

Texas Juvenile Justice Department
Annual Report to the Governor and Legislative Budget Board

Community Juvenile Justice
Appropriations, Riders
and Special Diversion Programs

December 2015

Annual Report to the
Governor and Legislative Budget Board

COMMUNITY JUVENILE JUSTICE APPROPRIATIONS, RIDERS AND SPECIAL DIVERSION PROGRAMS



Texas Juvenile Justice Department

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C E R T I F I C A T E

Agency Name: TEXAS JUVENILE JUSTICE DEPARTMENT

This is to certify that the information contained in this agency Annual Report filed with the Legislative Budget Board (LBB) and the Governor's Statewide Budget and Policy Offices is accurate to the best of my knowledge and that the electronic submission to the LBB and the bound paper copies are identical.

Chief Financial Officer

A handwritten signature in black ink, appearing to read "M. Meyer", followed by a horizontal line.

Signature

Michael Meyer

Printed Name

11-24-15

Date

Executive Director

A handwritten signature in blue ink, appearing to read "David Reilly", followed by a horizontal line.

Signature

David Reilly

Printed Name

11-23-15

Date



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INTRODUCTION

The Texas Juvenile Justice Department (TJJD) was created December 1, 2011, combining the functions of the Texas Youth Commission (TYC) and the Texas Juvenile Probation Commission (TJPC). The public purposes of the new agency include:

- Creating a unified state juvenile justice agency that works in partnership with local county governments, the courts, and communities to promote public safety by providing a full continuum of effective support and services to youth from initial contact through termination of supervision; and
- Creating a juvenile justice system that produces positive outcomes for youth, families, and communities by:
 - Assuring accountability, quality, consistency, and transparency through effective monitoring and the use of system-wide performance measures;
 - Promoting the use of program and service designs and interventions proven to be most effective in rehabilitating youth;
 - Prioritizing the use of community-based or family-based programs and services for youth over the placement or commitment of youth to a secure facility;
 - Operating the state facilities to effectively house and rehabilitate the youthful offenders that cannot be safely served in another setting; and
 - Protecting and enhancing the cooperative agreements between state and local county governments.

The core of TJJD is a unified state juvenile justice system that works in partnership with stakeholders to build an effective and efficient continuum of services for youth in Texas. Emphasis on community based programs and services, a focus on safety and security, and specialized services and juvenile rehabilitation programs will continue to evolve as funding opportunities and best practices change. Under any set of external factors, TJJD's mission will continue to be focused on youth outcomes.

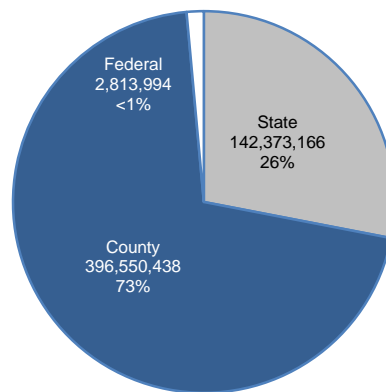
This annual report is provided in compliance with riders 28 and 31 of TJJD's 2014-2015 appropriations and includes the impact of initiatives such as residential placements, community-based programs and services for serious, chronic felons and for misdemeanor offenders no longer eligible for commitment to TJJD.

DESCRIPTION OF FUNDING CONTRACT AND ALLOCATION METHODOLOGY

Funding Overview

TJJD allocates funds appropriated by the Texas Legislature through grants to assist local juvenile boards in operating juvenile probation departments, juvenile detention and correctional facilities, and to assist in providing basic and special services to children in the juvenile probation system. TJJD allocates these funds to local juvenile probation departments through the *State Financial Assistance Contract* that encompasses grants to each of the 167 juvenile boards. The majority of the funding to the community-based juvenile probation system is provided by local county governments. In fiscal year 2015 county funding accounted for approximately 73% of total juvenile probation funding while state and federal funding accounted for approximately 27%, as shown below.

County and State Funding Comparison, Fiscal Year 2015



Current and prior departmental funding allocations by fiscal year and by county for all probation grants can be found online at <http://www.tjtd.texas.gov/publications> under Resources, State Allocation Contracts. Community-based program information by department and grant are located in the TJJD Program and Services Registry available online at <http://www.tjtd.texas.gov/programregistry.aspx>.

Strategy A.1.1. Prevention and Intervention

Established Fiscal Year 2012

Total Amount appropriated for Fiscal Year 2015: \$3,092,556

Prevention and Intervention Grants - Description and Funding Methodology

Description: In January 2012, the TJJD Board approved \$1.4 million to fund prevention and early intervention services. In February 2012, the program announcement and submission guidelines related to prevention grants were distributed to all probation departments. The target populations were defined as children, adolescents, and youth (ages 6 to 17) who are not currently under departmental supervision, but are at increased risk of delinquency, truancy, dropping out of school, or referral to the juvenile justice system. The submission guidelines indicated a preference for evidence/research-based or promising practices. Services were expected to be culturally competent and designed to successfully engage youth's family. The minimum required first year data include school attendance and juvenile justice referrals for participants. Counties are encouraged to engage in other data collection and analysis as possible.

Twenty-three departments were awarded prevention and intervention funding in fiscal year 2015. Funded programs included activities or services designed to focus on families, school-based interventions, out-of-school time, the mental health needs of youth, and skills or character-building activities for youth. In fiscal year 2015, 3,355 youth received services. An agreement with the Texas Education Agency allows TJJD to match data for youth whose parents have signed consents, enabling the agency to assess school attendance rates, discipline referral rates, and ultimately, graduation rates for youth who participate in the funded prevention programs

Funding Allocation Methodology: Each submitted application was scored by a four-person panel that used a rank order upon which funding recommendations were based. Five specific areas were evaluated on each application (Target Population [2 items], Program Goal [3 items], Program Activities [4 items], and Budget Information [5 items]). Scoring in each area ranged from 0 to the 5. A zero was given if the applicant failed to address the area and the highest possible score was given if the area was exceptionally well-addressed. The budget Information submitted was scored on a 0 to 10 scale.

Strategy A.1.2. Basic Supervision

Established Fiscal Year 1982

Total Amount Appropriated for Fiscal Year 2015: \$45,844,595

Strategy A.1.3. Community Programs

Total Amount Appropriated for Fiscal Year 2015: \$13,096,891

Strategy A.1.4. Post-Adjudication Facilities

Total Amount Appropriated for Fiscal Year 2015: \$59,733,847

State Financial Assistance (Grant A) Description and Funding Methodology

Description: The State Financial Assistance Contract (Grant A) provides funding to local juvenile boards to support the provision of basic juvenile probation programs and services that are safely and effectively delivered and adhere to standards and policies.

Funding Allocation Methodology: Starting in the 2012-2013 biennium, the State Financial Assistance Grant was allocated according to a three-tiered formula structure developed in collaboration with the TJJD Advisory Council and based primarily on county juvenile age census and referral data, available legislative appropriations, and historical funding levels. Tier one proportionally allocated 90% of available funding based on fiscal year 2011 grant amounts, while tier two distributed 3% of funding based on each county's proportion of the statewide juvenile-age population.

Tier three distributed 7% of available funding using weighted proportions based on historical cost per referral rates. Department allocations were divided by actual referrals to obtain a cost per referral. Observed data were grouped into the ranges given below, and weights were assigned to each range such that departments with a low cost per referral would receive an upward adjustment to their proportion of tier three funding, and departments with the highest cost per referral would receive a downward adjustment. The goal of tier three funding is to make appropriate adjustments in funding as departments' referrals increase (driving down the cost per referral) or decrease (driving up the cost).

<\$3,000	1.04
\$3,000-\$5,000	0.94
\$5,000-10,000	0.85
>\$10,000	0.75
>\$2,000,000 State Base	0.98

In fiscal year 2014, agency staff determined that formula inputs had not changed sufficiently to alter the *proportional* allocation of available funding, and historical proportions were used to determine baseline departmental allocations for the 2014-2015 biennium. Funds were also distributed through a new “Supplemental and Emergent Needs” program within the State Financial Assistance grant. Through this program targeted dollars were awarded on a competitive basis to respond to changing and unanticipated circumstances, principally in support of residential placement to avoid increased commitments to TJJD.

Juvenile Justice Information Sharing Description and Funding Methodology

Established Fiscal Year 2010

Description: The Juvenile Case Management System (JCMS) is a comprehensive, state-of-the-art, web-based juvenile justice information and case management system providing common data collection, reporting and management for Texas juvenile probation departments. JCMS provides statewide data sharing between the 167 juvenile boards, the Texas Juvenile Justice Department, and the Department of Public Safety. The system consists of core case management components (intake, referral, case management, etc.) and additional enhancement features such as detention, institution management, law enforcement and Juvenile Justice Alternative Education Programs (JJAEPs). JCMS facilitates sharing of data between juvenile justice agencies both across and within jurisdictions to allow for better focused programs and services to be offered to juvenile offenders. Operational costs are shared between TJJD, Dallas, Tarrant, Collin, and Denton counties.

