

**Report to the Governor and
Legislative Budget Board**

**Evaluation of the Effectiveness
of the
Battering Intervention and
Prevention Program
FY 2018-2019 Biennium**

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Acknowledgements

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Introduction

In accordance with the 86th Texas Legislature, General Appropriations Act, House Bill No. 1, Article V, Rider 44, the following evaluation report on FY 2018-2019, includes measurements of effectiveness, qualitative program analysis, and a progress report on the programs and services provided through the Battering Intervention and Prevention Program (BIPP) grants for FY 2020. The Texas Department of Criminal Justice-Community Justice Assistance Division (TDCJ-CJAD) assists its collaborative partners by promoting safer communities through rehabilitative services for offenders and by protecting victims' rights through the Battering Intervention and Prevention Project.

The Project, as defined in Article 42.141 of the Texas Code of Criminal Procedure, includes statewide activities by TDCJ-CJAD and the statewide nonprofit, the Texas Council on Family Violence (TCFV), as well as funding for local battering intervention and prevention programs. BIP programs provide Texas communities with specialized services that increase victim safety, hold batterers accountable, provide an alternative to incarceration, challenge an offender's beliefs, and teach the fundamentals of leading a non-violent lifestyle.

Statewide activities include a community educational campaign, monitoring compliance with guidelines and providing technical assistance to Battering Intervention and Prevention (BIP) programs. Through these activities, TDCJ-CJAD, TCFV, BIP program providers, and family violence programs have developed the framework to provide services to family violence.

Funding History of the BIP Programs

With the 71st Texas Legislature's enactment of House Bill 2335, the Project's initial appropriation was \$400,000 per year, from the Diversion Program (DP) funding strategy. Additional information on funding is provided in Appendix A and Appendix B.

BIPP Funding History		
Biennium	Annual Appropriation	Number of Programs Funded
FY10-11	\$1,250,000	27
FY12-13	\$625,000	24
FY14-15	\$1,250,000	26
FY16-17	\$1,750,000	27
FY18-19	\$1,750,000	26
FY20-21	\$1,750,000	26

Note: TCFV is included in the count of programs that received grants.

The Texas Council on Family Violence (TCFV) Activities during FY2018-FY2019

TCFV provides technical assistance to BIP programs, such as training for service providers and other professionals, operations and accreditation, guidelines, monthly activity reports, community education, audits, and TDCJ-CJAD funding.

Summary of TCFV activities:

- TCFV responded to 450 individual requests for technical assistance from BIP Programs during the FY2018-2019 biennium. Technical assistance included a variety of topics such as training for BIPP service providers and other professionals, BIPP operations and accreditation, BIPP Guidelines, monthly activity reports, community education, audits and TDCJ-CJAD funding. In addition, TCFV provided information to individuals seeking BIPP services. TCFV maintained resources tailored to meet the BIP Program needs, to include webinars, learning modules, and a statewide listserv.
- TCFV offered online and in-person trainings accessed by a total of 1,611 trainees (851 registrations for online modules and webinars and 760 participants at in-person trainings designed specifically for BIPP professionals or to promote BIPP to professionals in other systems). The in-person trainings included two statewide conferences, four in-person regional trainings, one pre-conference event on coordinated community response to intimate partner violence, and individualized training requests on BIPP effectiveness. The webinars, online trainings, and conferences provided BIPP professionals with continuing education, training, and networking opportunities.
- TCFV conducted 25 on-site audits for compliance with TDCJ-CJAD Guidelines. During some of the group observations, auditors observed adherence to state guidelines and facilitators' ability to reduce: minimization, denial, victim blaming, and other behaviors associated with battering. Auditors also look for facilitators' ability to demonstrate that battering intervention involves non-violent behavior choices, the ability to encourage and promote positive behavioral change, and the ability to establish healthy rapport among offenders.
- At the conclusion of each audit TCFV conducted conference calls with the BIP program executive director and key BIPP staff to review the written report and any required corrective action plans. Final audit reports were sent to TDCJ-CJAD.
- TCFV worked with TDCJ-CJAD to provide technical assistance to BIP programs on accuracy with Monthly Activity Report (MAR) entries and submission of sample offender data to the Division for research purposes.

BIPP Outcomes and Outputs

BIP Programs provide Texas communities with specialized services that increase victim safety, hold batterers accountable, provide an alternative to incarceration, challenge an offender’s beliefs, and teach the fundamentals of leading a non-violent lifestyle.

