

Community-Based Program Evaluation Series:

OVERVIEW OF COMMUNITY-BASED JUVENILE PROBATION PROGRAMS

Part 1

JUNE 2013



TEXAS
JUVENILE★JUSTICE
DEPARTMENT

Introduction

The Texas Juvenile Justice Department (TJJD) Program & Services Registry was created in 2010 with the purpose of cataloging the community-based programs offered in juvenile probation departments across the state. Each juvenile probation department is required to enter information into the program registry for all active community-based programs. In addition to programs offered by the department, community-based programs include those contracted through the department and those receiving referrals from juvenile probation. Program entries provide general contact information and a description of the program and its goals. Departments must also provide information regarding duration and funding, eligibility requirements, and distinct program components.

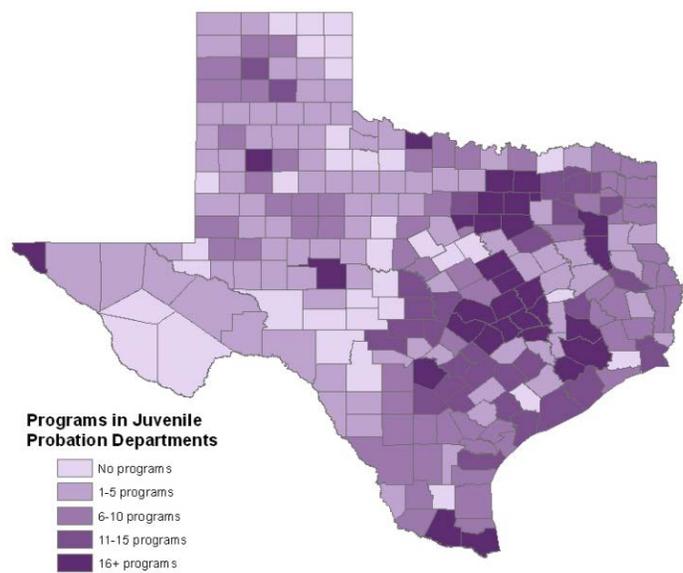
This brief will explore the information captured in the Program & Services Registry, focusing on the basics of programs offered throughout the state. It will examine program types offered, program duration, funding, and the intended

attributes of juveniles to be served. While most of the data presented in this brief is presented as it is reported by departments, some information regarding program type and juveniles served has been changed to reflect recommendations made in a January 2012 program audit.

This brief is the first in a series exploring the community-based programs available to juveniles involved in the juvenile justice system and the effectiveness of those programs in lowering recidivism rates. Future briefs in this series will examine the characteristics of juveniles served and outcomes for program participants. Lastly, TJJD will report on recidivism rates throughout the state and determine which programs are providing meaningful interventions and what program elements improve youth outcomes. This information will be used to assist juvenile probation departments in creating more effective programming.

Programs Overview

Of Texas' 165 juvenile probation departments, 149 enroll juveniles in community-based programs. At the end of fiscal year 2012, 1,562 community-based programs had been entered into the TJJD Program & Services Registry and listed as active. These programs served over 32,000 juveniles throughout the fiscal year. More than 29,000 of those juveniles were under active deferred prosecution or probation supervision. Map 1 shows the dispersion of community-based programs throughout the state. The number and type of programs offered differ by department based on the availability of department and community resources and the unique needs of the juveniles under the department's jurisdiction.



Map 1: Programs Offered in Juvenile Probation Departments, August 2012

Urban departments¹ have the most programs in the state, with an average of 42 per department. These 10 departments offer a wide variety of programs, including specialized counseling and educational programs as well mental health courts and drug courts. Medium and large departments have an average of 11 and 18 programs, respectively. Small departments have an average of 5 programs per

Table 1: Programs by Type	
Aftercare Management	28
Anger Management	69
At Risk Kids	8
Border Justice Project	4
Counseling	190
Cognitive Behavioral Therapy	68
Extended Day Program	16
Drug Court	15
Educational	84
Electronic Monitoring	93
Early Intervention	74
Equine/Animal Therapy	9
Experiential Education	24
Family Preservation	61
Female Offender	24
Gang Prevention/Intervention	12
Home Detention	11
Intensive Case Management	20
Intensive Supervision	110
Life Skills	94
Mental Health Court	6
Mentoring	33
Mental Health	71
Other	44
Parenting	7
Programs for Parents	48
Runaway	8
Substance Abuse Prevention	103
Sex Offender Treatment	110
Substance Abuse Treatment	91
Victim Offender Mediation	5
Vocational Skills/Employment	15
Victim Services	7

department and are often without targeted programs such as mental health courts or runaway programs. Instead, they offer counseling and educational programs that are meant to serve the needs of a wide array of juveniles involved with the department.

