailto:vtabor@ccssd.org">vtabor@ccssd.org</a>	(858) 272-5777
Danielle Lingle	Center for Community Solutions	Southern	<a href="mailto:dlinge@ccssd.org">dlinge@ccssd.org</a>	(858) 272-5777

Cal EMA Staff			
Leigh Bills	Chief, Domestic Violence Section, Public Safety & Victim Services Division	<a href="mailto:leigh.bills@Cal_EMA.ca.gov">leigh.bills@Cal_EMA.ca.gov</a>	(916) 845-8280
Jason Stalder	Criminal Justice Specialist, Domestic Violence Section, Public Safety & Victim Services Division	<a href="mailto:jason.stalder@Cal_EMA.ca.gov">jason.stalder@Cal_EMA.ca.gov</a>	(916) 845-8289

California Partnership to End Domestic Violence Staff			
Tara Shabazz	Executive Director	<a href="mailto:tara@cpedv.org">tara@cpedv.org</a>	(916) 444-7163
Alicia Stonebreaker	Program Coordinator	<a href="mailto:alicia@cpedv.org">alicia@cpedv.org</a>	(916) 444-7163

### III. FUNDING WORKGROUP DISCUSSION

Each in-person meeting was approximately six to eight hours long. Topics for discussion and goals of each meeting were reviewed at the start of each session. Conference call-based meetings were approximately an hour and half in length. Agendas and any documents for discussion were sent out prior to the meeting.

*See Appendix C: Funding Formula Workgroup minutes.*

## **IV. FUNDING GROUP WORKING AGREEMENTS AND GUIDING PRINCIPLES**

The Domestic Violence Funding Formula Work Group (FFWG) established a core set of principles that were reflected in the approach or detail of their final recommendation.

The following are of the Working Agreements and Guiding Principles: See *Appendices D: Funding Principles for detailed description.*

### **Domestic Violence Shelter Funding Formula Work Group Working Agreements**

1. Do not make assumptions
2. Speak from your own experiences
3. Always think of the big picture
4. Make informed decisions
5. Keep the details of the group's recommendations internal, until final language has been developed
6. Be clear with dual funded agencies
7. Remain candid
8. This group is designed to explore the possibilities and not necessarily to recommend changes
9. Avoid causing feelings of confusion within the domestic violence community
10. The language moving forward will be that the group is looking to develop a better methodology, if it exists
11. Encourage one another
12. Respectful attitude and language
13. Have a sense of humor
14. Consider bringing in a consultant
15. Agencies will not receive less funding as a result of this process
16. Language to the field should remain general until a final report has been prepared

### **Domestic Violence Shelter Funding Formula Work Group Guiding Principles**

1. Support victims
2. Uphold equality and equitable practices
3. Given the diverse nature of California, each domestic violence shelter is representative of the unique needs of the population that they are serving, which makes comparisons of agencies unrealistic.

## V. FUNDING SCENARIOS

At the FFWG meeting in May 2011, the following were discussed to be included as variables in a funding formula:

- County Population
- County Population per square mile
- Number of emergency shelter beds
- Geographical service areas, multiple jurisdictions
- Multiple counties served by one grant
- Un-served areas
- Proximity to other shelters
- Accessibility (square miles)
- Services provided and the services rendered
- Bed nights, which would need a qualifier, as shelter practices differ
- Units of Services
- Client count
- Type of population served, cultural competency, substance abuse, mental health
- Law enforcement numbers
- Women between 18-44, per capita, and 0-17

The Partnership provided the FFWG with charts expanding on county population, county population per square mile, and the number of emergency shelter beds of Cal EMA funded shelter-based agencies\* at the August 2011 FFWG meeting.

\* Emergency shelter beds of Cal EMA funded shelter-based agencies counts were collected by surveying the field, and represent self-disclosed numbers.

The FFWG reviewed a mathematical equation funding formula considering multiple variables including county population, population per square mile, shelter numbers beds, and current funding levels. Upon further investigation the FFWG unanimously agreed that a mathematical funding formula is unrealistic for California given the size, population, various unique and diverse needs. Additionally a mathematical funding formula is unrealistic for California due to the unique geography which this vast state encompasses as a domestic violence shelter based agency may service multiple counties.

### *APPENDIX E: FUNDING SCENARIO SPREADSHEETS*

After reviewing the current Cal EMA funding levels (see Appendix A: Current Cal EMA Funding Processes and Levels) the first recommendation was developed. This recommendation is that Cal EMA should move toward level funding allocation amounts throughout DVAP-funded, shelter-based agencies across the State. To meet this recommendation the FFWG proposed recommendation two, which was to address the allocation of increased funds. This FFWG reviewed three options (*APPENDIX E: FUNDING SCENARIO SPREADSHEETS*) and agreed upon the following method of allocating funding increases:

- 50% of increased funds should be granted to the 19 Group 1 allocations;
- 30% of increased funds should be granted to the 41 Group 2 allocations; and,
- 20% of increased funds should be granted to the 44 Group 3 allocations.

\*Increased funds does not include fund restorations.

## VI. APPROVAL PROCESS

In September 2011 the Partnership reported the proposed recommendations to the various regions and the committee addressed any questions or concerns. This process included a survey to gauge the approval of the field as well as to acknowledge any unintended consequences of the proposed recommendations. See *Appendix F: Public Comments Survey*.

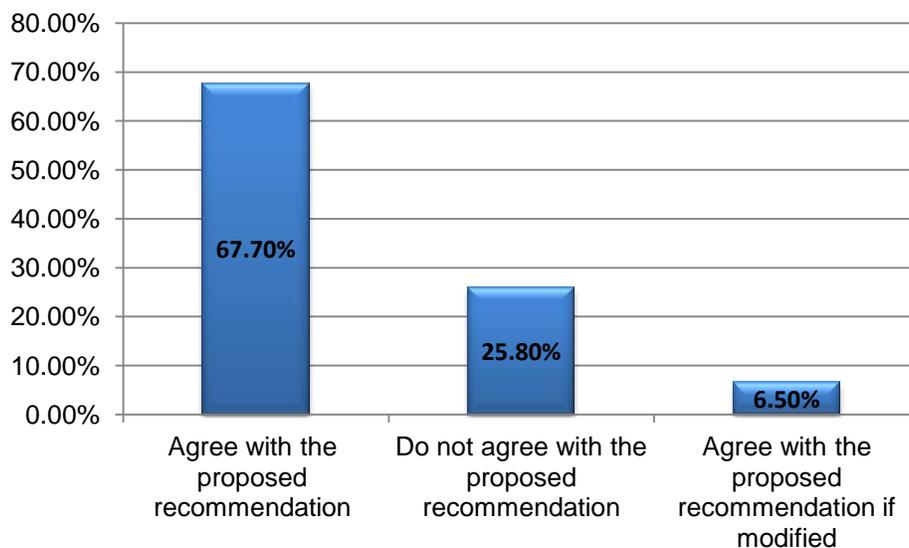
Upon review of the evaluation, the committee altered the proposed recommendations and voted to continue forward with the revised recommendations.

On February 24, 2012 Tara Shabazz, the Executive Director of the Partnership, along with Alicia Stonebreaker, presented the final recommendations to the Domestic Violence Advisory Committee (DVAC). After reviewing the recommendations the DVAC voted unanimously to approve the FFWG recommendations starting this fiscal year, 2011-2012.

## VII. PUBLIC COMMENT

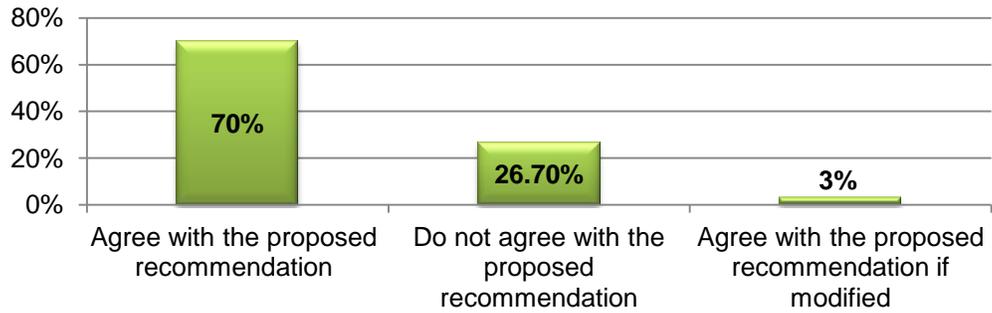
Evaluations were sent to all Cal EMA-DVAP funded shelter-based agencies, and thirty-eight (38) agencies responded. All regions were represented in the evaluation process. Below is an overview of the survey results and comments were sent out to the workgroup for review before a final vote. See *Appendix G: Public Comments Survey Results* for full results.

### Recommendation I: Level Funding



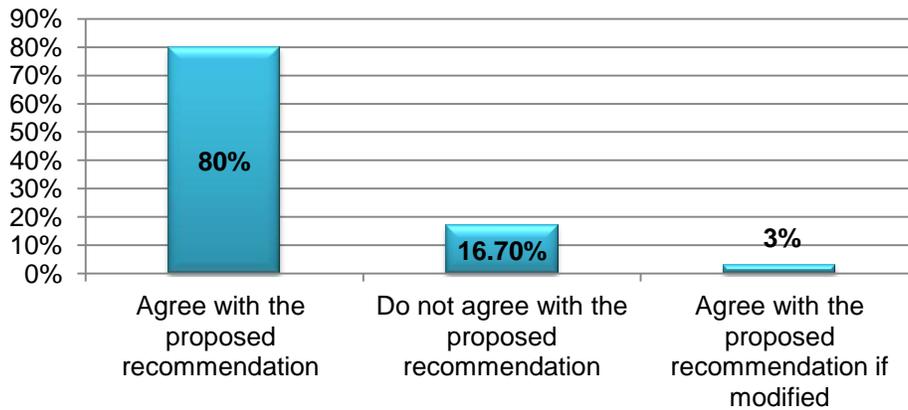
Comments requested the language “equal” be altered to “level.”