Funding Allocation Methodology: In fiscal year 2015, TJJD allocated \$950,000 from available Grant A funds toward the continued maintenance and operation costs of JCMS. Operation expenses include fees charged by the Managed Server Hosting provider to host, operate and maintain the physical servers; storage and network components of JCMS for the Production, Development/Test and Conversion environments; as well as the dedicated support staff that comprise the JCMS support infrastructure. Maintenance related expenses include the costs of correcting deficiencies in the existing programming or functionality of the software application. TJJD also provided over \$40,000 to probation departments from Grant A funds to support deployment and implementation of JCMS in counties not previously using the system, and allocated \$375,000 from separate appropriation line items (not a part of Grant A funds) to support maintenance, operations, and capital developments of JCMS.

Special Needs Diversionary Programs (Grant M)

Established Fiscal Year 2002

Total Amount Appropriated for Fiscal Year 2015: \$1,974,034

Description: The Special Needs Diversionary Program (SNDP) Grant is designed to increase the availability of effective services to juvenile offenders with mental health needs. TJJD has worked in coordination with the Texas Correctional Office on Offenders with Medical or Mental Impairments (TCOOMMI) and in cooperation with mental health and intellectual disability (MHMR) agencies, to implement programs that provide services to juveniles under the supervision of 20 local juvenile probation departments during fiscal year 2015.

Funding Allocation Methodology: Each year of the biennium, TJJD appropriated funds in the amount of \$1,974,034 for specialized probation officers to work with juvenile offenders with mental health needs. Juvenile probation departments that utilize these funds have to enter into a cooperative arrangement with their local Mental Health Mental Retardation (MHMR) agency for mental health services.

Harris County Leadership Academy (Grant D)
Total Amount Appropriated for Fiscal Year 2015: \$1,000,000

Established Fiscal Year 1996

Description: The Harris County Leadership Academy provides a residential intensive cognitive-based program to redirect the thinking and behavior patterns of male juveniles and remove barriers to their successful transition back to their families and communities

Funding Allocation Methodology: As directed by rider, TJJD allocated \$1,000,000 in available grant funds for operation of the Harris County Leadership Academy.

Strategy A.1.5. Commitment Diversion Initiatives
Total Amount Appropriated for Fiscal Year 2015: \$19,846,054

Established Fiscal Year 2010

Community Corrections Diversion Program (Grant C) Description and Funding Methodology

Description: During the 81st Texas Legislature, TJPC (one of two predecessor agencies to TJJD) received additional funding specifically to assist local juvenile probation departments in diverting youth from commitment to a state residential facility. This program is known as the Community Corrections Diversion Program Grant, or Grant C. Grant C seeks to reduce statewide commitments by providing juvenile probation departments statewide with additional resources to create or expand Community-Based Diversion Programs and services in local communities while maintaining appropriate and adequate community safety.

Funding Allocation Methodology: The allocation methodology for the Community Corrections Diversion Program Grant (Grant C) is based on seventy-five percent of fiscal year 2011 allocation and twenty-five percent based on juvenile population, with all requesting counties receiving funding. In fiscal year 2015, 156 departments accepted Grant C funding; 11 departments declined to participate.

Strategy A.1.7. Mental Health Services
Total Amount Appropriated for Fiscal Year 2015: \$12,084,748

Established Fiscal Year 2014

Mental Health Services (Grant N) Description and Funding Methodology

Description: The Mental Health Services Grant, created in fiscal year 2014, is intended to increase the availability of mental health screenings, assessments and evaluations for juveniles referred to and under the supervision of juvenile probation departments and the provision of services, programs and placements to juvenile offenders with identified mental health needs.

Funding Allocation Methodology: The Mental Health Services Grant was allocated according to a two-tier formula. Tier one—or new services—funding was provided on a per-referral basis, with a higher rate for smaller departments and lower rate for larger departments, subject to a funding floor for departments operating a secure pre- or post-adjudication facility with fewer than 80 beds. Tier two—or existing services—funding was calculated based on the Grant A baseline proportions.

JUVENILE JUSTICE SYSTEM EFFECTIVENESS AND OUTCOMES, FISCAL YEAR 2015

The Texas Juvenile Justice Department (TJJD) disburses funds appropriated by the Texas Legislature to local juvenile probation departments through the eight grants encompassed in the *State Financial Assistance Contract*. These grants ensure that all juveniles have access to juvenile probation services throughout the state and provide supervision, programs, services and residential placements to juveniles under the jurisdiction of the 167 juvenile boards. Also included under the *State Financial Assistance Contract* is the Prevention and Intervention grant which became available to departments in fiscal year 2012.

TJJD grant funding is used at every point in the juvenile probation system. In fiscal year 2015, juveniles under supervision, in programs, or placed in residential facilities could have been served with as many as six state grants as well as local, federal, and other grant funding. Because seven of the TJJD's eight grants include specific expenditure requirements and spending limits, departments blend funds to support the most appropriate level of supervision or service for a juvenile.

Juveniles typically receive numerous services and programs during their time under probation supervision. Juveniles leaving probation supervision in fiscal year 2015 received the following programs and services during their time on probation in addition to the supervision provided by their probation officer:

- 80% had participated in at least one program;
- 82% had been detained at least once;
- 34% had been in a residential placement at least once;
- 81% had at least one drug test;
- 61% had at least one behavioral health referral; and
- 35% received at least one non-residential service.

As described above, each juvenile was provided supervision and services through numerous TJJD grants and local funding. No one funding source and no one program or service determines a juvenile's success or failure under supervision. All of the supervision and services that a juvenile receives while under supervision determines the impact juvenile probation has on that child's successful rehabilitation.

This section provides information on the supervision, programs, and services provided through local juvenile probation departments as well as a report on the effectiveness of the juvenile probation system.

Measuring Effectiveness

TJJD receives data from all juvenile probation departments through the monthly extract process (electronic data submission). Departments report individual level data on all juveniles referred, disposed, detained, placed in a residential facility, and/or provided a program or service. Data reported must conform to TJJD Electronic Data Interchange (EDI) specifications. Because TJJD receives data on all juveniles served by juvenile probation departments statewide, analysis and evaluation of the juvenile probation system is completed using the "universe" of statewide data available rather than relying on a sample of juveniles served. A copy of the TJJD EDI specifications can be found online at <http://www.tjjd.texas.gov/statistics/statisticsdetail.aspx>.

The effectiveness and accountability of the juvenile probation system is evaluated by TJJD using the following measures:

- Formal referrals to juvenile probation departments
- Dispositions of Commitment to TJJD
- Dispositions of Certified as an Adult
- Average Daily Population (ADP) of juveniles on Deferred Prosecution and Probation Supervision
- Total juveniles served on Deferred Prosecution and Probation Supervision
- Supervision Outcomes for juveniles leaving Deferred Prosecution and Probation Supervision
- Number of juveniles beginning programs and/or residential placements
- Average Daily Population (ADP) of juveniles in secure and non-secure placements
- Re-referral and incarceration rates for juveniles under supervision or placed in a secure residential facility

Definitions and calculation methodologies can be found in Appendix B.

Juvenile Probation System Outcomes

There were 62,535 formal referrals to juvenile probation departments throughout the state in fiscal year 2015. This represents a 2% decrease from the previous year's 63,914 formal referrals. The majority of referrals were for misdemeanor offenses (51%), while felony offenses accounted for 23% of referrals, violations of probation accounted for 16%, and Conduct Indicating a Need for Supervision (CINS) offenses accounted for 10% of referrals.

These 62,535 referrals came from 44,060 juveniles, 71% of whom were male. At 49%, almost half of all juveniles referred in the fiscal year were Hispanic, while 25% were white and 25% were African American. The average age of juveniles referred to the probation departments was 15-years-old. Juveniles had, on average, one referral to juvenile probation in fiscal year 2015.

In 81% of referrals, the juvenile was attending school at the time they were referred. In another 10% of referrals, the juvenile was attending school in a disciplinary setting (DAEP or JJAEP) at the time of their referral. In 25% of referrals, the juvenile had a known substance abuse problem; and a substance abuse need was suspected in another 9% of referrals. Almost 33% percent of the youth referred to juvenile probation in fiscal year 2015 had mental health needs. These youth accounted for 39% of referrals in the fiscal year.

Juvenile probation departments, prosecutors, and juvenile courts disposed 63,965 cases in fiscal year 2015. A juvenile whose case is disposed of may receive a supervisory caution, be placed on deferred prosecution or probation supervision, be committed to TJJD, or be certified as an adult. Juveniles may also have their cases dismissed or dropped, transferred, or consolidated with another court disposition.

