The Texas Battering Intervention and Prevention Program

2008 Annual Report

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EXECUTIVE SUMMARY

Family violence is a pervasive issue that affects people of all economic and social backgrounds, and has repercussions for employers, health care providers and others. Battering Intervention and Prevention Programs (BIPPs) are an important part of ending this violence.

The 27 state-funded BIPPs in Texas served over 5,700 participants in fiscal year 2008 (September 1, 2007 to August 31, 2008). The programs focus on batterers’ capacity to change, as well as holding batterers accountable for their behavior. Most BIPP attendees are mandated to attend by systems such as probation or parole.

BIPPs are one service among many that must work together to end family violence. BIPPs coordinate efforts with other community agencies by conducting trainings, participating in coalitions and working directly with local family violence shelters, law enforcement, district attorneys, probation and parole.

BIPPs are extremely cost-effective, with the state spending only $165 per offender in FY 2008, compared with the $5,000 it costs to incarcerate someone for the same amount of time as a BIPP program.

Each state-funded BIPP is required to submit a monthly report detailing participants served. TCFV has analyzed this data and presents four main areas of interest in this report:

1. Completion Rates: The average completion rate for Texas BIPP participants is higher than the national average. Approximately 60% of participants complete BIPPs in Texas, compared with the national average of 50%. The state goal set by CJAD is 55%.

2. Women in BIPPs: Nearly 10% of participants in Texas BIPPs were women, though the number of women enrolled varies considerably in different programs, as well as year-to-year in the same program. Most women in BIPPs are victims of family violence who were arrested for aggression against an abuser. CJAD and TCFV will be working in coming years to create a curriculum designed specifically for female BIPP participants.

3. Ethnicity of Participants: Latino/Hispanic and African American populations are over-represented in BIPPs, compared with the Texas population as a whole. This is likely a by-product of the over-representation of these groups in the criminal justice system as a whole. Research regarding the benefit of culturally-specific battering intervention groups is warranted.

4. Age of Participants: BIPP participants between the ages of 20 and 39 are over-represented in BIPPs compared with both the Texas prison population and the general Texas population. Research regarding how to best serve this age range is recommended.

BIPPs receive training and technical assistance from the Texas Council on Family Violence, which provides these services through a contract with the Community Justice Assistance Division of the Texas Department of Criminal Justice.

Continued funding for Battering Intervention programs helps ensure that these services will be available. Along with support from other systems, BIPPs are a vital part of ending family violence.
INTRODUCTION

In 2006 (the most recent year for which data are available), there were over 500 recorded incidents of family violence in Texas for every day of the year. 1 One hundred and twenty women were killed by their husbands, boyfriends and ex-partners. 2

The impact of family violence* reaches beyond emotional and physical injury to the victim. It places burdens on hospitals in emergency room visits and employers in lost time and productivity. Children who witness family violence suffer psychologically in a way similar to children who are directly abused. 3

Battering Intervention and Prevention Programs (BIPPs) are a crucial aspect of ending this violence. Although BIPPs are closely linked with the criminal justice system and provide direct services to perpetrators, they are also services that directly benefit victims. BIPPs work with victims by phone to provide referrals to victim services and notification that the offender has entered and exited the BIP program. They also protect victims and help prevent future victimization by teaching batterers to live a non-violent lifestyle.

At the same time, BIPPs alone cannot end family violence. This requires multiple types and levels of services, as well as prevention and education efforts. BIPPs and other agencies, including family violence shelters, courts, probation, parole and law enforcement, must work together to stop violence in Texas communities.

This report focuses on the 27 Texas state-funded BIPPs, analyzing the work they have done in fiscal year 2008 (September 1, 2007 to August 31, 2008). In addition, trends over the past 10 years are analyzed.

Please note that although this report uses the gender-neutral terms “batterer” and “victim,” 90% of participants in BIPPs are men, and the current curricula are designed for men who abuse women.