## Recommendation II: Allocation of Future Funding Increases to Achieve Level Funding

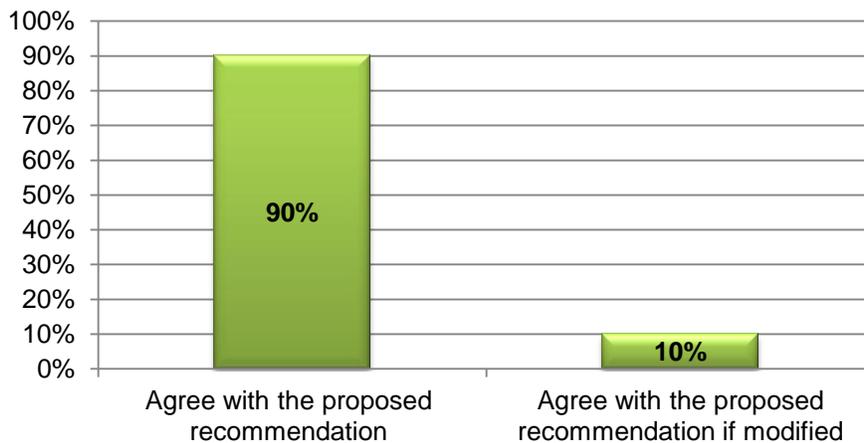


Comments expressed that this recommendation should not take effect if the increase is due to restoration of funds.

## Recommendation III: Funding Decreases



## Recommendation IV: Reversion Policy & Procedures



### VIII. FINAL RECOMMENDATIONS

Upon review of the evaluation, the committee altered the proposed recommendations and voted to continue forward with the revised recommendations.

#### **Recommendation I: Level Funding**

Cal EMA should move toward level funding allocation amounts throughout DVAP-funded, shelter-based agencies across the state.

#### **Recommendation II: Allocation of Future Funding Increases to Achieve Level Funding**

In order to achieve Level Funding, the Work Group recommends that Cal EMA apply a temporary allocation formula with any increased funds\*:

- 50% of increased funds should be granted to the 19 Group 1 allocations;
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\*Increased funds do not include fund restorations, for example if funding was decreased by 5% and was later restored, this situation would not apply under this recommendation.

#### **Recommendation III: Funding Decreases**

Cal EMA should administer any decreases to the DVAP funding by passing the percentage of the reduction down to Grantees in a straight, across-the-board manner. For example, if the DVAP funding is reduced by 10%, then all allocations should each receive a 10% reduction.

#### **Recommendation IV: Reversion Policy & Procedures**

Beginning with fiscal year 2011-12, Cal EMA should apply a Reversion policy to Grantees that revert more than \$2,500 each year over two (2) consecutive years with the following guidelines:

- 5) Cal EMA should deduct the smallest annual amount reverted within the last 2-year period from these Grantees;
- 6) The deduction penalty should be at least one (1) year;
- 7) When decreased, Grantees must work w/ Cal EMA to develop and implement plans to prevent future reversions; and,
- 8) Reverted/decreased Grantees should not receive any DVAP-wide increases during this period.

## **IX. DOMESTIC VIOLENCE FUNDING FORMULA WORK GROUP EVALUATION**

The Domestic Violence Funding Formula Work Group (FFWG) was asked to evaluate the funding formula process. An overview of their responses is listed below, *See Appendix H: Domestic Violence Funding Formula Work Group Evaluation Results* for full results.

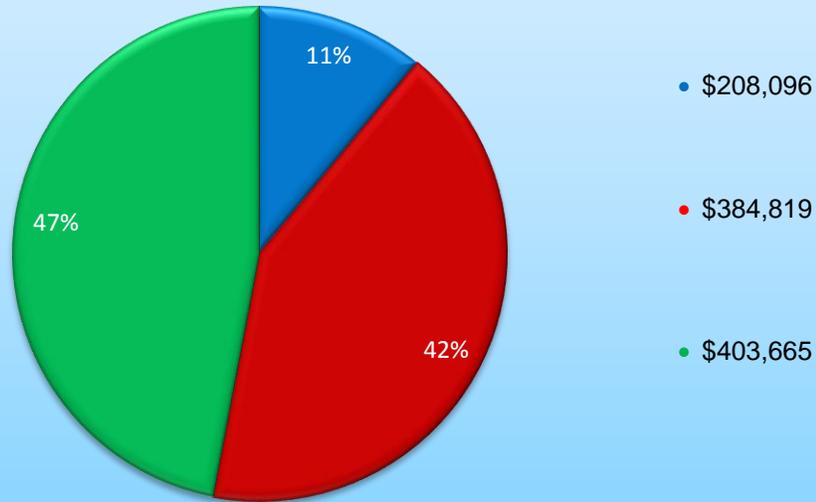
All respondents reported that their expectations for this committee had been met, and that they would be available to provide assistance if a similar process were to occur in the future. One responded stated “I think working through the process led to the conclusion that was only foreseeable having been through the process.”

## APPENDIX

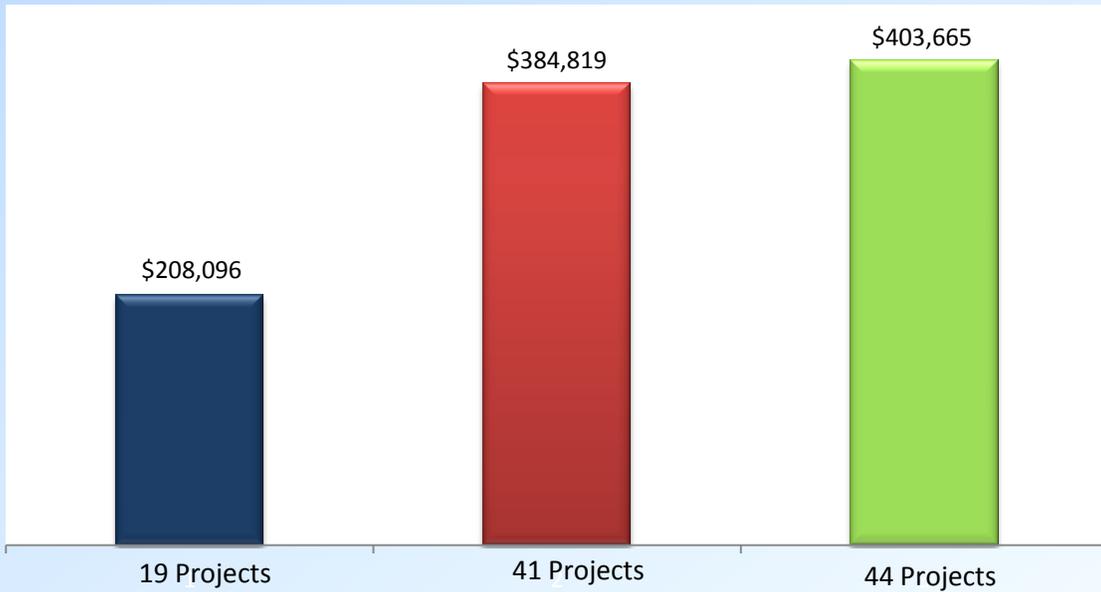
## Appendix A: Current Cal EMA Funding Processes and Levels

### Current Cal EMA Fund Levels

#### Number of Recipients per Funding Amount



#### Number of Recipients per Funding Amount



## **Appendix B: Past of Domestic Violence Funding Formulas**

### **Arizona**

#### **Funding Formula**

- Each shelter will have a minimum funding base of \$32,000. This was determined by using the lowest amount that any one shelter currently receives.
- Population by county shall add a weight of 1 to their base amount. This is in order to address population ratios and needs for services.
- The number of beds shall add a weight of 1 to the base amount. Beds are defined by the number of single adults that a shelter can accommodate with one adult per bed.
- Rural area shall add a weight of 1.5 to the base amount. Rural areas are defined as a county with a population of 300,000 or less.

#### **Additional Funding Formula Principles**

- Once every shelter has received the base \$32,000 in funding the total for all base funding is computed. The total amount of base funding must not exceed 70 % of the Domestic Violence Shelter Fund total dollars available. If the base funding exceeds 70 %, then the base amount for each shelter will be adjusted.
- Beds are counted annually before the start of the fiscal year. Information is to be provided to CSA by the shelters in each county. Only existing beds will be counted.
- New shelters will be able to submit offers during any new solicitations of funds. IN order to be eligible, they have to meet the statutory requirements as defined by [Domestic Violence Shelter Funds ARS § 36-3004](#).

#### **Guiding Principles for the Funding Formula Committee**

- The funding formula should be developed by stakeholder input.
- The funding formula should have multiple factors, including but not limited to some measure of population that considers the area actually served.
- The funding formula should be simple to understand but focused on the key issues.
- The funding formula should be fair to all populations.
- The funding formula should utilize consistent definitions.
- There should be a minimum funding base.
- There should be no loss of funding to existing shelter based agencies for the contract renewal period of SFY 2002.
- There should be provisions for adding new agencies and services
- Quantity should be a factor.
- Quantity/range of services should be a factor.
- The funding formula will foster collaboration.
- The option of applying the formula to all domestic violence funds will be considered.

#### **Current Action**

According to Allie Bones the Executive Director with the Arizona Coalition Against Domestic Violence, this formula only applies to a Domestic Violence Shelter Fund (DVSF). The DVSF is approximately 2.2 million and is derived mainly from marriage license fees. Arizona will soon be in the process of updating their funding formula as the DVSF is to be added to all of the domestic violence funding.

## Florida

### Funding Formula Development

- In order to develop an effective funding formula the Florida Department of Children and Families gathered data from previous needs assessments, as well as geographic and demographic information.
- Examples of barriers to services according to various needs assessments included:
  - Housing issues, waiting periods for subsidized housing
  - Health and safety issues, lack of emergency room response to victims, lack of dental car for dental emergencies.
  - Community resources, lack of transportation, difficulty obtaining TANF.
- During the needs assessments centers were asked to prioritize their five most critically needed services. These were:
  - Supervised child visitation center
  - Monitored child exchange
  - Transitional housing
  - Transportation
  - Legal services

### Funding Formula Results

- The funding formula divided the state by regions/districts.
- The formula was then broken down into the following areas:
  - The total target population of children 0-17 and Women 18-44 in the district
  - The percentage of the above population with the district.
  - The number of domestic violence center beds
  - The percentage of domestic violence center beds, per the target population
  - The prevalence rate Domestic violence
  - If the center is within a rural area, based on the land area of those served, show as a percentage of the total amount of the state.
  - The number of marriage licenses with a given county.

