



State Funding for Organizations that Serve Victims of Violence Against Women

1990-2000

Etty Konor

March 2000

Adva Center, P.O. B. 36529, Tel Aviv 61364, Tel. 03-5608871, Fax. 03-5602205

Email: advainfo@netvision.net.il

This report was written and published with the help of a grant from:

US/Israel Women to Women

Adva Center receives ongoing support from:

The New Israel Fund

The Ford Foundation

The Jacob and Hilda Blaustein Foundation

NOVIB

General

The Ministry of Labor and Social Affairs, the State Bequests Committee of the Ministry of the Interior, and the local municipalities in Israel provide financial support to three types of organizations that deal with women victims of violence: (1) shelters for battered women; (2) rape crisis centers; and (3) domestic violence prevention centers.

In the year 2000, the allocation for all these organizations totals NIS 21.6 million. As evident in the following table, support for these organizations was much lower at the start of the decade. Funding reached a plateau in 1998, and has not significantly changed since then.

**Total State Funding for Organizations that Serve
Women Victims of Violence 1990-2000**
(in thousands of shekels, at constant 1999 prices)

	Shelters for Battered Women			Rape Crisis Centers		Domestic Violence Prevention Centers		Total
	Labor & Social Affairs Ministry	Local Municipalities	State Bequests	Labor & Social Affairs Ministry	State Bequests	Labor & Social Affairs Ministry	Local Municipalities	
1990	362	212	n/a	69	n/a			643
1991	353	190	n/a	66	n/a			609
1992	421	194	n/a	66	n/a			681
1993	391	180	283	62	n/a	857		1,773
1994	1,216	410	259	61	n/a	852		2,798
1995	1,718	573	195	143	n/a	1,098		3,727
1996	3,824	1,280	n/a	276	n/a	1,807	602	7,789
1997	4,273	1,426	312	348	554	4,375	1,463	12,751

1998	9,416	3,066	405	352	631	4,972	1,661	20,503
1999	10,304	2,952	530*	340	500	5,298	2,405	22,329
2000	9,188	3,010	not yet allocated	343	not yet allocated	6,636	2,454	21,631

* **Note:** In 1999, the State Bequests Committee allocated NIS 530,000 to organizations that assist women victims of violence - NIS 160,000 in direct grants to the shelters and NIS 370,000 toward mediation, legal aid to women in distress, domestic violence prevention centers, etc.

Source: Ministry of Finance, *Directives to the Ministry of Labor and Social Affairs Budget*, various years; Ministry of Labor and Social Affairs, *Department of Public Institutions*; Association of Rape Crisis Centers in Israel.

In the following pages, we review the funding provided by the state throughout the past decade to the shelters for battered women, the rape crisis centers, and the domestic violence prevention centers.

A. Shelters for Battered Women

The shelters for battered women receive state funding from the Ministry of Labor and Social Affairs and from local municipalities.

1. Ministry of Labor and Social Affairs

Within the Ministry of Labor and Social Affairs, support for the shelters is the responsibility of the Welfare Service for Women and Girls and funded through the Subventions Committee.

Support for the shelters from the Ministry of Labor and Social Affairs has increased significantly in the past decade: from NIS 362,000 in 1990 to NIS 9.2 million in 2000. (Amounts in this report are given in constant 1999 prices, unless noted otherwise.) In real terms, this is a 25-fold increase. The increased allocation reflects both expansion of the network of shelters as well as greater recognition by the government of the importance of this issue.

From 1977 (when the first battered women's shelter was established in Haifa) until 2000, 12 shelters for battered women were established in Israel: 2 in Jerusalem, 2 in Haifa, and one in each of the following locations - Ashdod, Herzliya, Kfar Yassif, Hadera, Beersheba, Tel-Aviv, Rishon LeTzion, and Bnei Brak. These shelters were founded by not-for-profit organizations that also take responsibility for their operation.

The number of women who stay at the shelters has also steadily increased: Between 1993 and 1998, the number of women in shelters increased by 75%, and the number of children staying in shelters with their mothers increased by 58%.