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* The Texas Family Code, § 71.004, defines family violence as: (1) an act by a member of a family or household against another member of the family or household that is intended to result in physical harm, bodily injury, assault, or sexual assault or that is a threat that reasonably places the member in fear of imminent physical harm, bodily injury, assault, or sexual assault, but does not include defensive measures to protect oneself; (2) abuse, as that term is defined by Sections 261.0011(C), (E), and (G), by a member of a family or household toward a child of the family or household; or (3) dating violence, as that term is defined by Section 71.0021.
WHAT IS FAMILY VIOLENCE? WHY DO MEN BATTER? WHY DO VICTIMS STAY?

Family violence can involve threats, forced isolation, pushing, punching, slapping, choking, sexual assault and assault with weapons. It is rarely a one-time occurrence and usually escalates in frequency and severity over time.

Battering is a choice made by the batterer in order to gain power and control over the victim. While circumstances such as childhood trauma, alcoholism or drug abuse may be factors in abuse, they are not the cause of abuse. Likewise, lack of anger management does not cause abuse. Batterers manage anger in ways that are effective for them, directing their anger only at their victim, and not at other people.5

“Why didn’t she leave?” is a common question concerning family violence and it is based on the false assumption that leaving always means safety.

Victims of family violence often remain in abusive relationships because of fear—fear of being killed, fear for the safety of their children, and fear of homelessness. Often the batterer is a parent and any decision to take children away from one of their parents is difficult. Sometimes religious or cultural values pressure a woman to keep the family together at all costs.

Batterers often isolate victims by discouraging or preventing them from maintaining relationships with family and friends, as well as preventing them from accessing community resources. This leaves victims without the support they need to leave.7

Batterers may also maintain control over household finances, not allowing the victim access to money.

However, the reality of domestic violence homicides, which often occur after a victim has left her abuser, means that even if a victim can leave, leaving doesn’t always mean safety.8

A 2008 study about batterer probation found that women who divorce their batterer are equally likely to be abused again (measured by rearrest of the batterer) as women who remain in their relationship.9

One study found that wives who divorce their abusers are equally likely to be abused again as wives who stay with their husbands.9
**HOW BIPPS END VIOLENCE**

BIPPs provide Texas communities with high-quality, specialized services that increase victim safety and let batterers know that society and the community will not tolerate their violence.

BIPPs offer an alternative to incarceration for family violence offenders. The goal of BIPPs is to hold batterers accountable for their battering and to teach them the fundamentals of leading a non-violent lifestyle.

Batterers typically defend their violence by denying, minimizing, blaming, justifying, and rationalizing their behavior. As a result, they often appear logical and rational and can be convincing about their innocence. However, battering involves choices by batterers. Batterers must choose to be non-violent and non-abusive in order to ensure the safety of their victims/partners.

A 2008 study examining batterers court-ordered to attend BIPP in Spain confirmed the validity of the approach of confronting batterers and holding them accountable. The researchers found that participants did not blame themselves for their presence in the program. In addition, nearly one-third of participants believed that the “personal characteristics and aggressiveness” of the victim were the reason for their conviction.

BIPPs focus on ending violence and abuse and on the batterer’s capacity to change. During group sessions, facilitators confront batterers’ avoidance of responsibility for their battering. Programs also present techniques for avoiding violence and becoming aware of abusive behavior patterns, work to change batterers’ beliefs and attitudes about intimate relationships, and explain the effects of family violence on children.

Research has shown that battering intervention programs are successful over a period of time in reducing batterers’ violence towards their partners. Although studies exist that find that BIPPs have no effect, their methodology renders their results inconclusive.

**BIPP FUNDING AND ACCOUNTABILITY**

In FY 2008, Texas spent approximately $165 on each offender who participated in a state-funded BIPP. This is remarkably cost-effective for the services provided to offenders, victims and the community. The cost is also significantly less than the $5,000 that the State would
have spent to keep these offenders incarcerated for the equivalent mandated minimum length of a BIPP course (18 weeks).  

