



WISCONSIN COALITION AGAINST SEXUAL ASSAULT

A Population-based Staffing Model for State-Funded Sexual Assault Prevention & Victim Services *June 2018*

Goal:

Provide standardized, core sexual assault prevention initiatives and victim services in every county in Wisconsin.

Solution:

To meet this goal, this brief's Population-based Staffing Model shows the need to increase funding for the Sexual Assault Victim Services (SAVS) grant program, from \$2.138 million General Purpose Revenue (GPR) to **\$5.88 million** annually GPR.ⁱ

As part of that increase, 5% of the annual SAVS funding (**\$0.294 million** annually GPR, based on \$5.88 million) should be appropriated to support the Wisconsin Coalition Against Sexual Assault (WCASA) to meet the need for increased training and technical assistance to SAVS grantees. WCASA is the only state-wide membership, training and technical assistance agency in Wisconsin for Sexual Assault Service Providers (SASPs). WCASA receives no state and limited federal funds to provide technical assistance and training. As illustrated by Table 1, a model exists for funding training and technical assistance efforts utilizing state domestic abuse funds administered by the Wisconsin Department of Children and Families (DCF). These funds are directed to End Domestic Abuse Wisconsin, the state domestic abuse coalition.

Rationale:

Each county needs at least a minimum number of SAVS-funded, full-time employees (FTEs) based on the population of the county (see Table 2). SAVS grantees cannot sufficiently serve even the least-populated county with less than one FTE. Baseline funding for one FTE should be at least \$40,000 per year, including benefits.ⁱⁱ As illustrated in Table 3, SAVS' current funding level clearly does not provide for the necessary staffing levels to meet the goal.

Background:

Administered by the Wisconsin Department of Justice, SAVS is Wisconsin's **only state program that funds sexual assault prevention initiatives and response services for survivors** and their families. Grantees' core activities include providing 24/7 crisis hotlines, personal support, guidance in the medical and criminal justice processes, and prevention and education initiatives. As demonstrated in Table 1, there is a great disparity in funding levels for domestic abuse services when compared to sexual assault services, despite data indicating greater prevalence levels for sexual assault.ⁱⁱⁱ

These service providers also **play a key role in the reporting and eventual prosecution of sexual violence crimes**. Survivors who work with a community-based advocate are more likely to engage with the criminal justice system, which increases the ability of the system to hold perpetrators accountable and to make our communities safer.

In Wisconsin:

- **440,000** women have experienced rape in their lifetime
- **787,000** women have experienced contact sexual violence
- **404,000** men have experienced contact sexual violence.^{iv}

In 2017, SAVS grantees had **only enough funds to serve 14,291 survivors**.^v Sexual assault services are stretched so thin that survivors often encounter waiting lists for therapy services and long drives to get the help they need. Grantees also report an increased request for services due to a variety of factors, some of

which will continue to increase with time. Survivors on college campuses are accessing services at increased levels, which is likely attributed to increased efforts at combatting sexual assault by universities. The #MeToo campaign has led not only to increased hotline calls and drop-in visits by victims, but also requests for training and technical assistance as employers look to address sexual harassment in the workplace. As unsubmitted sexual assault kits are tested as part of the Wisconsin Sexual Assault Kit Initiative, grantees will experience an increased demand for their services as testing results come back. Finally, survivors from marginalized communities are disparately impacted by sexual violence and experience greater barriers to accessing services.^{vi} As a result, WCASA is working with grantees to remove those barriers with the intended goal of increasing demand for services by survivors from marginalized communities.

In addition to the human cost,^{vii} **the economic cost of rape ranges from \$87,000 to \$240,776 per sexual assault**, accounting for medical and victim services, loss of productivity, decreased quality of life, and law enforcement resources.^{viii} Rape has the **highest annual victim costs at \$127 billion** (excluding child sex abuse), followed by assault at \$93 billion, murder (excluding arson and drunk driving deaths) at \$71 billion, drunk driving (including fatalities) at \$61 billion, and child abuse at \$56 billion.^{ix}

Table 1. Funding for Training and Technical Assistance Model

DCF Domestic Abuse Grants	DOJ SAVS Grants
\$12,720,465 GPR ^x	\$2,138,700 GPR
Grants to End Domestic Abuse Wisconsin for Training and Technical Assistance	Grants to WCASA for Training and Technical Assistance
\$741,938	\$0

Table 2. Population-FTE Scale

County Population	SAVS-Funded FTEs Needed
4,000 to 10,000	1
10,000 > to 150,000	2
150,000 > to 250,000	2.5
250,000 > to 400,000	3
400,000 > to 600,000	3.5
600,000 > to 1 million	4

