



**HEALTH AND HUMAN SERVICES COMMISSION**

**REPORT TO THE 84TH LEGISLATURE**

**THE TEXAS FAMILY VIOLENCE PROGRAM:  
A STATEWIDE REPORT**

**NOVEMBER 2014**

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## **EXECUTIVE SUMMARY**

The Texas Health and Human Services Commission (HHSC) administers the Family Violence Program (FVP), supporting a network of domestic violence services through contracts with local community- and faith-based nonprofit organizations. The FVP provides emergency support and prevention services to help adult victims and their children escape the cycle of family violence. HHSC works closely with the Texas Council on Family Violence (TCFV) and other stakeholders in providing these services.

Per Section 51.006 of the Texas Human Resources Code, the Family Violence Program is required each even-numbered year to publish a report that summarizes reports from family violence centers under contract with HHSC and that analyzes the effectiveness of the HHSC Family Violence contracts. The report must include information on the expenditure of funds authorized, the services provided, the number of persons for whom a service was provided, and any other information relating to the provision of family violence services.

Since its inception in 1981, the HHSC FVP has grown from an original partnership with 6 local shelters to a shelter and service network currently featuring 68 24-hour shelter facilities, 10 nonresidential centers, and 16 special project sites (fiscal year 2014). These local community and faith-based organizations provide shelter services, emergency transportation, intervention services, 24-hour hotlines, and access to emergency medical care. Funding administered through the sixteen special projects is designed to address unmet needs or provide services to underserved populations. These special projects include services for victims with disabilities, immigrants, and non-English-speaking populations, child advocacy and prevention activities in schools, and outreach to traditionally underserved geographic areas.

### **Service Allocation and Payment**

Reflecting the state appropriations cycle, HHSC funding allocations for FVP service providers are determined in two-year intervals. To arrive at an allocations strategy, the FVP collaborates with providers and TCFV to develop funding formulas, assess statewide needs, and develop plans for expanding services to underserved geographic areas or special populations. As part of its contract with the FVP, TCFV convenes an Allocations Committee, comprised of HHSC-funded family violence programs every two years. The purpose of the Allocations Committee is to review current and proposed funding strategies to ensure that the funding method is fair and equitable to all programs of varying sizes and in different regions of the state. Committee members are representative of program diversity (geographic area, urban/rural/suburban status, and program budget, capacity and type of services provided) and individual diversity (ethnicity and sexual orientation). At the end of the process, the Allocations Committee votes and collectively agrees upon a recommended formula to submit to HHSC.

Services through the FVP network are provided through contracts with shelters and nonresidential centers for victims of family violence and their children. Human Resources Code, Chapter 51, requires that HHSC-funded family violence centers receive at least 50 percent of their support from other public and private sources. Per the statute, the HHSC FVP contracts provide for no more than 75 percent of the cost of the family violence center programming. The department has developed a declining scale of state financial support for family violence centers.

Over a six-year period, the contract-funding limit for FVP programs reduces from 75 percent to 50 percent.

### Program Funding

For services in fiscal years 2011-2014, HHSC was appropriated funding from: General Revenue (GR), Temporary Assistance for Needy Families (TANF) to Title XX transfer funding, and the Social Services Block Grant (SSBG). In addition, the HHSC program received federal funding through the Family Violence Prevention and Services Act (FVPSA) grant. Prior to fiscal year 2013, HHSC also received limited funding from Crime Victims Compensation (CVC) and Refugee programs.

**Table 1: FVP Annual Budget for Fiscal Years 2011-2014**

<b>Method of Finance</b>	<b>Fiscal Year 2011</b>	<b>Fiscal Year 2012</b>	<b>Fiscal Year 2013</b>	<b>Fiscal Year 2014</b>
FVPSA (Grant operates on Federal Fiscal Year)	\$5,273,819	\$5,312,632	\$5,344,757	\$4,878,709
GR	\$10,845,555	\$3,212,410	\$66,212	\$66,212
CVC	0	\$4,587,828	0	0
TANF to Title XX	\$9,156,729	\$9,502,113	\$20,073,114	\$20,413,652
Refugee and Entrant Assistance	\$64,823	\$32,397	0	0
SSBG	0	\$2,300,000	0	\$1,250,000
<b>Totals</b>	<b>\$25,340,926</b>	<b>\$24,947,380</b>	<b>\$25,484,083</b>	<b>\$26,608,573</b>

In addition to administering provider service contracts, HHSC develops program rules and policies, ensures program and fiscal accountability, develops and distributes public awareness material, and provides technical assistance to the programs.

### Exceptional Item Funding

In the 2014-15 biennium, HHSC received an additional \$2.5 million in Exceptional Item Funding (EIF). This funding supported an expansion of services for 17 existing family violence providers. The competitively selected providers expanded beyond core services to provide specialized services such as primary prevention activities, legal services, economic stability and domestic violence fatality review teams. HHSC was not granted exceptional item funding for the 2012-13 biennium.

## **Program Service Data**

The FVP reported the following statistics for fiscal year 2013:

- 75,150 victims and their children received support through state-funded programs;
- 183,836 hotline calls were received regarding Family Violence;
- 60 percent of victims served were women;
- 74 percent of victims were Anglo or Hispanic;
- 59 percent of victims reported experiencing physical and/or sexual abuse;
- 43 percent of victims reported experiencing psychological or verbal abuse; and
- 6 percent of victims reported experiencing stalking.

## **Family Violence Incidence Rates\***

The Texas Department of Public Safety (DPS) collects data on family violence in Texas. For 2013, DPS reported:

- 185,453 incidents of family violence reported to the police;
- 38.4 percent of these family violence offenses were committed by a spouse, common law spouse, or ex-spouse; and
- 79 percent of these marital family violence victims were female.<sup>1</sup>

## **Program Accomplishments**

During the 2013-14 biennium, the FVP:

- Worked with Department of State Health Services (DSHS) and HHSC frontline eligibility staffs to ensure information and training were received in accordance with the Human Resources Code, Chapter 31.
- Worked within the Texas Family Violence Interagency Collaborative to provide continued support for collaboration between family violence service providers and regional Department of Family and Protective Services (DFPS) staff.
- Expanded family violence services including primary prevention, transitional housing, legal services, job training, and childcare for victims of family violence.
- Served on the Task Force to Address the Relationship between Domestic Violence and Child Abuse and Neglect (S.B. 434, 82<sup>nd</sup> Legislature, Regular Session, 2011).
- Served on the Task Force on Domestic Violence (H.B. 2620, 83<sup>rd</sup> Legislature, Regular Session, 2013), which is charged with improving health services for women and children affected by domestic violence.
- Raised awareness of family violence and the FVP through community presentations and professional trainings for other state agencies and stakeholders.

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\* 2014 Family Violence Incident Rate data has not been released yet.

<sup>1</sup>Texas Uniform Crime Report <http://www.txdps.state.tx.us/crimereports/13/citCh5.pdf>.