The total annual appropriation for the BIPP project for FY 2008 was $1.25 million. Of this amount, legislation mandates that 6% is allocated for administration costs, although the Community Justice Assistance Division of the Texas Department of Criminal Justice (hereafter referred to as CJAD), which manages the state-funded BIPPs, forwards this funding to the programs. Another 14% is allocated to a non-profit (the Texas Council on Family Violence) to provide assistance and training to BIPPs via a contract with CJAD, and 3% is allocated to the Community Educational Campaign (also a contract with the Texas Council on Family Violence). The remaining 77% is allocated to BIPP programs, so that including the 6% forwarded by CJAD, BIPPs receive 83% of the allocated funds.

The remainder of the average BIPP budget is raised primarily through fees that batterers pay to enroll in the program (usually done on a sliding scale based on ability to pay), and a portion is also raised through grants and other private funding.

Until next year, only state-funded BIPPs are required to follow a set of guidelines and have audits of their services. Judges may refer family violence offenders to any BIPP program, whether they are state-funded or not. However, the 80th Texas Legislature (in 2007) passed a new law that judges may only refer offenders to accredited BIPP programs. This will mean that all BIPPs will be required to follow a standard set of guidelines. TCFV participated in FY 2008 in creating the process for accreditation and the guidelines that accredited programs will be required to follow (CIAD funds were not used for this process, since this is not part of TCFV’s contract).

Beginning in September 2009, judges who choose to send offenders to BIPPs will only be allowed to refer to accredited BIPPs. Not all accredited programs will receive state funds. CIAD will audit accredited programs to ensure compliance, and TCFV will continue auditing state-funded BIPPs.

All state-funded BIPPs will need to apply for accreditation. They will be required to follow the accreditation guidelines, as well as additional guidelines.

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<tr>
<th>Services Provided by BIPPs</th>
<th>Cost to the State per Person</th>
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<tr>
<td>September 1, 2007 to August 31, 2008</td>
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<tr>
<td>3,588 Continuing FY 2007 Participants</td>
<td>18 Weeks of Incarceration: $5,360</td>
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<tr>
<td>5,891 New Participants in FY 2008</td>
<td>18 Weeks of BIPP: $165</td>
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<tr>
<td>9,479 Total FY 2008 Participants</td>
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<tr>
<td>210,350 Participant Hours for All Participants</td>
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**IMPORTANCE OF COORDINATED COMMUNITY RESPONSE**

Battering intervention and prevention programs are one vital link of a coordinated community response to ending family violence, along with victim services such as shelter and legal assistance and the criminal justice system.

In order to function within this network of services, BIPPs work regularly with the criminal justice system and domestic violence service providers.

In FY 2008, 87% of BIPP participants were mandated to attend the program by parole, probation, or courts. BIPPs work with these systems by notifying them whether the batterer completed the program.

State-funded BIPP programs are also required to conduct coordination activities with local family violence programs, including providing information for family violence victims about BIPP program services, philosophy, and program content and limitations. All but four of the 27 state-funded BIPPs are operated by family violence programs. Those four coordinate with separate family violence service providers.

In order to educate other agencies and systems about the dynamics of family violence and the services provided by BIPPs, programs regularly provide training to courts, law enforcement, parole and others. This helps ensure that appropriate referrals are made to BIPPs. In FY 2008, BIPP programs conducted 350 trainings to the criminal justice system, totaling over 690 hours.

Studies have shown that recidivism rates for family violence offenders are reduced when multiple agencies throughout a community work together to provide services for victims and batterers.16

In addition to providing the services listed above, BIPPs also conducted a number of other activities. Following are some examples of these types of activities. This is not a comprehensive list—it is intended as a sampling of how BIPPs participate in their communities.
Coordinating with Other Agencies
Two programs participate in coordinated community response teams. Others participate in coordination activities with child protective services, faith-based groups, a healthy marriage coalition, corrections staff, and judges.

In addition, a BIPP held a round table discussion with panelists including a city policy staff member, an ER doctor, a Mexican consulate employee and a judge from the family courts. The program plans to make this an annual event.

Conferences and Trainings
In addition to the trainings mentioned in the section above, many programs conducted additional trainings.

Various BIPPs provided trainings to a community agency, a doctoral level sociology class, Child Protective Services, civic groups, a women’s club, and a faith-based group.

