The Battering Intervention & Prevention Project

1990-1991

A Report to the Legislature and the Community Justice Assistance Division of the Texas Department of Criminal Justice

by the Texas Council on Family Violence

March 1992

"Battering is the single largest cause of injury to women in the United States. It exceeds rapes, muggings, and auto accidents combined. Conservative estimates place the figure at over 3 million victims each year."

—U.S. Surgeon General's Report, 1988

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Acknowledgements

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Texas Legislature
Senator Chet Brooks
Representative Allen Hightower

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The BIPP Service Providers

An Evening with a Batterers' Group

Kevin is a new member of the group; tonight is his first session. As he was told during his individual intake interview a week earlier, the meeting begins at 7:00 p.m., and he is expected to be in the room, have already paid his fees, and be ready to begin no later than 7:05. He knows that if he arrives late, he is not permitted to attend, he is counted absent for that meeting, and his absence will be reported to his probation officer. Attending the group is a condition of his probation, so he doesn't want that to happen. He appears promptly at 6:58.

He looks around warily, silently sizing up the other men in the room. He wonders which are the group members and which is the facilitator, and is surprised that he can't tell for sure. He doesn't want to be here, and he doesn't think he needs to be. After all, he only hit Janet once or twice and he didn't really hurt her; so how much of a problem can he have? She's the one with the problem. Of course, she *is* talking about breaking up, and that's a problem for him; and he *would* probably lose his job if he had to go to jail. So here he is.

The facilitator, Mark, introduces himself. Kevin is surprised; he guessed wrong about who is the facilitator. Mark welcomes Kevin and Juan, another new group member, and asks them to share with the rest of the group why they are there. He encourages them to be honest about the abusive incident that resulted in their participation in the program.

Squirming visibly, Kevin complies. He is surprised again; no one says what a bad guy he must be, but neither does anyone say—as his buddies at the bar would have—what a lousy break that he got arrested. Instead, Mark simply comments that it's good Kevin is here. Another group member says, only half joking, that this is where you learn that your fist is connected to your brain and to use your brain instead of your fist. This is Kevin's first subtle introduction to a theme he will hear over and over as long as he attends group: taking responsibility for your own behavior.

"It has helped me to better understand myself and to be able to control my abusive behavior. . .
I wish that more men had the courage to come forward with this ongoing problem . . . You owe this to your family and yourself."

—Client, **Men's Education for Non-Violence**, East Texas Crisis Center

"Those men who attend more than a few weeks stop the battering as reported by their victims. As they discuss dynamics of controlling behaviors, their partners report better home life."

—Abilene, Noah Project

The meeting continues with a "check-in." Each member is required to talk briefly about any incident during the week when he did not use what he has been learning in the classes: when he expressed his anger inappropriately, when he intimidated his partner, or when he relapsed into abusive behavior. Donald admits that he became excessively angry because his wife was late getting home from work and he threatened to take her car away. The group suggests different ways Donald could have handled himself in this situation. They discuss the past week's homework assignment and talk about how Donald—and they—might use that information during the next week.

Lawrence has been furloughed from the group for a few weeks to enter a drug and alcohol treatment program. Tonight is his first night back, and he says he now can admit that the drugs and alcohol did not cause his abusive behavior; he had used them as an excuse to hit his girlfriend when he wanted to control her actions. As he talks, some of the others admit that they too have used drinking as an excuse to abuse.

The main topic for tonight's meeting is Non-Threatening Behavior. Mark offers a straightforward definition of non-threatening behavior: talking and acting so that your partner feels safe and comfortable expressing herself and doing things. He helps the group members think of examples of threatening behavior that they have used to intimidate and coerce their own partners. After the group watches a short videotaped vignette that illustrates threatening behavior, they talk about ways to be less threatening in their own relationships. The facilitator pushes them to give concrete, behavioral examples. "Be nice" isn't sufficient; "Don't threaten to take away her car keys" is.

During the remainder of the meeting, each member sets goals for change and identifies steps he can take in the coming week towards making that change. There is good-natured teasing and laughter mixed in with serious talk. In the final minutes of the two-hour meeting, Mark asks each person to share an insight he has gained from the evening. At first, Kevin draws a blank; but just as it's his turn, it comes to him. "When I'm trying to win an argument, I really get in her face, even if I don't hit her. I guess that's threatening behavior. I can try to stay further back and maybe she won't get scared of me." Mark says, "That's good, Kevin. Practice that, and we'll see everybody here next week."

As Kevin grabs his jacket and heads for the door, he thinks, "Maybe this isn't going to be so bad. I might even get something out of it. I'm surprised."

Introduction

The Battering Intervention and Prevention Project was established by the 71st Legislature in 1989 as part of the Community Justice Assistance Division of the Texas Department of Criminal Justice. The Project represents the first direct involvement by the State of Texas in preventing domestic violence specifically through specialized programs to rehabilitate its perpetrators. The Project, set forth in Article 42.141 of the Code of Criminal Procedure, is an important supplement to the law enforcement and criminal justice systems in responding to perpetrators of family violence.

Violence between family members has historically been considered a private matter, and therefore not a matter of social or public concern. Only in recent years has domestic violence become a recognized public policy issue. It is also an economic issue. Family violence is costly to the citizens of this state, consuming both human and financial resources.