In fiscal year 2015, TJJD commitments accounted for 1.3% of total dispositions. TJJD commitment dispositions increased from 789 in fiscal year 2014 to 825 in fiscal year 2015, a 5% increase. About 50% of all TJJD commitment dispositions were for a violation of probation and an additional 31% of TJJD commitment dispositions were for a violent felony offense. The increase in determinate sentence commitment dispositions may be due to a decrease in adult certification dispositions over the same time period.

Accounting for less than 1% of all dispositions, 115 youth were certified as adults in fiscal year 2015. This represents a 19% decrease in certifications from fiscal year 2014. The average age of a youth certified in fiscal year 2015 was 17-years-old, with 36% of all youth certified age 17 or older at the time of their referral to juvenile probation. For these youth, certification and dropping the case are the only disposition options available to juvenile probation departments.

Referrals and Dispositions

Fiscal Year 2014 and Fiscal Year 2015

	2014	2015
Formal Referrals to Juvenile Probation Departments	63,914	62,535
Juveniles Referred	45,452	44,060
Total Dispositions	64,419	63,965
TJJD Commitment Dispositions	789	825
Adult Certification Dispositions	142	115

JUVENILES UNDER SUPERVISION IN THE COMMUNITY

A juvenile referred to a juvenile probation department may be placed under supervision in the community through a deferred prosecution or probation sentence. In fiscal year 2015, 30,056 juveniles began a deferred prosecution or probation sentence. During the year, a total of 46,343 juveniles were served on deferred prosecution or probation supervision, a decrease of 5% from fiscal year 2014. Thirty-six percent of the juveniles served on deferred prosecution or probation supervision were referred for a felony-level offense, with 38% of those youth referred for a violent felony offense.

Deferred prosecution is a voluntary supervision where the child, parent/guardian, prosecutor, and the juvenile probation department agree upon conditions of supervision. If a juvenile violates the conditions of a deferred agreement, the department may elect to proceed with a formal court adjudication and begin a probation supervision. Deferred prosecution can last up to six months, and juveniles are eligible to receive any services and/or programming a juvenile probation department offers while on supervision. Of the 15,992 juveniles who started deferred prosecution supervision in fiscal year 2015, the majority of juveniles (69%) demonstrated a low risk of re-offense.

Juveniles placed on adjudicated probation receive court-ordered supervision and must abide by the conditions of supervision stipulated in their court order. Juveniles are most often placed on probation for a term of one year, but may be placed on probation until their eighteenth birthday. In fiscal year 2015, 14,064 juveniles began probation supervision. Fourteen percent of these juveniles demonstrated a high risk for re-offense, and another 41% displayed a medium risk of re-offense. Juveniles under probation supervision may be served on a regular, specialized, or intensive caseload. Specialized caseloads target juveniles with special needs by providing additional supervision, contacts and services. Examples of specialized caseloads include those for juveniles with mental health issues, female offenders, gang members, sex offenders, and juveniles with substance abuse problems.

Juveniles under Supervision in the Community

Fiscal Year 2014 and Fiscal Year 2015

	2014	2015
Juveniles starting Deferred Prosecution	16,000	15,992
Juveniles starting Probation Supervision	14,415	14,064
Total Juveniles starting Deferred or Probation Supervision	30,666	30,056
Total Juveniles served on Deferred or Probation Supervision during year	48,607	46,343
Average Daily Population of Juveniles on Deferred Prosecution	6,967	6,797
Average Daily Population of Juveniles on Probation Supervision	13,639	12,789

In fiscal year 2015, 27,729 juveniles ended their probation or deferred prosecution supervision. Possible outcomes of a juvenile's supervision include successful completion, termination due to failure to comply with the conditions of supervision, TJJD commitment as a result of a violation or new offense, certification as an adult as a result of a new offense, or transfer to the adult system as the result of a new offense not under the jurisdiction of the juvenile court. For both deferred prosecution and probation supervision, 81% of juveniles completed their designated supervision successfully. Two percent of all juveniles ending their supervision in the year were committed to TJJD.

Juveniles Ending Deferred Prosecution and Probation Supervision

Fiscal Year 2014 and Fiscal Year 2015

	Fiscal Year 2014				Fiscal Year 2015			
	Successful		Not Successful		Successful		Not Successful	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Deferred	13,329	81%	3,084	19%	12,627	81%	3,041	19%
Probation	10,342	82%	2,305	18%	9,774	81%	2,287	19%
Total	23,671	81%	5,389	19%	22,401	81%	5,328	19%

JUVENILES PARTICIPATING IN COMMUNITY-BASED PROGRAMS

In order to keep delinquent juveniles closer to their home communities, juvenile probation departments have been charged with the task of pairing juveniles with appropriate community-based resources and services, including programming. In fiscal year 2015, juvenile probation departments offered 1,458 community-based programs to juveniles under their jurisdiction, their families, and at-risk youth in the area. Many programs offered by juvenile probation departments are designed to meet the needs of a wide array of youth. Of program participants in fiscal year 2015, 48% participated in a skill-building/activity-based program, 29% participated in a treatment-based program, and 23% participated in a surveillance-based program.

Juvenile probation departments do not always wait until disposition to enroll a juvenile in needed programming. Across the state, 723 programs allow juveniles who are awaiting disposition to participate. Of the juveniles enrolled in a pre-disposition program, 5,588 (52%) were on temporary or conditional pre-disposition supervision. The most common pre-disposition programs juveniles participated in were an early intervention or first referral program (25%), electronic monitoring (13%), and counseling (13%).

Of the juveniles served on deferred prosecution or probation supervision, 25,144 (47%) were enrolled in a community-based program during fiscal year 2015. The majority of juveniles served by community-based programs were referred for misdemeanor-level offenses (54%), while 40% were referred for a felony-level offense. On average, juveniles enrolled in programs had three prior referrals to a juvenile probation department, and entered programming at the age of 15. Juveniles may participate in numerous programs during their supervision. In fiscal year 2015, 25,144 juveniles on deferred prosecution or probation supervision added up to 53,805 program enrollments. Twenty-seven percent of juveniles were enrolled in three or more programs during the year.

**Number of Programs Provided to Juveniles on Deferred Prosecution
And Probation Supervision by Program Type**

Fiscal Year 2014 and Fiscal Year 2015

Program Type	Programs Provided	
	2014	2015
Aftercare Management	555	569
Anger Management	1,434	1,313
Border Justice Project	83	57
Counseling Services	4,315	5,464
Cognitive Behavioral	528	447
Extended Day Program/Day Boot Camp	415	393
Drug Court	379	339
Educational	5,593	6,656
Electronic Monitoring	3,660	4,049
Early Intervention/First Referral	3,455	3,480
Animal/Equine Therapy	44	71
Experiential Education	474	541
Family Preservation	1,701	1,562
Female Offender	588	410
Gang Prevention/Intervention	497	824
Home Detention	1,679	2,218
Intensive Case Management	663	711
Intensive Supervision	5,554	5,332
Life Skills	5,195	4,191
Mental Health Court	225	235
Mentor	1,518	1,659
Mental Health	2,981	3,299
Other	1,613	871
Parenting (for juveniles)	22	17
Parenting (for parents)	630	1,767
Runaway /Truancy	151	90
Substance Abuse Prevention/Intervention	3,243	2,799
Sex Offender	1,212	1,204
Substance Abuse Treatment	2,210	2,064
Victim Mediation	197	274
Vocational Employment	506	395
Victim Services	308	504
Total Programs Participation	51,628	53,805
Total Juveniles Served*	25,389	25,144

**Juveniles may have participated in more than one program during the year.*

JUVENILES IN RESIDENTIAL PLACEMENTS

In fiscal year 2015, 6,761 juveniles were placed in emergency, secure, and non-secure residential facilities by the juvenile court. Because a juvenile may enter more than one residential facility in a year, those youth accounted for 9,578 total placements during the fiscal year. The average daily population of juveniles in residential placement in fiscal year 2015 was 1,974. Juveniles under supervision may be placed into an emergency placement if there is no suitable living arrangement available or into a secure and/or non-secure residential facility as a condition of their deferred prosecution or probation supervision.

Because residential placement removes the juvenile from their home, it is generally reserved for those juveniles with the greatest need for services or those juveniles whose offense and/or prior history warrants a more severe sanction than can be afforded in the community. In fiscal year 2015, 47% of juveniles placed outside of the home demonstrated high levels of need, and 30% displayed a high risk for re-offense. Of the youth placed in fiscal year 2015, 32% were placed outside of the home for committing a felony-level offense. Another 28% entered placement after a referral for the violation of a court order.