BIP Programs represent a crucial tool for ending family violence in this context. BIP Programs offer educational sessions to men who batter to end family violence.

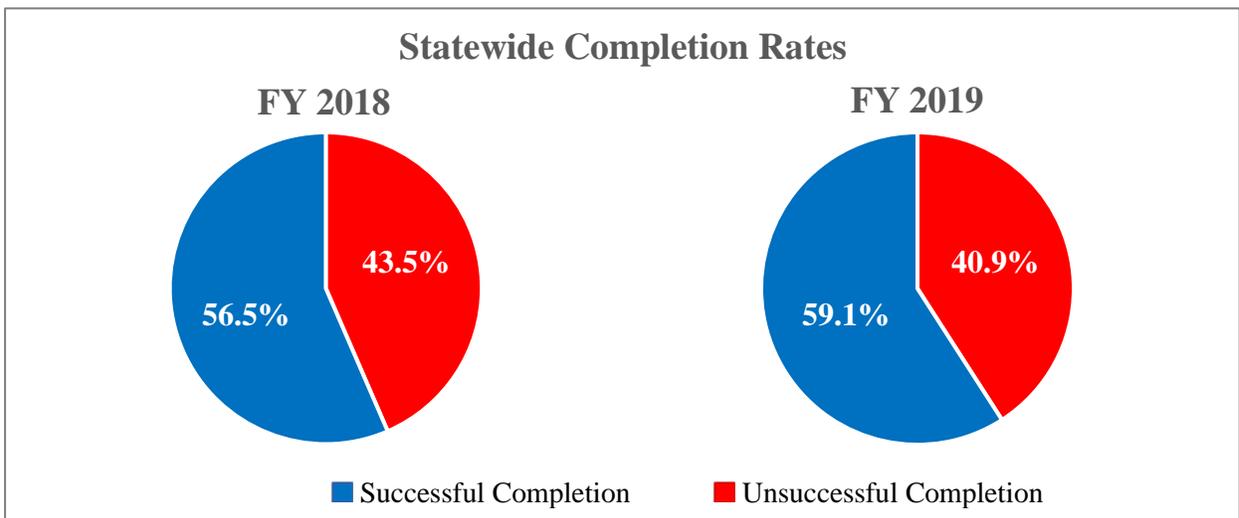
All accredited BIPPs are required to submit MARs reporting their program activity information in aggregate counts. The data collected should accurately reflect the participants’ activities in the program. TDCJ-CJAD simplified and streamlined the MAR for reporting of FY 2018-2019 program data. TDCJ-CJAD also created a Reporting Guide to provide additional assistance to BIPPs on how to report data, maintain proper documentation, and improve the consistency across the state.

MAR data is used to calculate completion rates for the programs. The rates for FY2018-2019 are below:

Successful Completions include all participants who successfully completed at least 18 weekly sessions during the fiscal year.

Unsuccessful Completions include all participants who exited a BIPP during the fiscal year for reasons such as termination for excessive absences or not following group rules. Additionally, participants may exit the program if the program length exceeds their supervision term.

Completion rates are calculated by dividing the successful completions by the sum of the successful and unsuccessful completions.