# **INTRODUCTION**

## **The Family Violence Program**

The HHSC FVP works to reduce and prevent family violence by supporting community-based services for adult victims of family violence and their children. The goal of the FVP is to promote self-sufficiency and long-term independence from family violence for adult victims and their children by providing emergency support and prevention services. In fiscal year 2014, the program funded 68 nonprofit family violence shelter centers, ten nonresidential centers, and 16 special nonresidential projects with an annual operating budget of more than \$27 million (program locations are presented in Appendix A). HHSC is responsible for allocating funds, developing rules and policies, monitoring adherence to state and federal policies, providing technical assistance to programs, and collecting and maintaining program data. Although some victims may never seek services, it is the intent of the FVP to ensure the availability and accessibility of relevant services to all victims of family violence.

HHSC contracts with Texas family violence shelter centers and nonresidential centers to provide direct services. These include residential shelters, a 24-hour hotline, emergency medical services, counseling, emergency transportation, legal advocacy, educational arrangements and counseling for children, employment and job training services, community education, referrals to community services, and coordinated services with law enforcement. Nonresidential centers provide the same support services as the shelter centers, except they do not provide residential shelter. Per statute, the FVP contracts provide for no more than 75 percent of the cost of the family violence center programming. The department has developed a declining scale of state financial support for family violence centers. Over a six-year period, the contract-funding limit for FVP programs reduces from 75 percent to 50 percent.

In fiscal year 2013, the FVP's allocation represented approximately 35 percent of the total cost of providing family violence services for HHSC-funded service providers.

HHSC also administers 16 Special Nonresidential Project (SNRP) contracts that offer specialized services for victims with disabilities; non-English-speaking populations; and the lesbian, gay, bisexual, transgender and questioning populations. SNRP contractors also provide child advocacy education and prevention activities in schools; community education; job training; legal advocacy; parenting services; transitional assistance; and outreach to traditionally underserved geographic areas.

## **State and National Data\***

The Texas Family Code defines Family Violence as an act by a member of a family or household against another member that is intended to result in physical harm, bodily injury, assault, or a threat that reasonably places the member in fear of imminent physical harm. In 2013, 185,453 incidents of family violence were reported to the police in Texas.<sup>4</sup> These incidents included 199,752 victims and 194,756 offenders. Of the 199,752 reported family violence victims in Texas, 73 percent were female and 27 percent were male, whereas the gender breakdown of the 194,756 family violence offenders reflected 74 percent males and 26 percent females.

In Texas, 119 women were killed by their intimate partners in 2013.<sup>2</sup> Data collected on the number of related victim, witness and bystander family violence fatalities in 2013 has not been released yet. Research shows that each murder costs society \$17.25 million.<sup>3</sup> Based on these estimated costs, Texans paid over \$2.5 billion dollars in response to the women in Texas being killed by their intimate partner in 2013. These expenses consist of the loss of productivity of victims and offenders, justice costs and collateral costs associated with the murder such as insurance costs, social service programs and medical costs.

Family violence has had devastating effects on families. Using 2012 data, the Violence Policy Center reports that Texas ranks sixteenth in the nation for highest number of women killed by males in single victim/single offender homicides (Texas: 1.37 per 100,000; National: 1.16 per 100,000)<sup>4</sup>.

## FAMILY VIOLENCE PROGRAM FUNDING

The Texas Legislature appropriates funding to HHSC biennially to administer the FVP. For fiscal years 2011–2014, HHSC was appropriated funding from: General Revenue TANF to Title XX transfer funding, and the SSBG. In addition, the HHSC program receives federal funding through the FVPSA grant funding. Prior to fiscal year 2013, HHSC also received limited funding from Crime Victims Compensation (CVC) and Refugee programs.

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The FVP uses a highly collaborative process to determine funding allocations for the shelter centers and nonresidential centers. The process involves FVP program staff, TCFV, and a

<sup>2</sup> Texas Council on Family Violence Honoring Texas Victims, By the Numbers Summary 2013  
<http://www.tcfv.org/wp-content/uploads/2011/05/2013BytheNumbersSummary.pdf>

<sup>3</sup> DeLise, M. et al “Murder by numbers: Monetary costs imposed by a sample of homicide offenders” *Journal of Forensic Psychiatry and Psychology*. 21;4. August 2010.

<sup>4</sup> Violence Policy Center <https://www.vpc.org/studies/wmmw2014.pdf>

representative committee of stakeholders from FVP contracted programs. The current allocation methodology and formula include a base dollar amount for each program and supplemental funding based on the past three-year average of residential and nonresidential service days. To stabilize funding and facilitate potential growth, funding allocations are determined for a two-year period.

The FVP is committed to addressing the unmet needs of victims in Texas, and providing services to traditionally underserved populations through special nonresidential projects (SNRP), such as people of color, children, people with disabilities, and the elderly. To address these needs, the FVP has used federal FVPSA funding to contract for special nonresidential projects through a competitive request for proposal process. In fiscal years 2013 and 2014, the FVP funded 16 service providers across Texas through this SNRP funding.

### **Exceptional Item Funding**

HHSC obtained exceptional item funding for the FVP from the 83<sup>rd</sup> Legislature, Regular Session, 2013, General Appropriations Act, H.B. 1, for the 2014-15 biennium. This allowed the program to allocate funds to expand family violence services to include legal services and economic stability services such as housing assistance, job training, and childcare for victims of family violence. These funds provided specialized services to existing clients to assist them in achieving self-sufficiency. Financial hardship is often a barrier for a victim of family violence, and these funds allow family violence providers to assist with costs such as the first month's rent for an apartment, specialized job training, and legal services relating to family violence. Exceptional item funding also funded primary prevention programs and the initiation or enhancement of local domestic violence fatality review teams.

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

The Family Violence Prevention and Services Act (FVPSA) is designed to assist states in their efforts to support the establishment, maintenance, and expansion of programs and projects: 1) to prevent incidents of family violence, domestic violence, and dating violence; 2) to provide immediate shelter, supportive services, and access to community-based programs for victims of family violence, domestic violence, or dating violence, and their dependents; and 3) to provide specialized services for children exposed to family violence, domestic violence, or dating violence, underserved populations, and victims who are members of racial and ethnic minority populations.

HHSC receives federal funds through FVPSA to maintain and expand programs and projects to prevent family violence and to provide immediate shelter and related assistance for victims of family violence and their children. The FVP allocates 75 percent of these funds to shelter and nonresidential services, and 25 percent for SNRPs serving marginalized populations such as minority, immigrant, disabled, elderly, and gay, lesbian, bisexual, transgender and questioning clients. A critical feature of these SNRPs is that they target unserved and underserved populations and that members of the target population are included in the design of the project. In fiscal years 2013 and 2014, 16 FVPSA-funded SNRPs across Texas served the specialized needs of many of the identified populations. These SNRP programs included targeted services for individuals with physical, mental, and intellectual disabilities; immigrants; members of the

Hispanic and African-American communities; rural and/or low-income populations; and children.

## **COLLABORATION WITH OTHER AGENCIES**

The FVP collaborates with other agencies in Texas to coordinate and enhance both services and prevention activities. The program contracts with TCFV to develop and provide training and technical assistance to contracted organizations. Regular meetings and workgroups with agencies, such as the DFPS, DSHS, and the Institute on Domestic and Sexual Violence at the University of Texas School of Social Work, allow for ongoing information sharing and statewide planning. These collaborations promote continuous improvement of services provided to victims in Texas.