Table 1: Women and Children in Shelters 1993-1998

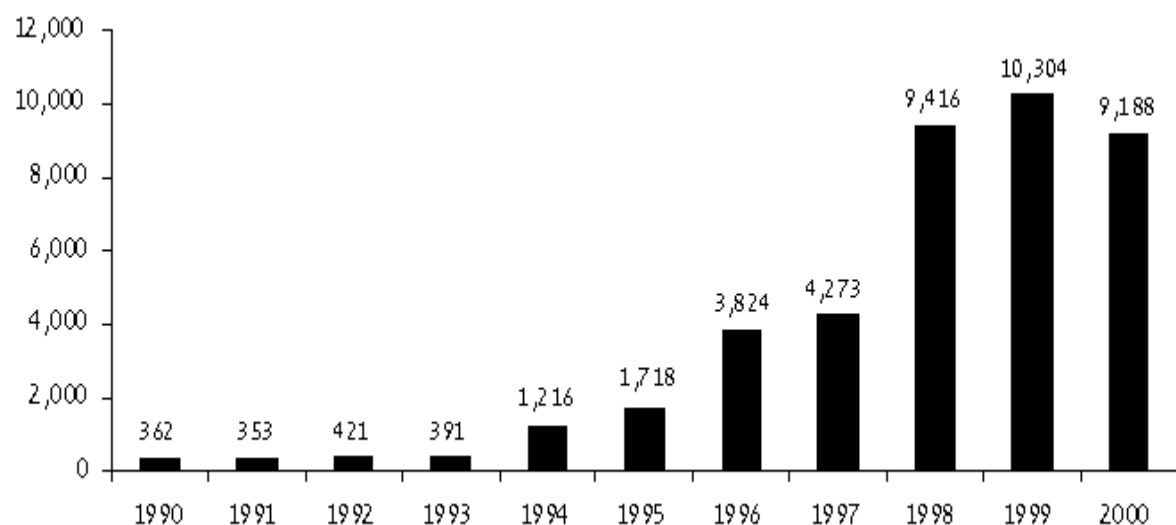
1993	1994	1995	1996	1997	1998
420 women &	440 women &	472 women &	581 women &	800 women &	737 women &
650 children	746 children	695 children	770 children	1,100 children	1,026 children

Source: Ministry of Finance, *Proposed Budget for the Ministry of Labor and Social Affairs*, various years.

In the year 2000, the allocation for the shelters from the Ministry of Labor and Social Affairs is NIS 10.3 million (at current prices). In real terms, this is a decrease of 11% in comparison with the 1999 allocation. As evident in Figure 1 below, this is the first year since 1990 that the allocation to battered women shelters from the Ministry of Labor and Social Affairs has declined.

After Knesset approval of the state budget for 2000, the Ministry of Finance announced that it would provide the Ministry of Labor and Social Affairs with an additional NIS 12.5 million (at current prices). As of publication of this report, the Ministry of Labor and Social Affairs has not yet decided how to distribute this amount among the various ministry departments. It has reported, however, that some of the money will be used to open new shelters for Arab and ultra-Orthodox women, and some to increase the subsidy for women staying in the shelters.

Figure 1: Allocations to the Shelters for Battered Women 1990-2000
(in thousands of shekels, at constant 1999 prices)



Source: Ministry of Finance, *Directives to the Ministry of Labor and Social Affairs Budget*, various years; Subcommittee for Domestic Violence Prevention of the Knesset Finance Committee, Implementation Recommendations of the Ben-Shalom Commission