The Texas Legislature has been in the forefront of recognizing family violence as a public issue. As a result, Texas law now makes clear that family violence is a crime and will be treated as such. The protective order, punishment enhancement, and other progressive measures have given police, prosecutors, judges, and probation officers tools with which to intervene in present and past battering. The services supported by the Battering Intervention and Prevention Project are tools to prevent future battering.

Battering, like other forms of violence, is primarily learned behavior. Therefore, without help to unlearn and change that behavior, batterers—like other violent offenders—may simply repeat the cycle of offense, arrest, and punishment. Through the Project, local agencies receive supplemental state funding to develop and provide specialized counseling and other rehabilitative services to help batterers change their behavior and end the cycle of violence.

"We see great need to provide treatment for batterers to interrupt the cycle of violence. Because battering intervention programs are relatively new, we are using the BIPP funding both to educate members of our community and to treat the batterers. This funding has enabled us to view and treat the domestic violence problem more comprehensively."

—Bastrop, Family Crisis Center

I. Development of the Battering Intervention & Prevention Project

"In 1991, nearly 412,000 Texas women were physically or sexually abused by their partners. 25,997 women and children found emergency refuge in family violence shelter centers in Texas."

—Texas Department of Human Services
1991 Annual Report

"BIPP programs are a cost effective way to curtail family violence. Without some sort of intervention, most batterers eventually reoffend. Jail time alone does not seem to help."

—Honorable Darlene Whitten,
County Court-At-Law Judge,
Denton County

The Origins of Batterer Programs

The development of specialized batterer counseling and rehabilitation grew from battered women's requests for services for their abusers. The batterers were, after all, their husbands and the fathers of their children. Despite the women's own pain, many recognized their spouses' pain as well and wanted help for them. Workers in shelters for battered women, hearing their requests, knew from experience that law enforcement and criminal justice intervention might deter a batterer for awhile but did not cause him to change. They also knew that traditional counseling, which did not directly address the violence, did nothing to help him end it. The need for specialized batterer services was clear, and some shelters set out to provide them.

Most who sought to create such services began simply by identifying a counselor or two in their communities who were willing to work with batterers, understood the dynamics of family violence, respected the safety needs of battered women, and were open to learning what shelters had to teach. Shelter personnel worked together with the counselors, at first via simple referral relationships and later through contracts when shelter resources allowed, to begin developing batterer counseling. In a few communities, grant-writing underwrote batterer program development.

It was a struggle, both financial and philosophical, for local shelters to offer services for batterers without taking resources from battered women and their children. Yet they knew that if the offenders could not receive such help, their violence would most likely continue, as would the potential for injury or death to the battered women or their children.

Like a pebble thrown into a pond, the impact of the fledgling batterer programs rippled through their communities. They received ever-increasing numbers of referrals from many sources, including the courts; in some communities, judges were soon asking for more groups to which they could send family violence offenders. The battering intervention programs were becoming an integral part of the human services network. Ironically, as criminal justice and mental health providers became aware of this new resource for batterers, they also became more aware of shelter and other services for battered women and referred women to them more often.

The Need for State Funding

The impetus to develop state funding for battering intervention programs came from a variety of sources. In some cases, supplemental money was needed to maintain and further develop existing services that were locally supported. In others, the community had identified a need for batterer services; but the necessary resources were not to be found locally. Some examples:

♦ In Jefferson County, the director of the county's Community Supervision and Corrections Department realized, through working with the local domestic violence task force, that a battering intervention and prevention program could provide an additional referral source for probation officers working with violent offenders.

♦ The Family Place, a Dallas County family violence agency, was desperate to find additional funding for its batterers' program. The reason: local courts were diverting more and more offenders to their program due to stepped-up enforcement of laws against family violence.

♦ The Bastrop County Family Crisis Center wanted to pilot a program for batterers in their rural area. They were responding to battered women who wanted help for their husbands so that their relationships could be saved and their families would not break up. A local judge became involved, rallying other judges and criminal justice officials to support the development of a program.

♦ The Family Abuse Center in McLennan County had witnessed changes in many batterers' lives because of a group they had started with funds from a local company. Devastated when the company left Waco because of a souring economy, they had to put their program on hold, hoping that state funds would become available.

The BIPP Legislation

Members of the Texas Council on Family Violence were convinced by 1988 that the time had come to seek state funding for battering intervention services. Legislation to do so was introduced in the 1989 legislative session by Senator Chet Brooks, a long-time leader in Texas initiatives to curb family violence and address human needs. During deliberations on House Bill 2335—the legislation to consolidate the Texas Department of Corrections, Board of Pardons and Paroles, and Adult Probation Commmission—Senator Brooks amended the section that established the Community Justice Assistance Division (CJAD) of the Texas Department of Criminal Justice to include the Battering Intervention and Prevention Project within CJAD.

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"The BIPP funding allows us to set up a community wide criminal justice response system to get the batterer into counseling."

—Beaumont, Family Services Association

"The BIPP funding keeps the MAN program alive and allows services to continue."

—Waco, Family Abuse Center

"BIPP funding has helped to reduce incidents of battering because it gives the ability to serve more clients and shorten waiting lists."

—Austin, Family Violence Diversion Network of Child and Family Services

"Knowing that the Texas Department of Criminal Justice is involved in trying to reduce family violence is helpful in motivating clients and agencies. It helps to know that there is an ear to hear and a voice to speak out on family violence issues."