Juveniles in a Residential Placement

Fiscal Year 2014 and Fiscal Year 2015

	2014	2015
Secure Placements Beginning in Fiscal Year*	2,781	2,747
Non-Secure Placements Beginning in Fiscal Year*	2,402	2,243
Emergency Placements Beginning in Fiscal Year*	1,752	1,849
Average Daily Population in Residential Placement	2,055	1,974
Average Daily Population in Secure Placement	1,079	1,077
Average Daily Population in a Non-Secure Placement	898	823
Average Daily Population in an Emergency Placement	78	73

*A juvenile may begin an emergency, non-secure, or secure placement more than once during the fiscal year.

Juveniles entering a residential placement may be provided special programming while they are in the facility. Almost 18% of placements beginning in fiscal year 2015 provided “general correctional” services. More specialized services may also be provided, with 6% of placements offering mental health treatment and another 26% providing substance abuse treatment.

Beginning Residential Placement by Placement and Service Type

Fiscal Year 2014 and Fiscal Year 2015

Placement Service Type	Non-Secure		Secure		Total	
	2014	2015	2014	2015	2014	2015
Boot Camp	0	0	548	594	548	594
Correctional	4	0	1,031	881	1,035	881
Female Offender	22	40	16	28	38	68
Mental Health	150	137	124	153	274	290
Other	476	463	30	25	506	488
Pregnant Female	2	2	2	1	4	3
Substance Abuse	836	811	491	467	1,327	1,278
General Treatment	773	671	411	481	1,184	1,152
Sex Offender	139	119	128	117	267	236
Total	2,402	2,243	2,781	2,747	5,183	4,990

HARRIS COUNTY LEADERSHIP ACADEMY

The Harris County Leadership Academy (HCLA) provides a residential correctional program for adjudicated males, ages 13 to 16, who have been determined by the court to need a highly structured and discipline-oriented program. From 1996 to 2009, the Harris County Juvenile Probation Department (HCJPD) operated HCLA as the Harris County Delta Boot Camp. The Delta Boot Camp was designed to utilize military methodologies to instill discipline, enhance academic performance, build self-esteem, and reduce recidivism for males under the supervision of the juvenile court. In fiscal year 2010, the Harris County Delta Boot Camp was redesigned, becoming the leadership academy.

HCLA's focus is to redirect the thinking and behavior patterns of juveniles by instilling in them a healthy self-concept, respect for others, authority, and personal accountability. Juveniles take part in a structured basic program incorporating the four phases of DART (Discipline, Accountability, Redirection, and Transition). HCLA strives to provide youth with the tools for a successful reintegration into the community. Educational classes are provided by teachers from the Juvenile Justice Charter School. Counseling, anger management, and mental health services are provided by Mental Health and Mental Retardation Authority of Harris County (MHMRA). Juveniles placed at HCLA also have the opportunity to participate in vocational education programs offered in conjunction with San Jacinto College. Those with drug and/or alcohol problems receive treatment provided through Turning Point of Houston. The Leadership Academy has a capacity of 96 beds.

In fiscal year 2015, HCLA served 330 juveniles, 50% of whom were placed in HCLA due to a felony-level offense. Juveniles in HCLA during the fiscal year had, on average, 4 prior referrals and were age 15 at their time of entry. In fiscal year 2015, 259 juveniles entered HCLA, while 243 exited the placement. The average length of stay for juveniles exiting HCLA in fiscal year 2015 was 105 days. Of those exiting HCLA, 82% completed all program requirements, while 4% exited due to failure to comply. Other youth exited HCLA because they were found unsuitable for the placement, or moved to a less restrictive residential placement.

Juveniles Beginning and Exiting the Harris County Leadership Academy

Fiscal Year 2015

Juveniles Beginning HCLA	259
Juveniles Exiting HCLA	243
Juveniles Completing HCLA	199
Juveniles Failing to Comply	11

SPECIAL NEEDS DIVERSIONARY PROGRAM

The Special Needs Diversionary Program (SNDP) was created in 2001 to provide mental health treatment and specialized supervision to rehabilitate juvenile offenders with mental health needs. SNDP is administered in a collaborative model by TJJD and the Texas Correctional Office on Offenders with Medical or Mental Impairments (TCOOMMI). Juvenile probation officers and local mental health providers coordinate intensive community-based case management services. The program offers mental health services (including individual and group therapy), probation services (such as life skills, anger management, and mentoring), and parental support and education. This program requires frequent weekly contact with the juvenile, involvement with the family, and small specialized caseloads. SNDP began providing services in 8 urban counties at the beginning of fiscal year 2002 and expanded to an additional 11 small and medium counties later that year. In fiscal year 2015, SNDP operated in 20 juvenile probation departments.

In fiscal year 2015, the Special Needs Diversionary Program served 1,309 juveniles with a diagnosed mental health need other than substance abuse, mental retardation, autism, or pervasive development disorder. Eight hundred fifty-three juveniles began the program in the year, while 864 juveniles exited the program. The average daily population of juveniles in the Special Needs Diversionary Program in fiscal year 2015 was 445.

Juveniles Beginning and Exiting the Special Needs Diversionary Program

Fiscal Year 2014 and Fiscal Year 2015

	2014	2015
Juveniles Beginning SNDP	923	853
Juveniles Ending SNDP	934	864
Juveniles Completing SNDP Successfully	625	552
Percent Completing Program Successfully	67%	64%

The most frequent diagnosis of juveniles participating in SNDP during fiscal year 2015 was Attention Deficit Hyperactivity Disorder (ADHD), accounting for 28% of all diagnoses. Other common diagnoses included Other Mood Disorder (17%), Oppositional Defiant Disorder (14%), and Bipolar Disorder (8%). Sixteen percent of juveniles served had a dual diagnosis involving mental health and substance abuse. Seventy-two percent of juveniles served by the program had received mental health treatment prior to enrollment.

Thirty-seven percent of juveniles participating in SNDP in fiscal year 2015 had three or more total referrals when they started the program, and 52% had a felony offense in their history. Nine percent of juveniles participating in SNDP in fiscal year 2015 had a prior residential placement coordinated through a local probation department.

PREVENTION AND INTERVENTION PROGRAM

In 2011, the 82nd Texas Legislature authorized the TJJD to provide prevention and intervention services to prevent or intervene in at-risk behaviors that lead to delinquency, truancy, dropping out of school, or referral to the juvenile justice system. In fiscal year 2012, the TJJD Board approved the investment of \$1.4 million to fund 24 prevention and early intervention programs designed to serve youth ages 6 through 17 and their families.

To provide programming to at-risk youth, some juvenile probation departments partnered with service providers to offer educational assistance, mentoring, character development, and skills building programs after school or during the summer. Other departments focused on providing parents of at-risk youth the skills, services, and supports they need to better manage their children's challenging behaviors. Prevention and intervention programs often focus on truancy intervention and feature partnerships with local elementary, middle, and high schools to provide services, supports, and resources to ensure students are and remain actively engaged in school. Successful demonstration projects are expected to reduce the likelihood that at-risk youth will be engaged in delinquency, truancy, school drop-out, and/or referred to the juvenile justice system.

In fiscal year 2015, 3,355 youth participated in a TJJD-funded prevention and intervention program. More than 2,000 youth began a prevention and intervention program in the fiscal year. The average age of youth referred to a grant-funded prevention and intervention program was 11-years-old, significantly younger than the average age of 15 for juveniles referred to juvenile probation departments for delinquent conduct. Of the youth served in a grant-funded prevention and intervention program, 52% were Hispanic and another 22% were African American. Over half (56%) of the youth served were male. Forty-four percent of the youth served in a prevention and intervention program were female, another significant distinction from the youth referred to juvenile probation for delinquent conduct, 29% of whom are female.

During the fiscal year, 2,185 youth exited a prevention and intervention program. While 9% of participants exited prevention and intervention programs because they failed to comply with program requirements, 91% of youth completed all program requirements. Youth exiting programs were enrolled for an average of 264 days. Program duration can range from a 33-day intensive parenting program to a year-round after school and summer program.