2. Local Municipalities

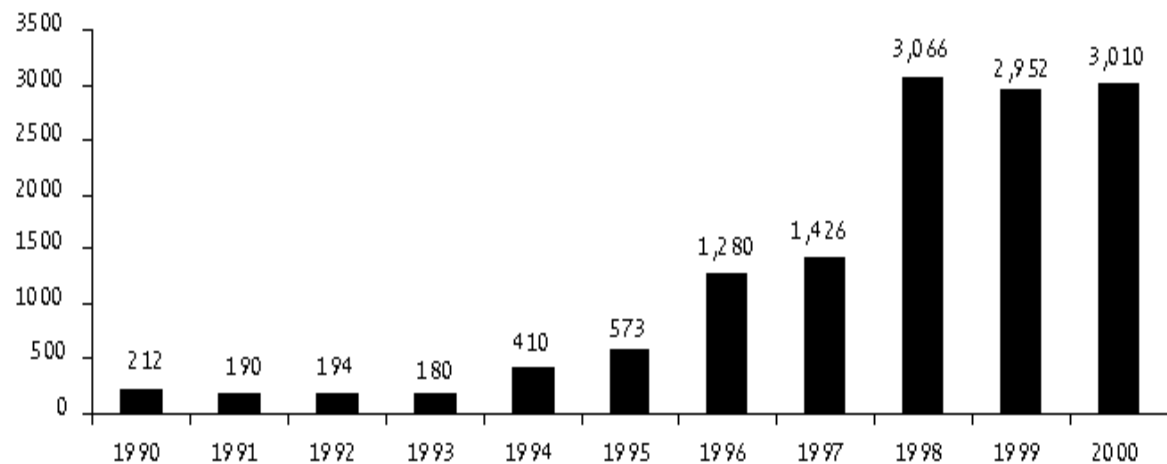
The local municipalities have assumed responsibility for covering 25% of the cost of a woman staying in a shelter (See *Method of Budgeting Shelters* below).

Between 1990 and 2000, the allocation of the local municipalities for shelters rose from NIS 212,000 to NIS 3 million. In real terms, this is approximately a 14-fold increase.

In 2000, the local municipalities will allocate NIS 3.1 million (at current prices) to the shelters for battered women.

As evident in Figure 2 below, support from the local municipalities for the shelters in the year 2000 will be similar, in real terms, to the support they provided in 1998.

Figure 2: Allocations of the Local Municipalities to the Shelters
(in thousands of shekels, at constant 1999 prices)



Source: Ministry of Finance, *Directives to the Ministry of Labor and Social Affairs Budget*, various years.

Supplementary Allocations to the 2000 Budget

In 1998, the government appointed an inter-ministerial commission to address the subject of domestic violence, headed by Mr. Yigal Ben-Shalom, Director-General of the Ministry of Labor and Social Affairs.

Shortly before Knesset approval of the budget for the year 2000, a subcommittee of members from the Knesset Finance Committee submitted a request for a supplementary allocation to the budget "for the prevention of domestic violence." This was an ad hoc subcommittee (hereinafter "the Knesset Subcommittee") established for purposes of translating the recommendations of the Ben-Shalom Commission into budgetary requirements. The subcommittee was composed of representatives of the Knesset Committee for the Status of Women and the Knesset Finance Committee.

The Knesset Subcommittee demanded inter alia an additional NIS 9.5 million (at current prices) to support shelters for battered women, as follows:

Establishment of a shelter for ultra-Orthodox women	NIS	1.0 million
Establishment of a shelter for Arab women		2.0 million
Broadening and increasing the basket of services		5.5 million
Creation of a basket of services for children in shelters		1.0 million

As noted, funding for establishment of the new shelters was to come from the NIS 12.5 million supplement approved by the Finance Ministry for the Ministry of Labor and Social Affairs.

Method of Budgeting Shelters

Since January 1997, the shelters have been budgeted according to a basket of services and a daily rate per woman in the shelter. The rate is based on one woman with two children in the shelter, and varies according to the type of shelter. The Ministry of Labor and Social Affairs designated four categories of shelters, each with its own rate.

The four categories of shelter:

- Emergency shelter;
- Large shelter;
- Medium-sized shelter;
- Small shelter.

The cost of the daily rate is borne by three parties, divided as follows:

Ministry of Labor and Social Affairs	56.25%
Local municipality	18.75%
The agency that operates the shelter	25.00%

It should be noted that the daily rate used by the Ministry of Labor and Social Affairs is meant to meet the basic needs of a woman and her children in a shelter. For any additional services, the operating agency must raise the balance on its own.

Halfway Houses

In addition to the shelters, 43 halfway houses are also in operation, where battered women reside before striking out on their own. Halfway houses operate in conjunction with shelters in Herzliya, Jerusalem, Ashdod, and Kfar Yassif.