—San Antonio,
Bexar County Women's Center

Senate and House conferees, as they considered this mammoth bill, agreed that such a program was needed. They saw that it could have an impact on local and state correctional facilities by intervening in and preventing family violence crimes. Cost savings in public assistance were also envisioned if, through intervention and counseling, batterers could cease their violence so their families could remain intact and safe. HB 2335 was enacted with the BIPP amendment included. See Appendix I for the complete text of the BIPP legislation.

An initial appropriation of $400,000 per year for the Battering Intervention and Prevention Project was included in the CJAD budget under the Discretionary Programs line item. The legislation provides that the allocation be divided by percentage between different program areas, as follows:

- 82% for contracts with local agencies to deliver intervention and prevention services directly to batterers and their family members. Contractor agencies and their services must meet criteria and standards established by the legislation and CJAD.
- 12% for CJAD to contract with a statewide nonprofit organization to assist in program development and administration (including the development of service standards, application procedures, evaluation, and data collection) and to deliver technical assistance and training to local service providers.
- 3% to develop and implement community education initiatives about the criminality of family violence and the availability of the BIPP services.
- 3% for CJAD to administer the Project.

The Project's Goals and Objectives

The goals of the Battering Intervention and Prevention Project are:

- **Intervene** and prevent battering by providing appropriate services for persons who batter.
- **Ensure** the safety and self-determination of family violence victims.
- **Focus** on helping batterers stop their violent behavior.
- **Increase** the responsiveness of the law enforcement and criminal justice systems to the crime of family violence.
- **Educate** the public on the criminality of acts of violence toward family members and the consequences of family violence crimes to the batterer.
- **Eradicate** public misconceptions about family violence.

*To achieve the Project's goals, the BIPP provider programs work toward these **objectives:***

- **Increase** the safety of victims of family violence by bringing about the cessation of violence within an intimate relationship.
- **Offer** education and counseling in which the primary approach is direct intervention with the batterer, on an individual or group basis, but does not require the victim of the family violence to participate in the counseling or treatment.
- **Implement** a system for receiving referrals from the courts and for reporting to the court regarding batterers' compliance with the treatment program.
- **Increase** the willingness of law enforcement agencies to arrest batterers when appropriate.
- **Increase** the responsiveness of the local criminal justice system in granting protective orders and in taking appropriate action against a person who violates protective orders.
- **Develop** a high level of cooperation with the local shelter center through couseling and educational services to batterers and support services to victims.
- **Increase** public awareness of the crime of partner abuse through a community educational campaign relating to family violence.

*The Texas Council on Family Violence pursues a supplemental set of objectives to support the BIPP providers in achieving the Project's goals. **TCFV's objectives are:***

- **Promote** close contact—for purposes of technical assistance, support, and training—between CJAD, the Texas Council on Family Violence, and local BIPP service providers.
- **Facilitate** cooperation between BIPP programs and local Community Supervision and Corrections Departments.
- **Ensure** that local family violence shelter centers are involved in monitoring the BIPP programs for the safety and protection of battered women.
- **Train** BIPP program staff and probation officers through presentations by professionals in the field of family violence and batterer treatment.
- **Increase** state resources for batterer treatment.
- **Develop** educational products designed to be used by local BIPP programs to educate their communities about the crime of battering.

"The BIPP funding helps to reduce incidents of battering by providing an important link in a comprehensive community response to domestic violence."

—Houston, The PIVOT Project of Aid to Victims of Domestic Abuse (AVDA)

"Because we live and work in a rural community where there is a high incidence of domestic violence and a lack of a concerted effort by other community agencies, BIPP increases awareness as well as referrals to our programs."

—Bastrop, Family Crisis Center

II. Administering the Battering Intervention & Prevention Project

"Our officers are best able to supervise family violence offenders when the probationer is required to attend the BIPP program at Friends of the Family. We believe the program is reducing the rate of recidivism among batterers on probation."

—Peggy Carr, Supervisor,
Denton County Adult Probation

"Funding is helping reduce incidents of battering by providing a resource to men who admit that the use of violence is inappropriate and wish to change. It is providing the only treatment for male batterers in Hidalgo County."

—McAllen, Mujeres Unidas/Women United

Direct Services

Eligibility of Direct Service Providers

As set forth in the enabling legislation for BIPP, provider agencies that receive contracts must represent a cross-section of rural, suburban, and urban areas. The legislation also requires that each agency be located in a county with a family violence shelter center.

A BIPP contractor program must work with batterers referred by the courts, probation departments, and other sources, including self-referral. Additionally, a contracting program must be located in a community where the law enforcement agency of jurisdiction has a policy or consistent record of arresting batterers, and where the criminal justice system cooperates with the victim in filing protective orders and takes appropriate action against persons who violate protective orders.

Contracting

In the summer of 1989, on the heels of the legislative session and even before fiscal year 1990 began, the Community Justice Assistance Division (CJAD) and the Texas Council on Family Violence (TCFV) began working together to launch the project quickly. Every effort was made to find out who in Texas was offering services to batterers and to invite them to respond to a request for proposals for the BIPP program. CJAD and TCFV jointly developed the Request for Proposals and then provided grant-writing assistance to agencies that wanted to apply.

Nonetheless, it took six months to solicit, evaluate, and approve proposals for funding in FY 1990. In February 1990, CJAD awarded initial BIPP grants to fifteen eligible nonprofit agencies. Thus, the first year's contracts started in March 1990 and covered the remaining six months of the fiscal year.