There are currently 33 different types² of community-based programs offered across the state. Juvenile probation departments classify their programs based on descriptions provided by TJJD³. These program types range from those typically offered to most juveniles referred to juvenile probation, such as cognitive behavioral therapy and specialized programs intended for specific juveniles, like sex offender treatment. Because juvenile probation departments classify programs individually, programs of the same type can differ significantly in curriculum and program objectives. Table 1 lists the program types available and the number of each type of programs offered. Counseling, intensive supervision, and substance abuse prevention are some of the most widely available programs throughout the state while less than 10 victim offender mediation, mental health court, and runaway programs are in operation.

The program offerings in a department are sometimes dependent upon department location or size. While programs like counseling and substance abuse prevention are offered across the state and in departments of varying sizes, some programs are offered only in the locations where there is a demonstrated need and the programs would be the most effective. For instance, the Border Justice Project is located solely along the Texas-Mexico border and gang

prevention/intervention programs often operate in urban centers.

Program Providers and Curriculum

Department size plays a crucial role in determining whether or not a program is offered and who provides the programming. On average, departments provide 39% of the programs offered to juveniles under their jurisdiction and contract for another 45% of their programs. Across Texas, departments

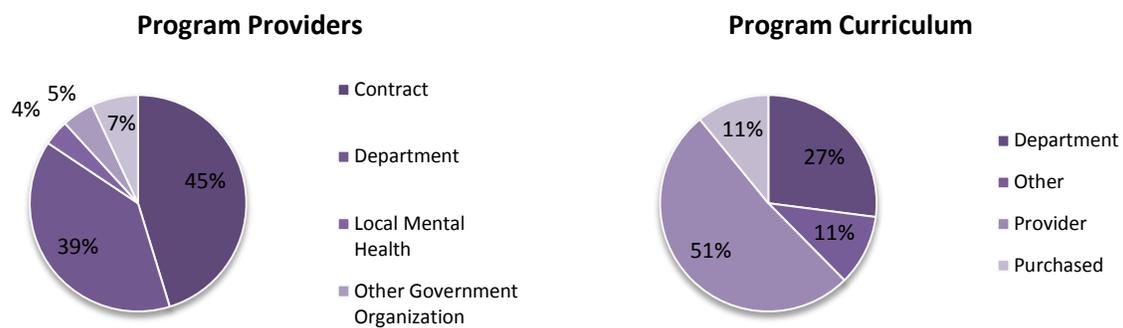
¹ Urban departments are defined as those with a juvenile population of more than 70,001. Large departments have a juvenile population between 20,001 and 70,000. Medium departments have a juvenile population between 7,501 and 20,000. Small departments have a juvenile population under 7,500.

² A few counties list "Community Service Restitution" on the programs table, bringing the total to 34 for some departments.

³ <https://www.tjjd.texas.gov/ProgramRegistryExternal/Members/Help/DefinitionOfTerms.aspx>

provide nearly all intensive supervision programs and more than half of all educational programs offered. Large departments are the most likely to provide their own programs, providing 48% of programs. Contracted services are often utilized for sex offender treatment and counseling services, making up 86% and 71% of program providers, respectively. Small departments contract for about half of all programs available to juveniles under their jurisdiction.

Local mental health authorities provide 4% of programs. These mental health providers provide 39% of all mental health programs and a little over 7% of substance abuse treatment programs. Small departments utilize local mental health providers for 5% of their programming. Other governmental organizations provide 5% of all programs, 20% of vocational skills programs, and 14% of early-intervention programs. Other providers are responsible for 7% of programs across the state. These other providers offer many programs for parents and parenting programs for juveniles with children.



Fifty-one percent of programs use curriculum created by providers. These programs are typically individualized and include counseling, anger management, family preservation, and sex offender treatment. Curriculum developed by departments make up 27% of programs offered in Texas. Department-developed curriculum is most often utilized in extended day programs as well as vocational skills/employment training. Departments may also purchase curriculum for juvenile probation officers and trained staff to provide. They use this purchased curriculum for 11% of their programs. Forty-eight percent of cognitive behavioral therapy programs, such as the nationally recognized WhyTry program, use a purchased curriculum. Eleven percent of program curriculum comes from other sources.