## Illinois

### Funding Formula

- Funding Ceilings are as follows:
  - Comprehensive programs:
    - Priority Shelter: \$157,500
    - Non-Priority Shelter: \$ 78,500
    - Walk- In Program: \$ 63,000
  - Associate Programs:
    - Priority Shelter: \$ 45,000
    - Non-Priority Shelter: \$ 66,940
    - Walk- In Program: \$ 55,550
  - Specialized Service Programs
    - Walk- In Only: \$ 45,000
  - Satellite Services
    - Walk- In Only: \$ 32,000
  - Satellite Services
    - Walk- In Only: \$15,000

### Definitions of Funding Formula Terminology

- Priority shelters include:
  - Accessibility of services statewide per geographic definitions:
    - Rural, emergency shelter, counseling and advocacy within 40 miles; full agencies within 75 mile radius. Rural is defined as counties with

- populations less than 70,000 and counties approximately 70,000 with no large metropolitan center.
    - Middle-size population center – Emergency shelter, counseling services and advocacy within population center; full shelter agency within 75 mile radius. Middle-size population center defined as counties with populations between 70,000 and 1,000,000.
    - Cook County – (Chicago and suburbs) – 25 shelter beds per 500,000 population; geographic distribution of walk- in and shelter based agency.
      - Population.
      - Local demographics, needs assessment and service capability.
- Comprehensive shelter based agencies are to include:
  - 24 hour hotline
  - Individual / group counseling and support
  - Advocacy (legal, welfare, other)
  - Children’s services
  - Residential or emergency shelter
- Associate Program provides comprehensive services (shelter or walk-in) under a contract held by a comprehensive program, in a separate area or to a special population. The associate program is required to have and advisory committee and to participate in ICADV committee work. Associate program budgets may include limited administrative costs.
- Specialized Service Programs is a member program that does not provided comprehensive services, but provides only one or two specializes (ie court advocacy) in an area where comprehensive services are available from another program.
- Satellite Services are off-site, walk- in services provided to a population that is special because of geographic, cultural or service need. Satellite services are not comprehensive but most include counseling and advocacy services as a minimum. A 24 hour hotline services is not required however referral to a 24 hour hotline is required. Satellite services may not include administrative costs.
- Special Service is one specific service provided by a comprehensive program to a population that is special because of geographic, cultural or special service needs (ie advocacy for Spanish speaking women; support groups for minority women). A comprehensive program must hold one or more special service contracts.

**Additional Funding Formula Principles**

- New programs may be funded at a maximum of 95% of the total cost in the first full year of funding. Factors which will be considered in determining allocation amounts to new programs are:
  - Priority status within state plan.
  - Local resources
  - Readiness to provide services
  - Level of volunteerism
- After three years of funding, no program will be funded for more than 87% of its total domestic violence program.
- Of the required 13% non-ICADV budget, half (6.5%) may be satisfied by in-kind contributions of volunteer delivered direct service hours at a rate of five dollars an hour.
- All programs having allocations which fall below the ceilings may be considered for an increase based on the following factors:
  - Age, service and funding history of the program
  - Local resources
  - Budget needs of the program
  - Level of volunteerism
  - Availability of funds.

- Demonstration projects may be funded as money is available.
- The ICADV Administrative Support Budget may not exceed 8.9 % of the total domestic violence program budget for a given fiscal year.
- The Fund Developer will work with the programs and the Coalition to generate additional dollars for domestic violence services consistent with the five year plan.

## APPENDIX C: MEETING MINUTES FROM THE FUNDING FORMULA WORKGROUP

<b>Domestic Violence Shelter Funding Formula Work Group Meeting</b>	
<b>Subject:</b>	Domestic Violence Shelter Funding Formula
<b>Facilitator:</b>	Tara Shabazz Shabazz, Executive Director, California Partnership to End Domestic Violence
<b>Location:</b>	Phone Conference
<b>Date and Time:</b>	Tuesday March 22, 2011 at 10:00 am
<b>Attendees:</b>	Ben Schirmer (Los Angeles), Rodney Clark (Bay Area), May Rico (Central Valley), Sharyne Harper (Far North), Melissa Lukin (Bay Area)
<b>Scribe:</b>	Alicia Stonebreaker, Program Associate, California Partnership to End Domestic Violence

### **Overview and Purpose**

Tara Shabazz (the Partnership) shared that the purpose for this work group is to develop a framework of best practices for shelter funding which will be given to Cal EMA as a funding formula recommendation. This will not be a concrete proposal. DV Funding Formula Work Group is comprised of two representatives from each region.

The request for this funding formula recommendation came from Cal EMA as the current funding formula is inconsistent with their original platform. When the Department of Public Health's funding for domestic violence shelters was moved into Cal EMA discrepancies occurred to ensure that funding alterations would not negatively affect shelters. In order to maintain current grant levels Cal EMA, who initially had an equal formula for funded shelters, some shelters received more funding than others.

This funding formula recommendation is aimed at addressing the transition of the Department of Public Health funds, and best practices for shelter closures, mergers, and shelters that are unable to meet their objectives.

### **Examples of Funding Formulas**

Tara Shabazz (the Partnership) explained that other state coalitions, as well as the sexual assault side of Cal EMA have developed similar formulas. Alicia Stonebreaker with the Partnership shared that the Arizona and the Illinois Coalitions had created their plans previously and were also looking into updating their formulas.

During the sexual assault funding formula process May Rico (Central Valley) explained that their group looked into past examples of formulas to develop their own. When their plan was created a test was completed which revealed that if their proposal would have been implemented then major fluctuations in funding would have occurred. These modifications would have had a negative effect on sexual assault service centers, potentially leading to closures. It was the decision of that committee to not implement their recommendations and to continue using the existing system.

Tara Shabazz (the Partnership) shared that the funding formula from New Hampshire has a 1-1-2 formula ratio which takes into consideration county population, geography, and victims assisted. Florida's shelter funding formula considers the number of marriages within counties, the number of women and children in the county, the crime rate per ratio and the number of women between the ages of 18-44 residing in the county.

Tara Shabazz (the Partnership) explained that during the face to face meeting past examples would be shared for the group to review.

## **Working Agreements**

Tara Shabazz (the Partnership) requested that a working agreement be established due to the sensitive nature of the topic. This agreement would be a working document that the group may continue to expand one.

May Rico (Central Valley) requested that the group avoid assumptions, and to be sure to be clear with dual funded shelter based agencies as they do recall the SA funding recommendation process. This group is designed to explore the possibilities and not necessarily to recommend changes. In light of the topic a candid and respectful approach is appreciated.

Melissa Lukin (Bay Area) asked the group to speak from their experience and to take into consideration the big picture.

Sharyne Harper (Far North) asked that the group would make informed decisions.

Ben Schirmer (Los Angeles) explained that due to the sensitive nature of the topic that the specific details of the funding formula recommendations remain within the group until final language has been completed. Also that the group should explore options in the field but avoid causing feelings of panic within the domestic violence community. Ben Schirmer concluded that the language moving forward will be that the group is looking to develop a better methodology if it exists.

Tara Shabazz (the Partnership) explained the standard working agreement fundamentals also apply to this group including encouraging one another and remaining respectful.

## **Guiding Principles**

Tara Shabazz explained that guiding principles will also be discussed at the face to face meeting and like the working agreements this is also a working document that the group may continue to expand on.

Ben Schirmer (Los Angeles) explained that this group's goal is to support victims and not to close down shelter based agencies.

Tara Shabazz (the Partnership) expressed that the group's goal is also to uphold equality and equitable practices as the standard. With the funds from the Department of Public Health rolling into Cal EMA the grant amounts range from \$180-200 thousand. With other grants being taken into consideration shelter funding ranges from \$190 to 400 thousand, which is a huge disparity. Funding amount appears to be unequal and other issues also need to be considered. Some shelters receive more money than they need and send it back to Cal EMA, while other shelters repeatedly are unable to meet their objectives.

## **Survey from the Field**

Tara Shabazz (the Partnership) asked the group if it would like to include a survey from the field.

Ben Schirmer (Los Angeles) requested that until the language is finalized that this survey might cause confusion within the field.

## **Face to Face Meeting Schedule**

According to Tara Shabazz (the Partnership) face to face meetings are difficult to schedule. A meeting survey would be sent out to schedule a meeting in June and a conference call in May.

**Adjourn: 10:53 am**

<b>Domestic Violence Shelter Funding Formula Work Group Meeting</b>	
<b>Subject:</b>	Domestic Violence Shelter Funding Formula
<b>Facilitator:</b>	Tara Shabazz, Executive Director, California Partnership to End Domestic Violence
<b>Location:</b>	Phone Conference
<b>Date and Time:</b>	Friday March 25, 2011 at 1:00 pm
<b>Attendees:</b>	Leigh Bills (Cal EMA), Jason Stalder (Cal EMA), Pam Kallsen (Central Valley), Sharyne Harper (Far North), TuLynn Smylie (Los Angeles), Anastacia Snyder (North), Marsha Krouse-Taylor (North), Verna Griffin-Tabor (Southern), Linda Miles (Far North).
<b>Scribe:</b>	Alicia Stonebreaker, Program Associate, California Partnership to End Domestic Violence

### **Overview and Purpose**

Tara Shabazz (the Partnership) shared that the request for a funding formula was expressed at a DVAC meeting by Cal EMA in order to develop a framework of best practices for shelter funding. In recent years the funding practices have shifted due to Cal EMA absorbing funding sources. In order to prevent drastic funding shifts Cal EMA has attempted to maintain the funding levels of those affected. This has then lead to disparities in funding levels. Funding complications such as mergers, closures, and ineffective agencies, will also be addressed within the recommendations. While an equitable and accountable funding formula has been requested this is not to replace any existing system of funding. The goal of this group is to provide suggestions for best practices regarding shelter funding.

In order to establish equal representation; 2 individuals have been asked from each region to comprise the funding formula committee.

### **Examples of Funding Formulas**

Tara Shabazz (the Partnership) explained that other state coalitions, as well as the sexual assault side of Cal EMA have developed a similar funding formula. The Sexual Assault side of Cal EMA created a funding formula and after it was finalized it was discovered that it would have had a negative impact on the field. Sharyne Harper, who worked on this project, explained that the funding formula for sexual assault services ended up being too complicated. TuLynn Smylie (Los Angeles) shared that another complication during the sexual assault funding formal development process was that some service sites work within multiple counties. She gave the example of a service site in the Los Angeles area that was servicing multiple areas. Tara Shabazz explained that Texas experienced a similar situation and developed a system of funding regions and not necessarily counties.

Tara Shabazz (the Partnership) shared that other state coalitions have based their formulas on geography, services, beds, crime rate, populations, etc. Examples of other funding formulas will be presented at the face to face meeting for the group to review.

### **Working Agreements**

Tara Shabazz (the Partnership) requested that a working agreement be established due to the sensitive nature of the topic. This agreement would be a working document that the group may continue to expand on.

On the previous call the group requested that a consistent language be adopted by the group to address any external questions. The ultimate goal is to do what is best for victims and not to cause harm to service sites.

### **Guiding Principles**

Tara Shabazz (the Partnership) explained that guiding principles will also be discuses at the

face to face meeting and like the working agreements this is also a working document that the group may continue to expand on.

TuLynn Smylie (Los Angeles) requested that the group remain cautious when discussing definitions and categorizing people as this could lead to inconsistencies.