Youth Beginning and Exiting Prevention and Intervention Programs

Fiscal Year 2014 and Fiscal Year 2015

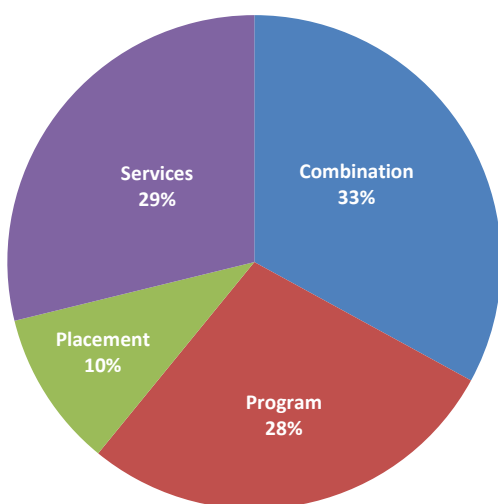
	2014	2015
Youth Beginning a Program	2,099	2,221
Youth Exiting a Program	2,143	2,185
Youth Completing a Program	1,917	1,999
Percent Completing the Program	90%	91%

COMMUNITY CORRECTIONS DIVERSION PROGRAM

Created in 2009, the Commitment Diversion Program (Grant C) is designed to provide funding for an array of community-based rehabilitation services for juvenile offenders intended to divert youth from commitment to state-operated secure institutional facilities. While all juvenile probation departments were eligible to receive Grant C funding in fiscal year 2015, 11 declined to participate in the grant program.

In fiscal year 2015, 6,528 juveniles received a program, placement or service funded completely or in part with Commitment Diversion funds. Sixty-seven percent of juveniles received one type of service through the grant while 33% received a combination of two or more types of services. Of all juveniles served with Grant C funds, 23% were female and 77% were male. Forty-four percent of juveniles served in the fiscal year were Hispanic, 37% were African American, and 18% were white. In fiscal year 2015, the average age of youth served was 15-years-old, which mirrors the age of 15 for all youth referred.

Juveniles Participating in Grant C Funded Diversion Service, FY 2015



Although juveniles on deferred prosecution supervision are eligible for Grant C services, juveniles served in the year were primarily on probation supervision (72%). Juvenile probation departments utilized their Grant C funds to serve juveniles referred for a variety of different offenses. Misdemeanants comprised half of all juveniles on supervision served by Grant C while 14% of juveniles were on supervision for a violent felony offense and 26% for a non-violent felony offense.

During the 2015 fiscal year, 3,533 juveniles exited the supervision associated with their Grant C service. Seventy-eight percent of those exiting supervision successfully completed their supervision. Fourteen percent exited because they failed to comply with the terms of their supervision, while 6% of juveniles were absent without permission. The courts disposed 77 juveniles to commitment to a state-operated secure facility and transferred 20 juveniles to the adult system.

In fiscal year 2015, Grant C provided non-residential services to 3,988 juveniles. Sixty-five percent of those juveniles received more than one grant-funded service during the fiscal year, accounting for 5,020 grant-funded services. Non-residential services accounted for 53% of services provided, including services such as crisis intervention, educational assessments, and counseling (non-behavioral health) single sessions.

In the fiscal year, 3,939 juveniles were enrolled in a grant-funded community-based program. Approximately 61% participated in two or more grant-funded programs, bringing the total of grant funded programs provided to 6,309. Grant C was most often used to fund educational programs, life skills, and electronic monitoring. Juveniles exited 3,219 grant-funded programs during the fiscal year. Sixty-seven percent successfully completed their program, while 21% exited due to a failure to comply. The average length of stay in a Grant C program was 48 days.

Grant C provided funding for the placement of 798 juveniles during fiscal year 2015. Sixty-four percent of juveniles placed with Grant C funds entered a secure placement, and 36% of juveniles entered a non-secure placement. Felony-level offenses accounted for 40% of youth placed with Grant C funds, and another 34% entered placement after a violation of probation. In fiscal year 2015, 710 juveniles ended their Grant C placement. Seventy-six percent completed their placement, an outcome of failure to comply comprised an additional 12% of discharges, and another 8% ended their Grant C placement by changing facilities, entering a new level of care, or having their funding source change. The average length of stay for juveniles exiting a Grant C funded placement was 207 days. At the end of fiscal year 2015, 172 juveniles had completed at least 180 days in secure post-adjudication facility, or were in the sixth month of their placement.

Recidivism

To achieve its mission of creating a safer Texas through effective programs and services, TJJD tracks the re-referral/arrest (re-offense) and incarceration rates of juveniles served by the juvenile probation system. The date of disposition to supervision, date of program entry, or the end of residential placement as recorded by the TJJD monthly extract data marks the beginning of the recidivism tracking period. The match of this data to Department of Public Safety (DPS) Criminal History Records and the Texas Department of Criminal Justice (TDCJ) records captures referrals and arrests that occur outside the originating juvenile probation department as well as arrests and incarcerations that occur in the adult criminal justice system.

A re-offense recidivism event includes a subsequent Class B misdemeanor or higher offense that resulted in either a referral to a juvenile probation department, an arrest by a law enforcement agency, or both. A juvenile referred for an offense can remain in the community, enter placement in a post-adjudication county facility, or be committed to TJJD; therefore, TJJD also tracks those juveniles whose subsequent behavior results in secure residential placement, commitment to TJJD, or incarceration in a Texas adult prison. Subsequent incarceration rates include felony and violation of court order offenses as it is possible to be committed to TJJD for a violation of a felony court order. The first two sections include three-year recidivism rates for juveniles disposed to deferred prosecution and probation supervision and for juveniles leaving residential placement in fiscal year 2012. The third section includes recidivism rates for youths served in a Grant C funded program or placement in fiscal year 2012.

Recidivism Rates for Juveniles Disposed to Deferred Prosecution or Probation Supervision

Juveniles disposed to deferred prosecution or probation supervision in fiscal year 2012 were followed for three years from the date of their disposition to supervision to determine the rate of re-offense during that period. The table below provides re-offense rates, subsequent secure placement, and incarceration rates as defined above. The disposition date to deferred prosecution or probation supervision marks the beginning of subsequent secure placement and incarceration rate analysis. Of the 29,981 juveniles disposed to either deferred prosecution or probation supervision in fiscal year 2012, 53.7% committed a re-offense recidivism event, 13.6% had a subsequent secure placement at a county facility, and 6.7% (n=2,002) had a subsequent incarceration event within the three year tracking period.

Three-Year Re-Offense and Incarceration Rates for Juveniles Disposed to Deferred Prosecution and Probation Supervision in Fiscal Year 2012¹

Initial Supervision	Year One	Year Two	Year Three	Total
Probation	35.2%	19.3%	10.1%	64.6%
Deferred Prosecution	22.6%	13.3%	8.9%	44.8%
Total Re-Offense	28.3%	16.0%	9.5%	53.7%
Subsequent Secure Placement	5.8%	5.0%	2.8%	13.5%
Subsequent Incarceration	1.5%	2.4%	2.8%	6.7%

Recidivism Rates for Juveniles Leaving a Residential Placement Facility

Juveniles entering residential placement typically exhibit the greatest need for services and have the most serious offense and prior history, which warrant a more severe sanction than can be afforded in the community. Because of this, juveniles placed in residential facilities typically have higher re-offense and subsequent incarceration rates than juveniles on probation in the community.

The table below provides the three-year re-offense and subsequent incarceration recidivism analysis for juveniles who exited a secure or non-secure residential placement in fiscal year 2012. Of the 4,678 who ended a secure or non-secure residential placement in fiscal year 2012, 75.7% committed a re-offense recidivism event, translating to a 0.3 percentage point increase from the re-offense rate of those who exited a placement in fiscal year 2011. Approximately 23% of juveniles who exited a placement facility in fiscal year 2012 were subsequently committed to TJJD or incarcerated in a Texas adult prison within the three year tracking period.

Three-Year Re-Offense and Incarceration Rates for Juveniles Ending Residential Placement in Fiscal Year 2012

	Year One	Year Two	Year Three	Total
Ending Secure Placement	47.8%	20.5%	9.8%	78.1%
Ending Non-Secure Placement	44.0%	19.4%	9.5%	72.9%
Total Re-Offense	46.0%	20.0%	9.6%	75.7%
Subsequent Incarceration	7.6%	8.2%	7.2%	22.9%

¹ Subsequent secure placement includes only secure residential placements and excludes juveniles 15 or older at the time of disposition.

Recidivism Rates for Juveniles Served in a Grant C Funded Program or Placement

Fiscal year 2010 was the first year probation departments began utilizing Grant C funds for community-based programs, services and placements. The purpose of Grant C, as put forth by the legislature, is to divert youth from commitment to a state-operated secure institutional facility by focusing additional services on high-risk youth in the community.

Juveniles starting a Grant C funded program in fiscal year 2012 had the following characteristics:

- 11% were disposed for a violent felony offense
- 23% were disposed for a non-violent felony offense
- 10% were disposed for a violation of court order
- 25% had 3 or more referrals
- 25% had at least one prior adjudication
- 6% had a prior violent felony level offense
- 19% had a prior non-violent felony level offense
- 5% had 3 or more prior adjudications

Juveniles leaving a Grant C funded placement in fiscal year 2012 had the following characteristics:

- 14% were disposed for a violent felony offense
- 21% were disposed for a non-violent felony offense
- 41% were disposed for a violation of a court order
- 64% had 3 or more referrals
- 10% had a prior violent felony-level offense
- 29% had a prior non-violent felony-level offense
- 20% had 3 or more adjudications

The table below provides recidivism analysis for juveniles beginning a Grant C funded program or exiting a Grant C funded placement in fiscal year 2012. These youth were followed for three years from the date of program entry or placement exit to determine the rate of re-offense and subsequent incarceration or commitment during that period, as defined above.