Program Start Dates

Over the years, juvenile probation departments have continued to develop community-based programs and implement statewide initiatives. Many of the programs offered in Texas are new to juvenile probation departments. Nine percent of programs were offered for the first time in fiscal year 2012. Twenty percent of programs began in fiscal year 2011 and another 21% began in fiscal year 2010. These programs are most often new initiatives such as mental health court or aftercare management. Another 18% of programs started in the two fiscal years following the 2007 juvenile justice reforms that increased funding for community-based programs. More than 26% of programs were started before the 2005 fiscal year.

Program Duration

Program duration can vary widely from program type to program type and may last from an afternoon to the entirety of a juvenile’s supervision. Eleven percent of programs last for less than one week, while 13% are scheduled to last one week to one month and 63% take from one to six months to complete. Only 3% of programs last longer than a year, the majority of these being intensive programs such as drug court or sex offender treatment.

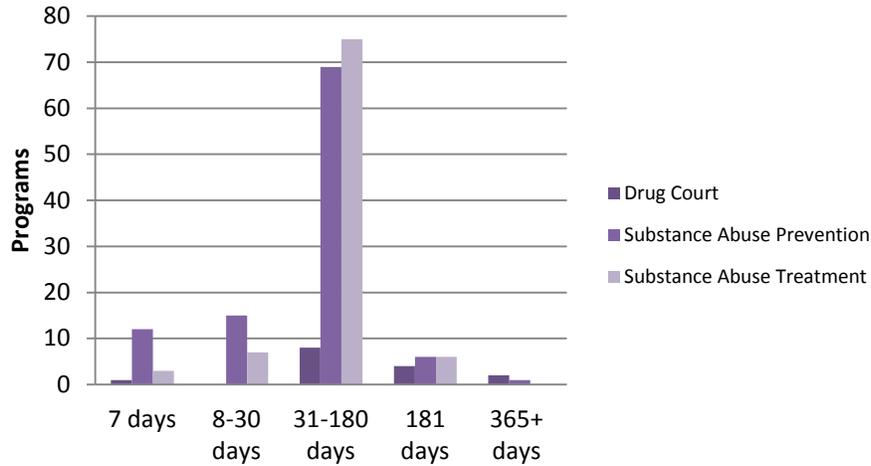
Program duration often reflects a program’s intended audience and anticipated goals. Programs that target chronic offenders or those with a specified treatment need require a longer period of juvenile participation than programs offered to first-time or low-level offenders. For instance, nearly 12% of intensive supervision programs last for six months to one year. In comparison, only 1% of early-intervention/first referral programs last for longer than 6 months. Table 2 lists the average length of stay for each program type.

Table 2: Average Expected Length of Stay in Programs

Program Type	Days in Program	Program Type	Days in Program
Aftercare Management	96	Intensive Case Management	173
Anger Management	64	Intensive Supervision	154
At Risk Kids	79	Life Skills	70
Border Justice Project	175	Mental Health Court	170
Counseling	109	Mentoring	166
Cognitive Behavioral Therapy	70	Mental Health	161
Extended Day Program	103	Other	65
Drug Court	243	Parenting	172
Educational	79	Programs for Parents	57
Electronic Monitoring	103	Runaway	46
Early Intervention	80	Substance Abuse Prevention	85
Equine/Animal Therapy	38	Sex Offender Treatment	353
Experiential Education	25	Substance Abuse Treatment	109
Family Preservation	106	Victim Offender Mediation	4
Female Offender	67	Vocational Skills/Employment	94
Gang Prevention/Intervention	103	Victim Services	54
Home Detention	46		

An example of the differences in program length of stay can be seen in three programs addressing drugs and alcohol - drug court, substance abuse prevention, and substance abuse treatment. While there are noticeably fewer drug court programs, the intensive nature of the program requires nearly all juveniles to remain enrolled in the program for more than one month. In fact, the average expected length of stay for a drug court program is 243 days. Substance abuse prevention programs are often open to all youth referred to juvenile probation departments. These programs have an anticipated length of stay of 85 days. In contrast, substance abuse treatment programs are typically provided to those with a demonstrated substance abuse need. These more intensive programs anticipate juvenile involvement for 109 days.