The halfway houses are funded through the Welfare Service for Women and Girls of the Ministry of Labor and Social Affairs; the Ministry of Housing also shares in their support. The allocation from the Ministry of Labor and Social Affairs for the halfway houses is included in the allocation for the shelters, and therefore the precise amount could not be determined.

In 1998, halfway houses accommodated 61 women and 116 children. The average duration of stay is one year.

The Knesset Subcommittee requested a supplement of NIS 1.44 million (at current prices) to establish 18 new halfway houses in the year 2000.

State Bequests

The Administrator General of the Justice Ministry, who deals with state bequests (estates having no heirs or monies willed to specific purposes), grants funds to not-for-profit agencies. A public committee currently headed by Justice Zvi Tal is in charge of these decisions. Organizations that wish to apply for a grant must be recommended by the government ministry that oversees them; in the case of the shelters for battered women, this is the Ministry of Labor and Social Affairs.

Table 2 reveals that in 1995, the State Bequests Committee allocated NIS 11.7 million to agencies under the Ministry of Labor and Social Affairs. The shelters received only NIS 195,000 - some 1.6% of the total. Three years later, in 1998, the State Bequests Committee allocated NIS 46.6 million to the Ministry of Labor and Social Affairs; the shelters received less than 1% of this amount - NIS 405,000.

The 1999 funding decisions of the State Bequests Committee were being made public at the time of writing. The total amount allocated by the State Bequests Committee for agencies sponsored by the Ministry of Labor and Social Affairs was NIS 21 million (at current prices) - significantly less than the allocation in 1998. Organizations that serve women victims of violence received from this source an allocation of NIS 530,000 in 1999 (at current prices) - NIS 160,000 as direct funding for the shelters and NIS 370,000 for mediation, legal aid for women in need, support for the domestic violence prevention centers, and other activities.

Table 2: State Bequest Grants to the Ministry of Labor and Social Affairs and The Portion Thereof Allocated to the Shelters for Battered Women 1993-1999
(in thousands of shekels, at constant 1999 prices)

	1993	1994	1995	1996	1997	1998	1999
Total State Bequests Granted to Min. of Labor and Social Affairs	n/a	n/a	11,700	16,300	16,400	46,600	21,000
Of which: Allocated to the shelters	282.7	259.2	195.1	n/a	311.6	405.0	530.0

Source: Ministry of Labor and Social Affairs, Division of Public Institutions, 5 December 1999.

Increased Incidence of Assault and Battery

In 1998, 10,879 cases of assault and battery by men against female partners were registered by the Israel Police. This constitutes some 63% of all the criminal cases of violence against women, domestic and other.

Cases of Violence by Men Against Female Partners 1997-1998

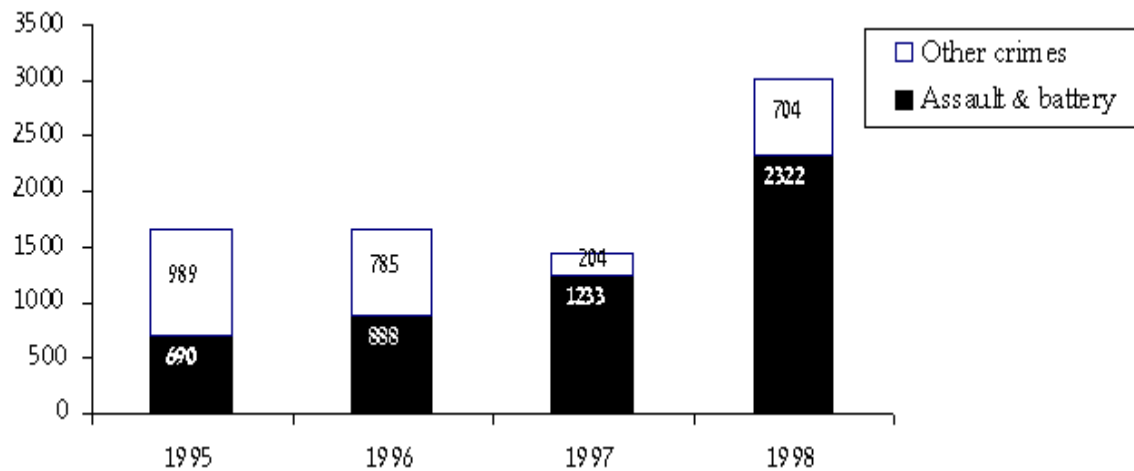
Year	Total Cases			Assault & Battery				Threats	
	Crim-Inal	Not prosecuted	Total	Crim-Inal	Not prosecuted	Total	Crim-Inal	Not prosecuted	Total
1997	14,023	6,034	20,057	9,271	1,856	11,127	2,838	2,160	4,998
1998	17,241	4,671	21,912	10,879	1,257	12,136	4,055	1,503	5,558