The same fifteen agencies were also funded for fiscal year 1991. Because CJAD does not have unspent balance authority, the BIPP appropriation for the biennium had to be divided evenly for the two fiscal years. Therefore, the grantee programs had to stretch over the twelve months of FY 1991 the same amount of dollars they had been granted in FY 1990 for six months.

Grants for the fifteen agencies ranged from $9,224 to $38,529 for each year (see Appendix II for exact amounts per agency). There were no funds available to add more agencies as BIPP contractors in FY 91, although at least three were interested and eligible.

The fifteen funded agencies, listed here by county, received an average of $20,534 in BIPP funds for each year of the 1990-1991 biennium. Their BIPP contracts provided, on average, slightly more than half of their program budgets.

Percentages for each program are shown in Appendix II. The BIPP-funded agencies in fiscal years 1990 and 1991 were:

Bastrop County: Bastrop, Family Crisis Center, Battering Intervention and Prevention Program

Bexar County: San Antonio, Battered Women's Shelter of Bexar County, Violence Intervention Program; Bexar County Women's Center, Alternatives to Violent Emoting

Brown County: Abilene, Noah Project, Abuse Prevention Treatment

Dallas County: Dallas, The Family Place, North Dallas Help Center; Garland, New Beginning Center, Safe Families Project

Denton County: Denton, Friends of the Family, Batterer Program

Grayson County: Sherman, Women's Crisis Center, Domestic Abuse Intervention Project

Harris County: Houston, Aid to Victims of Domestic Abuse, The PIVOT Project

Hidalgo County: McAllen, Mujeres Unidas/Women Together, Batterers Group

Jefferson County: Beaumont, Family Services Association, Family Anger Management Program

McLennan County: Waco, Family Abuse Center, Men's Abuse Network

Smith County: Tyler, East Texas Crisis Center, Batterers Anonymous

Taylor County: Brownwood, Noah Project, Abuse Prevention Treatment

Travis County: Austin, Child and Family Service, Family Violence Diversion Network

Support Services

The Project's support services —program development and administration, technical assistance, training, and community education— are carried out by the Texas Council on Family Violence in cooperation with the Criminal Justice Assistance Division. As provided in the legislation, CJAD has contracted with TCFV annually for these services.

"In an informal survey done by The Family Place with men currently and formerly in the program, 70% reported no physical abuse after the first session of the treatment program. Many of those no longer in the program reported no physical abuse having occurred up to a year since they had left the program. Of the other 30%, all but one reported a significant decrease in both the frequency of physical abuse as well as the level of severity."

—Dallas, The Family Place

III. What the Battering Intervention and Prevention Project Does - And Why

"Studies have shown that batterers can change when they are held accountable for their violent behavior. Although battering is a crime, incarceration of the batterer may not always be appropriate punishment. Court mandated counseling through a Batterers Intervention and Prevention Program has been found to be an effective process in helping the batterer take responsibility for his violent behavior and in teaching him how to make necessary changes to stop the abuse."

—John B. Holmes, Jr.,
District Attorney, Harris County

Direct Services

What is Battering?

Battering is forceful, controlling, abusive behavior perpetrated by one partner in an adult relationship against the other. Most often, the perpetrator is male and the victim is female. Broadly defined, battering encompasses physical, psychological, or sexual violence and includes the threat as well as the actual use of force.

Through one or more of these forms of violence, the batterer gains and maintains power and control over the victim. The batterer uses violence—and the power and control it confers—to coerce the other to do what the batterer wants, regardless of the other's rights, wishes, or safety.

The family violence literature is replete with theories about the factors that contribute to battering. Sexism, stress, financial problems, family dysfunction, substance abuse—the list is endless. Yet virtually every researcher agrees that while no one definitive causal factor exists, a common thread is the batterer's need to exert control over his partner.

Who Are These Guys and Why Do They Batter?

A batterer may be a ditch-digger, dancer, or doctor, a teacher, technician, or truck driver. Battering knows no vocational, educational, or income boundaries. A batterer's skin may be dark or light, black, white, brown, yellow, or red. Battering knows no racial or ethnic boundaries. A batterer may be Christian, Jewish, Muslim, Buddhist, Hindu, or of another spiritual identification. Battering knows no religious boundaries. A batterer—or a victim—may be gay or straight; battering is no respecter of sexual preference.

Batterers often have a history of violence. They may have seen their fathers beat their mothers, or they may have been abused themselves as children. A landmark study in 1989 concluded that the greatest risk factors for a man to batter a female partner are having witnessed or been the victim of family violence as a child.

Some batterers are abusive to multiple partners, in a series of violent relationships. Some have criminal records that include violent offenses outside their families. However, it is not unheard of for a batterer to have no history of violence—or other criminal or antisocial behavior—in any part of his life besides his primary adult relationship.

A batterer typically minimizes his own violence. When confronted about it, either by the victim or someone else, he seldom accepts responsibility for his abusive behavior. He may deny it outright, downplay it, or acknowledge it but blame the victim for causing it. At this point, a batterer is not usually amenable to counseling and change.

Getting the Batterer to Counseling

Ironically, the coercion and control exerted by the batterer over his partner may be, in the batterer's mind, a means of maintaining the relationship. Many batterers fear losing their partner and use battering to prevent the partners from leaving. Indeed, in many cases, the batterer's systematic domination and intimidation, reinforced by violence, achieves the objective for a time.