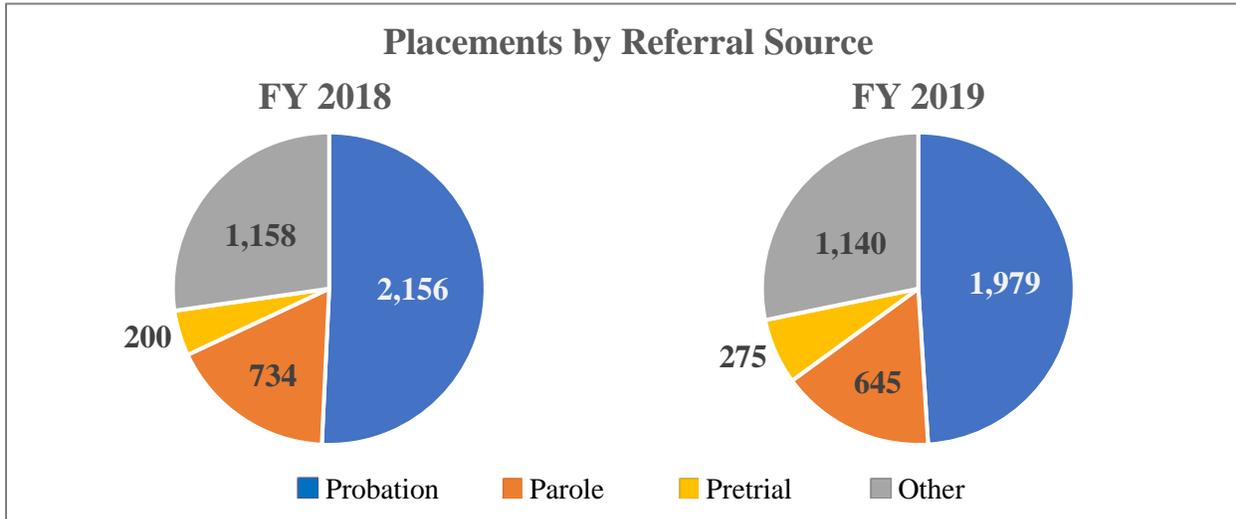


BIPP Successful Completion Rates by Program

BIPPs	FY2018 Completion Rates	FY2019 Completion Rates
Aid to Victims of Domestic Abuse (AVDA)	64.9%	69.0%
Center Against Sexual & Family Violence (CASFV)	44.6%	52.4%
Crisis Center of the Plains	42.9%	75.7%
Denton Friends of the Family	60.6%	70.3%
Domestic Violence Intervention and Prevention	42.9%	66.7%
Domestic Violence Prevention Inc	57.7%	68.2%
East Texas Crisis Center	61.4%	61.2%
Family Crisis Center Adult Violence Intervention Program (AVIP)	59.7%	61.4%
Family Services BIPP	66.3%	63.8%
Family Support Services Battering Intervention & Prevention Program	51.9%	61.0%
Focusing Families	80.0%	78.1%
Friendship of Women, Inc. - Fellowship Ending Violence	48.0%	54.5%
Hope's Door New Beginning Center	59.6%	51.2%
Janelle Grum Family Crisis Center of East Texas	56.5%	62.5%
M.O.R.A.L. Compass: A Batterer Intervention Prevention Program	57.5%	36.9%
Men Against Violence	42.3%	46.0%
Mid-Coast Family Services	63.6%	69.6%
Safe Place of the Permian Basin - Project Adam	66.2%	68.8%
SafeHaven of Tarrant County	55.0%	51.3%
Star Council on Substance Abuse	36.4%	53.6%
The Family Place	63.2%	59.4%
The Purple Door	55.6%	58.3%
Violence Intervention Program (VIP)	49.6%	56.8%
Women's Protective Services	51.8%	47.0%
Wholistic Counseling Services Inc.	77.4%	73.5%

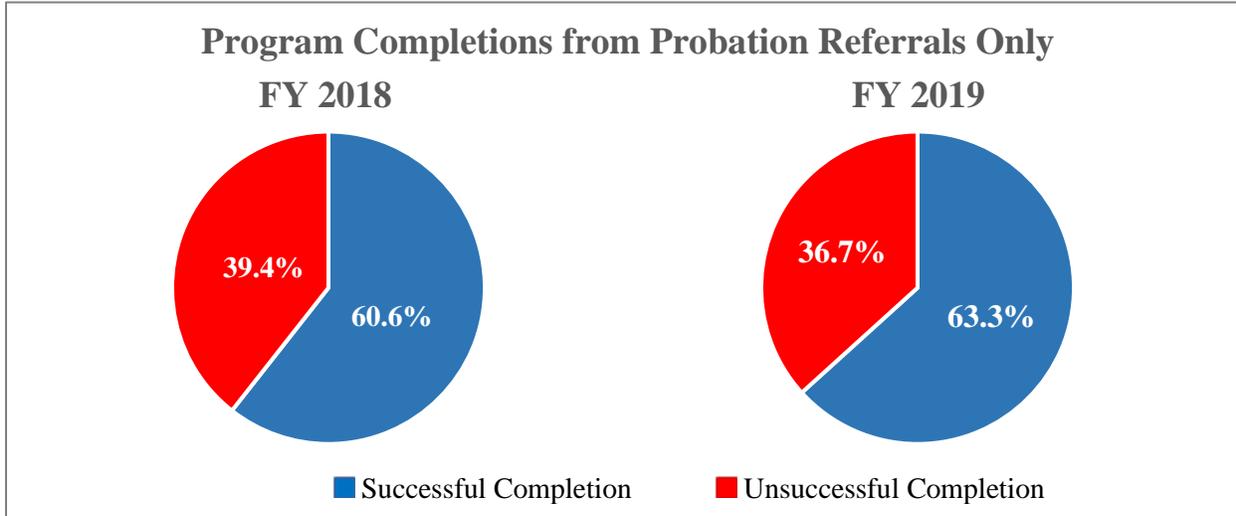
Statewide Number of Placements for FY 2018 and FY 2019