Source: *Annual Report*, Israel Police 1998.

Increased Arrests of Men for Domestic Violence

Between 1995 and 1998, the number of men arrested for domestic violence rose from 1,679 to 3,026. The proportion of arrests for assault and battery out of the total number of arrests rose from 41% in 1995 to 76% in 1998.

Number of Arrests of Men for Domestic Violence 1995-1998



Source: *Annual Report*, Israel Police, 1998.

B. Rape Crisis Centers

Thirteen rape crisis centers are currently operating in Israel: 3 in Jerusalem, 2 in Haifa, and one in each of the following locations - Tel-Aviv, Ra'anana, Beersheba, Eilat, Nazareth, Yoav Regional Council, and Kiryat Shemona. In the Jerusalem and Haifa rape crisis centers, there is a hot-line in Arabic in addition to the Hebrew hot-line. Every center is autonomous and sets its own policies. The centers cooperate in an umbrella organization - the Association of Rape Crisis Centers in Israel (*Sexual Violence in Israel 1997*, Annual Report of the Association of Rape Crisis Centers).

As evident in Table 3, the number of calls to the rape crisis centers has increased five-fold over the past decade:

Table 3: Number of Calls to Rape Crisis Centers 1990-1999

1990	1991	1992	1993	1994	1995	1996	1997	1998	1999*
2,328	2,983	4,610	4,280	4,707	5,223	7,135	10,842	11,777	12,109

Source: Association of Rape Crisis Centers in Israel, various years.

* By September 1999.

In 1999, the budget of all the rape crisis centers in Israel totaled NIS 5 million (at current prices). Support from the Ministry of Labor and Welfare to the rape crisis centers covers only 7% of their budget. The centers raise the balance of the money from donations.

Support from the Ministry of Labor and Social Affairs

Support from the Ministry of Labor and Social Affairs is provided through the Welfare Service for Women and Girls.

In the year 2000, support from the Ministry of Labor and Social Affairs totaled NIS 357,000 (at current prices). In real terms, this sum is identical to the allocation in 1997.

The level of support from the Ministry of Labor and Social Affairs is shown in Figure 3 below. It can be seen that this support decreased somewhat between 1990 and 1994, dropping from NIS 69,000 in 1990 to NIS 61,000 in 1994 - a real decrease of some 11%. In parallel, the number of calls to the centers doubled during this period, from 2,328 in 1990 to 4,707 in 1994. Thus, support from the Ministry of Labor and Social Affairs did not keep pace with the increased activity of the centers during those years. In 1995, Ministry support for the centers increased and continued to increase until 1998. This did keep pace with increased activity at the centers: the number of calls rose from 5,223 in 1995 to 11,177 in 1998.

Since 1998, support from the Ministry of Labor and Social Affairs for the rape crisis centers has not grown. The allocation for the year 2000 is NIS 357,000 - the same amount, in real terms, that was allocated in 1997, even though activity at the centers continues to increase.

Change in Method of Allocation

Funding from the Ministry of Labor and Social Affairs is divided among the rape crisis centers in accordance with their size and scope of activity. The key established by the Ministry of Labor and Welfare reflects a range of elements - the number of cases assisted, group work sessions, calls to the hot-line, support groups, etc. This system of disbursement works to the advantage of large centers, which serve a large population. Small, recently-established centers receive a small portion of the allocation, which can impede their ability to grow.