It is common, therefore, that a batterer perceives no need to change his violent behavior until his partner does leave. Then, desperate to get her back, he may voluntarily agree to counseling. Such situations are known colloquially among battering intervention specialists as "partner-mandated" counseling, and the "mandate" is often highly effective.

Many batterers come to counseling via referral or mandate of a court or probation department, after arrest and/or conviction for a family violence assault. While some studies indicate that arrest may help prevent family violence recidivism, others suggest that this is so only under certain conditions, and that an encounter with the police or the judge gets a batterer's immediate attention but is unlikely to change his long-term behavior. Specialized counseling and rehabilitation services, coupled when appropriate with probationary supervision, are a more promising means to do that.

Helping Batterers Change: Principles & Methods of Battering Intervention

A basic principle of battering intervention is that because battering is a learned behavior, it can be unlearned, and nonabusive behavior learned to replace it. Therefore, the most commonly used approach to rehabilitating batterers incorporates elements of retraining and education, as well as traditional "counseling." The usual setting for this retraining is a group, although programs often use individual sessions to evaluate prospective participants and prepare them for the group experience. In some programs, individual work is the only mode of intervention, or is used with those who cannot function well in a group setting.

The primary focus throughout the course of intervention is the abuse and violence. When other problems such as drug and alcohol abuse co-exist with the family violence, referrals are made to other appropriate resources. Some BIPP programs require that a batterer complete drug and alcohol treatment, if needed, before entering battering intervention, because active alcohol or drug addiction decreases the chances of successfully altering violent behavior.

"I have great respect for and use the batterers' program for referrals as well as court mandates."

—Honorable James Fry, Judge, 15th District Court, Grayson County

"BIPP allows greater access to counseling and help for batterers and their spouses."

—Tyler, East Texas Crisis Center

"I know that without the batterer's program at Friends of the Family, I would probably be in prison right now, or maybe even dead. The batterer's group not only gave me a second chance, it saved my family."

—Recent BIPP graduate and Denton County probationer.

"As part of my comittment to non-violence, I have decided never to spank my children again."

—BIPP client, Court ordered probationer

"BIPP programs are a valuable asset in reducing family violence crimes. The option of mandated counseling, when appropriate, allows prosecutors to proactively impact the offender, rather than relying on jail time as the primary means of preventing reoffenses."

—Bruce Isaacks, District Attorney, Denton County

Educational presentations, skills training, role playing, and homework assignments are some of the common methods of battering intervention. These approaches give group members new information, enable them to examine their own abusive behavior, and give them opportunities to explore and practice non-abusive and non-controlling behavior. Themes such as non-violence, non-threatening behavior, dealing with anger, support and trust, accountability and honesty, sexual respect, partnership, and negotiation and fairness are covered.

Battering intervention groups last from twelve to twenty-six weeks, with as few as three or as many as twenty people in a group. Some programs close membership in a given group after the first week, while others allow new members to join at any time. Some BIPP agencies offer individual counseling at the end of the program for those who want additional help. Others allow a participant to recycle the complete series of groups if he feels a need to do so.

A few battering intervention programs offer couple's counseling as a part of their services. However, couple's counseling is available only after careful screening and, in most cases, after the offender has completed the basic batterer program. Screening and assessment of both batterer and victim for suitability of couple's counseling is important to ensure that it would be of benefit to—and is desired by—both partners, and that the victim is emotionally able to participate as an equal in the process.

Support Services

Technical Assistance

The Texas Council on Family Violence provided technical assistance throughout the biennium to each of the fifteen programs. Telephone consultation was available every business day via TCFV's toll-free technical assistance line, which was used extensively by the providers.

Each provider agency also received an annual site visit and evaluation by TCFV's Coordinator of Battering Intervention and Prevention. At each visit, several hours were spent with provider staff members, going over their policies and procedures and learning what kind of support could be provided to enhance their work in intervening in family violence.

Program Development

The TCFV Battering Intervention and Prevention Committee, made up of BIPP providers, probation representatives, and other family violence intervention experts, developed Provisional Guidelines for all the BIPP providers. These Guidelines, which were adopted on a pilot basis in 1991, set forth expectations about delivery of batterer services that all BIPP providers are required to meet.

Data Collection

All BIPP agencies provided monthly service statistics to both TCFV and CJAD. A summary is shown in Appendix III. The reader should note that the FY 90 figures are for six months, while the FY 91 numbers cover twelve months.

Training

In May 1990, Edward Gondolf of Indiana University of Pennsylvania, a nationally known researcher, author, and clinician in the field of battering intervention, presented several workshops on battering dynamics, research and evaluation in battering intervention, and the relationship of battering and chemical dependence. These workshops were presented as part of TCFV's 1990 Spring Training Conference in conjunction with CJAD, the Texas Department of Human Services, and the Texas Commission on Alcohol and Drug Abuse.

In October 1990, a track of five workshops on battering intervention was presented at the TCFV Annual Conference. Keynote speaker for this event was Kathleen Carlin of the Men Ending Violence program of Atlanta, Georgia. Workshops were presented by experienced battering intervention providers in Texas. These were open to and attended by probation officers, family violence shelter workers, and battering intervention staff persons from throughout the state. Topics included "Nuts and Bolts of Running a Batterer Treatment Program," "Roles of Men in the Battered Women's Movement," "Confrontation: A Necessary Tool in Batterer Treatment," and "Holding Batterer Treatment Programs Accountable to Battered Women."