### **Texas Council on Family Violence**

HHSC contracts annually with TCFV to provide program enhancement services. These services include conducting site visits to family violence programs to provide training, technical assistance, and recommendations for improving and strengthening service delivery. In addition, TCFV responds to requests for technical assistance from systems that intersect with victim access, such as law enforcement, healthcare, and the justice system. TCFV helps family violence programs interpret policies and procedures for state-funded programs and maintain compliance with the rules and recommendations outlined in the provider manuals.

TCFV provides complex training to programs on administrative management of the organization, such as board training, financial reporting, and personnel policies. Training by TCFV is designed to improve the quality and quantity of family violence services and includes the statewide family violence conference, training for new staff of family violence programs, and leadership training. TCFV also conducts numerous trainings each year on a variety of topics, including specialized services to victims of family violence and law enforcement response.

HHSC funding has also enabled TCFV to leverage greater partnerships with judges and the Office of Court Administration (OCA). This effort has included an annual Judicial Summit regarding promulgation and application of best practices in domestic violence cases in the courtroom. Additionally, TCFV was a strong contributor to the OCA's bench book for judges outlining statutes and best practices.

### **Integrated Tracking System**

The HHSC-based Integrated Tracking System (ITS) is a service tracking software application that simplifies and streamlines the collection, tracking, and reporting of data for publicly funded domestic violence programs across Texas. Staff from HHSC maintain and support the software.

Examples of data collected through ITS include types of abuse experienced, basic demographic information, services utilized, education programs, and volunteer information. Due to federal restrictions, unique victim data are not available to the FVP.

## **ONGOING PROJECTS**

### **Handbooks and Rules**

The FVP staff reviews and revises the program rules in the Texas Administrative Code every four years, per Texas statute. In fiscal year 2012, the FVP staff in collaboration with stakeholders and (TCFV) conducted a full revision of the shelter center, nonresidential center and special nonresidential project rules. These revisions became effective September 1, 2013.

There are three different handbooks, one for each provider type: shelter centers, nonresidential centers and special nonresidential projects.<sup>12</sup> The handbooks present and explain the minimum requirements and rules for the programs and provide best practices recommendations, as well as related information and resources. In fiscal year 2015, the FVP will be reviewing and updating all three handbooks.

### **Brochures**

The FVP offers a number of downloadable brochures in English and Spanish for use in community education (e.g., *Domestic Violence: It is Everyone's Problem, It is Your Right to be Safe, Family Violence and Addiction*).<sup>5</sup> These free brochures address general issues as well as those specific to children, physicians, and the clergy, and are useful tools for individuals, service providers, and community organizations that encounter domestic violence victims (e.g., schools and churches).

## **FAMILY VIOLENCE PROGRAM ACCOMPLISHMENTS**

### **Texas Family Violence Interagency Collaborative**

The Texas Family Violence Interagency Collaborative is a workgroup comprised of staff from the FVP, DFPS, and TCFV that meets regularly to address sensitive issues related to the provision of services to families where family violence and child/elder abuse may be present. All agencies are committed to cross training for local staff, designating specific staff as liaisons, and providing information regarding Child Protective Services (CPS) and Adult Protective Services (APS) to clients. In fiscal year 2012, the workgroup released an updated version of the memorandum of understanding (MOU) currently in place between local family violence service providers and regional CPS and APS. This MOU provides guidance to each organization for situations where they must work together to facilitate the safety of their clients. In fiscal year 2013, the Texas Family Violence Interagency Collaborative, with support from the Texas

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<sup>5</sup> Brochures can be previewed and downloaded from the website:  
<http://www.hhsc.state.tx.us/programs/familyviolence/ProviderResources.html>.

Children's Justice Act, worked to provide more extensive trainings on best practices for family violence programs. This group worked throughout fiscal year 2014 to ensure continued collaboration and communication between the local family violence service providers and regional CPS and APS.

### **Task Force on Domestic Violence (H.B. 2620)**

H.B. 2620, 83<sup>rd</sup> Legislative Regular Session, 2013, established a task force with a presiding officer appointed by the Executive Commissioner of HHSC to examine the impact of domestic violence on the health of pregnant women, new mothers, and very young children. This task force focuses on the important window of opportunity during a woman's pregnancy, at the birth of a child, and postpartum for health care providers to act effectively in domestic violence prevention and intervention. The Task Force has been working to identify and explore opportunities to improve health care services for mothers and babies. This includes the effective addition of domestic violence information into education standards and health care protocols, the development of appropriate practices related to early screening and detection, and public awareness efforts. The Task Force will produce a report by September 1, 2015, with findings as well as research, policy, and legislative recommendations.

### **Family Violence Option**

The process for determining an individual's eligibility for benefits can lead to the disclosure of critical information that may potentially put a victim of family violence at risk. The 75<sup>th</sup> Legislature Regular Session, 1997, responded to these concerns by creating the Family Violence Option (FVO) that allows Temporary Assistance for Needy Families (TANF) recipients to request waivers from mandated child support enforcement and Texas Workforce Commission's work-related requirements if they believe these requirements may put themselves or their children in danger. With the assistance of TCFV, FVP staff continues to facilitate training for eligibility supervisors.

## DEMOGRAPHIC AND SERVICE DATA

HHSC FVP providers collect and enter information into the State's service tracking software. Fiscal year 2013 and 2014 data is used unless otherwise noted.

### Clients Served

The information presented in Graph 1, illustrates the number of clients served by the shelters, nonresidential centers, and special nonresidential projects during the fiscal years 2011- 2014. Shelter centers have limited space for residents, and programs may have to limit the number of clients served due to funding constraints. These numbers, therefore, do not measure either the need for services or the quality of service provided.

**Graph 1: FY's 2011- 2014 Residential & Nonresidential HHSC FVP Clients**

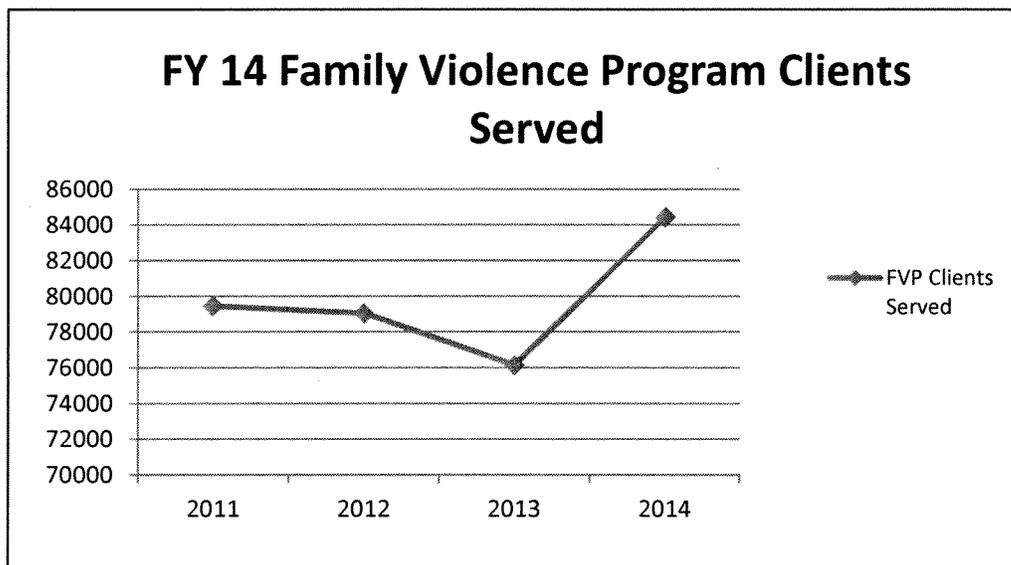


Table 2 presents a breakdown of the total number of clients served by the FVP over the past four fiscal years. In fiscal year 2014, the FVP experienced an increase of 9,280 in the total number of clients served compared to fiscal year 2013. In addition, in fiscal year 2014, the FVP served more clients than the program had served in each of the past four fiscal years.