Table 3. Minimum Necessary SAVS-Funded Staffing by County

Population^{xi}	County	Minimum FTEs Needed^{xii}	Estimated FTEs (2018 SAVS Funding)^{xiii}
4,481	Florence	1	.32
4,522	Menominee	1	.51
5,917	Iron	1	.98
7,335	Pepin	1	.38
9,127	Forest	1	.28
13,188	Buffalo	2	0
13,675	Price	2	.42
14,333	Rusk	2	.42
14,985	Bayfield	2	.49
15,050	Marquette	2	.79
15,328	Burnett	2	.32

Population^{xi}	County	Minimum FTEs Needed^{xii}	Estimated FTEs (2018 SAVS Funding)^{xiii}
15,694	Washburn	2	.42
16,103	Ashland	2	.49
16,392	Crawford	2	.48
16,437	Sawyer	2	1.15
16,853	Lafayette	2	.37
17,662	Richland	2	.48
18,836	Green Lake	2	1.17
19,410	Langlade	2	.97
20,215	Adams	2	.79
20,444	Kewaunee	2	.87
20,540	Taylor	2	.59
20,652	Jackson	2	.22
21,398	Vilas	2	.28
23,825	Iowa	2	.37
24,178	Waushara	2	0
26,395	Juneau	2	.79
27,766	Door	2	.81
28,493	Lincoln	2	.86
29,509	Trempealeau	2	1.17
30,362	Vernon	2	.48
34,423	Clark	2	.36
35,563	Oneida	2	.28
37,063	Green	2	.37
37,417	Oconto	2	.81
40,958	Pierce	2	.43
41,298	Marinette	2	.81
41,579	Shawano	2	.51
43,437	Polk	2	.32
43,698	Douglas	2	1.17
44,305	Dunn	2	.38
45,379	Monroe	2	.66
45,455	Barron	2	0
49,491	Calumet	2	.41
51,829	Grant	2	.37
52,066	Waupaca	2	.70
56,615	Columbia	2	.79
63,379	Sauk	2	.79
63,460	Chippewa	2	.67
70,482	Portage	2	.70
73,608	Wood	2	1.30
80,160	Manitowoc	2	.70
84,395	Jefferson	2	1.25
86,759	St. Croix	2	.43
87,470	Ozaukee	2	1.02
88,574	Dodge	2	1.14
101,564	Eau Claire	2	.89
101,759	Fond du Lac	2	1.17
103,527	Walworth	2	1.05
115,290	Sheboygan	2	1.07

Population^{xi}	County	Minimum FTEs Needed^{xii}	Estimated FTEs (2018 SAVS Funding)^{xiii}
118,011	La Crosse	2	2
133,251	Washington	2	.89
135,780	Marathon	2	.87
161,188	Rock	2.5	.37
168,068	Kenosha	2.5	1.50
169,511	Winnebago	2.5	2.11
182,006	Outagamie	2.5	.41
195,163	Racine	2.5	1.38
256,670	Brown	3	.81
395,118	Waukesha	3	.63
516,284	Dane	3.5	2.25
956,406	Milwaukee	4	6.34
		TOTAL: 147	

Attachment #1
A Proposal
for State-Funded Technical Assistance to Enhance
Sexual Assault Prevention & Victim Services
June 2018

Goal:

Provide high quality technical assistance to enhance sexual assault prevention initiatives and victim services in every county in Wisconsin.

Solution:

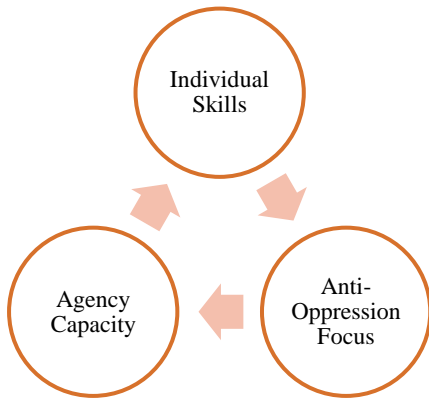
WCASA is advocating to increase funding for the SAVS grant program, from \$2.138 GPR to **\$5.88 million** annually GPR. As part of that increase, 5% of the annual SAVS funding (**\$0.294 million** annually GPR, based on \$5.88 million) should be appropriated to WCASA to meet the need for increased training and technical assistance to SAVS grantees.

Rationale:

As counties are fully funded for providing high quality prevention initiatives and victim services, there will be a corresponding increased demand for training and technical assistance to SAVS grantees. WCASA is the only state-wide membership, training and technical assistance agency in Wisconsin for SASPs. With existing funding, WCASA has increased its core advocacy training to four times per year. Demand for that training remains high even at the current SAVS funding level. In the past year, WCASA provided over 200 trainings reaching more than 3,000 participants (See Figure 1). In the past year, WCASA responded to over 1600 technical assistance requests reaching 100% of SASPs with existing technical assistance funding. (See Figure 2).