In July 1991, TCFV and CJAD co-sponsored a training conference on battering intervention for program providers, probation departments, district attorneys' offices, and other criminal justice personnel. Nationally-known battering intervention specialists Kathleen Carlin and Dick Bathrick of the Men Stopping Violence program of Atlanta, Georgia, conducted a three-day seminar that addressed social issues which permit partner abuse in our society, as well as practical aspects of providing and administering battering intervention and prevention services. More than a hundred people attended this training conference. At the end of FY 1991, plans were also well underway to offer another track of workshops on battering intervention at the TCFV Annual Conference in October 1991.

TCFV provided training and made presentations on battering intervention and related topics to numerous other audiences during the biennium. They included:

- Dallas/Fort Worth area family violence shelters' joint training seminar

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"The BIPP funding encourages our staff to network with law enforcement and other community agencies. The message is being heard that batterers will be held accountable for their actions."

—Sherman, Grayson County, Women's Crisis Center

"Spousal abuse can no longer be condoned. The BIPP program best addresses that issue. I feel comfortable mandating abusers to this program."

—Robert T. Jarvis, Jr., County Attorney, Grayson County

"A doubling of referrals from the criminal justice system indicates that batterers are beginning to face consequences for their actions in our county."

—Denton, Denton County Friends of the Family

"The kids are even talking about how he isn't screaming at them or hitting them anymore."

—Wife of BIPP client and mother of 5, Family Crisis Center, Bastrop

"BIPP funding is helping the public understand how large a problem domestic violence is."

—San Antonio, Women's and Children's Resource Center of the Battered Women's Shelter of Bexar County

- Houston area district judges' training workshop
- Reno, Nevada, American Probation and Parole Association Annual Training Conference
- San Antonio, Judges' Training Conference sponsored by the Texas Bar Association
- Children's Coalition of Texas
- Austin and Lubbock, Constitutional County Judges' training seminars
- Marble Falls, Family Crisis Center volunteer training
- Austin, Travis County Adult Probation officers (two units)
- Austin, Texas Association of Community Action Agencies
- Marble Falls, Central Texas Law Enforcement Officers' Seminar on Family Violence

Community Education

The BIPP legislation provides specifically for development of a community education campaign to educate the public about domestic violence and promote awareness of battering intervention services in local communities. To begin developing the campaign, TCFV invited each BIPP provider agency to send a representative to a meeting in June 1990 to determine the approach and theme of the campaign.

Representatives of almost all of the programs worked together to distill a few common themes that they were encountering in battering intervention work. From these, a theme was ultimately selected that would help all segments of the community (including batterers) focus on the criminality of family violence and the help which is available within that community. The theme, "Take a Look," encourages batterers to look honestly at their own violence and to contact their local BIPP program for help.

During the first year a brochure and poster were produced and distributed in the communities where the BIPP programs are located. See inside back cover for a copy of the brochure. In the second year, TCFV completed production and distribution of television and radio public service announcements to each BIPP program for local airing.

IV. The Future of the Battering Intervention & Prevention Project

Then and Now

The Battering Intervention and Prevention Project is making a difference. For the first time in Texas, specialized intervention services are available to individuals who commit the crime of assaulting their partners. In those counties which have BIPP programs, judges and probation officers now have a place to send batterers for treatment. Probation departments across the state are seeing the BIPP programs as a way for some of their violent clients to change their criminal behavior.

Before the Project was begun, there were seven known battering intervention programs in Texas. By the end of fiscal year 1991, there were twenty (of which only fifteen received state funds). More battered women's shelters and other agencies around the state are interested in starting such a program. Today, groups from Texarkana to El Paso and from Amarillo to Harlingen are doing what they can to offer battering intervention and prevention services, despite the fact that BIPP funding at current levels can only maintain the programs that were first funded, and money is not presently available for any new programs to join the Project.

All are struggling to accomplish a monumental task in the face of very limited resources. They do so because they know that stopping family violence requires a concerted effort made up of many approaches, including rehabilitation services for batterers. The Battering Intervention and Prevention Project provides vital support for this work.

Recommendations

The Texas Council on Family Violence is responsible for monitoring, evaluating, and making recommendations about the Battering Intervention and Prevention Project. We therefore offer these recommendations to ensure the development and expansion of the Project.

1. The Project's effectiveness in decreasing family violence recidivism depends on **service availability** in as many geographical areas as possible. Therefore, the Project should be expanded to provide BIPP funding for at least ten additional programs in the 1994-95 biennium. Nearly that many were operative and eligible by early 1992, and more will be so by the next biennium.

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"If I hadn't come to the M.E.N.'s group, my wife would have ended up in the hospital, or worse... dead."

—Client, **Men's Education for Non-Violence**
East Texas Crisis Center

Services for batterers can help reduce numbers like these:

In Texas in 1989 . . .

- *79 women were killed by their husbands.*
- *26 women were killed by their boyfriends.*
- *20 women were killed by their common-law husbands.*
- *5 women were killed by their ex-husbands.*

In Texas in 1990 . . .

- *75 women were killed by their husbands.*
- *33 women were killed by their boyfriends.*
- *14 women were killed by their common-law husbands.*
- *7 women were killed by their ex-husbands.*

—Texas Department of Public Safety

"The BIPP program is a very important and necessary component for the rehabilitation of offenders."