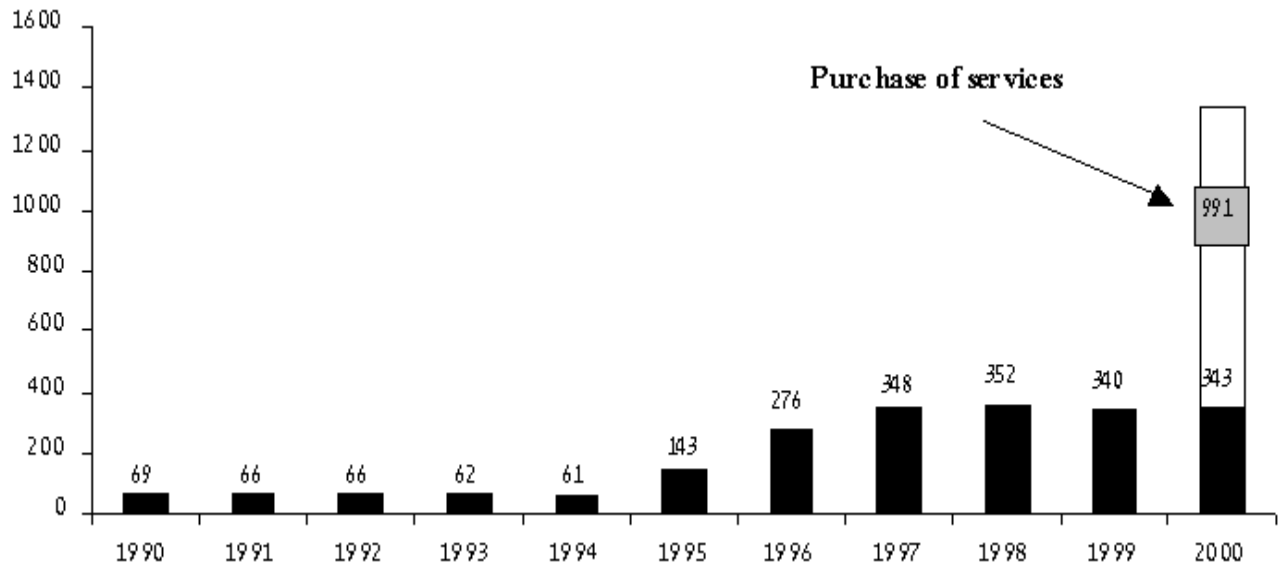
To increase support for the centers, the Ministry of Finance and the Ministry of Labor and Social Affairs worked out a change in the structure of support. Until recently, Ministry funds were disbursed from a budget line called "Support". It was proposed for the year 2000 budget that a new line be added called "Purchase of Services". This budget line would allow the Ministry to support the rape crisis centers as service-providers, just as it supports other agencies such as the shelters for battered women and the domestic violence prevention centers. Prior to submitting the budget for 2000, the Finance Ministry earmarked NIS 1 million (at current prices) for "Purchase of Services" from the centers. This corresponded to the amount recommended by the Ben-Shalom Commission, which proposed that the year 2000 allocation for the rape crisis centers from the Labor and Social Affairs Ministry be increased by NIS 950,000 (at current prices).

However, the *Directives to the Ministry of Labor and Social Affairs Budget* for the year 2000 reveals that only "Support" appears under the budget line for the rape crisis centers; "Purchase of Services" does not appear at all. The Ministry of Labor and

Social Affairs asserts that the allocation for "Purchase of Services" will come from the NIS 12.5 million budget that was approved for the Ministry. They also note that the figure of NIS 1 million was not final, but only an estimate.

Figure 3: Allocations of the Ministry of Labor and Social Affairs to the Rape Crisis Centers 1990-2000

(in thousands of shekels, at constant 1999 prices)



Source: Ministry of Finance, *Directives to the Ministry of Labor and Social Affairs Budget*, various years; Subcommittee for Domestic Violence Prevention of the Knesset Finance Committee, Implementation Recommendations of the Ben-Shalom Commission

State Requests

Another channel for support of the rape crisis centers is State Bequest funding under the trusteeship of the Administrator General of the Justice Department. In 1997, the rape crisis centers received NIS 554,000 from this source; in 1998, they received NIS 631,000; and in 1999, NIS 500,000.