**Three-Year Re-Offense and Incarceration Rates for Juveniles
Served in a Grant C Funded Program and Placement in Fiscal Year 2012²**

	Year One	Year Two	Year Three	Total
Entering a Program	37.9%	16.5%	8.5%	62.9%
Subsequent Incarceration	2.6%	4.3%	4.9%	11.8%
Exiting a Placement	48.1%	20.4%	9.0%	77.5%
Subsequent Incarceration	6.7%	7.7%	7.2%	21.6%

² Youth served in both programs and placements were included in both the program and placement recidivism rates. Analysis includes both Secure and Non-Secure Grant C Placements.

The table below highlights the three-year re-offense and incarceration rates for juveniles leaving a Grant C funded secure or non-secure placement and juveniles leaving a secure state facility in fiscal year 2012. All youth served in a Grant C funded placement are included in the analysis if Grant C accounted for, at minimum, 5% of the funding.

**Three-Year Re-Offense and Incarceration Rates for Juveniles
Leaving a Grant C Funded Placement or State-Operated Secure Facility in Fiscal Year 2012**

		Year One	Year Two	Year Three	Total
Leaving Grant C Placement	Total Re-Offense	48.1%	20.4%	9.0%	77.5%
	Subsequent Incarceration	6.7%	7.7%	7.2%	21.6%
Leaving State Secure Facility	Total Re-Offense	43.6%	23.3%	9.9%	76.8%
	Re-Incarceration	23.4%	13.7%	7.2%	44.3%

DESCRIPTION OF TRAINING, MONITORING AND INVESTIGATION

The Texas Juvenile Justice Department (TJJD) works in partnership with local juvenile boards and juvenile probation departments to support and enhance juvenile probation services throughout the state by providing funding, technical assistance, and training; establishing and enforcing standards; collecting, analyzing and disseminating information; and facilitating communications between state and local entities. TJJD also provides oversight of county-operated detention facilities. Below are descriptions of the agency's efforts during fiscal year 2015 to provide training, monitor secure pre- and post-adjudication facilities, and investigate abuse, neglect and exploitation allegations in county operated facilities and juvenile probation department programs.

Juvenile Probation Training Academy

The Texas Juvenile Justice Department Training Academy is committed to the mission of developing, evaluating, and delivering quality training, executed in a thorough and professional manner to equip agency staff and juvenile justice stakeholders with the professional skills needed for exemplifying and achieving the goals of the Texas Juvenile Justice Department. Two Training Academy team members are dedicated to the professional development of juvenile probation staff full-time, while four other employees work with some other aspect of juvenile probation training on a part-time basis. In the fiscal year, TJJD staff provided 37,771 hours of training to community juvenile justice professionals.

In the fiscal year, TJJD staff facilitated and/or conducted 70 trainings for community juvenile justice professionals, bringing new knowledge and skills to 2,060 participants. The Academy coordinated six agency conferences in the year and provided support for another two conferences not sponsored by the agency. These conferences trained a total of 1,000 juvenile justice professionals. Thirteen webinars were also hosted throughout the year, with 473 initial participants; however, the opportunity exists for these webinars to be viewed by countless additional professionals within a twelve-month period after the webinar has been recorded.

Juvenile Justice Department Training Services

Fiscal Year 2015

Review Types	Events	Participants
Conferences	6	1,000
Trainings	70	2,060
Webinars	13	473
Total	89	3,533

Monitoring and Inspection of Secure and Non-Secure Community-Based Facilities

The Texas Juvenile Justice Department is required to annually inspect each public and private juvenile pre-adjudication secure detention facility, post-adjudication secure correctional facility and non-secure correctional facility. Facilities are identified in the TJJD Facility Registry, the statutorily mandated registry of secure and non-secure facilities which is updated on an annual basis. The TJJD Monitoring and Inspection Division schedules announced on-site monitoring visits in which the facility's compliance with applicable Texas Administrative Code (TAC) rules (i.e. minimum standards) is verified through a comprehensive review of the facility's policies, operating practices, resident services, and physical plant. These site reviews are supplemented with pre-site visit desk reviews of various facility documents.

At the conclusion of each comprehensive site-visit, TJJD issues a web-based suitability report that is sent to the attention of the facility administrator and the jurisdiction's juvenile board chairperson. Formal findings of standards non-compliance require the facility to provide a prompt corrective action plan that is reviewed and ultimately substantiated by TJJD monitoring staff. TJJD has the ability to make unannounced site-visits to any registered facility and does so based on need and individual circumstances that may be brought to the agency's attention.

In fiscal year 2015, TJJD completed comprehensive site visit inspections to 54 pre-adjudication secure detention facilities (two are secure short-term/holdover facilities), 37 post-adjudication secure facilities, and 8 non-secure facilities. Additionally, TJJD completed 1 unannounced post-adjudication secure facility site visit inspection.

Facility Monitoring

Fiscal Year 2015

Review Types	Number	Percent
Pre-Adjudication Secure Detention	54	54%
Post-Adjudication Secure Correctional	37	37%
Non-Secure Correctional	8	8%
Unannounced Post-Adjudication Secure Correctional	1	1%
Total Reviews	100	100%

Abuse, Neglect and Exploitation (ANE) Investigation

The Administrative Investigations Division (AID) of TJJD is divided into two teams, the County Investigations Unit (CIU) and the State Investigations Unit (SIU). The CIU receives allegations through several reporting mechanisms, including reports submitted by phone, fax, and email. Juveniles held in county-operated facilities have the right to report allegations of abuse, neglect or exploitation directly to the Incident Reporting Center (IRC) operated by the TJJD's Office of Inspector General. Reports can be made by juveniles, facility staff, parents, or the public. The allegations are then assigned to AID-CIU for assessment and investigation, if warranted. Once an investigation is initiated, AID-CIU investigators work closely with facility personnel and local law enforcement to conduct thorough investigations of the allegations.

In fiscal year 2015, of the 2,807 total reports received by the CIU, 1,288 were referred by the IRC. The majority of calls placed to the IRC (77%) were grievances that did not meet the definition of abuse, neglect, or exploitation, and were, therefore, handled at the local level. Eight percent of calls received by the IRC were investigated as allegations of abuse, neglect, and exploitation.

County Investigation Unit IRC Referrals by Report Type

Fiscal Year 2015

Program Type	Number	Percent
Allegations of ANE	105	8%
Complaints	59	5%
Duplicates	32	2%
Grievances	995	77%
Non-Jurisdiction	27	2%
Non-Reportable	31	2%
Other	11	1%
Serious Incidents	28	2%
Total	1,288	100%

Three hundred and forty-six abuse, neglect, and exploitation investigations were opened in fiscal year 2015. Most abuse, neglect, or exploitation cases disposed in fiscal year 2015 (39%) were ruled out or determined baseless. Six percent of dispositions were found to not meet the definition of abuse, neglect, or exploitation. A “reason to believe” disposition occurred in 4% of dispositions. In fiscal year 2015, the average length of time for an investigation to be disposed was 108 days. At the end of the fiscal year, 99 cases were still pending a disposition.

Abuse, Neglect, and Exploitation Investigations

Fiscal Year 2015

Disposition Description	Number	Percent
Baseless	1	0%
Concur	28	8%
Disposition Pending	99	29%
Does Not Meet the Definition of ANE	20	6%
Not Under TJJD Jurisdiction	1	0%
Reason to Believe	15	4%
Ruled Out	135	39%
Unable to Determine	47	14%
Total	346	100%

FINANCIAL MONITORING OF COUNTY GRANTS

Financial monitoring and auditing of all grants awarded to local juvenile probation departments is critical to effective grant management at the state level. TJJD's financial monitoring is a process that assesses the quality of internal control performance, allowable expenditures and compliance with applicable laws and regulations. General principles for determining allowable costs under all TJJD grants have been established for juvenile probation departments utilizing state funds.

The application of these principles is based on the fundamental premises that:

- The juvenile probation departments shall be responsible for the efficient and effective administration of TJJD funds through the application of sound management and accounting practices; and
- The juvenile probation departments shall assume responsibility for administering the grant funds in a manner consistent with underlying agreements, program objectives and the terms and conditions of the *State Financial Assistance Contract* and grant requirements.