**Table 2: Total Number of Family Violence Program Clients Served in FY 11-14**

<b>Service Description</b>	<b>FY 2011</b>	<b>FY 2012</b>	<b>FY2013</b>	<b>FY 2014</b>
Number Residential & Nonresidential FVP Clients	79,279	79,053	75,150	84,430

Table 3 provides an overview of the percentage of FVP clients served by age. The majority of female clients served in fiscal years 2013 and 2014 were in the 19-64 age group, whereas the majority of male clients served in both fiscal years 2013 and 2014 were in the 0-12 age group.

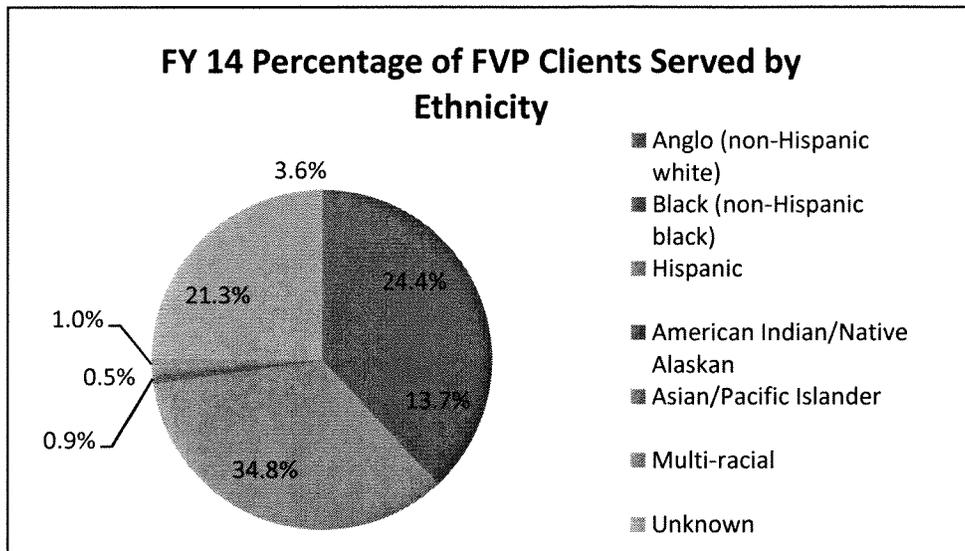
**Table 3: Percentage of Clients Served by Age in FY's 2013 and 2014**

<b>Age</b>	<b>Female</b>		<b>Male</b>		<b>Unknown Gender</b>		<b>Total</b>	
	<b>2013</b>	<b>2014</b>	<b>2013</b>	<b>2014</b>	<b>2013</b>	<b>2014</b>	<b>2013</b>	<b>2014</b>
0 – 12 Years	19.21	18.52	72.5	73.04	12.93	12.95	34.88	34.83
13 – 18 Years	5.65	5.44	13.52	13.12	5.44	2.56	8.20	7.04
19 – 64 Years	72.77	73.62	11.63	11.48	12.24	20.16	32.21	28.78
65+ Years	1.10	1.18	0.64	0.79	65.9	0.35	22.54	2.32
Unknown Age	1.27	1.24	1.69	1.57	3.4	63.98	2.12	22.26

## Ethnicity

The majority of FVP clients served in fiscal year 2014 were Hispanic (34.8 percent) and Anglo (24.4 percent), accounting for 59.2 percent of clients who sought services. Asian and Pacific Islander represented the small percentage of FVP clients for fiscal year 2014.

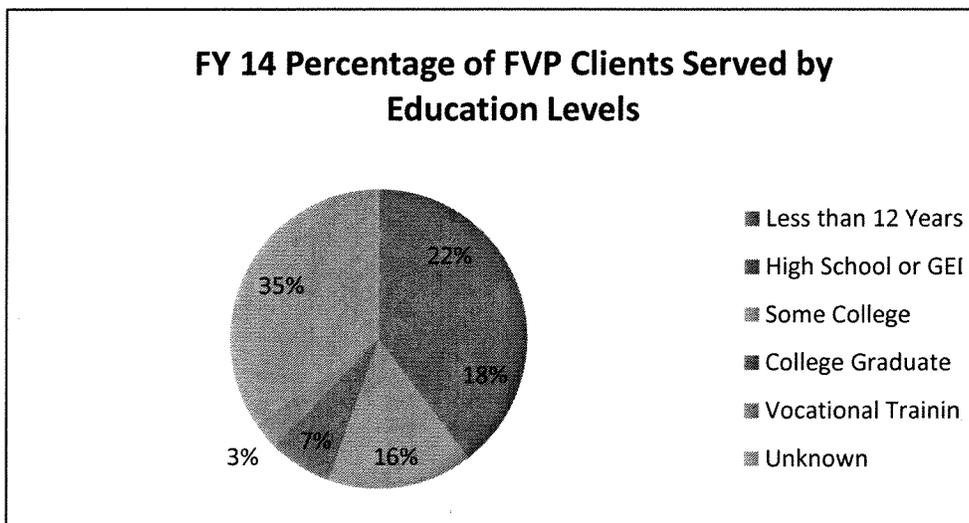
**Graph 2: Percentage of FVP Clients Served by Ethnicity in FY 2014**



## Education Level

At least 44 percent of the victims served at shelters and nonresidential centers in fiscal year 2014 had at least a high school diploma or equivalent (GED) or some level of higher education (vocational training, some college or college graduate). Thirty-five percent of the victims did not provide information on their education level.