Persons placed in BIP programs may be referred by probation, parole, District Attorneys' offices, pretrial agencies, defense attorneys, judges, CPS, or voluntary admissions. At a minimum, these participants completed an intake session and entered the program during the fiscal year. There were 4,248 placements in BIP programs in FY 2018 and 4,039 in FY 2019.



Completion Rates for Probation Referrals Only

Approximately half of the persons placed in BIP programs each fiscal year were referred by the Community Supervision and Corrections Departments (Probation). The charts below show the completion rates for each fiscal year.



Numbers Served during FY 2018-2019		
BIPPs	FY2018 Number Served	FY2019 Number Served
Aid to Victims of Domestic Abuse (AVDA)	905	828
Center Against Sexual & Family Violence (CASFV)	396	260
Crisis Center of the Plains	57	61
Denton Friends of the Family	232	350
Domestic Violence Intervention and Prevention	100	98
Domestic Violence Prevention Inc	46	33
East Texas Crisis Center	185	198
Family Crisis Center Adult Violence Intervention Program (AVIP)	96	84
Family Services BIPP	114	137
Family Support Services Battering Intervention & Prevention Program	306	299
Focusing Families	58	43
Friendship of Women, Inc. - Fellowship Ending Violence	141	154
Hope's Door New Beginning Center	650	570
Janelle Grum Family Crisis Center of East Texas	35	27
M.O.R.A.L. Compass: A Batterer Intervention Prevention Program	116	97
Men Against Violence	327	346
Mid-Coast Family Services	75	85
Safe Place of the Permian Basin - Project Adam	203	179
SafeHaven of Tarrant County	117	193
Star Council on Substance Abuse	35	44
The Family Place	735	505
The Purple Door	354	244
Violence Intervention Program (VIP)	827	792
Wholistic Counseling Services Inc.	196	188
Women's Protective Services	64	53
Statewide	6,370	5,868

Note: The number served is calculated by taking the number of participants in the program on September 1 and adding the sum of the placements that occurred during the fiscal year.

Qualitative Analysis

Pursuant to the 86th Texas Legislature, General Appropriations Act, House Bill No. 1, Article V, Rider 44, a content analysis was completed on the FY2018-2019 audit reports for the funded programs. TCFV and TDCJ-CJAD auditors had identified compliance with program curricula as a relevant topic for a qualitative analysis based on audits of funded programs completed in FY2017. Survey results from 2020 provided by TCFV showed that more than half of BIP program employees have less than two years of experience. The percentage of employees with less than two years' experience had increased significantly since the previous survey in 2018. Employees must be trained to ensure fidelity to the program curricula. Fidelity refers to the degree to which a practice model is delivered as intended.¹ With the number of tenured staff decreasing, employees have little experience with the curricula. FY2018-2019 audits indicated some staff were not thoroughly trained.

BIP programs must comply with The Battering Intervention and Prevention Program Accreditation Guidelines to maintain accreditation. The guidelines do not mandate a specific curriculum, but TDCJ-CJAD must approve any curricula used by the programs. TDCJ-CJAD requires that curricula must be based on an intervention model that recognizes family violence as the result of one person in an intimate relationship systematically using tactics of emotional and physical abuse to maintain power and control over the other person. Curricula must encourage positive behavioral change without shaming batterers while incorporating approaches that create dialogue and do not solely lecture batterers. Employees must be trained by the curriculum developer and adhere to the approaches and content specified by the Guidelines to ensure fidelity. For more information on specific Guidelines, please see The Battering Intervention and Prevention Program Accreditation Guidelines.²