—Honorable Lloyd Perkins, 59th District Court, Grayson County

"Law enforcement is the first entry into the system. Having a BIPP program allows us an alternative to incarceration whereby there is a chance to change behavior toward the goal of non-violent, happier families."

—Sgt. Sandy Kline, Family Violence Unit/Homicide Division, Houston Police Dept.

2. The level of **state fiscal support** to existing BIPP programs should be increased. It is TCFV's goal that BIPP programs, like battered women's shelters, should receive the bulk of their support from their communities. However, it is much more difficult in some communities to raise money to help violent men than to help battered women. Until the BIPP programs are more firmly established and their effectiveness more recognized, significant state support is necessary to continue their development.
3. A **statewide training** opportunity should be offered on an annual basis to batterer program personnel and probation officers so that they can work together toward the goal of eliminating family violence. The more these two groups of professionals share information and learn about all means of intervention in family violence, the more effective they will become. Such a training opportunity should be specifically funded.
4. Statewide **standards** for battering intervention and prevention programs should be adopted, based on the review of the Provisional Guidelines by program providers and the Community Supervision and Corrections Departments that work with them.
5. **A long range plan** should be developed to educate the public about the seriousness of the crime of family violence and the availability of programs for batterers.
6. The Community Justice Assistance Division and the Texas Council on Family Violence should work closely together to:
    a. Design and implement a formal **evaluation** study of BIPP's effectiveness.
    b. **Educate local probation** departments about the availability and value of BIPP services.
    c. Develop new **management systems** for the Project that streamline its administration and optimize its effectiveness.
    d. Improve **data collection** systems and forms for better analysis of program services.
    e. **Strengthen relationships** with other agencies that could assist in curbing violence, such as law enforcement and alcohol programs.
    f. **Educate judges** about family violence and the availabilty of BIPP programs.

APPENDIX

TEXAS CODE OF CRIMINAL PROCEDURE

Battering Intervention and Prevention Program as Passed in the 71st Texas Legislative Session
Article 42.141, Code of Criminal Procedure

Section 1. Definitions. In this article:

(1)"**Batterer**" means a person who commits repeated acts of violence or who repeatedly threatens violence against another who is:

(A) related to the actor by affinity or consanguinity;

(B) is a former spouse of the actor; or

(C) resides or has resided in the same household with the actor.

(2) "**Division**" means the community justice assistance division of the Texas Department of Criminal Justice.

(3) "**Family**" has the meaning assigned by Section 71.01, Family Code.

(4) "**Family violence**" has the meaning assigned by Section 71.01, Family Code.

(5) "**Shelter center**" has the meaning assigned by Section 51.002, Human Resources Code.

(6) "**Household**" has the meaning assigned by Section 71.01, Family Code.

(7) "**Program**" means a battering intervention and prevention program operated by a nonprofit organization that provides, on a local basis to batterers referred by the courts for treatment, treatment and educational services designed to help the batterers stop their abusive behavior.

(8) "**Project**" means the statewide activities for the funding of battering intervention and prevention programs, the related community educational campaign, and education and research regarding such programs.

(9) "**Responsive law enforcement climate**" means an area where, in cases of family violence:

(A) the local law enforcement agency has a policy or record of arresting batterers; and

(B) the local criminal justice system:

(i) cooperates with the victim in filing protective orders; and

(ii) takes appropriate action against a person who violates protective orders.

Section 2. Establishment.

The battering intervention and prevention program is established in the division.

Section 3. Duties of the division. The division shall:

(1) contract with a nonprofit organization that for the five-year period before the date on which a contract is to be signed has been involved in providing to shelter centers, law enforcement agencies, and the legal community statewide advocacy and technical assistance relating to family violence, with the contract requiring the nonprofit organization to perform the duties described in Section (4) of this article;

(2) seek the input of the statewide nonprofit organization described in Subdivision (1) of this section in the development of standards for selection of programs and the review of proposals submitted by programs;

(3) issue requests for proposals for the programs and an educational campaign not later than January 1, 1990;

(4) award contracts for programs that take into consideration:

(A) a balanced geographical distribution of urban, rural, and suburban models; and

(B) the presence of a responsive law enforcement climate in the community;

(5) develop and monitor the project in cooperation with the nonprofit organization;

(6) monitor the development of a community educational campaign in cooperation with the nonprofit organization;

(7) assist the nonprofit organization in designing program evaluations and research activities; and

(8) facilitate training of probation officers and other criminal justice professionals by the nonprofit organization and by programs.

Section 4. Duties of the nonprofit organization.

The nonprofit organization with which the division contracts shall:

(1) assist the division in developing and issuing requests for proposals for the programs and the educational campaign;

(2) assist the division in reviewing the submitted proposals and making recommendations for proposals to be selected for funding;

(3) develop and monitor the project in cooperation with the division;

(4) provide technical assistance to programs to:

(A) develop appropriate services for batterers;

(B) train staff;

(C) improve coordination with shelter centers, the criminal justice system, the judiciary, law enforcement agencies, prosecutors, and other appropriate officials and support services;

(D) implement the community educational campaign; and

(E) participate in project administered program evaluation and research activities;

(5) provide technical assistance to the division to:

(A) develop and implement standards for selection of programs for inclusion in the project; and

(B) develop standards for selection of the community educational campaign described in **Section 6** of this article;

(6) submit an annual written report to the division and to the legislature with recommendations for continuation, elimination, or changes in the project; and

(7) evaluate the programs and the community educational campaign, including an analysis of the effectiveness of the project and the level of public awareness relating to family violence.