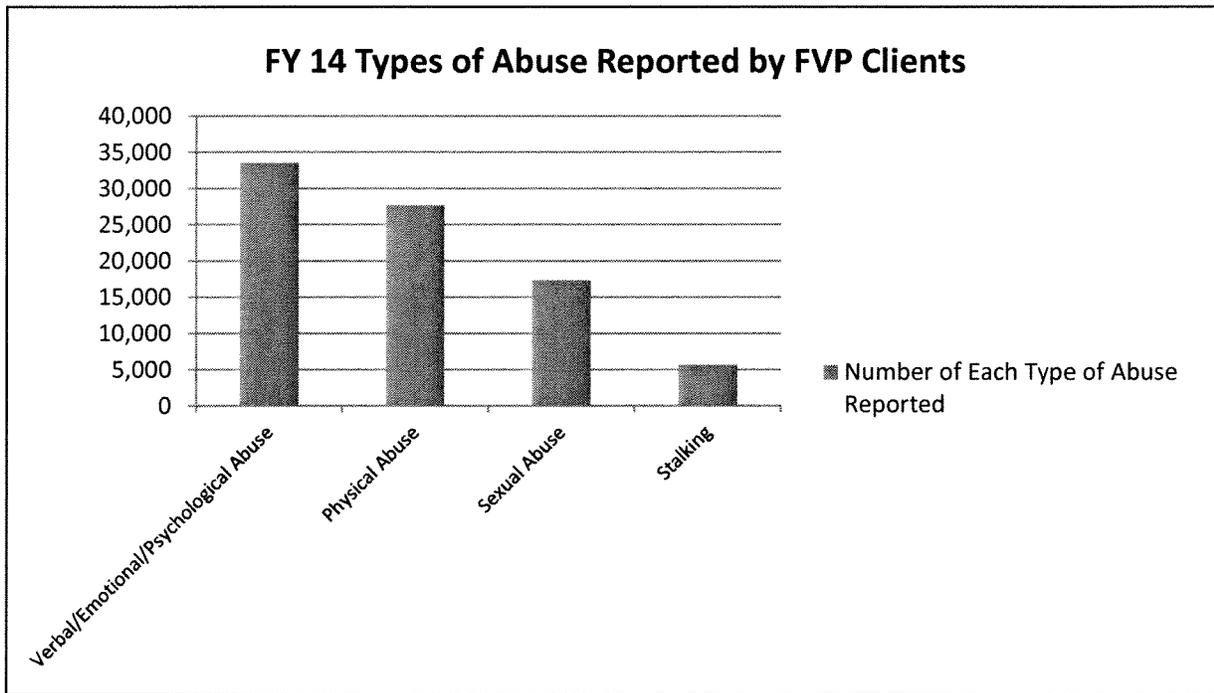
**Graph 3: Percentage of FVP Clients served by Education Levels in FY 2014**



## Types of Abuse

The FVP collects statistics from the shelter and nonresidential centers on four types of abuse: physical, sexual, emotional, and stalking. Review of fiscal year 2014 data shows that victims served at the shelter and nonresidential centers reported more than 84,238 incidents of abuse. Forty percent of these incidents were verbal, emotional, and/or psychological abuse, and approximately 7 percent were stalking incidents. Most notably, more than half (53 percent) of the incidents reported represented some type of physical and/or sexual abuse.

**Graph 4: Types of Abuse Reported by FVP Clients in FY 2014**



## SERVICE DATA

### Days of Service – Shelter

In fiscal year 2014, the total number of clients receiving shelter services decreased from 25,392 clients in fiscal year 2013 to 23,311 clients in fiscal year 2014, resulting in a decrease of 2,081 clients. However, the number of shelter days increased from 694,408 days in fiscal year 2013 to 729,557 days in fiscal year 2014, resulting in a 3.9 day increase in the client's average length of stay at the shelter. In fiscal year 2013, FVP clients received shelter services for approximately 27.3 days; however, in fiscal year 2014 FVP clients received shelter services for approximately 31.2 days.

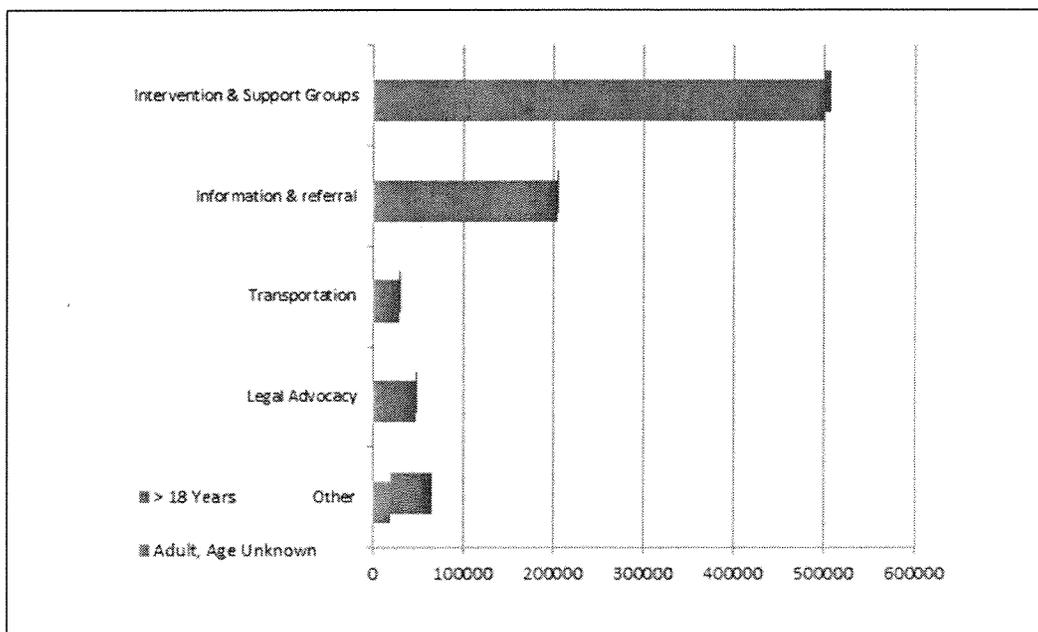
### Days of Service – Nonresidential

The definition of a nonresidential service day is one in which a client receives one or more nonresidential services. In fiscal year 2014, the FVP saw a significant increase in the number of clients receiving nonresidential services when compared to fiscal year 2013. In fiscal year 2013, 49,758 clients received nonresidential services, whereas in fiscal year 2014, 61,119 clients received nonresidential services. While the number of clients receiving nonresidential services increased in fiscal year 2014, the length of time those clients received services decreased approximately 0.4 days compared to fiscal year 2013. Clients received nonresidential services for approximately five days in fiscal year 2013; yet in fiscal year 2014, clients received nonresidential services for approximately 4.6 days.

### Services Provided

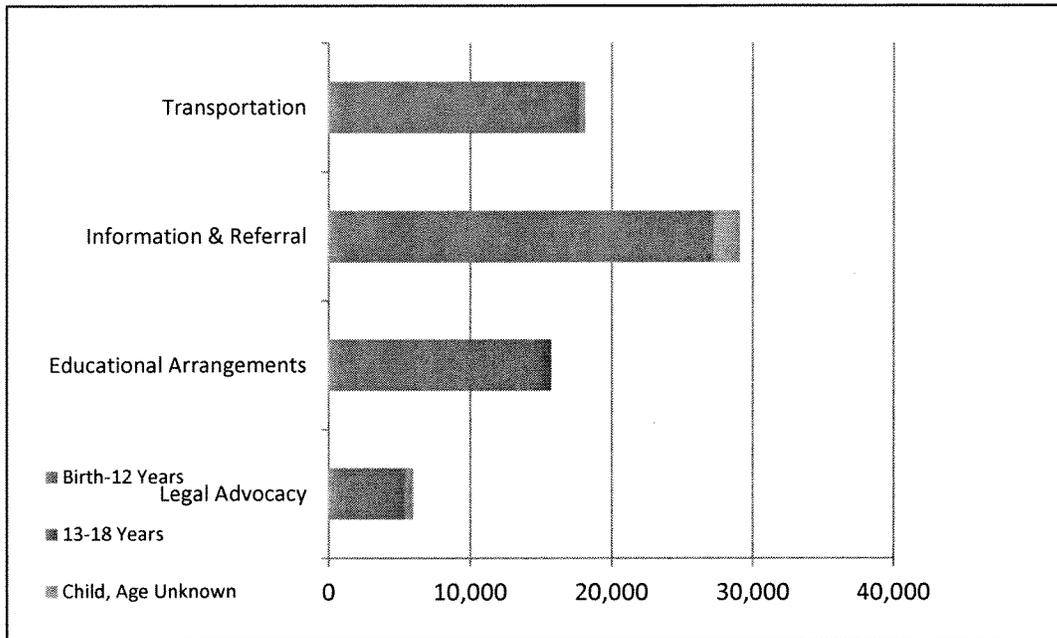
Shelters and nonresidential centers provide many different services to victims. Graph 5 below shows that intervention and support groups, as well as information and referral, were most often provided to clients over 18 years of age in fiscal year 2014. Transportation and other FVP services were least often provided to clients over 18 years of age in fiscal year 2014.