### **Historical Perspective and Current Issues in Funding Decisions (Cal EMA)**

Leigh Bills with Cal EMA explained that they did not have a historical understanding of their funding formula to address questions from the field. Cal EMA has 6 different funding levels:

- G. \*14 shelter based agencies receiving \$194 thousand
- H. 39 shelter based agencies receiving \$375 thousand
- I. 43 shelter based agencies receiving \$393 thousand
- J. 1 shelter based agency receiving \$396 thousand
- K. 1 shelter based agency receiving \$556 thousand
- L. 1 shelter based agency receiving \$575 thousand

\*These brackets represent the 2011 funding levels which will increase slightly for the 2012 funding year. This increase will also allow Cal EMA to reduce the number of levels from 6 to 5 and as it includes an increase in funding the site joining another level will not experience a negative impact. The actual grant rational according to Leigh is unknown. Funding level gaps however are not simply result of mergers.

Leigh Bills (Cal EMA) requested that this committee provide guidance regarding shelter mergers, closures, and struggling sites. For closures she asked if the current solution of offering a competitive grant bid continue, or should that bid be specific to the area in which the initial shelter closed. When a domestic violence shelter in Merced, CA closed a competitive bid notice went out to the field, however this bid required the agency receiving those funding to add services to that area. A service center in Mariposa received that funding and added the necessary services to Merced. Merging organizations also raise questions regarding services sites that address the needs of multiple areas that are not the result of a merger.

Tara Shabazz (the Partnership) explained that the process of this group should look into scenarios regarding future funding possibilities. These formulas should include stipulations in the case of an increase in funding and if the funding would decrease.

Leigh Bills (Cal EMA) expressed that it is their goal for this committee to aid in establishing a system that does not penalize service centers but is able to help in a prompt and equal manner.

### **Survey from the Field**

Tara Shabazz (the Partnership) shared that the field survey would be postponed until finalized language has been developed by the committee. Verna Griffin-Tabor (Southern) requested that the group develop a statement for the field once the language has been finalized.

### **Face to Face Meeting Schedule**

According to Tara Shabazz (the Partnership) face to face meetings are difficult to schedule. A meeting survey would be sent out to schedule a face to face meeting for either May 13<sup>th</sup> or May 19<sup>th</sup>.

**Adjourn: 1:45 pm**

<b>Domestic Violence Funding Formula Work Group Meeting</b>	
<b>Subject:</b>	Domestic Violence Shelter Funding Formula
<b>Facilitator:</b>	Tara Shabazz, Executive Director, California Partnership to End Domestic Violence
<b>Location:</b>	921 11TH Street, Suite 300, Sacramento, CA 95814
<b>Date and Time:</b>	Thursday May 19, 2011 at 9:00 am
<b>Attendees:</b>	Leigh Bills (Cal EMA), Jason Stalder (Cal EMA), Melissa Lukin (Bay Area), Rodney Clark (Bay Area), May Rico (Central Valley), Pam Kallsen (Central Valley), Sharyne Harper (Far North), Linda Miles (Far North), Ben Schirmer (Los Angeles), TuLynn Smylie (Los Angeles), Anastacia Snyder (North), Marsha Krouse-Taylor (North) and Verna Griffin-Tabor (Southern)
<b>Scribe:</b>	Alicia Stonebreaker, Program Coordinator, California Partnership to End Domestic Violence

### **Guiding Principles and Working Agreements**

The group decided to add the following working items to the existing list:

- Have a sense of humor
- Consider contacting a consultant.
- Shelter based agencies will not receive less amount of funding

### **Overview of State Coalition Funding Formulas**

Alicia Stonebreaker (the Partnership) went over 3 different funding formulas from various state coalitions.

Jason Stalder (Cal EMA) explained that it would be hard to do a funding formula by county as it is based off of service area, and that service area may be smaller than 1 county. Also this would require that a service site claim their area which could be confusing.

Verna Griffin-Tabor (Southern) explained that a merger occurring in which a shelter about to close their door and so they took it in. This expanded their organization's service area however it allowed for a service site to remain open.

### **Current Funding Levels of DV Shelters**

Leigh Bills (Cal EMA) explained that the group should think about this process as a guideline for moving forward if funding goes up or down. Their primary understanding is that they want to make sure that this will not hurting anyone and will not include lowering current funding levels. She explained that they would also like this group to discuss principles around situations like mergers. These principles and ideas she explained were not a good space to cover in the DVAC meetings however this was a project that they wanted to collaborate with the field on. Leigh Bills (Cal EMA) then went on to explain the pie chart that she had provided for the group. She then went on to explain that there are currently 3 levels of funding and that there is a big discrepancy between the 19 projects getting \$208,096 and those getting \$384,819- \$403,665. The breakdown of existing funding by site, were explained in a chart which she also provided. She explained that it would be their goal to get those in the lower bracket up without lowering the funds of the others.

### **Equal Funding Approach vs. Baseline Approach Discussion**

Tara Shabazz (the Partnership) shared that if an equal funding formula was used across all allocations then each site would receive \$360,000. This would be per allocation and not agency as some sites receive more than one. She explained that there are 102 allocations and 99 domestic violence programs with shelters.

Ben Schirmer (Los Angeles) expressed that the group should be careful about assumptions in thinking that the 19 groups within the lower funding allocations are underfunded. He explained

that for their services provided they may not be underfunded and that it is more complicated.

Leigh Bills (Cal EMA) explained that the group of 19 receiving the lower funding allocations has the same requirements as all of the other allocations. She explained that this is great for some as it is new but the complaint that they hear is that those 19 are running the same services and they are getting a lot less than others.

Ben Schirmer (Los Angeles) explained that the group would need to know what it is like to run a shelter in all of these different sites in order to understand if their funding needs are being addressed

Linda Miles (Far North) explained that for some of these areas their needs are different for example geographic locations might be unique.

Tara Shabazz (the Partnership) expressed that as we move forward the group may consider rather than changing the formula which could alter the current funding levels that principles would be in place regarding future increases in funding. This could mean then that the 19 Shelter based agencies would receive more of that increase than the other higher groups.

Linda Miles (Far North) asked if this would work as some agencies that have a small service sites would then be getting a large allocation.

TuLynn Smylie (Los Angeles) asked then that clarification be made as some dual agencies have different categories of beds for example human trafficking, sexual assault and homeless beds. In some sites the domestic violence shelter based agency may be the only service site in the area for multiple needs.

Tara Shabazz (the Partnership) asked the group if we would consider that the base line goal would be put in place with a guideline that no shelter based agency drops under \$200,000 and a goal cap would also be in place. A principle would also need to be established for funding increases so that the group of 19 would be given more of that increase over a 5-10 year period.

Leigh Bills (Cal EMA) asked that the group also consider establishing principles regarding those agencies that are consistently reverting funds. The problem with this is that they do not send back these funds until it is too late to give to another organization for that fiscal year. She expressed that this may need some more dissection and we should try and come back to it later.

Tara Shabazz (the Partnership) asked the group to brainstorm on the idea of equal funding and how that would impact the group.

Leigh Bills (Cal EMA) said that these are all good concepts and that they would like to see a formula, however there is an issue of reporting. Reporting can get confusing when reporting items like beds and population. She expressed that while this is a good great idea it is not necessary a good practice

Anastacia Snyder (North) asked about considering a bed to night ration as a variable.

Linda Miles (Far North) explained that this would be difficult for an agency to report.

Ben Schirmer (Los Angeles) asked that the group then start off with what are the important variables, and we know what they are but where are we starting from. He said that it would be nice to be able to report out and some models, and then check the theoretical numbers based

on certain variables.

Linda Miles (Far North) asked if this will affect the current funding levels.

Tara Shabazz (the Partnership) explained that at this time funding increases are allocated equally across the board.

Anastacia Snyder (North) asked that items be considered when discussing variables including lack of general services in the area if that service site addresses a wide range of needs. She also requested that the group should consider those shelters that are service providers for multiple counties, and even military installments.

Jason Stalder (Cal EMA) said that CAL EMA had opened up the RFP process to get additional services to unrepresented counties.

Tara Shabazz (the Partnership) asked the group if we should look at additional funding to add agencies in unrepresented areas.

Marsha Krouse-Taylor (North) asked the group to look at possible sites that are dealing with multiple law areas, military installments and how these are very different and hard to work within multiple. Having multiple jurisdictions for one service site can impact restraining orders, law enforcement and legal services.

Verna Griffin-Tabor (Southern) added then that the group should look at dividing the state by jurisdiction and not by county.

Ben Schirmer (Los Angeles) stated that California is so diverse that this would not work across the board as there are too many variables for example urban and rural are treated differently.

Linda Miles (Far North) asked that if principles would then need to be in place for future money.

Leigh Bills (Cal EMA) clarified that the legislation does not allow funding to go competitive but that it only allows expanding. DVAC recommended that they expand to include areas and to new counties and that the goal was to make sure that the funding was stable. She explained that if CAL EMA went for a funding formula then the first to do would be for new shelters and that expansion into those underserved area would occur.

Tara Shabazz (the Partnership) asked the group what are some ideas around future funding situations including an increase in funds. She also asked the group to consider ideas of policies around reverting funds.

Melissa Lukin (Bay Area) suggested that the group brainstorm some funding formula variables

Variables:

- Population
- Geographical service areas, multiple jurisdictions
- Multiple counties served by one grant
- Un-served areas
- Proximity to other shelters
- Accessibility (square miles)
- Base line amount
- Beds
- Services provided and the services rendered

- Bed nights, which would need a qualifier as shelter practices differ.
- Units of Services
- Client count
- Type of population served, cultural competency, substance abuse, mental health.
- Cap off of amounts and Base line approach with only a total % of total DV funding.
- Multiple allocations by service area.
- Law enforcement numbers
- Women between 18-44, per capita, and 0-17

Similar Variable Themes:

- Populations/jurisdictions
- Rural service areas
- Do not have a definition of service areas as this would require a service site to self define which could lead to complications.
- Differences between rural and urban areas
- Consider population alongside shelter capacity
- Population can be determined by using the census data; however this data is by percentage.

For the formula rural areas and urban areas will be divided as both experience different issues regarding funding. For example a shelter in an urban area may be full due to a large population, and rural area maybe full due to limited shelters in the area. While both may be underfunded or adequately funded, their needs are diverse.

Tara Shabazz (the Partnership) asked the group if service area could be defined by region which would only pose complex when a shelter provides services in more than one region. She also posed the in regards to population that a range system be taking into consideration. This would eliminate the need for shelters to self define their service areas as Cal EMA would then have to check. She added that population ranges then overlap with how many calls to law enforcement that region receives.