EXPENDITURE OF GRANT FUNDS

Juvenile probation departments statewide are required to expend all grant funds solely for the provision of juvenile probation services and juvenile justice programs within the budget categories of salaries and fringe benefits, travel, operating expenses, non-residential services and residential services or according to the specific requirements of the individual grant. Examples of programs and services include community-based mental health services, individual and family counseling, substance abuse prevention and intervention, anger management, intensive supervision, family preservation, sex offender treatment, electronic monitoring, mentoring, after school programs, psychological and psychiatric evaluation, and therapeutic treatment. Funds may also be expended for the placement of juveniles in non-secure and secure pre- and post-adjudication facilities where they receive education, treatment and specialized services.

REPORTING REQUIREMENTS

Each juvenile probation department is required to submit a quarterly expenditure report detailing the utilization of all state funds received by the department and local county probation expenditures as required in the *State Financial Assistant Contract*. The quarterly expenditure report gives an assessment of whether expenditure patterns are consistent with the department's approved budget application submitted at the beginning of each fiscal year. This report identifies expenditures associated with each grant allocated to the juvenile probation department. In addition to documenting expenditures, the review of the quarterly expenditure report determines whether expenditures are allowable or unallowable under each grant. These reports can identify areas of concern during the fiscal year such as unfilled positions and funds not being utilized for juvenile programs and services. These reports are also used during on-site monitoring visits to confirm the accuracy of the report.

ON-SITE MONITORING

TJJD staff conduct financial monitoring and compliance activities on all grant funds allocated to local juvenile probation departments. The *State Financial Assistance Contract* requires local juvenile probation departments to maintain sufficient records to account for the use of state funds and provide TJJD with reasonable evidence that service delivery is consistent with provisions in the grant requirements. TJJD also provides technical assistance to juvenile probation department and county staff regarding the proper expenditure and accounting for state funds.

During the on-site financial monitoring visit, financial documents such as payroll reports, general ledger, expenditure detail reports, caseload summary reports, timesheets, and service provider contracts are reviewed to determine if expenditures are allowable under each grant provision.

The financial monitoring tasks include, but are not limited to:

- Interview the chief juvenile probation officer, financial manager, county auditor's office or treasurer's staff;
- Review purchase requisitions for authorization;
- Determine whether expenditures are reasonable;
- Compare journal entries to actual invoices and costs for accuracy;
- Ensure expenditures were incurred in the correct grant period;
- Ensure expenditures comply with all grant requirements;
- Review travel reimbursement documents for compliance with approved state travel rates;
- Determine compliance of juvenile probation officers' salaries paid out of specialized grants by reviewing TJJD caseload summary reports and timesheets; and
- Review all private service provider contracts paid in whole or part with TJJD funds.

Fiscal analysts also review the submitted annual budget applications, quarterly expenditure reports and independent audit reports in preparation for the on-site monitoring visit. TJJD follows a schedule that allows staff to review each department approximately once every three years. The time between audits can be shortened if significant findings are revealed in the department's independent audit, a new chief is hired, or community complaints indicate a need for more frequent auditing.

In fiscal year 2015, fiscal analysts audited 31 departments. Eighteen reviews were conducted on-site and another 13 reviews were desk audits conducted in the TJJD offices.

Fiscal Monitoring

Fiscal Year 2015

Review Types	Number	Percent
On-site Review	18	58%
Desk Review	13	42%
Total Reviews	31	100%

All audits are entered into the Compliance Monitoring and Enforcement Tracking System (COMETS) which allows TJJD staff to generate and immediately issue a summary report on-site based on the outcome of the monitoring process. The juvenile probation department must respond to findings with a corrective action plan through the COMETS web-based system.

INDEPENDENT AUDIT REQUIREMENT

Each fiscal year, all juvenile probation departments are required to provide an independent financial compliance audit of funds received from TJJD under the *State Financial Assistance Contract*. The audit report is prepared in accordance with Generally Accepted Auditing Standards, Governmental Auditing Standards and TJJD's audit requirements. The audit includes as part of the Report on Compliance and Internal Control, the specific financial assurances contained in each specific grant requirement. The audit report includes an opinion on whether or not the department complied with the applicable assurance as well as a summary of all material instances of non-compliance and an identification of the total amount of funds in question for each assurance. A certified public accountant conducts the audit in

accordance with the most current auditing standards. The independent audit reports for the fiscal year ending August 31st are due on March 1st of the following fiscal year.

The following process is followed to ensure consistent, efficient and effective review of the audit reports:

1. TJJD mails out the audit requirements to each county fiscal officer, chief juvenile probation officer and a copy is published on the agency's website.
2. The department will submit two copies of the report, one copy will be maintained at TJJD and the second copy will be submitted to TJJD's contracted internal auditor.
3. The Fiscal Unit Coordinator will conduct an initial review of the report after it has been received at TJJD.
4. The initial review of the report with preliminary information is entered into a "County Grant Information" document form.
5. This form will document the county name, auditor name, date report is received, type of grants received, and whether receipts, expenditures and budgets reported in the audit report reconciles to TJJD records.
6. After the "County Grant Information" is complete, the audit report is submitted to the internal auditor for a desk review.

TJJD contracts with an accounting firm who acts as the agency's internal auditor. This firm reviews the independent audits according to American Institute of Certified Public Accounts (AICPA) professional standards, government auditing standards and TJJD's audit requirements.

The desk review includes insuring the following:

- The report meets generally accepted and government auditing standards;
- All grants are accounted for in the report;
- Receipts are reported on the cash basis for each grant;
- Expenditures are reported in proper budget categories;
- Expenditures agree with TJJD's financial system; and
- The budget to actual operating statements includes a variance column.

The required format for the independent audit report is as follows:

1. Statement of revenues, expenditure and changes in funds balance of all TJJD grant funds;
2. Required notes to the financial statements per audit requirements;
3. Report on compliance and on internal control over financial reporting based on an audit of financial statements performed in accordance with Generally Accepted Governmental Auditing Standards; and
4. Schedule of findings and questions costs for current and prior years.

After the review by the internal auditor and within fourteen working days, each department receives a letter based on recommendations from the desk review that may include a request for any additional information, a corrective action plan for each finding or questioned costs, and a request for refund. A copy of the letter is mailed to the department's chief juvenile probation officer, fiscal officer and the respective independent audit firm.

If the response from the department is accepted, the audit is considered closed and filed with the audit report. If the response is unacceptable, communications will continue until compliance is achieved. If compliance has not been achieved within fourteen working days, TJJD issues a Non-compliance Citation Report (NCCR) and may suspend funds.

Findings and questioned costs noted from the audit report (current and previous years) are included in the risk assessment monitoring tool and reviewed during the juvenile probation department's fiscal monitoring visit.



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APPENDIX A

Annual Report to State Leadership

Effective fiscal year 2010, the Texas Juvenile Probation Commission (TJPC) was required by Rider 16 to produce an annual report to Legislative Leadership that includes detailed monitoring, tracking, utilization and effectiveness information on funds appropriated in each budget strategy in Goals A (Basic Probation) and B (Community Corrections). This requirement was continued for the Texas Juvenile Justice Department (TJJD); the fiscal year 2015 report is the seventh annual report to fulfill this requirement.

Rider 28 of the FY 2014–2015 General Appropriations Act. Reporting Requirements to the Legislative Budget Board.

From funds appropriated above, the Juvenile Justice Department (JJD) shall maintain a specific accountability system for tracking funds targeted at making a positive impact on youth. JJD shall implement a tracking and monitoring system so that the use of all funds appropriated can be specifically identified and reported to the Legislative Budget Board. In addition to any other requests for information, the agency shall produce an annual report on the following information for the previous fiscal year to the LBB by December 1st of each year:

- a. The report shall include detailed monitoring, tracking, utilization, and effectiveness information on all funds appropriated in Goal A. The report shall include information on the impact of any new initiatives and all programs tracked by JJD. Required elements include, but are not limited to prevention and intervention programs, residential placements, enhanced community-based services for serious and chronic felons such as sex offender treatment, intensive supervision, and specialized supervision, community-based services for misdemeanants no longer eligible for commitment to the Juvenile Justice Department, and the Community Corrections Diversion Initiatives.*
- b. The report shall include information on all training, inspection, monitoring, investigation, and technical assistance activities conducted using funds appropriated in Goal A. Required elements include, but are not limited to training conferences held, practitioners trained, facilities inspected, and investigations conducted.*
- c. The annual report submitted to the LBB pursuant to this provision must be accompanied by supporting documentation detailing the sources and methodologies utilized to assess program effectiveness and any other supporting material specified by the LBB.*
- d. The annual report submitted to the LBB pursuant to this provision must contain a certification by the person submitting the report that the information provided is true and correct based upon information and belief together with supporting documentation.*
- e. The annual report submitted to the LBB pursuant to this provision must contain information on each program receiving funds from Strategy A.1.1, Prevention and Intervention, including all outcome measures reported by each program and information on how funds were expended by each program.*

In addition to the annual report described above, JJD shall report juvenile probation population data as requested by the Legislative Budget Board (LBB) on a monthly basis for the most recent month available. JJD shall report to the LBB on all populations specified by the LBB, including, but not limited to, additions, releases, and end-of-month populations. End of fiscal year data shall be submitted indicating each reporting county to the LBB no later than two months after the close of each fiscal year. JJD will use LBB population projections for probation supervision and state correctional populations when developing its legislative appropriations request for the 2016-2017 biennium.