**Graph 5: FY 14 Number of FVP Services Provided to Adults**



Graph 6 provides a breakdown of services provided to victims' children up to the age of 18 years old. In fiscal year 2014, transportation and information and referral services were most often provided to children ages birth-12 years, whereas information and referral and educational arrangement services were provided to children ages 13-18 years.

**Graph 6: FY 14 Number of FVP Services Provided to Children by Age**



## **Training and Educational Services**

Family violence providers offer a variety of community education and training opportunities throughout the year. In fiscal year 2014, Family Violence Providers served over 21,200 participants through professional training opportunities. The majority of participants receiving family violence professional training in fiscal year 2014 were in the Education and Criminal Justice sectors.

In fiscal year 2014, family violence providers served over 391,300 participants through community educational outreach efforts. The majority of participants (199,706) received educational services through youth educational presentations or sessions, followed by approximately 86,700 participants receiving educational services through resource fairs.

## **ADDITIONAL SERVICES**

### **Referrals**

When a shelter is full, clients are typically referred to other nearby shelters (transportation is provided). In fiscal year 2013, programs were unable to provide shelter to 11,485 clients due to lack of space. FVP referral data for fiscal year 2014 is currently being compiled.

### **Batterer Referrals**

The programs (shelters, nonresidential centers, and special nonresidential projects) referred 6,103 batterers to batterer intervention and prevention programs in fiscal year 2013 and 5,095 in fiscal year 2014.

### **Hotline Calls**

The shelters and nonresidential centers received 185,373 hotline calls from or about victims of family violence in fiscal year 2014, averaging 2,377 calls per program. These hotlines received 183,836 calls from or about victims of family violence in fiscal year 2013, an average of 2,357 calls per program. Shelter and nonresidential sites are required to provide 24-hour-a-day hotline services. Special nonresidential centers are not required to provide these services.

### **Volunteers**

The total number of individual volunteers within HHSC-funded family violence programs (shelters and nonresidential centers) was 8,072 for fiscal year 2013 and 7,753 in fiscal year 2014. Volunteers provided a total of 602,647 and 650,193 hours respectively.

### **Prevention Activities**

While domestic violence intervention programs provide critically necessary lifesaving services and support for victims of domestic violence, a primary goal of any family violence program is ending abuse. Domestic violence prevention efforts include in-school education on healthy

relationships and signs of violence in dating relationships, anti-bullying education for young men and women, programs designed to enhance the inclusion of men in domestic-violence awareness and education efforts, and public awareness efforts to build communities that reject abuse and support victims and their families.

Funding from the FVP provides core services, enabling programs to use funding from other sources for more extensive prevention efforts. The FVP program was awarded exceptional item funding for the 2014-15 biennium to expand support services to include primary prevention, legal aid, economic stability, and the expansion of a domestic violence fatality review team. As a result of a competitive request for proposals, HHSC granted 17 family violence service providers exceptional item funding, providing a total of 22 expanded support service projects. A breakdown of the 22 awarded projects by support service includes:

- 11 legal services projects;
- 5 economic stability projects;
- 5 primary prevention projects; and
- 1 Domestic Violence Fatality Review Team

## **PROVIDER ACCOMPLISHMENTS**

Domestic violence programs in Texas provide vital services to domestic violence victims and their children. These programs include shelter services, non-residential services, and special projects designed to address domestic violence. HHSC funding for these programs is only a small part of the total resources leveraged toward meeting victim needs. Local funding support also comes from communities, gifts from individuals, corporate grants, city and county governments, private foundations, and other federal resources including Victims of Crime Act and Violence Against Women Act appropriations. Domestic violence programs cite HHSC funding for helping ensure that critical emergency services will be available to as many victims as possible even in the most challenging economic times.

## **CONCLUSION**

For the past three decades, the FVP has been providing critical support to victims in Texas by working to reduce and prevent family violence. During fiscal years 2013 and 2014, more than 155,000 victims and their children were served by shelter, nonresidential centers, and special nonresidential projects. HHSC provides vital funding and support for most of the shelter and nonresidential centers available to victims in Texas. Without these HHSC-funded centers, victims would have access to only a limited number of family violence centers throughout the state.

HHSC and family violence programs statewide are committed to helping victims achieve self-sufficiency and lives free from violence. For fiscal year 2015, the FVP anticipates maintaining the current level of service. The FVP is dedicated to ongoing collaboration with program stakeholders to balance program expansion and service enhancement as resources allow. Some counties lack core emergency services, and in some densely populated urban areas, need exceeds

service availability. The program also strives to support enhanced services to underserved populations (e.g., low-income families and individuals, immigrant/refugee populations, minorities, the lesbian, gay, bisexual, transgender and questioning population and the elderly).

The FVP also is committed to building stronger relationships with family violence program service providers through increased communication efforts and provision of technical assistance. The program will continue to improve service-quality by enhancing the contract monitoring process, evaluating outcome measures, and requesting more detailed programmatic information from the FVP Providers. In addition, the program will explore strategies to promote positive outcomes and ensure funding is utilized in the most effective manner possible. With a focus on the future, the FVP will remain proactive in seeking opportunities for continuous improvement.

The goal of the FVP is to promote self-sufficiency, safety, and long-term independence from family violence for adult victims and their children. By contracting with service providers who offer emergency support and prevention services, the FVP is ensuring the critical needs of domestic violence victims in Texas are being met.