Section 5. Programs. (a) A program proposal must:

(1) describe the counseling or treatment the program will offer;

(2) include letters from a local law enforcement agency or agencies, courts, probation officers, and other community resources describing the community's commitment to improve the criminal justice system's response to victims and batterers and to cooperate with and interact in the programs' activities;

(3) include a letter from the local shelter center describing the support services available to victims of family violence in the community and the shelter's commitment to cooperate and work with the program; and

(4) describe the public education and local community outreach activities relating to family violence currently available in the community and a statement of commitment to participate on the local level in the public educational campaign described in **Section 6** of this article.

(b) A program must:

(1) be situated in a county in which a shelter center is located;

(2) offer counseling or treatment in which the primary approach is direct intervention with the batterer, on an individual or group basis, but that does not require the victim of the family violence to participate in the counseling or treatment;

(3) offer training to law enforcement prosecutors, judges, probation officers, and others on the dynamics of family violence, treatment options, and program activities; and

(4) have a system for receiving referrals from the courts and for reporting to the court regarding batterers' compliance with the treatment program.

(c) This section does not preclude a program from serving a batterer other than one who was ordered by a court to participate in the program established under this subchapter.

Section 6. Community educational campaign.

(a) The division, with assistance from the nonprofit organization, shall select the community educational campaign relating to family violence after the commission has selected the programs. The campaign is to be implemented in the areas covered by the programs.

(b) The campaign shall use a variety of media, including newspapers, radio, television, and billboards, and shall focus on:

(1) the criminality of acts of violence toward family members;

(2) the consequences of family violence crimes to the batterer; and

(3) eradicating public misconceptions of family violence.

Section 7. Use of legislative appropriation.

Of a legislative appropriation for the project established under this article:

(1) not more than six percent may be used by the division for management and administration of the project;

(2) not more than 14 percent may be applied to the contract between the division and the nonprofit organization ; and

(3) not more than three percent may be applied to the contract for the community educational campaign.

Section 8. Contract date.

The contract required under **Section 3(a)** of this article shall be signed not later than November 1, 1989.

APPENDIX II

Providers, BIPP Funding, Percentages of Budgets, and Batterers Served, 1990-1991

PROVIDER	YEAR ONE (6 months: Mar.-Aug. 1990) BIPP $	% of Total Batterer Treatment Budget	# Batterers Served	YEAR TWO (12 months: Sept. 1990-Aug. 1991) BIPP $	% of Total Batterer Treatment Budget	# Batterers Served
BASTROP COUNTY: Family Crisis Center, Battering Intervention & Prevention Program	19,948	96%	7	19,948	90%	38
BEXAR COUNTY: Battered Women's Shelter of Bexar County, Violence Intervention Program	16,593	20%	213	16,593	17%	341
Bexar County Women's Center, Alternatives to Violent Emoting	12,859	21%	20	12,859	15%	138
BROWN COUNTY: Noah Project, Abuse Prevention Treatment	11,313	95%	25	11,313	95%	16
DALLAS COUNTY: Dallas: The Family Place, North Dallas Help Center	38,091	37%	462	38,091	15%	472
Garland: New Beginning Center, Safe Families Project	14,945	63%	47	14,945	31%	96
DENTON COUNTY: Denton County Friends of the Family, Batterer Program	15,070	68%	43	15,070	63%	197
GRAYSON COUNTY: Women's Crisis Center, Domestic Abuse Intervention Project	22,963	38%	47	22,963	38%	93
HARRIS COUNTY: Aid to Victims of Domestic Abuse, The PIVOT Project	38,529	56%	268	38,529	39%	698
HIDALGO COUNTY: Mujeres Unidas/Women Together, Batterers Group	18,530	100%	20	18,530	62%	64
JEFFERSON COUNTY: Family Services Association, Family Anger Management Program	24,895	98%	102	24,895	53%	234
MC LENNAN COUNTY: Family Abuse Center, Men's Abuse Network	13,676	100%	20	13,676	90%	41
SMITH COUNTY: East Texas Crisis Center, Batterers Anonymous	16,305	100%	35	16,305	62%	69
TAYLOR COUNTY: Noah Project, Abuse Prevention Treatment	9,224	73%	10	9,224	73%	11
TRAVIS COUNTY: Child & Family Service, Family Violence Diversion Network	35,069	18%	438	35,069	14%	765

APPENDIX III

Selected Statewide Statistics for the Battering Intervention and Prevention Project, 1990-1991

DIRECT SERVICES	**YEAR ONE** (6 months: Mar.-Aug. 1990)	**YEAR TWO** (12 months: Sept. 1990-Aug. 1991)
Batterers served in individual and/or group sessions	1,757	3,273
Victims/partners referred for services outside BIPP	267	414
Followup interviews with victims	262	387

COMMUNITY COORDINATION	**YEAR ONE** (6 months: Mar.-Aug. 1990)	**YEAR TWO** (12 months: Sept. 1990-Aug. 1991)
Service coordination contacts with probation departments	633	704
Service coordination contacts with law enforcement agencies	76	144

The monies provided by the State of Texas to support treatment services for 3,273 batterers in 1990-1991 would have been spent in less than three days had these offenders been sent to prison.

APPENDIX IV

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