One BIPP held a law enforcement conference with training on limiting dual arrests, strangulation, stalking and building an evidence-based prosecution.

Another program hosted a Rural Family Justice Conference for 100 attendees.

Prevention and Public Awareness
Several programs attended community health and other fairs to distribute information.

Two BIPPs conducted dating violence prevention activities in schools.

One BIPP held a “Coaching Boys into Men” presentation in its community. As a result, the BIPP has recruited 35 men who want to be mentors to young men in the community to model nonviolence.

Another BIPP organized a committee called STAND UP. The mission of the committee is to organize men to work on prevention efforts and help increase awareness in the community about men’s violence against women.

Men participating in one BIPP program attended a domestic violence vigil.

Another program held two trainings for 40 newly released parolees.
ANALYSIS OF PARTICIPANTS SERVED BY BIPPS

BIPPs are required to complete monthly reports that detail information about their participants. TCFV collects and compiles this information.

This analysis includes information about services provided in FY 2008, as well as trends over the last ten years (FY 1999 to FY 2008).

Four identified trends are examined below: completion rates, women in BIPPs, race/ethnicity of BIPP participants and age of BIPP participants.

BIPP Completion
Completion of the entire BIP program is essential, not only so that batterers receive the full content of the program, but also because, as an alternative to incarceration, BIPPs hold offenders accountable.

The charts to the right depict average completion rates. Statewide, an average of 43% of participants who enrolled in a BIPP either failed or were expelled in FY 2008. This means Texas BIPPs have a higher completion rate than average—research has found that approximately half of participants drop out before completing a BIPP course. However, the completion rate varies considerably within each program and from year to year in the same program.

While we do not have enough information to speculate as to the cause of the changing completion rates, this topic has been addressed in research. A study released in 2008 of court cases in Nebraska found a relationship between greater criminal history and lower BIPP completion rate. Men who had more than a high school education were also more likely to complete the program. However, age, employment status, marital status, and juvenile offending were not found to impact program completion. TCFV recommends further study regarding factors contributing to BIPP completion in Texas so that programs can implement measures to help maintain or increase their completion rate.

Participant Gender
The percent of male and female BIPP participants statewide has remained remarkably steady for the past 10 years. However, the rates between programs, and even within programs varied considerably.
Alpine, Kilgore, and San Antonio have never had female participants. Austin and Killeen average over 20% female participants. Other programs vary from year to year.

TCFV has observed a trend over a number of years that many women referred to Texas BIPPs are family violence victims that were arrested for assault after defending themselves from their batterers. No formal studies have been conducted in Texas to verify this observation. However, a 2006 qualitative study of women in BIPPs in another state found that 95% of the women were arrested for offenses involving violence against an abuser.19

A number of research studies, as well as crime statistics reports, have examined how often women batter men. Statistics show that women are far more likely to be injured or even killed by an intimate partner than men. Well-designed research studies that take into account factors such as women defending themselves against violence and the context in which battering occurs, find that men are much more likely to perpetrate this type of violence than women. For example, researcher Michael P. Johnson has examined violence that occurs in a context where the batterer creates fear and intimidation over a period of time—what Johnson labels “intimate terrorism.” 20 In such situations, 97% of the batterers are male.

TCFV recommends further research regarding the women who are being referred to Texas BIPPs, and why referral rates vary.

Participant Race/Ethnicity
The percent of BIPP participants by race differs substantially from the general population. Latino/Hispanic and African American participants are over-represented and white participants are under-represented.

The percent of Latino/Hispanic participants has increased gradually over the last seven fiscal years (the years during which TCFV tracked this data). This could potentially be explained by the increase in the Latino/Hispanic population in Texas. According to the
Census Bureau, in 2000, 32% of the Texas population was Latino/Hispanic. In 2006, it had increased to 36%.

The high numbers of these groups in BIPPs is likely also due to the over-representation of Latinos and African Americans in the criminal justice system in general, since most BIPP participants are referred through the criminal justice system (87% in FY 2008). This disparity is attributed by researchers to a number of causes, including a greater likelihood of arrest, despite a crime being committed at the same rate by all races, as is the case with drug arrests.