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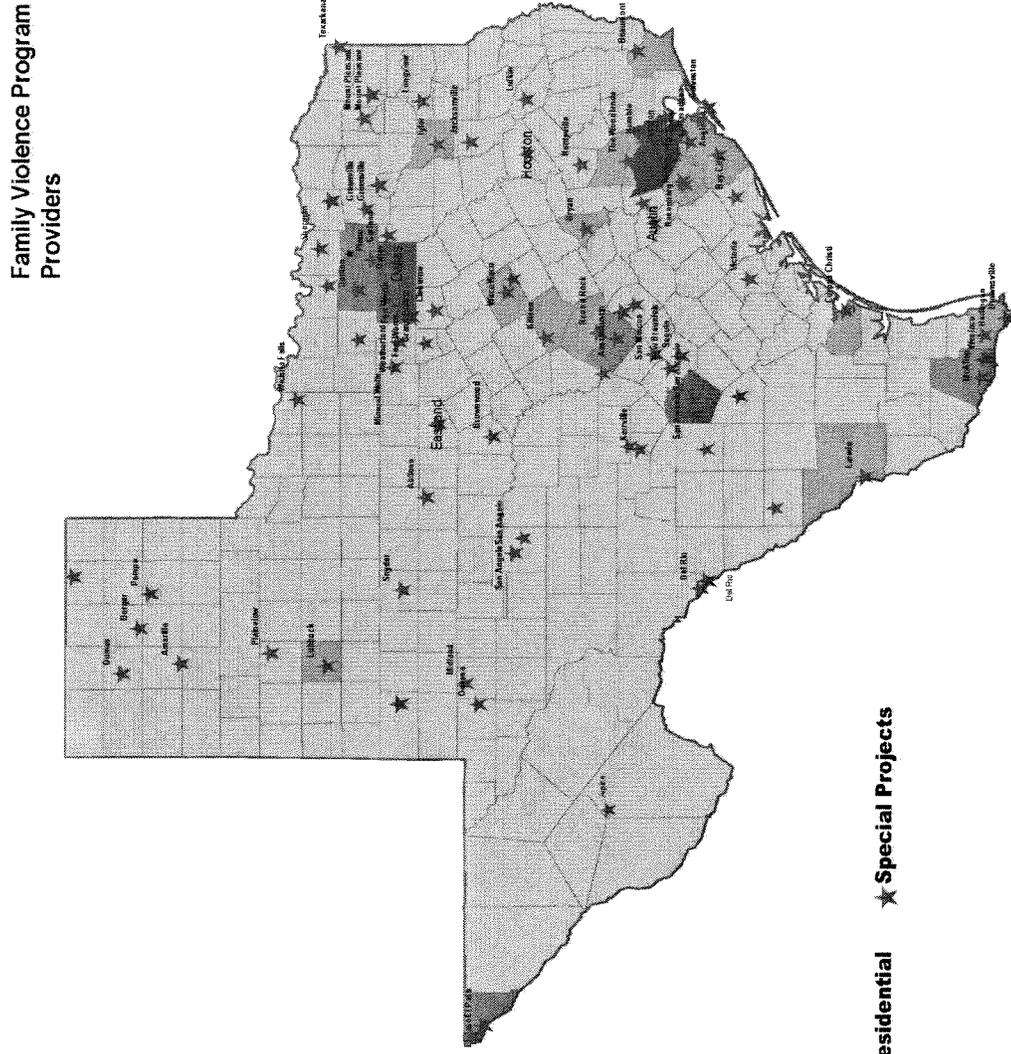
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# APPENDIX A: Program Locations by Texas Counties

Office of Community Services



## APPENDIX B: Family Violence Program Measures\*

	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
Percent of Victims of Domestic Violence Requesting Shelter Who Could Not Receive Shelter Due to Lack of Space	24.94%	21%	21%	<u>31%</u>	TBD
Number of Participating Programs/Shelters	92	96	96	94	94
Number of Adults and Children Served	79,060	79,279	N/A	N/A	N/A
Number of Persons Served by Family Violence Programs/Shelters			79,053	75,150	84,430
Number of Hotline Calls	205,793	208,388	207,510		
Number of Hotline Calls From or About Victims of Family Violence				183,836	<u>185,373</u>
HHSC Average Cost Per Person Receiving Emergency Shelter and/or Non-resident Services	\$288.54	\$284.25	N/A	N/A	<u>N/A</u>
HHSC Average Cost Per Person Receiving Family Violence Shelter Services			\$817.81	\$874.02	\$583.14
HHSC Average Cost Per Person Receiving Family Violence Non Residential Services			\$17.29	\$19.45	\$18.75
Percent of Family Violence Program Budgets Funded by HHSC	33.42%	35%	35%	35%	TBD

\*Approved by the Governor's Office of Budget, Planning and Policy and the Legislative Budget Board.

N/A refers to measures that are no longer reported by the Family Violence Program.

## **APPENDIX C: Timeline of the Family Violence Movement in Texas**

- 1875 Martha McWhirter opens a refuge in Belton for battered wives that thrives well into the 1890s.
- 1977 The first battered women's shelter in more than a century opens in Austin. Another opens in Houston.
- 1978 Six women meet in Austin on April 8<sup>th</sup> to form the Texas Council on Family Violence (TCFV). Its purpose is to represent Texas' six battered women's shelters in their efforts to secure state funding and protective order legislation. Articles of incorporation were signed and officially certified by the Secretary of State on December 27, 1978.
- 1979 The 66<sup>th</sup> Legislature, Regular Session, 1979, the first bill establishing pilot funding for battered women's shelters and providing \$200,000 to support programs at six Texas shelters.
- 1981 The 67<sup>th</sup> Legislature, Regular Session, 1981, creates the Family Violence Program (FVP), allocating \$1 million per year for 30 state contracting shelters and statewide program administration, technical assistance, training, and public education.
- 1982 The TCFV opens its first office in Austin and hosts the first Annual Statewide Family Violence Conference.
- 1984 The FVP receives \$2 million per year and contracts with 41 shelters.
- 1985 The 69<sup>th</sup> Legislature, Regular Session, 1985, passes the Family Violence Prevention Act and allocates \$2.3 million per year for the FVP.
- 1987 The 70<sup>th</sup> Legislature, Regular Session, 1987, passes measures clarifying the use of protective orders, affording shelters a role in assisting the children of victims of family violence, and eliminating the spousal exemption from charges of aggravated sexual assault.
- 1989 The 71<sup>st</sup> Legislature, Regular Session, 1989, passes 10 bills related to family violence and increases the FVP's budget to \$5.47 million per year, which includes contracts with 56 shelters. The 71<sup>st</sup> Legislature, Regular Session 1989 also creates the Battering Intervention and Prevention Project, allocating \$400,000 per year in funding for 15 local programs to work with violent men.
- 1991 The 72<sup>nd</sup> Legislature, Regular Session, 1991, nearly doubles the FVP's budget to \$9.1 million. Governor Ann Richards signs Senate Concurrent Resolution 26, enabling the governor to grant clemency to women who have been imprisoned for crimes relating to their experiences as battered women.
- 1994 Sixty shelters contract with the FVP, which receives \$9.1 million from the 73<sup>rd</sup> Legislature, Regular Session, 1993. Lt. Governor Bob Bullock appoints the Senate Interim Committee on Domestic Violence to study Texas' response to domestic violence and make recommendations to the legislature.