At current SAVS funding levels, grantees are often forced to make the impossible decision between providing victim services and focusing on prevention initiatives. As a result, many grantees focus on victim services over prevention when utilizing SAVS funds. When counties are fully funded for both prevention and victim services, WCASA will be uniquely positioned to meet the demand for increased prevention related training and technical assistance by utilizing its experienced staff and prevention infrastructure.

Finally, WCASA is currently implementing an intensive, capacity-building technical assistance model with seven SAVS grantees. The Sexual Assault Service Provider Program Development Initiative (SASP-PDI) is based on best practices from a national project – called the Sexual Assault Demonstration Initiative (SADI) – funded by the Office of Violence Against Women.^{xiv} SADI was the first large-scale project to address challenges dual-service programs (agencies that serve both sexual assault and domestic abuse victims) face in reaching sexual assault survivors. This model recognizes that the needs of sexual assault survivors are complex and require specialized training and expertise.



WCASA’s SASP-PDI takes a multi-faceted approach to program development and improvement, including: improving individual knowledge and skills; building agency capacity; and incorporating an anti-oppression focus, to ensure services meet the needs of all survivors. The seven SASPs were selected through a competitive process to participate in this 15-month project, which began in 2018. During this time, SASPs meet monthly with WCASA staff and other experts to assess program services to identify gaps and opportunities. While only halfway through the initial cohort, programs have not only begun to enhance services for survivors, they are also changing agencies policies and procedures to support sustained change.

WCASA’s long term vision is to expand the SASP-PDI model beyond the seven programs currently participating in the project. There are currently 56 SASPS, of which 46 are dual service agencies. Increased training and technical assistance funds are required to both expand the SASP-PDI model and to respond to the increased demand for training and technical assistance as SAVS grantees hire additional FTE’s as indicated in our Population-Based Staffing Model.

For more information, please contact Ian Henderson, Director of Legal and Systems Services, at 608-257-1516 ext. 104 or ianh@wcasa.org, or visit www.wcasa.org.

The Wisconsin Coalition Against Sexual Assault, Inc. (WCASA) is a membership agency comprised of 56 sexual assault service provider agencies across the state working to end sexual violence in Wisconsin. WCASA works to ensure that every victim in Wisconsin gets the support and care they need. WCASA’s mission is to create the social change necessary to end sexual violence.