Some battering intervention programs offer culturally-focused groups. The effectiveness of this approach has yet to be proven. A 2008 study conducted in Pennsylvania found that specialized counseling for African-American men did not affect completion rate overall. However, men with high “racial identification,” defined as a man’s identification with “cultural aspects associated with his race (i.e., special foods, music, friends, jargon, dress, etc.),” were more likely to complete a culturally-specific group. TCFV recommends further research regarding whether culturally-specific battering intervention groups could improve completion rates in Texas.

**Age**
The ages of BIPP participants does not correspond with the overall Texas population or with the Texas incarcerated population. Ages 20 to 39 are over-represented in BIPP groups compared with the incarcerated population, and even more so with the general population. Ages 50 and up are considerably under-represented in BIPP groups versus the incarcerated and general populations.

However, the ages of BIPP participants have remained fairly consistent over the last seven years (years TCFV has collected this data).

TCFV recommends further research regarding reasons for the high rate of family violence offenders in the 20 to 39 year age range, as well as consideration of the benefits of outreach and programming targeted to these age groups.

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* In BIPP data the category “Latino/Hispanic” is mutually exclusive, while the Census Bureau counts Hispanic ethnicity separately from race.
TEXAS BIPPS COMPARED TO OTHER STATES

Forty-five states have guidelines for battering intervention programs. However, little current information is available regarding whether states follow the monitoring guidelines for programs and whether state funding is provided.

In a 1999 study surveying BIPP guidelines in all states that had them, the researchers found that although nearly 75% of guidelines indicated that programs should be monitored, only a few elaborated on how this process would happen. Moreover, they found via telephone interviews that most states did not audit programs for compliance with their guidelines. However, more research is needed on changes that have occurred since 1999.

CONTRACTS WITH TCFV

The Texas Council on Family Violence has two contracts with CJAD to provide services and support to BIPPs. One contract includes training, technical assistance, and support to CJAD, and the other includes awareness and prevention activities.

Technical Assistance

In FY 2008, TCFV answered over 3,200 requests for technical assistance, of which 556 were funded by CJAD. TCFV also provides technical assistance and consultation to CJAD on a regular basis. The chart to the right depicts the number of requests funded by CJAD, organized by topic and type of caller.

Trainings

Dedication: In FY 2008, TCFV conducted its 40-hour Dedication training for new BIPP group facilitators. Thirty people attended. In order to make the time commitment more manageable, the training was held in two parts. Programs can meet BIPP Guideline requirements for new staff training by sending staff to Dedication. The training received excellent evaluations.

New Worker’s Institute: This annual two-day TCFV training was provided to 110 participants this year. It included a workshop on the dynamics of battering. The training is open to all new employees in family violence programs, battering intervention programs and other community groups that work with victims or batterers. (Partially funded with BIPP funding.)
**BIPP Statewide Conference:** TCFV held an annual statewide two-day BIPP conference. The 75 participants included BIPP staff, law enforcement, judges, parole officers and others. Workshop topics included federal family violence law and firearm background checks, accountability for batterers, working with batterers with low literacy, community partnerships for BIPPs and others. Workshops at the conference were designed to meet the continuing education requirement for tenured BIPP staff. Evaluation results were excellent.

**Audits**
TCFV audits all state-funded BIPPs once every two years. This year, TCFV revised the audit procedures, including a written portion in which staff members explain how they would respond to posed scenarios that may occur in a BIPP group. Thirteen audits were conducted in FY 2008, and the remaining BIPPs will be audited in FY 2009.

**BIPP Accreditation Guidelines**
TCFV assisted CJAD in coordinating a committee and subcommittees of stakeholders, including licensed professionals such as counselors, state-funded BIPPs, and non state-funded BIPPs. The committee drafted guidelines for accredited programs, which CJAD subsequently adopted.

**Other Activities**
- Created a packet with information for BIPPs about serving batterers with disabilities, and distributed it to all CJAD-funded BIPPs.
- Created a packet regarding working with batterers who have low literacy, and distributed it to all CJAD-funded BIPPs.
- Created a listserve for all CJAD-funded BIPPs to facilitate communication between TCFV and the programs.
- Conducted a workshop titled “Batterers’ Use of Technology” at the TDCJ SKILLS conference.