- 1996 The FVP receives a record \$10.3 million and contracts with 63 shelters. TCFV opens the National Domestic Violence Hotline (800-799-SAFE) on February 21<sup>st</sup>, with a \$1 million grant from the U.S. Department of Health and Human Services. The hotline answers 8,000 calls per month. Through the generosity of donors, TCFV distributes 100 state-of-the-art Polaroid Spectra law enforcement camera kits to member programs. The sophisticated equipment documents battered women's injuries with photographs that may assist local law enforcement throughout the state in prosecuting family violence perpetrators.
- 1997 TCFV's National Domestic Violence Hotline (800-799-SAFE) answers its 100,000<sup>th</sup> call on April 19<sup>th</sup>
- 1999 The 76<sup>th</sup> Legislature, Regular Session, 1999, increases the FVP budget by \$5 million, bringing the total to \$33.7 million for the biennium. The Battering Intervention and Prevention Project budget also increases to \$1.9 million for the biennium. Other legislative actions include expanded protective orders, enhanced penalties for repeat offenders, required domestic violence training for all judges, prohibition of mediation, and limitation on visitation in cases involving domestic violence.
- 2003 The 78<sup>th</sup> Legislature, Regular Session, 2003, approves a \$44 million budget for the 2004-05 biennium. The FVP contracts with 81 domestic violence programs across the state.
- 2005 The 79<sup>th</sup> Legislature, Regular Session, 2005, approves a \$46 million budget for the 2006-07 biennium. The FVP contracts with 80 domestic violence programs across the state. Exceptional item funding is awarded to fund unserved and underserved counties.
- 2007 The 80<sup>th</sup> Legislature, Regular Session, 2007, awards the FVP a \$46 million budget for the 2008-09 biennium. The FVP contracts with 80 domestic violence programs across the state. Exceptional item funding is awarded to fund the expansion of support services to include legal aid, childcare, educational resources, and transitional housing.
- 2009 The 81<sup>st</sup> Legislature, Regular Session, 2009, awards the FVP a \$49 million budget for the 2010-11 biennium. The FVP contracts with 79 domestic violence programs across the state. Exceptional item funding is awarded to fund the expansion of support services to include legal aid, childcare, educational resources, and transitional housing and provision of primary prevention services including domestic violence fatality review.
- 2010 The FVP assembled a leadership team made up of domestic and sexual violence experts and members of the public health community to develop a sustainable statewide response to domestic violence. Project Connect Texas is part of a national initiative that seeks new ways to identify, respond to and prevent family and sexual violence, and promote an improved public health response to abuse, and is led by the TCFV.
- 2011 The 82<sup>nd</sup> Legislature, Regular Session, 2011, awards the FVP a \$51 million budget for the 2012-13 biennium. The FVP contracts with 79 domestic violence programs across the state.

- 2012 HHSC serves as the presiding agency over the Task Force to Address the Relationship between Domestic Violence and Child Abuse and Neglect. The FVP provides subject matter expertise to the committee and assists with committee recommendations and legislative report development.
- 2013 The 83<sup>rd</sup> Legislature, Regular Session, 2013, awards the FVP a \$52 million budget for the 2013-14 biennium. The FVP contracts with 78 domestic violence providers across the state.
- 2014 The FVP is awarded \$2.5 million in Exceptional Item Funding to provide specialized assistance in the following areas; legal services, economic stability, primary prevention and domestic violence fatality review.

## **APPENDIX D: RESOURCES**

National Domestic Violence Hotline: 1-800-799-SAFE (7233) or TTY 1-800-787-3224

Texas Health and Human Services Commission: (877) 787-8999; <http://www.hhsc.state.tx.us/>

Texas Office of the Attorney General: (800) 252-8011; <http://www.oag.state.tx.us/>

Texas Department of State Health Services: (888) 963-7111; <http://www.dshs.state.tx.us/>

Texas Department of Public Safety: (512) 424-2000; <http://www.txdps.state.tx.us/>

Texas Council on Family Violence: (512) 794-1133; <http://www.tcfv.org/index.htm>

National Center on Domestic and Sexual Violence: (512) 407-9020; <http://www.ncdsv.org/>

University of Texas, Institute on Domestic Violence and Sexual Assault: (512) 471-0561; <http://www.utexas.edu/research/cswr/idvsa/>

Centers for Disease Control & Prevention, National Center for Injury Prevention & Control: (770) 488-1506; <http://www.cdc.gov/ncipc/>

U.S. Department of Justice, (202) 514-2000: Violence against Women Office: <http://www.ojp.usdoj.gov/vawo/> and National Institute of Justice: <http://www.ojp.usdoj.gov/nij/>

National Violence against Women Prevention Research Center: (843) 792-2945; <http://www.nvaw.org/>

National Electronic Network on Violence Against Women: (800) 537-2238; <http://www.vawnet.org/>

National Coalition against Domestic Violence: (303) 839-1852; <http://www.ncadv.org/>

Family Violence Prevention Fund: <http://www.acf.hhs.gov/programs/fysb/programs/family-violence-prevention-services>

## **Appendix E: Family Violence Program Provider Accomplishments**

### **The Family Place, Dallas, TX**

The Family Place, in partnership with the Dallas Police Department, started the Lethality Assessment Program (LAP), with the intention of reducing the lethality of family violence. The LAP is a two-pronged intervention process that features a research-based lethality screening tool and an accompanying protocol referral that provides direction for officers to initiate appropriate action based on the results of the screening process. The process begins when an officer arrives at the scene of a domestic violence call. Officers in Dallas began assessing lethality in the field in October 2012.. If a victim answers yes to questions such as — “Has he/she ever used a weapon against you or threatened you with a weapon?” “Has he/she threatened to kill you or your children?” “Do you think he/she might try to kill you?” — the police officers make a call to The Family Place with the victims to get them into shelter or counseling. The Family Place hotline calls have doubled since the program began, and the shelter is regularly filled beyond capacity.

### **SafePlace, Austin, TX**

This biennium, the staff of the SafePlace Family Shelter in Austin went through a multi-faceted process of reducing shelter rules. This process was facilitated by TCFV staff and included several front line staff meetings, a supervisors meeting and listening projects with survivors. Although the process was extensive, the result has been a reduction in shelter rules and fewer barriers for survivors. The reduction in rules follows a trauma-informed approach to providing services to survivors. The result has been increased honesty on the part of the victim about their needs and SafePlace staff are then able to safety plan and support them more effectively.

### **Noah Project, Abilene, TX**

Opening a new shelter in Abilene has transformed the kind of services that Noah Project is able to provide to the ten counties it serves, particularly in the area of security. The previous shelter was located in an old house that lacked necessary security measures. The new shelter is located in a secured area with controlled-entry gates and doors. In addition, the new shelter has enabled an increase in victims served. In fiscal year 2010-11, we had 637 unduplicated clients. In fiscal year 2014, we served almost 1,000 unduplicated clients. The new shelter contains 16 hotel-style resident rooms, with an ultimate capacity of 96 and an average resident count of 55.

### **Williamson County Crisis Center dba Hope Alliance, Round Rock, TX**

Hope Alliance received a call from the Child Support Court Liaison requesting an accompaniment for a woman in the Title IV-D Court because she was crying and visibly shaking. She was overwhelmed and anxious because her abuser had been granted Primary Managing Conservatorship over her children a few years prior, despite an extensive Child Protective Services investigation for sexual abuse allegations against him. After talking with a legal advocate and the Assistant Attorney General, she was calmer and more confident that the courts would not re-victimize her again. The IV-D Judge decided to dismiss the case and for the first time the survivor walked out of the courthouse with hope.