Leigh Bills (Cal EMA) shared that complications can arise when service areas are divided by county and if they provide services for more than one county. A further complication arises when shelters are asked to self define their service area.

Marsha Krouse-Taylor (North) proposed that a population be divided by service site. A further division of population could be that 3 definitions would then come from this data, rural, midsized, and urban.

Jason Stalder (Cal EMA) asked if rural would receive some kind of additional weight. He explained that in these areas they mostly have no other resources to refer out to and transportation is an issue. Rural sites depending on the geographic region may require more than one 4 wheel drive vehicle public transit may not be provided. He went on to explain that rural areas have unique needs including the need of a snow plow, septic tank repair, etc.

Leigh Bills (Cal EMA) asked the group if we have to have a formula or should the group consider creating guidelines for new money and new shelters.

Ben Schirmer (Los Angeles) shared that the frustration over rural vs. urban is that rural seems to get more weighted, but urban based service sites are expensive to operate too.

Leigh Bills (Cal EMA) suggested that the group develop a method of funding and not necessarily a formula.

May Rico (Central Valley) expressed that the group may want to consider a new assessment.

Tara Shabazz (the Partnership) and Leigh Bills (Cal EMA) confirmed that they would run hypothetical numbers using the variable previously discussed. This test will be run using several methods in order to present this information to the group.

### **Fund Reversion Policy Discussion**

Leigh Bills (Cal EMA) explained that some organizations have been reverting a significant amount of funds for multiple years. She explained the additional problem with reverting funds is that some of it doesn't go back to Cal EMA but goes back to state. She said that for the majority of the field funds are being spent, however some organizations are holding up funding which could have been allocated to either existing agencies or newly established ones. She asked that some kind of policy next year.

Tara Shabazz (the Partnership) asked the committee if there should there be some kind of reversion policy.

Rodney Clark (Bay Area) agreed there should be and that it should include some stipulations, i.e. amount, length of time, etc.

Linda Miles (Far North) asked if this would this then lead to having a monitoring site visit.

Leigh Bills (Cal EMA) explained that these site visitors are also committed to not loose existing funding sources but that they are there to help them spend the money properly.

### **Future Allocations**

Tara Shabazz (the Partnership) explained that this year Cal EMA funding had an increase, however if a policy had been in place the lower tiered group of 18 could have found their funding raised. For future increase: where should a policy be in place that provided a scale of allotment of that increase. This would insure that funding levels do not increase; however, the lower tier would rise to a higher bracket. Increases are usually 2-3%.

Anastacia Snyder (North) said that the group should try to bring this group up, or a significant percentage of the increase should go to group 1 and then a slightly lower percentage should go to group 2 and finally an even lower increase to the 3<sup>rd</sup> group.

Linda Miles (Far North) said that half of the increase could go to group 1. The scale would appear to be a 50% to group 1, 25% to group 2, then 25% to group 3 or the last 2 break downs could be even less.

May Rico (Central Valley) suggested that within this scale then a place should be added to include some funds for an RFP for a new shelter.

Melissa Lukin (Bay Area) asked that if this would include brand new shelters or once that are just not funded by Cal EMA.

Tara Shabazz (the Partnership) gave the example of My Sister's House which was developed out of need, but did not receive Cal EMA funding until years later.

May Rico (Central Valley) explained that it is hard for a small county to do RFPs, and that this might not get that funding.

Leigh Bills (Cal EMA) shared that with the regards to the organizations funds year that this funding could be included within the increase scale.

Tara Shabazz (the Partnership) asked then what type of recommendation could be made for next year potential increases.

Leigh Bills (Cal EMA) said that a scale of 50%, 20 %, 30% could take place with the increase of 50% going to group 1, 30% to group 2 and 20% to group 3. This would be for a year, on a year to year basis to remain more flexible.

Tara Shabazz (the Partnership) asked if the group would be willing to propose this increase policy recommendation and to bring that to the DVAC meeting.

Leigh Bill (Cal EMA) then explained that Cal EMA is charged with consulting with the DVAC and that they do provide good perspectives. It is good to get their stamp of approval and they would not make any funding decisions without the go ahead from them.

Verna Griffin-Tabor (Southern) said that in the future that the group should come back to discuss mergers and acquisition, in duress shelters and have some sort of funds for emergency situations, as these happen quickly.

Leigh Bills (Cal EMA) said that the DVAC meeting would be held tomorrow (5/20/11) and this will include a session on what is an emergency to ask for additional funds, i.e. fire, flood, roof blew off, etc.

Tara Shabazz (the Partnership) said that the group should then prioritize that over the fiscal year, any increases will go 50, 30, 20 to the 3 various funding levels and that a policy on how to do RFAs for new shelters. As well as for current /existing services that plan on expanding their services.

Ben Schirmer (Los Angeles) expressed that a needs assessment is also needed in order to know what needs are there.

Tara Shabazz (the Partnership) said the group could then assess and find gaps in services per county and if would then imply that an increase in funding. This policy could then include how to open that up for a competitive RFP or other ideas of practice to address this need.

### **Final Comments**

To discuss at the next meeting:

- Gaps in Services
- County, city, jurisdiction, location, population served variables
- Funding for additional services
- Table: what amount of weight/ % of variables on the list

Current Talking points for those outside of the committee is that the group is still working on the subject but as soon as we have more than that will be made known.

### **Next Meeting**

Thursday August 25, 2011 at 10:30 am in Sacramento.

**Adjourn 4:10 pm**

<b>Domestic Violence Shelter Funding Formula Work Group Meeting</b>	
<b>Subject:</b>	Domestic Violence Shelter Funding Formula
<b>Facilitator:</b>	Kathy Moore, Associate Director, California Partnership to End Domestic Violence
<b>Location:</b>	Secretary of State, 1500 11 <sup>th</sup> Street, Sacramento, CA 95814
<b>Date and Time:</b>	Tuesday August 25, 2011 at 10:00 am
<b>Attendees:</b>	Leigh Bills (Cal EMA), Jason Stalder (Cal EMA), May Rico (Central Valley), Pam Kallsen (Central Valley), Sharyne Harper (Far North), Linda Miles (Far North), Ben Schirmer (Los Angeles), TuLynn Smylie (Los Angeles), Anastacia Snyder (North), Marsha Krouse-Taylor (North).
<b>Scribe:</b>	Alicia Stonebreaker, Program Coordinator, California Partnership to End Domestic Violence

### **Overview of Working Agreements and Guiding Principles**

The committee discussed and agreed that the following working agreement be added:

- Language to the field should remain general until a finalize report has been prepared.

The committee discussed and agreed that the following guiding principles be added:

- Recognize that this is a complicated process
- Shelters are funded differently and there are no easy answers
- If you've seen one domestic violence shelter, you've seen one domestic violence shelter

Ben Schirmer (Los Angeles) asks if this work group would then present the recommendations to the field or to DVAC. Leigh Bills (Cal EMA) explained that the work is to develop the proposed recommendation, get feedback from the field. Once any necessary alterations are then completed, then the report will go to DVAC to approve and propose to the field.

Linda Miles (Far North) requested that when the recommendations go out to the field for comment that the language, and responses be consistent across the FFWG. Ben Schirmer (Los Angeles) noted that each region would then need to be represented. Anastacia Snyder (North) requested that the completed materials be sent to the FFWG early prior to the dissemination for review.

### **Review of Meeting Minutes**

Alicia Stonebreaker (the Partnership) asked the committee to review the meeting minutes briefly.

### **Funding update from Cal EMA**

Leigh Bills (Cal EMA) requested that the attendee at each meeting needs to have full representation. Each region needs to be present and represented.

### **Summary of Recommendations: Baseline Funding Goal**

The committee voted to not seek a recommendation on a baseline funding goal; due to the complex nature of shelter funding. See Appendix E: Funding Scenario Spreadsheets

### **Summary of Recommendations: Future Funding Increase Allocation Formula**

The committee reviewed the Funding Allocation Worksheet to determine the funding allocation when funds increase:

Funding Allocation Worksheet				
Group	Funding Level Per Allocation	# Allocation		
1	208,096	19		
2	384,819	41		
3	403655	44		
Increase Amount*		3,000,000.00		
Group	Option A	Total Increase	Total Increase by Allocation	New Funding Allocation
1	60%	1,800,000.00	94,736.84	302,832.84
2	25%	750,000.00	18,292.68	403,111.68
3	15%	450,000.00	10,227.27	413,882.27
Group	Option B	Total Increase	Total Increase by Allocation	New Funding Allocation
1	50%	1,500,000.00	78,947.37	287,043.37
2	30%	900,000.00	21,951.22	406,770.22
3	20%	600,000.00	13,636.36	417,291.36
Group	Option C	Total Increase	Total Increase by Allocation	New Funding Allocation
1	33%	999,000.00	52,578.95	260,674.95
2	33%	999,000.00	24,365.85	409,184.85
3	33%	999,000.00	22,704.55	426,359.55

\*increase amount is sample. Increase is not confirmed or guaranteed.

The FFWG voted unanimously on Option B (50-30-20) provided that the explanation be simplified with positive language.

**Summary of Recommendations: Funding Formula Data Points**

Alicia Stonebreaker (the Partnership) explained that while the variables were found their specific weight for the formula would need to be assigned to the committee. The funding formula variables spreadsheet (see Appendix E: Funding Scenario Spreadsheets).

Upon further review of the data point the committee noted that there were too many variables to consider. While this approach needed to be explored due to the complex nature of domestic violence shelter funding in California that this process would not be fair, equitable nor meaningful.

This discussion then lead to the modification of Recommendation V which is then to move toward level funding.

**Summary of Recommendations: Revert Policy**

The rational agreed upon by the FFWG is that reversions are not conducted lightly and Cal EMA conducts numerous advance efforts and notifications to prevent and help grantees rectify the situation. Ultimately, reversions hurt the whole field and they give the appearance that the funds are not needed. The FFWG noted that the primary rational for this recommendation is to stop reverting of funds.

**Summary of Recommendations: Further Research to Examine the Fiscal Requirements to Operate Shelter-based Agencies**

While this recommendation had been discussed at the FFWG meeting in May 2011, upon further discussion it was removed from the proposed list of recommendations.

### **Discussion on Method for Potential Funding Decreases**

Kathy Moore (the Partnership) asked the FFWG to discuss how Cal EMA allocated funds when there has been a decrease.

The FFWG agreed that this decrease should then be cut across the board on the same percentage. For example: if the Domestic Violence funding gets a 10% cut across the funds, then everyone would have a 10% cut.

### **Next Steps**

The committee agreed that at the next DVAC meeting that the process and overview of recommendations be mentioned. The field however will have to review and comment on the proposed recommendations prior to the official proposal to DVAC. The FFWG will receive an evaluation packet from the Partnership for the evaluation of the proposed recommendations. Once the evaluations have been collected and the Partnership has completed the report the FFWG will meet via conference call to discuss any necessary alterations.