Most of the funded BIP programs (18 of 25) use *The Creating a Process of Change for Men Who Batter* (CPC) curriculum. CPC has been approved by TDCJ-CJAD and is also extensively used by BIP programs that do not receive state funding. The *Creating a Process of Change (CPC) for Men Who Batter* curriculum is based on the theory that violence is used to control people's behavior. The curriculum is designed to diminish the power of batterers over their victims and to explore with each batterer the intent and basis of his violence and the possibility of change by seeking a different kind of relationship with women³. Batterers must acknowledge the destructive nature of their abusive behaviors and accept responsibility for their actions⁴. The CPC is grounded in the belief that batterers are capable of change and many of them will indeed change under certain circumstances. The batterer must be held fully responsible for his violence by establishing and implementing repercussions for continued abuse. For batterers to change, he must be within a nonviolent, nonjudgmental group environment that respects women and children.

Program Curriculum Analysis

TCFV auditors noted in 2017 that many of the programs did not have the updated 2011 version of the CPC nor were they using the correct Spanish edition. During FY2017-2018, TCFV began auditing BIP programs to ensure they were using the current version, were following the curriculum as prescribed and had trained the employees in proper use of the curriculum. Recommendations and action plans were developed for the programs to become compliant with the Guidelines. TCFV identified a statewide trend where facilitators were 'handbook trained' instead of attending an actual CPC training. TCFV hosted trainings, webinars,

keynotes, and workshops featuring CPC trainers to increase effective implementation of the CPC, encourage motivational interviewing, and development of advanced facilitation skills.

Based on the fidelity and Guideline compliance issues identified by TCFV, TDCJ-CJAD is exploring strategies to better address curriculum fidelity with the programs. As part of this process, TDCJ-CJAD staff analyzed the reports from the 25 audits TCFV completed with the funded BIP programs during FY2018-2019 to determine if there were trends regarding fidelity and Guideline compliance. Of the BIPPs using CPC, 8% of the programs were not in compliance with the Guideline which requires curricula criterion. Auditors found that facilitators were not fully incorporating the curriculum into their groups. Facilitators were also supplementing their groups with additional materials that were not approved by TDCJ-CJAD. Most BIP programs were in compliance with using a curriculum approved by TDCJ-CJAD. However, 77.8% of the programs in compliance had issues identified by TCFV, such as using outdated curricula and not including all scenarios and activities within their groups as indicated by the curriculum. TCFV provided recommendations to the programs to resolve the issues.

TDCJ-CJAD has outlined the types of curricula that are appropriate for BIP programs. It is important that BIP programs comply with the Guidelines and adhere to their curricula as intended by the author. The lack of proper training and fidelity to program curricula could negatively impact batterers' experiences in the program. TDCJ-CJAD and TCFV will continue to work toward improving fidelity and compliance with the Guidelines.

References

¹Paymar, M., & Barnes, G. (2007). Countering confusion about the Duluth Model. *Duluth, MN: Domestic Abuse Intervention Programs.*

² https://www.tdcj.texas.gov/documents/BIPP_Accreditation_Guidelines.pdf

³Scaia, M. (2017). Facilitating Groups with Men Who Batter. Available at:

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<https://www.theduluthmodel.org/what-is-the-duluth-model/>

⁴Pence, E. & Paymar, M. (1993). The Duluth Domestic Abuse Intervention Project. Available at:

http://www.europrofem.org/White-Ribbon/05.education/education_en/12.edu_en.htm

Progress Report for Fiscal Year 2020

BIP Programs and Services Provided through BIPP Grants Fiscal Year 2020

The 86th Texas Legislature allocated \$3.5 million for the biennium, or \$1,750,000 per fiscal year for BIP Programs and Services. The funding allowed TDCJ-CJAD to fund 26 programs statewide. TDCJ-CJAD applied the same four program performance measures and methodology used in FY2018-2019. One new program was added, and another program did not apply for funding.

Impact of the COVID--19 Pandemic on BIP Programs

In response to significant statewide challenges related to the COVID--19 pandemic, TDCJ-CJAD took temporary measures to allow critical programming to continue during a time where victims of domestic violence may be placed at higher risk due to local ordinances such as shelter in place orders. In addition to numerous technical assistance phone calls and emails, TDCJ-CJAD developed two waivers to provide programs with flexibility as they made programming decisions in the wake of the pandemic. The first waiver was issued on March 18, 2020 and allowed BIP Programs to use alternative programming through virtual platforms such as ZOOM or Skype. The next waiver removed the 20-hour limit for on-line training which allowed staff of accredited programs that were due to complete staff development training cycles on or before August 31, 2020. The waiver allows for all 40 hours of required training to be completed online. TDCJ-CJAD also provided technical assistance and instruction to BIPPs on how to report service interruptions and resumption of services on the MAR.