Increase in Rape Reported to the Police

In 1998, the Israel Police reported 584 cases of women raped; one year earlier, in 1997, the number of reported rapes was 519. This marked an increase of 12.5% (Israel Police, *Annual Report* 1998).

It must be emphasized that the above numbers reflect only cases reported to the police. Some rape victims do not go to the police. The number of women who turn to the rape crisis centers is higher than the number of women who file complaints of rape to the police.

Israel Police Sets Up Domestic Violence Investigations Unit

In 1998, the Israel Police set up a special unit for investigating domestic violence (Israel Police, *Annual Report*, 1998). Upon founding of the unit, a new specialization was created - Domestic Violence Investigator - and training criteria were established. The plan calls for 170 investigators in the unit - 120 who serve as investigators and an additional 50 who receive training, but do not work as investigators per se. A decision was also made to have at least two trained investigators in every police station.

C. Domestic Violence Prevention and Treatment Centers

In the early 1990s, the Ministry of Labor and Social Affairs established domestic violence prevention centers whose purpose was to treat the needs of the family as a whole (in contrast to the shelters, which focus on the needs of battered women).

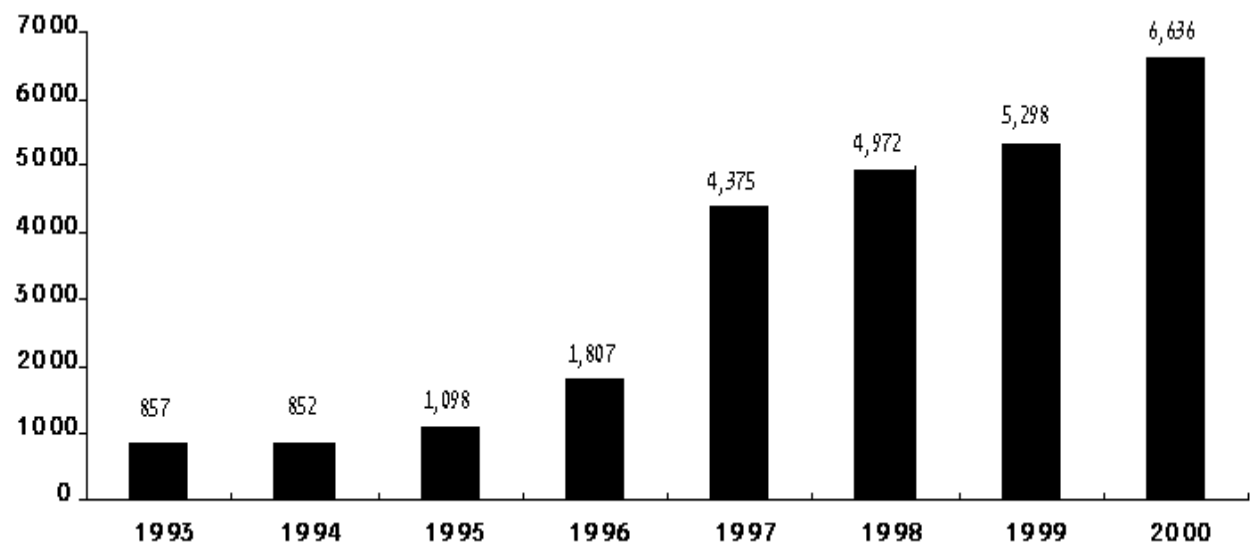
Today, 25 centers are in operation: 21 are funded by the Ministry of Labor and Social Affairs and the remaining four are funded by the National Program for Children at Risk. In addition, a hostel for violent men was established in Ra'anana.

These centers are part of the social services net provided by the local municipality, but they are not located on the premises of the municipal welfare department. Underlying this approach is the assumption that the centers must assist not only poor families who apply to the Department of Social Services, but also families not constrained financially.

Funding for the centers began in 1993 at NIS 857,000. In 1999, funding for the centers was NIS 5.3 million - six times the first allocation.

In 2000, the budget for the domestic violence prevention centers will be NIS 6.9 million (at current prices) - a real increase of 25% over the previous year.