**Adjourn 3:00 pm.**

<b>Domestic Violence Shelter Funding Formula Work Group Meeting</b>	
<b>Subject:</b>	Domestic Violence Funding Formula
<b>Facilitator:</b>	Tara Shabazz, Executive Director, California Partnership to End Domestic Violence
<b>Location:</b>	Web Conference
<b>Date and Time:</b>	October 27, 2011 at 10:30 AM
<b>Attendees:</b>	Leigh Bills (Cal EMA), Jason Stalder (Cal EMA), Pam Kallsen (Central Valley), Sharyne Harper (Far North), TuLynn Smylie (Los Angeles), Anastacia Snyder (North), Marsha Krouse-Taylor (North), Verna Griffin-Tabor (Southern), Ben Schirmer (Los Angeles), Melissa Lukin (Bay Area), Rodney Clark (Bay Area), May Rico (Central Valley), Genevieve Bardini (Central Valley)
<b>Scribe:</b>	Alicia Stonebreaker, Program Coordinator, California Partnership to End Domestic Violence

Alicia Stonebreaker (the Partnership) requested the each region share any concerns or comments that they received from the field. The FFWG noted that they had heard very little from the field with regards to questions.

### **Review Survey Evaluation**

Alicia Stonebreaker (the Partnership) discussed the evaluation report with the committee (see *Appendix G: Public Comments Survey Results*).

After reviewing the field evaluation the committee voted to alter the language “equal funding” in Recommendation I and II to “level funding”. Recommendation II was altered to include that language that this allocation is for fund increases and not fund restorations.

### **Next Steps**

The FFWG noted that once the recommendations have been altered that the report will then be presented to DVAC for any further alterations. Once any necessary edits have been made then the final report will be presented to DVAC and subsequently the field.

**Adjourn 11:30 am**

<b>Domestic Violence Shelter Funding Formula Work Group Meeting</b>	
<b>Subject:</b>	Domestic Violence Shelter Funding Formula
<b>Facilitator:</b>	Tara Shabazz, Executive Director, California Partnership to End Domestic Violence
<b>Location:</b>	Secretary of State, 1500 11 <sup>th</sup> Street, Sacramento, CA 95814 and conference call
<b>Date and Time:</b>	Thursday February 23, 2012 at 10:30 am
<b>Attendees:</b>	In person: Leigh Bills (Cal EMA), Jason Stalder (Cal EMA), Sharyne Harper (Far North), Ben Schirmer (Los Angeles), TuLynn Smylie (Los Angeles), Anastacia Snyder (North), Marsha Krouse-Taylor (North).  On the conference call: May Rico (Central Valley), Linda Miles (Far North), Melissa Lukin (Bay Area), Rodney Clark (Bay Area), Genevieve Bardini (Central Valley)
<b>Scribe:</b>	Alicia Stonebreaker, Program Coordinator, California Partnership to End Domestic Violence

**Overview and Purpose**

Tara Shabazz (the Partnership) shared the purpose of this meeting was to review and edit the report for the DVAC meeting on February 24, 2012.

Alicia Stonebreaker (the Partnership) went through the report with the work group to discuss any additional items or alterations.

**Next Steps**

Prepare a presentation for the DVAC meeting on February 24, 2012, and well as additional handouts. Leigh Bills (Cal EMA), explained that during the DVAC meeting that the recommendations will be voted on which will then be given to Cal EMA to review for final approval

**Adjourn 12:00 pm**

<b>Domestic Violence Shelter Funding Formula Work Group Meeting</b>	
<b>Subject:</b>	Domestic Violence Funding Formula
<b>Facilitator:</b>	Tara Shabazz, Executive Director, California Partnership to End Domestic Violence
<b>Location:</b>	Web Conference
<b>Date and Time:</b>	January 9, 2012 at 2:30 pm
<b>Attendees:</b>	Leigh Bills (Cal EMA), Jason Stalder (Cal EMA), Melissa Lukin (Bay Area), Rodney Clark (Bay Area), May Rico (Central Valley), Sharyne Harper (Far North), Linda Miles (Far North), Ben Schirmer (Los Angeles), Anastacia Snyder (North), Marsha Krouse-Taylor (North), Verna Griffin-Tabor (Southern), Genevieve Bardini (Central Valley)
<b>Scribe:</b>	Alicia Stonebreaker, Program Coordinator, California Partnership to End Domestic Violence

### **Overview and Purpose**

Tara Shabazz (the Partnership) shared that the verbal background which will be incorporated into the final report. Alicia Stonebreaker (the Partnership) went section by section of the draft Domestic Violence Shelter Funding Formula Work Group report. The following alterations were then suggested:

- Clarify the Working Agreements and the Guiding Principles.
- Expand on the rationale for voting that a mathematical funding formula for California would now work due to the size, population, diverse needs, etc.
- Alter the public comment section language to graphs.
- Alter language “funding pot”.
- Expand the stipulation regarding the definition of funding increasing within Recommendation II.
- Clarify that the bed count estimates were the result of surveying the field and that they were self reported.

Tara Shabazz (the Partnership) explained that the discussed alterations will be completed and the report will then be disseminated to the workgroup prior to the final face to face meeting in Sacramento scheduled for February 24<sup>th</sup>. During this next meeting the FFWC will finalize the report and prepare to present at the February 25<sup>th</sup>, DVAC meeting.

**Adjourn: 3:30 pm**

## **APPENDIX D: FUNDING WORKING AGREEMENTS AND GUIDING PRINCIPLES**

### **Domestic Violence Shelter Funding Formula Work Group Working Agreements**

17. Do not make assumptions
18. Speak from your own experiences
19. Always think of the big picture
20. Make informed decisions
21. Keep the details of the group's recommendations internal, until final language has been developed
22. Be clear with dual funded agencies
23. Remain candid
24. This group is designed to explore the possibilities and not necessarily to recommend changes
25. Avoid causing feelings of confusion within the domestic violence community
26. The language moving forward will be that the group is looking to develop a better methodology if it exists
27. Encourage one another
28. Respectful attitude and language
29. Have a sense of humor
30. Considering bringing in a consultant
31. Agencies will not receive less funding as a result of this process
32. Language to the field should remain general until a final report has been prepared

### **Domestic Violence Shelter Funding Formula Work Group Guiding Principles**

4. Support victims
5. Uphold equality and equitable practices
6. Remain cautious when discussing definitions and categorizing people as this could lead to inconsistencies
7. The funding formula should be developed by stakeholder input
8. The funding formula should have multiple factors, including but not limited to some measure of population
9. The funding formula should be simple to understand but focused on the key issues
10. The funding formula should be fair to all populations
11. The funding formula should utilize consistent definitions
12. There should be a minimum funding base
13. There should be no loss of funding to existing shelter based agencies
14. There should be provisions for adding new agencies and services
15. The funding formula will foster collaboration
16. The option of applying the formula to all domestic violence funds will be considered
17. Recognize that this is a complicated process
18. Shelters are funded differently and there are no easy answers
19. Given the diverse nature of California each domestic violence shelter is representative of the unique needs of the population that is they are serving making comparisons of agencies unrealistic.

**APPENDIX E: FUNDING SCENARIO SPREADSHEETS**

Funding Allocation Worksheet					
Group	Funding Level Per Allocation	# allocation			
1	208,096	19			
2	384,819	41			
3	403655	44			
Increase Amount*		3,000,000.00			
Group	Option A	Total Increase	Total Increase by Allocation	New Funding Allocation	
1	60%	1,800,000.00	94,736.84	302,832.84	
2	25%	750,000.00	18,292.68	403,111.68	
3	15%	450,000.00	10,227.27	413,882.27	
Group	Option B	Total Increase	Total Increase by Allocation	New Funding Allocation	
1	50%	1,500,000.00	78,947.37	287,043.37	
2	30%	900,000.00	21,951.22	406,770.22	
3	20%	600,000.00	13,636.36	417,291.36	
Group	Option C	Total Increase	Total Increase by Allocation	New Funding Allocation	
1	33%	999,000.00	52,578.95	260,674.95	
2	33%	999,000.00	24,365.85	409,184.85	
3	33%	999,000.00	22,704.55	426,359.55	

\*increase amount is sample. Increase is not confirmed or guaranteed.

## APPENDIX F: PUBLIC COMMENTS SURVEY



Greetings!

The Domestic Violence Advisory Committee (DVAC) of the California Emergency Management Agency (Cal EMA) expressed interest in developing a framework of best practices for shelter funding.

In Spring 2011, Cal EMA contracted with the California Partnership to End Domestic Violence (The Partnership) to convene a regionally representative group of State-funded shelter based agencies and facilitate a Domestic Violence Funding Formula Work Group (FFWG).

Recognizing the size and diversity of our State, as well as the complex nature of funding and running domestic violence services, the Work Group developed the following four (4) recommendations. Please review and provided comments and feedback. If you have any questions regarding this process or items within this evaluation please contact your Cal EMA Funding Formula Committee representative. If you do not know who this is please contact Alicia Stonebreaker at (916) 444-7163 x 105 or [alicia@cpedv.org](mailto:alicia@cpedv.org).

### **Recommendation I: Level Funding**

The Work Group's overarching funding recommendation is that Cal EMA should move toward equal funding allocation amounts throughout DVAP-funded shelter based agencies across the State.

Rationale: As representatives of domestic violence shelters serving victims from across the State, members of the Work Group shared perspectives and experiences of local providers while maintaining focus on the big picture interests of the field as a whole. As noted elsewhere, the Work Group identified a number of issues which contribute to the complex nature of funding and funning domestic violence services. Despite substantial evidence-gathering and numerous discussions, these complexities cannot be simplified nor minimized. As regional representatives taking into consideration these complexities, the Work Group unanimously recommend equal funding allocations in order to best support the availability of consistent service levels to victims throughout the State.

Furthermore, history has shown great strength, innovation and collaboration between and amongst California's domestic violence service providers which should be maintained and supported. Any funding formulas that weight different variables and result in disparate allocations erode these strengths.

**Position on Recommendation I:**

**Please state your position on this proposal by selecting the appropriate button:**

- Agree with proposed recommendation
- Agree with proposed recommendation if modified**

**Please specify how you would like Recommendation I modified.**

- Do not agree** with proposed changes

**Comments**

Please enter your comments in the box below. You may also cut and paste text from a word processing program into the comment. Please attach additional pages if necessary.