Figure 1. WCASA Training Data

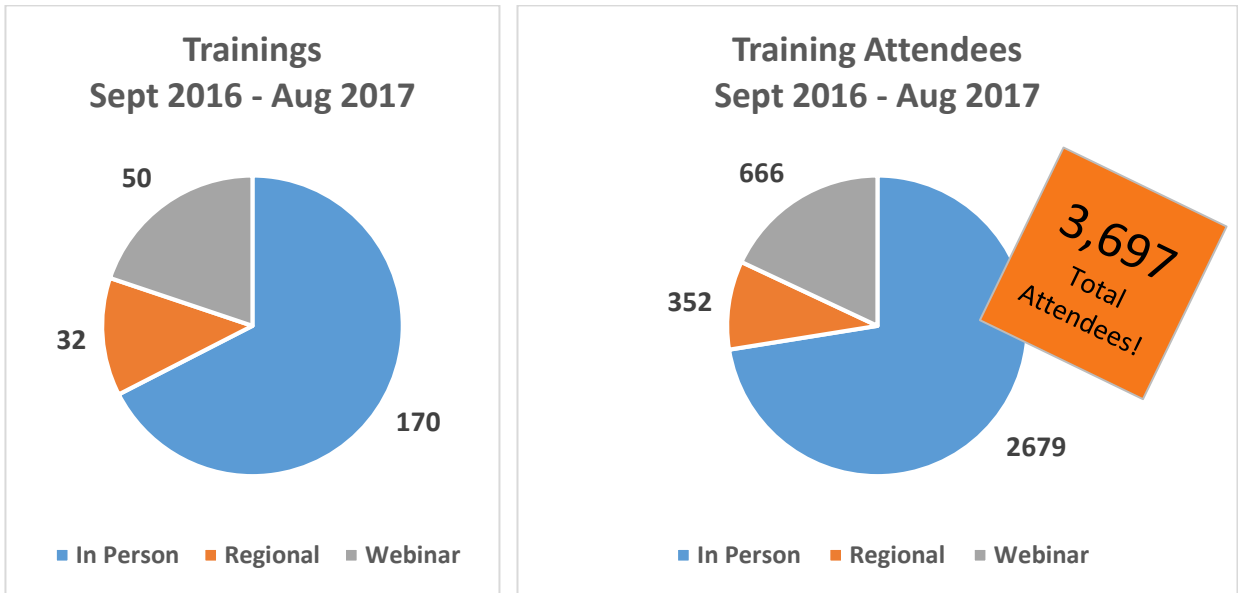


Figure 2. WCASA Technical Assistance Data

Technical Assistance (TA) Totals & Top Areas

>1600 TA Requests
Sept 2016 - Aug 2017

Top TA Areas	Total
Prevention	429
Underserved Populations	382
Advocacy	376
Program Support & Development	322
Community Development & Organizing	226
Evaluation	208

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- ⁱ Calculation: 147 FTEs x \$40,000 per FTE per year = \$5.88 million per year.
- ⁱⁱ FTE compensation based on End Domestic Abuse Wisconsin's Salary Survey, December 2015, and the Wisconsin Governor's Council on Domestic Abuse *2014-2020 Long Range Plan for a Safe Wisconsin*, Appendix: Operating a Domestic Violence Program: A Fair Minimum. Regarding the latter, see Client Services / Advocacy Staff under Nonresidential Program (\$80,000/year for two FTEs). Note: sexual assault victim advocates and domestic violence staff have different training, skill sets and responsibilities; however, their pay should be commensurate.
- ⁱⁱⁱ Prevalence estimates from the National Intimate Partner and Sexual Violence Survey: 2010-2012 State Report. Published 2017. Centers for Disease Control and Prevention.
<https://www.cdc.gov/violenceprevention/nisvs/infographic.html>
- ^{iv} Prevalence estimates from the National Intimate Partner and Sexual Violence Survey: 2010-2012 State Report. Published 2017. Centers for Disease Control and Prevention.
- ^v Email correspondence with Wisconsin Department of Justice, February 21, 2018.
- ^{vi} Sexual Violence in Communities of Color. The Women of Color Network, Inc. FAQ Collection. (2017).
<http://www.wocninc.org/wp-content/uploads/2017/02/SAFAQ.pdf>
- ^{vii} a) As a result of sexual assault, survivors are: 3 times more likely to suffer from depression; 6 times more likely to suffer from post-traumatic stress disorder; 13 times more likely to abuse alcohol; 26 times more likely to abuse drugs; and 4 times more likely to contemplate suicide.
--World Health Organization. (2002). <https://www.rainn.org/get-information/statistics/sexual-assault-victims>
- b) Survivors of childhood sexual abuse experience significant problems with educational attainment, job performance, and earnings.
--MacMillan, R. (2000). Adolescent victimization and income deficits in adulthood: Rethinking the costs of criminal violence from a life-course perspective, *Criminology*, 38, 553-588. Anda et al. (2004). Childhood abuse, household dysfunction, and indicators of impaired worker performance in adulthood. *The Permanente Journal*, 8(1), 30-38.
<http://xnet.kp.org/permanentejournal/winter04/childhood.pdf>
- ^{viii} Each study uses a slightly different methodology. The White House Council on Women and Girls. "Rape and Sexual Assault: A Renewed Call to Action." (January 2014).
http://www.whitehouse.gov/sites/default/files/docs/sexual_assault_report_1-21-14.pdf
- ^{ix} Although it is an older source, "Victim Costs and Consequences" is helpful because it compares the costs of sexual assault to that of other violent crimes. This study's data was also included in the White House report. Miller et al. (1996). Victim costs and consequences: A new look (NCJ 155282).
<https://www.ncjrs.gov/pdffiles/victcost.pdf>
- ^x Email correspondence with Legislative Fiscal Bureau, May 11, 2018.
- ^{xi} Wisconsin population estimates via US Census Bureau, American Fact Finder, Table: PEPANNRES - Annual Estimates of the Resident Population: April 1, 2010 to July 1, 2014.
- ^{xii} Based on the Population-FTE Scale.
- ^{xiii} These are estimated staffing levels (portions of a full-time employee [FTE]) calculated with certain assumptions and therefore may not reflect actual staffing levels. In the case of multiple counties receiving one grant, we assumed equal division of the grant among counties. This may not be how the grants are actually divided. See the Wisconsin Department of Justice's 2017 data for the SAVS grant program (January 1 – December 31, 2017).
- ^{xiv} Sexual Assault Demonstration Initiative Final Report. The Resource Sharing Project. (January 2017).
http://www.resourcesharingproject.org/sites/resourcesharingproject.org/files/publications_nsvrc_report_s_sadi-final-report.pdf