Upon the request of the LBB, the JJD shall report expenditure data by strategy, program, or in any other format requested.

The Comptroller of Public Accounts shall not allow the expenditure of funds appropriated by this Act to the JJD in Goal E, Indirect Administration, if the LBB certifies to the Comptroller of Public Accounts that the JJD is not in compliance with any of the provisions of this Section.

Rider 31 of the FY 2014–2015 General Appropriations Act. Commitment Diversion Initiatives.

Out of the funds appropriated above in Strategy A.1.5, Commitment Diversion Initiatives, \$19,492,500 in General Revenue Funds in fiscal year 2014 and \$19,492,500 in General Revenue Funds in fiscal year 2015, may be expended only for the purposes of providing programs for the diversion of youth from the Juvenile Justice Department (JJD). The programs may include, but are not limited to, residential, community-based, family, and aftercare programs. The allocation of State funding for the program is not to exceed the rate of \$140 per juvenile per day. The JJD shall maintain procedures to ensure that the State is refunded all unexpended and unencumbered balances of State funds at the end of each fiscal year.

These funds shall not be used by local juvenile probation departments for salary increases or costs associated with the employment of staff hired prior to September 1, 2009.

The juvenile probation departments participating in the diversion program shall report to the JJD regarding the use of funds within thirty days after the end of each quarter. The JJD shall report to the Legislative Budget Board (LBB) regarding the use of the funds within thirty days after receipt of each county's quarterly report. Items to be included in the report include, but are not limited to, the amount of funds expended, the number of youth served by the program, the percent of youth successfully completing the program, the types of programming for which the funds were used, the types of services provided to youth served by the program, the average actual cost per youth participating in the program, the rates of recidivism of program participants, the number of youth committed to the JJD, any consecutive length of time over six months a juvenile served by the diversion program resides in a secure corrections facility, and the number of juveniles transferred to criminal court under Family Code, §54.02.

The Juvenile Justice Department shall maintain a mechanism for tracking youth served by the diversion program to determine the long-term success for diverting youth from state juvenile correctional incarceration and the adult criminal justice system. A report on the program's results shall be included in the report that is required under JJD Rider 28 to be submitted to the LBB by December 1st of each year. In the report, the JJD shall report the cost per day and average daily population of all programs funded by Strategy A.1.5, Commitment Diversion Initiatives, for the previous fiscal year.

The Comptroller of Public Accounts shall not allow the expenditure of funds appropriated by this Act to the JJD in Goal E, Indirect Administration, if the LBB certifies to the Comptroller of Public Accounts that the JJD is not in compliance with any of the provisions of this Section.

APPENDIX B

Definitions and Calculation Methodologies in the Juvenile Probation System

This appendix provides the definitions and calculation methodologies used for the effectiveness and accountability measures of the juvenile probation system. All data used for these calculations is reported to TJJD by local juvenile probation departments through the monthly data extract submission process.

Definitions

Formal Referrals: This is any occasion when all three of the following conditions exist: (1) delinquent conduct, conduct indicating a need for supervision, or violation of probation was allegedly committed; (2) the juvenile probation department has jurisdiction and venue; and (3) face-to-face contact occurs with the office or official designated by the juvenile board.

Disposition of Commitment to the Texas Juvenile Justice Department (TJJD Commitment): This occurs when a juvenile is committed to the care, control and custody of the Texas Juvenile Justice Department (TJJD). As of 2007, all commitments to the TJJD, except under the determinate sentencing act, are for an indeterminate term not to extend beyond the juvenile's 19th birthday.

Disposition of Certified as an Adult: This is a situation where the juvenile court waives its jurisdiction in order for an accused juvenile felony offender to be prosecuted as an adult in the criminal justice system. Certification is permissive and not mandatory under Texas law. Depending upon the type of felony committed a juvenile as young as 14 years of age can be certified to stand trial as an adult.

Deferred Prosecution is a voluntary supervision where the child, parent/guardian(s), prosecutor, and the juvenile probation department agree upon conditions of supervision. Deferred prosecution can last up to six months and can be extended an additional six months by the court. If the child violates any of the deferred conditions, the department may elect to proceed with formal court adjudication.

Probation is a form of community-based supervision that is usually assigned for six months to one year, though it may be assigned until a juvenile's 18th birthday. While on adjudicated probation, the juvenile may be required to participate in any program or placement deemed appropriate.

Calculations

Average Daily Population (ADP) of Juveniles on Deferred Prosecution and Probation Supervision: This is the average number of juveniles under active supervision per day during a specified period of time. It is calculated by obtaining the entry and exit dates of every juvenile under deferred prosecution and probation supervision in a given fiscal year, summing the total days these juveniles were under each type of supervision in that year and dividing that total by 365. For juveniles whose supervision began prior to the start of the fiscal year, 09/01/2014 is used for the begin date. For juvenile whose supervision ended after the end of the fiscal year, 08/31/2015 is used for the end date.

Total Juveniles Served on Deferred Prosecution and Probation Supervision: This is calculated by identifying which juveniles started deferred prosecution or probation supervision during a given fiscal year, which juveniles started before the fiscal year and ended during or after the fiscal year, and which juveniles started before the fiscal year and are still currently under supervision. The number of juveniles in each category is summed to determine the total number of juveniles served.

Number of Juveniles Beginning a Program: This is calculated by identifying which juveniles started a program during a given fiscal year. A program is a non-residential, department-operated or contracted/purchased service. A program must have a measurable or reportable objective and outcome. A program serves juveniles who are on some type of supervision. It does not include community service restitution or services received while in detention or residential placement. Juveniles are counted once for each program they participate in during the fiscal year.

Number of Juveniles Beginning Residential Placement: This is calculated by identifying which juveniles started residential placement during a given fiscal year. Residential placement is the placement of a child in a secure or non-secure residential facility. Residential placements include secure placements, non-secure placements, court ordered placement into a foster care eligible facility, and probation emergency shelter placements. CPS, kinship, hospital and parental placements are not included in the number of residential placements.

Average Daily Population (ADP) of Juveniles in Secure and Non-Secure Placements: This is the average number of juveniles in placement per day during a specified period of time. It is calculated by obtaining the start and exit dates of every juvenile in residential placement in a given fiscal year, summing the total days these juveniles were in placement in that year, and dividing that total by 365. For juveniles whose placement began prior to the start of the fiscal year, 09/01/2014 is used for the begin date. For juvenile whose placement ended after the end of the fiscal year, 08/31/2015 is used for the end date.

Supervision Outcomes for Juveniles Leaving Deferred Prosecution and Probation Supervision: This is the outcome for the supervision to which the juvenile was disposed. The frequency and percent of outcomes are calculated based on juveniles terminating supervision during the fiscal year. The possible supervision termination outcomes are: Completed (sometimes called Successful), Transferred to the Adult System, TJJD Commitment, and Failure to Comply.

To calculate the percent of juveniles whose outcome is successful: The total number of juveniles with an outcome of Completed is divided by the sum of the number of juveniles with an outcome of Completed, Transferred to the Adult System, TJJD Commitment, and Failure to Comply.

Three Year Re-offense Recidivism Rates: Calculations track behavior for three years from the date of disposition to supervision, the date of program start, or the date of placement exit. This rate includes formal referrals to the juvenile justice system and arrests in either the adult or juvenile justice system. The rate only includes subsequent referrals and arrests for felony-level offenses or Class B or higher misdemeanor-level offenses. Juveniles are tracked using TJJD monthly extract data as well as Department of Public Safety Criminal History Records to capture referrals and arrests that occur outside of the originating juvenile probation department as well as arrests that occur in the adult criminal justice system.

Three Year Subsequent Incarceration and Placement Recidivism Rates: Calculations track behavior for three years from the date of disposition to supervision, the date of program start, or the date of placement exit. This rate includes dispositions to the Texas Juvenile Justice Department for a felony-level offense or violation of felony probation as well as incarcerations in the adult prison system, as reported by the Texas Department of Criminal Justice. The subsequent placement rate tracks behavior for three years from the date of disposition to supervision or the date of placement exit and includes dispositions to secure placement for any offense.