## Recommendation II: Allocation of Future Funding Increases to Achieve Level Funding

In order to achieve Level Funding, the Work Group recommends that Cal EMA apply a temporary allocation formula with any increased funds:

- 1) 50% of increased funds should be granted to the 19 Group 1 allocations;
- 2) 30% of increased funds should be granted to the 41 Group 2 allocations; and,
- 3) 20% of increased funds should be granted to the 44 Group 3 allocations.

Rationale: The task of this Work Group was predicated on the desire to reduce current disparities as outlined above. With the overarching goal of Level Funding allocations, the Work Group proposes a formula by which Cal EMA should systematically increase allocations until the gaps between Groups 1, 2 and 3 are closed.

Groups listed include:

- Group 1 includes 19 projects receiving approximately \$208,096
- Group 2 includes 41 projects receiving approximately \$384,819
- Group 3 includes 44 projects receiving approximately \$403,665

### Position on Recommendation II:

Please state your position on this proposal by selecting the appropriate button:

- Agree with proposed recommendation
- Agree with proposed recommendation if modified**

**Please specify how you would like Recommendation II modified.**

- Do not agree** with proposed changes

### Comments

Please enter your comments in the box below. You may also cut and paste text from a word processing program into the comment. Please attach additional pages if necessary.

### Recommendation III: Funding Decreases

The Work Group recommends that Cal EMA administer any decreases to the DVAP funding by passing the percentage of the reduction down to Grantees in a straight, across-the-board manner. For example, if the DVAP funding is reduced by 10%, then all allocations should each receive a 10% reduction.

Rationale: Similar to the rationale for the Level Funding and Funding Increase recommendations, the Work Group's Funding Decrease recommendation is rooted in their Guiding Principles promoting equal and equitable decisions about funding allocations. Since Level Funding is the desired goal, any future funding decreases should be equally reduced in order to maintain level (albeit lower) funding allocations.

#### Position on Recommendation III:

**Please state your position on this proposal by selecting the appropriate button:**

- Agree with proposed recommendation
- Agree with proposed recommendation if modified**

**Please specify how you would like Recommendation III modified.**

- Do not agree** with proposed changes

#### Comments

Please enter your comments in the box below. You may also cut and paste text from a word processing program into the comment. Please attach additional pages if necessary.

## Recommendation IV: Reversion Policy & Procedures

Cal EMA requested input from the Work Group regarding challenges experienced with Grantees are unable to spend funding allocations and must revert funds back to the Agency. Thus, the Work Group recommends that beginning with fiscal year 2011-12, Cal EMA should apply a Reversion policy to Grantees that revert more than \$2,500 each year over two (2) consecutive years with the following guidelines:

- 1) Cal EMA should deduct the smallest annual amount reverted within the last 2-year period from these Grantees;
- 2) The deduction penalty should be at least one (1) year;
- 3) When decreased, Grantees must work w/ Cal EMA to develop and implement plans to prevent future reversions; and,
- 4) Reverted/decreased Grantees should not receive any DVAP-wide increases during this period.

Rationale: As stated above, the reversion of funds is problematic for a number of reasons. The Work Group universally agreed that such reversions are a detriment to the entire domestic violence field in this State. They are concerned that any such revisions might permit others to infer that these funds are not needed – when the reality is these funds are crucial and shelter services are presently under-funded.

In addition, Cal EMA has strong agency-wide mandates against funding reversions. When considering such reversions, these decisions are made after great deliberation. Cal EMA wants Grantees to succeed in delivering services and conducts numerous efforts and advance notifications to prevent reversions and to help Grantees rectify these situations.

In anticipation of potential questions, Cal EMA and the Work Group discussed what happens to reverted funds. Cal EMA will continue to manage this internally, returning reverted funds to the DVAP funding as allowed. Within the funding mandates, VOCA and VAWA funds get reverted to Cal EMA's DV Assistance Program; however, FVPSA and State General funds may have to be reverted back to the Feds (in which case California loses them entirely).

Although the Work Group provided the above reversion recommendation at Cal EMA's request, they concluded that the primary emphasis and message to the field should remain: Don't revert funds.

### Position on Recommendation IV:

Please state your position on this proposal by selecting the appropriate button:

- Agree with proposed recommendation  
 Agree with proposed recommendation if modified

Please specify how you would like Recommendation IV modified.

- Do not agree with proposed changes

Comments

Please enter your comments in the box below. You may also cut and paste text from a word processing program into the comment. Please attach additional pages if necessary.

**Please share any additional comments or feedback regarding the recommendations.**

Thank you for sharing your comments. If you have any further questions please contact your Cal EMA Funding Formula Committee representative. If you do not know who this is please contact Alicia Stonebreaker at (916) 444-7163 x 105 or [alicia@cpedv.org](mailto:alicia@cpedv.org).

**Please fax or email:**

Attention: Alicia Stonebreaker

Fax: (916) 444-7165

Email: [alicia@cpedv.org](mailto:alicia@cpedv.org)

## APPENDIX G: PUBLIC COMMENTS SURVEY RESULTS



### Cal EMA Funding Formula Recommendations

#### Field Evaluation Report

The Domestic Violence Advisory Committee (DVAC) of the California Emergency Management Agency (Cal EMA) expressed interest in developing a framework of best practices for shelter funding.

In Spring 2011, Cal EMA contracted with the California Partnership to End Domestic Violence (The Partnership) to convene a regionally representative group of State-funded shelter based agencies and facilitate a Domestic Violence Funding Formula Work Group (FFWG).

The FFWG developed four recommendations which were announced to the field for comments and evaluation. Cal EMA funded domestic violence shelter based agencies were notified of the survey and 38 respondents completed the survey.

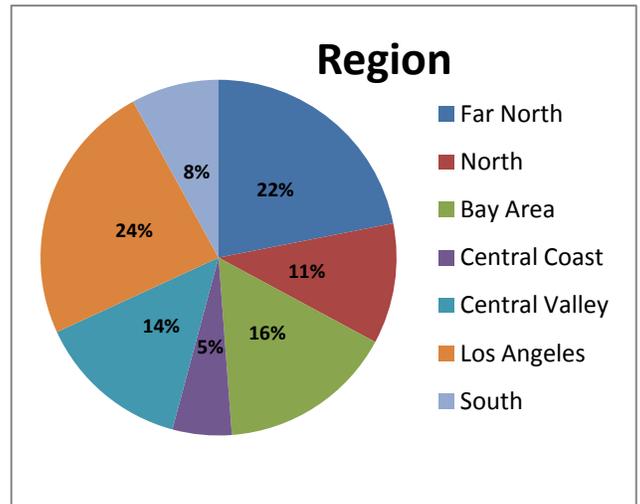
The following report summarizes the evaluations of the four recommendations developed by the FFWG.

Of the 38 respondents, 37 specified the region that they are located in. The Los Angeles Regional made up 24% of the respondents and Far North made up 22%. Each region was represented to some extent.

#### Recommendation I: Level Funding

The Work Group's overarching funding recommendation is that Cal EMA should move toward equal funding allocation amounts throughout DVAP-funded shelter based agencies across the State.

Rationale: As representatives of domestic violence shelters serving victims from across the State, members of the Work Group shared perspectives and experiences of local providers while maintaining focus on the big picture interests of the field as a whole. As noted elsewhere, the Work Group identified a number of issues which contribute to the complex nature of funding and funding domestic violence services. Despite substantial evidence-gathering and numerous discussions, these complexities cannot be simplified nor minimized. As regional representatives taking into consideration these complexities, the Work Group unanimously recommend equal funding allocations in order to best support the availability of consistent service levels to victims throughout the State.



Furthermore, history has shown great strength, innovation and collaboration between and amongst California's domestic violence service providers which should be maintained and supported. Any funding formulas that weight different variables and result in disparate allocations erode these strengths.

Of the 38 respondents, 31 provided comments regarding Recommendation I. 67.7% stated that they agree with the proposed recommendation, 25.8% stated they do not agree with the proposed recommendation, and 6.5% that they agree with the proposed recommendation if modified.

Respondents who expressed that that they would agree with the proposed recommendation if modified were asked to specify what they would like to modify. Their comments include:

- The recommendation must define what equal funding means - based on number of Shelters, offices, etc?
- There is a wide range of size and service area for shelters. If the proposed funding is split by counties on a per capita basis and then evenly split between the shelters, this would more closely equate to shelters receiving funding comparable to the number of clients they serve. An example of this is San Bernardino County has 6 shelters and Riverside County has 2, yet both counties have similar populations. It would be fair for the larger shelters of Riverside to receive more funding.

Overall comments regarding Recommendation I include:

- Define "equal funding allocation" under rationale
- Not all shelter based agencies serve the same capacity
- We feel it would be more fair to fund per shelter because funding across the board will bring up other inequalities e.g. higher cost of doing business in urban areas, lack of services in rural and northern areas, one shelter with many beds vs. one with fewer beds, etc.
- This recommendation does not take into consideration counties where there is only one DV shelter vs. counties where there are multiple shelters. Therefore, counties where there are only one shelter providing services to the entire population suffer dramatic decreases in funding. It rewards Counties/populations where there are multiple and often competing shelters while this adds confusion for clients seeking services, increases administrative costs dramatically, decreases collaboration and coordination, and is not best practice! This is not a sustainable funding formula particularly in these tough economic times. I believe a more reasonable funding formula would take into consideration per capita issues as well as weighting other complex considerations such as urban/rural and special populations. I know this is not a simple task but it does not make sense to me that shelters that provide more/less services to larger/smaller populations and urban and rural centers receive the same amount of funding.
- Our area is very expensive, and the cost to maintain a shelter and the services that surround it cost more than they do in, say, Redding or Fresno.
- The equal funding approach also benefits clients who will receive the best service available v.s. being a statistic in weighted average to secure funding.
- While I understand the concerns of a funding formula and all the complexities involved, I do not believe allocating the same amount to all agencies is efficient or equitable. The reality is that there are more costs involved in running agencies that serve more people. My concern is that smaller agencies will not be able to spend the funding they receive; it is my understanding this is already a problem in some cases. I don't want to see clients in some areas of the state deprived of services because the agency they turned to

insufficient funding while other agencies are forced to return monies they can't spend. I think a tiered approach is better; it seems to me this should be reconsidered.

## **Recommendation II: Allocation of Future Funding Increases to Achieve Level Funding**

In order to achieve Level Funding, the Work Group recommends that Cal EMA apply a temporary allocation formula with any increased funds:

- 1) 50% of increased funds should be granted to the 19 Group 1 allocations;
- 2) 30% of increased funds should be granted to the 41 Group 2 allocations; and,
- 3) 20% of increased funds should be granted to the 44 Group 3 allocations.