**Awareness and Prevention**
- Maintained TCFV’s men’s nonviolence web site (www.mensnonviolence.org) and distributed other public awareness activities and materials.
- Distributed materials on request to BIPPs and others.
- Participated in the Training Institute for Mobilizing Men, a national initiative that brings together

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**TCFV’s Men’s Nonviolence Project Website**

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**Amarillo’s “Pink Out”**

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**About NNP**

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**FATHER’S PLEDGE**

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representatives from eight state coalitions to advance the promotion of men’s engagement in effective prevention of violence against women.

- Regularly distributed information via a “Men’s Nonviolence Listserve.” Members of the listserve include BIPPs and individuals who register.

- Completed the resource collection for the “Men’s Nonviolence Toolkit,” which is designed to assist BIPPs or other community groups in working to end violence against women in their communities. The entire guide to engaging men and boys in domestic violence prevention will be completed in FY 2009.

RECOMMENDATIONS

TCFV recommends the following activities and research be undertaken. All of these are discussed in more detail in the body of the report.

- Factors contributing to BIPP completion in Texas.

- Women referred to Texas BIPPs, why referral rates vary and develop curricula appropriate for female family violence offenders.

- Culturally-specific battering intervention groups and whether they could improve completion rates in Texas.

- Reasons for the high rate of family violence offenders in the 20 to 39 year age range, as well as consideration of the benefits of outreach and programming targeted to these age groups.

CONCLUSION

Battering Intervention and Prevention Programs are an essential piece in Texas’ effort to end family violence. By working with batterers to teach them how to choose not to be violent, BIPPs help not only batterers, but also victims and communities.

Funding BIPPs is extremely cost-effective compared with incarceration. In addition to supporting programs financially, state funding helps ensure accountability from programs.

By ensuring that BIPPs continue to be supported within a continuum of services and programs that includes the criminal justice system, victim services, and prevention programs, Texas can stop family violence.

TCFV Prevention Campaign Created with the Office of the Attorney General

TCFV Prevention Campaign Created with the Office of the Attorney General
Texas State-Funded BIPPs

- Currently State Funded
- No Longer Receiving State Funds (or Program Closed)

Population Density Key
Persons Per Square Mile
- 12,360.0 to 264.9
- 5,400.0 to 915.9
- 2,759.0 to 425.0
- 1,000.0 to 259.9
- 700.0 to 99.9
- 400.0 to 69.9
- 200.0 to 39.9
- 100.0 to 19.9
- 50.0 to 9.9
- 5.0 to 9.9
- Up to 4.9
Endnotes

1 Texas Department of Public Safety. *Uniform Crime Report: Supplemental Homicide Report*. There were 186,868 incidents of domestic violence recorded in 2006.

2 Based on research conducted by TCFV using public records, including the Texas Department of Public Safety’s *Uniform Crime Report: Supplemental Homicide Report*, media articles and Texas law enforcement agencies. The 2007 data have not been released as of December 2008.


13 Jackson, Shelly, Lynette Feder, David R. Forde, Robert C. Davis, Christopher D. Maxwell, and Bruce G. Taylor. *Batterer Intervention Programs: Where Do We Go from Here?* U.S. Department of Justice, Office of Justice Programs, June 2003: 23.

14 Based on a cost per day of $42.54 for FY 2006 as given in the Legislative Budget Board report “Current Correctional Population Indicators: Criminal Justice Uniform Cost Report Tables.” This is the most current data available.

15 Texas Code of Criminal Procedures, Article 42.141


21 See, e.g., Coyle, Michael J. Latinos and the Texas Criminal Justice System. Washington, D.C.: The National Council of La Raza. 2003, and


24 Texas Department of Criminal Justice. “TDCJ On Hand by Age and Gender.” Statistical Report: Fiscal Year 2007. (Count of the incarcerated population that was on hand as of August 31, 2007.)