TDCJ-CJAD and TCFV have provided much needed support to BIP Programs throughout the pandemic. This has included responding to requests for technical assistance, developing a toolkit for BIP Programs to use in addressing COVID--19 specific questions, and holding weekly conference calls covering various topics to further assist the BIP programs.

TDCJ-CJAD and TCFV developed an online form for BIP programs to use in keeping the state updated on changes enacted in response to COVID--19. BIP programs were required to inform all referral services of any interruptions in service. Seventy-one percent of BIPP programs reported suspending BIPP group sessions as they adjusted operations to online services.

TDCJ-CJAD and TCFV continue to audit Texas BIPPs during the COVID--19 pandemic to ensure adherence to TDCJ-CJAD BIPP Accreditation Guidelines.

Summary

Texas is a leader in battering intervention and prevention programming, with almost 30 years of experience in maintaining programs, offering accountability groups, and administering state funding.

Along with the state's strong commitment to shelters and resource centers for victims and a strong coordinated community response by civil and criminal justice systems, BIP Programs represent a crucial tool for ending family violence in this context.

BIP Programs participate in numerous activities that provide direct intervention services for men who batter. They also develop and participate in the education of the communities in which they provide services through a coordinated community response. TDCJ-CJAD assists in administering state funding in the prevention of family violence. The funding appropriated by the Legislature enabled more than 10,000 men to be served in the programs with nearly 60% successfully completing BIP Programs.

Appendix A

FY2018-2019 Funding Methodology

During the FY2018-2019 grant award process, TDCJ-CJAD used four performance measures to allocate program funding, with recommendations from TCFV for performance measure weights for scoring. The four performance measures and their weights are listed below.

Performance Measure	Weight
1. The two most recent BIP Program audit scores	60%
2. BIP Program completion rates	15%
3. Timely completion of monthly activity reports	15%
4. Timely completion of financial quarterly reports	10%

During FY2018-2019, TDCJ-CJAD awarded all DP funding based on program benchmarks. The benchmarks were established by scoring each program based on the four performance measures. Programs that scored above the benchmark received a 10% increase in funding. Programs that scored at the benchmark received the same level of funding from FY2016-2017. Programs that scored below the benchmark received a 10% reduction in funding. Programs that had any data reporting issues received a partial grant along with an action plan which required completion to receive funding beyond the first two quarters of FY2018.

Appendix B

FY2018-2019 Funding Amounts

BIP Program	Annual Funding Amount
Aid to Victims of Domestic Abuse	\$225,352
Center Against Sexual & Family Violence	\$87,751
Crisis Center of the Plains	\$27,139
Denton Friends of the Family	\$60,313
Domestic Violence Intervention and Prevention	\$32,000
Domestic Violence Prevention, Inc.	\$60,596
East Texas Crisis Center	\$30,824
Family Crisis Center Adult Violence Intervention Program (AVIP)	\$33,781
Family Services of Southeast Texas BIPP	\$54,146
Family Support Services Battering Intervention & Prevention Program	\$41,719
Focusing Families	\$23,987
Friendship of Women - Fellowship Ending Violence	\$37,002
Hope's Door New Beginning Center	\$89,281
Janelle Grum Family Crisis Center of East Texas	\$50,998
M.O.R.A.L. Compass: A Batterer Intervention Prevention Program	\$56,698
Men Against Violence	\$33,427
Mid-Coast Family Services	\$34,856
SafeHaven of Tarrant County	\$35,603
Safe Place of the Permian Basin	\$31,658
Star Council on Substance Abuse	\$30,515
TCFV Statewide & TA	\$245,000
TCFV Community Education	\$52,500
The Family Place	\$108,626
The Purple Door	\$59,090
Violence Intervention Program	\$145,551
Wholistic Counseling Services, Inc.	\$44,976
Women's Protective Services	\$20,166
TOTAL	\$1,753,555

Note: TCFV receives two grants. They are included on the list twice but count as one program.