Rationale: The task of this Work Group was predicated on the desire to reduce current disparities as outlined above. With the overarching goal of Level Funding allocations, the Work Group proposes a formula by which Cal EMA should systematically increase allocations until the gaps between Groups 1, 2 and 3 are closed.

Groups listed include:

- Group 1 includes 19 projects receiving approximately \$208,096
- Group 2 includes 41 projects receiving approximately \$384,819
- Group 3 includes 44 projects receiving approximately \$403,665

Of the 38 respondents, 30 provided comments regarding Recommendation II. 70% stated that they agree with the proposed recommendation, 26.7% stated they do not agree with the proposed recommendation, and 3% that they agree with the proposed recommendation if modified.

Respondents who expressed that that they would agree with the proposed recommendation if modified were asked to specify what they would like to modify. Their comments include:

- I'd like to know what the group think is on this question

Overall comments regarding Recommendation II include:

- What about counties that have only one DV org, and others that have multiple - isn't there a flaw in the thinking about equity if somehow this isn't thought about in terms of increases?
- We do not agree with the first recommendation, and hence, do not agree with this.
- Again, if the allocations were based on cost of living indexes, the amounts allocated would be fairer. We are in an area particularly hard hit--more joblessness than the statewide average--and higher costs for food, fuel, housing, etc. This will hurt us disproportionately.

## **Recommendation III: Funding Decreases**

The Work Group recommends that Cal EMA administer any decreases to the DVAP funding by passing the percentage of the reduction down to Grantees in a straight, across-the-board manner. For example, if the DVAP funding is reduced by 10%, then all allocations should each receive a 10% reduction.

Rationale: Similar to the rationale for the Level Funding and Funding Increase recommendations, the Work Group's Funding Decrease recommendation is rooted in their Guiding Principles promoting equal and equitable decisions about funding allocations. Since Level Funding is the desired goal, any future funding decreases should be equally reduced in order to maintain level (albeit lower) funding allocations.

Of the 38 respondents, 30 provided comments regarding Recommendation III. 80% stated that they agree with the proposed recommendation, 16.7% stated they do not agree with the proposed recommendation, and 3% that they agree with the proposed recommendation if modified.

Respondents who expressed that that they would agree with the proposed recommendation if modified were asked to specify what they would like to modify.

Overall comments regarding Recommendation III include:

- Unless there is a change in thinking based on how many DV shelter based agencies are in each county
- The reduction should be spread using the same formula as the increase.
- Again, the premise is that all shelters cost the same to operate--not true. This will affect us negatively.
- One member agency in the Far North Region brought up an interesting point/question. If funding had to be reduced by 10% and all agency allocations were reduced by 10%, then, when the funding was again increased, would everyone be increased equally until the initial 10% decrease was restored or would the increase be at the 50-30-20% rate?

#### **Recommendation IV: Reversion Policy & Procedures**

Cal EMA requested input from the Work Group regarding challenges experienced with Grantees who are unable to spend funding allocations and must revert funds back to the Agency. Thus, the Work Group recommends that beginning with fiscal year 2011-12, Cal EMA should apply a Reversion policy to Grantees that revert more than \$2,500 each year over two (2) consecutive years with the following guidelines:

- 1) Cal EMA should deduct the smallest annual amount reverted within the last 2-year period from these Grantees;
- 2) The deduction penalty should be at least one (1) year;
- 3) When decreased, Grantees must work w/ Cal EMA to develop and implement plans to prevent future reversions; and,
- 4) Reverted/decreased Grantees should not receive any DVAP-wide increases during this period.

Rationale: As stated above, the reversion of funds is problematic for a number of reasons. The Work Group universally agreed that such reversions are a detriment to the entire domestic violence field in this State. They are concerned that any such revisions might permit others to infer that these funds are not needed – when the reality is these funds are crucial and shelter services are presently under-funded.

In addition, Cal EMA has strong agency-wide mandates against funding reversions. When considering such reversions, these decisions are made after great deliberation. Cal EMA wants Grantees to succeed in delivering services and conducts numerous efforts and advance notifications to prevent reversions and to help Grantees rectify these situations.

In anticipation of potential questions, Cal EMA and the Work Group discussed what happens to reverted funds. Cal EMA will continue to manage this internally, returning reverted funds to the DVAP funding as allowed. Within the funding mandates, VOCA and VAWA funds get reverted to Cal EMA's DV Assistance Program; however, FVPSA and State General funds may have to be reverted back to the Feds (in which case California loses them entirely).

Although the Work Group provided the above reversion recommendation at Cal EMA's request, they concluded that the primary emphasis and message to the field should remain: Don't revert funds.

Of the 38 respondents, 30 provided comments regarding Recommendation VI. 90% stated that they agree with the proposed recommendation, and 10% that they agree with the proposed recommendation if modified.

Respondents who expressed that that they would agree with the proposed recommendation if modified were asked to specify what they would like to modify. Their comments include:

- I agree with the proposal however, once funds are uncommitted after 2 years of not spending to the contractual level, I do not see a means to regain the funding. In working with the SD Continuum of Care funding allocation, one funding is lost due to performance or other factors, it is permanent. I would recommend the same except for future allocations.
- Eliminate #4

Overall comments regarding Recommendation VI include:

- Other considerations for this policy: Cal EMA provide timely notice of funding so that recruitment, hiring, board approvals, are all taken into consideration as reasons those DV agencies not being able to spend out as planned. This happened in 2009-10. Thank you
- Funds should be reallocated to high-performing agencies.
- Please consider that the recommendation will be in normal fiscal years
- eliminate #4
- Additional budgeting assistance for each agency should be looked at to prevent any reversions.
- There should be quarterly notification to shelter based agencies that are below funding level with a request why for an accounting as to the cause. Gives agencies every opportunity to spend their dollars.

## Comments

Respondents were asked to share any additional comments regarding the recommendations.

- I cannot find notes from any of my regional meetings that mention this workgroup or its efforts. Thank you for your work nonetheless!
- I think it is great that you are asking these questions and seeking input. Thank you.
- We have had to fight to get differentiated funding based on cost of living. Increasingly with flat line funding, this will become an enclave for the rich only--no one who receives services, or provides them, will be able to afford to live here.
- The inequity in funding needs to be permanently resolved immediately.
- Thank you to the work group for their input. I think we all learned a valuable lesson from the Rape Crisis field.
- Having a close working relationship with Cal EMA and the Partnership lets us all have a voice in how funding issues affect our mission. Thank you to all that have worked on these recommendations!
- Well thought out, fair-equitable recommendation.
- We feel strongly that the first recommendation should not be implemented as an equal distribution is not truly equal.

## **APPENDIX H: DOMESTIC VIOLENCE FUNDING FORMULA WORK GROUP EVALUATION RESULTS**

The Funding Formula Work Group was requested to complete the following survey:



### **DOMESTIC VIOLENCE FUNDING FORMULA WORK GROUP EVALUATION**

1. Were your expectations for this workgroup met? Please explain.
2. During the process did anything surprise you? Please explain.
3. Did you have any milestone moments that marked positive progress with the committee? Please explain.
4. Did you experience any frustrations or challenges with this process? Were they overcome? If so, how? If not, why not?
5. If you could have had additional information for this committee what would it have been?
6. If you were to do this all over again, knowing what you know now, would you do anything differently?
7. Please share any additional comments or observations.
8. If this process were to be done again in the future would you be willing to discuss your experience at that time?



## DOMESTIC VIOLENCE FUNDING FORMULA WORK GROUP EVALUATION RESULTS

9. Were your expectations for this committee met? Please explain.
- Yes. I expected and received the open and frank discussions worthy of our group.
  - Yes. It worked exactly as I had hoped
  - Yes
  - It was okay but I expected it to be more detailed with the Committee doing some of the work.
  - Yes. It was a good process. I enjoyed being able to discuss the different perspectives to developing a funding formula.
  - Yes. I think we generated a very sound set of guidelines.
  - Yes, I thought we would create a formula based on a combination of the variables discussed (population, numbers served, geographic location) and actually think we backed off that a bit prematurely (partly because Ben was so vocal about not using them and his personal opinion seemed to sway the group). However, I really like the final product as well and am pleased with how thoughtful it is. I was also surprised it was completed and agreed upon so quickly; nice team work and good leadership!
10. During the process did anything surprise you? Please explain.
- I was surprised that some of our sister agencies were not spending all of their funds.
  - No
  - How truly different each of the shelter based agencies are and unable to decide/select a criteria for basing the funding formula.
  - No surprises
  - Not really. I enjoyed the openness of the Cal EMA folks, and the willingness of all the participants to see contrary viewpoints.
11. Did you have any milestone moments that marked positive progress with the committee? Please explain.
- No.
  - I think working through the process led to the conclusion that was only foreseeable having been through the process.
  - No it was a good Committee and everyone was so willing to contribute and talk things through that it was great.
  - No.
  - When we were in Sac that first time and started floating the idea of a formula. That was tough going, but good work. People were very respectful and engaged. I was sorry to miss one of the meetings.
12. Did you experience any frustrations or challenges with this process? Were they overcome? If so, how? If not, why not?
- Initially our conversations covered areas (how the needs for rural vs. urban areas were weighted) that had been addressed in other forums (i.e. – DHS convened meetings). This was eventually overcome.
  - No
  - Again the frustration with not working the numbers and that was just a fact.

- Not really – some slight frustration with the Rural/Urban contrast/conflicts – constantly bringing up the differences, when really, both groups face challenges based on size, density, etc. of the region.
  - Not really. I am so relieved that we won't be cut because we are one of the larger agencies. I was sorry that some of the field's feedback seemed to indicate that they were not necessarily clear about the proposal and so rejected the ideas outright. Would have liked a better way to communicate the proposals before getting their feedback, but not sure how.
13. If you could have had additional information for this committee what would it have been?
- Nothing comes to mind.
  - NA
  - Details for the Committee about each shelter based agency so that a face was put on the various decisions. There was just an overall feeling that this would not work because.
  - Maybe that the group's conclusions were not binding on Cal EMA, that they were only recommendations.
14. If you were to do this all over again, knowing what you know now, would you do anything differently?
- I would not do anything differently. I think that these types of discussions have to work through a process, getting everything out on the table, prior to moving on to the hard choices.
  - No
  - Again, just the details which would put a real face on the overall problem of lack of funding for the entire state
  - No.
15. Please share any additional comments or observations.
- NA.
  - Great process! Great opportunity for participation and feedback from the field.
  - None.
  - I think Leigh and you, Alicia, are terrific. Nice work.
16. If this process were to be done again in the future would you be willing to discuss your experience at that time?
- Yes.
  - Sure
  - It was a good experience hearing about how others have faced this problem and dealt with it but we all had reinforced that California is different due to size and diversity
  - Yes.
  - Sure!