Figure 4: Allocations for the Domestic Violence Prevention Centers 1993-2000
(in thousands of shekels, at constant 1999 prices)



Source: Finance Ministry, *Budget of the Ministry of Labor and Social Affairs*, various years; Subcommittee for Domestic Violence Prevention of the Knesset Finance Committee, Implementation Recommendations of the Ben-Shalom Commission.

Funding Support from the Local Municipalities

Since 1996, funding from the local municipalities has covered 25% of the budget for these centers.

In the year 2000, allocations from local municipalities will total NIS 2.5 million (at current prices). In real terms, this allocation is almost identical to that of the previous year.

Table 4: Allocations of the Local Municipalities to the Centers 1996-2000
(in thousands of shekels, at constant 1999 prices)

1996	1997	1998	1999	2000
602	1,463	1,661	2,405	2,454

Source: Ministry of Finance, *Directives to the Ministry of Labor and Social Affairs Budget*, various years.

Supplementary Allocations to the 2000 Budget

The Knesset Subcommittee recommended adding NIS 6.5 million to the allocation for the centers in the year 2000 (at current prices) for the following items:

Increasing the number of families treated	NIS	1.66 million
Adding a half-time lawyer to each center		1.50 million
Establishing 15 more centers		3.30 million

From the information available to us, we cannot say which of the above recommendations will appear in the state budget for the year 2000.

Method of Allocation

The allocation from the Ministry of Labor and Social Affairs covers 75% of the budget of the centers. The local municipalities are expected to cover the remaining 25%.

Each center receives the same amount, regardless of the scope of its activity. To increase funding for the centers, the Ministry of Labor and Social Affairs recommended operating the centers in cooperation with voluntary agencies.

Approximately half the centers work with one of the following organizations: League of Women - Israel, Na'amat, WIZO, the JDC, and Ezra. The Ministry had hoped that cooperation would lead to additional funding for the centers, but support from the voluntary organizations has been limited.

The Ministry of Labor and Social Affairs funds the centers according to a family therapy rate. However, funding is limited to 120 families a year per center. In 1998, approximately 4,700 families were treated at the centers - well beyond the allotted amount. As a result, some 70% of the centers report that they are in serious financial arrears in amounts ranging from NIS 30,000 to NIS 100,000.

Safe Houses

Safe houses are one of the services offered by the domestic violence prevention centers. They provide a refuge for women who have not sought help from the shelters for battered women and whose lives are not at risk (the apartments are not guarded).

Between 1997 and 1999, the National Insurance Institute (NII) funded an experimental project of safe houses for battered women throughout Israel with an allocation of NIS 690,000 (at current prices). As of the year 2000, the project is to be funded from the allocation of the Ministry of Labor and Social Affairs for the domestic violence prevention centers.

The budget of the safe houses for the year 2000 is NIS 533,000 (at current prices). The Ben-Shalom Commission recommended a supplement of NIS 750,000 (at current prices). Since the safe houses allocation is included in the allocation for the centers, we are unable to determine if this recommendation was implemented.

Today there are 10 safe houses throughout Israel: two in Jerusalem (one for ultra-Orthodox women) and one in each of the following locations - Upper Nazareth, Nazareth, Afula, Safed, Ashdod, Ashkelon, Beersheba, and Dimona. Some of the apartments are rented through the Amidar Housing Co. and others are rented on the open market. The apartments are operated by a (quarter-time) social worker, a (third-time) house mother, and volunteers. A woman can live in the apartment up to one month while she files a complaint to the police and arranges her affairs at the National Insurance Institute.

Hostel for Violent Men

From 1997 through 1999, the NII gave a support grant to the "Beit Noam Hostel for Violent Men" in Ra'anana in the amount of NIS 1.4 million (at current prices). The NII will continue to support the hostel during the first half of 2000.

From the second half of 2000, the cost of operating the hostel is to be undertaken by the Ministry of Labor and Social Affairs from the budget for domestic violence prevention centers. However, the centers' budget for the year 2000 does not include the funds needed to operate the hostel, in contravention of the Knesset Subcommittee's recommendation to allocate approximately one million shekels to this project.

The Ministry of Labor and Social Affairs asserts that funding for the hostel will come from the NIS 12.5 million supplement received by the Ministry of Labor and Social Affairs for the year 2000.