Length of Stay for Drug and Alcohol Related Programs

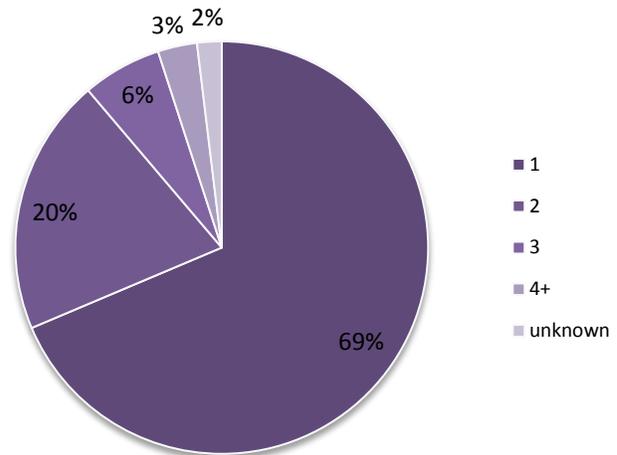


Program Funding Sources

The Program & Services Registry requires departments to identify the funding sources that cover the cost of a program. Departments choose from state grants, local funds, federal funds, and parent payment, identifying all possible funding combinations. In fiscal year 2012, 69% of programs were funded by just one funding source. Twenty-nine percent of programs utilize more than one funding source to operate.

Departments utilize general state aid disbursed by TJJJ for 37% of programs. Another 10% of programs are financed by The Community Corrections Diversion Program (Grant C). Dedicated TJJJ grants like the Special Needs Diversionary Grant (SNDP) and Border Justice Project fund fewer programs but target very specific needs. SNDP funds 18 programs and the Border Justice Project funds 3 programs, accounting for up to 1% of programs each. Local funds are used to provide 36% of programs across the state. Six percent of programs offered by juvenile probation receive funding from other state agencies and nearly 3% of programs receive federal funding.

Number of Funding Sources



Programs may operate at no cost to juvenile probation departments. Nearly 24% of programs did not incur a cost to the department. Courts may require insurance or parents to pay for intensive programs like substance abuse treatment or individual counseling. Insurance contributes to 4% and parent pay contributes to the funding of 7% of all programs.

Components

The Program & Services Registry asks departments to detail all components included in the programs they offer. Components are the individual parts of a program, often aligning with the goals or phases of the program. For instance, a program for first-time offenders may provide cognitive behavioral therapy sessions to discourage the thinking patterns that lead to new offenses. This program may also match those first-time offenders with a mentor to provide additional support as the juvenile utilizes these new thought patterns. Comprehensive programs like intensive supervision or intensive case management may incorporate components to signify a juvenile’s progression through the program. A juvenile may start his or her program on electronic monitoring and transition off as levels are reached and goals are attained.

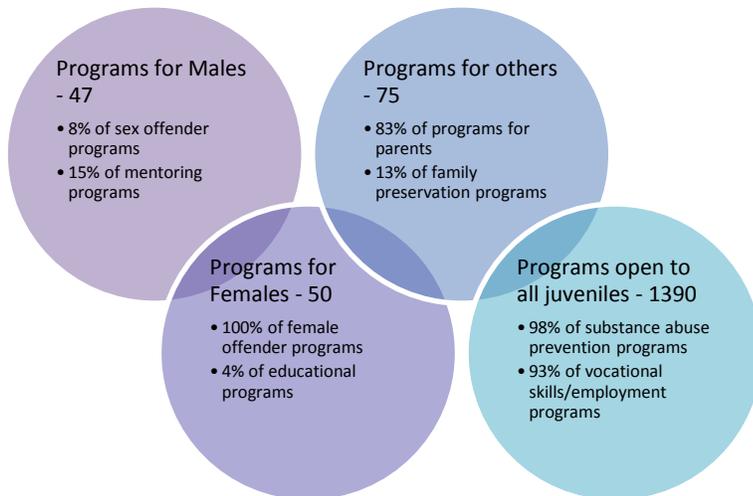
Departments are allowed to choose from 21 components listed in the registry and may designate other components as necessary. Table 3 summarizes the components included in the Program & Services Registry and the number of times they appear in entries. Some components, like referral to community services, are relatively new and may not be fully represented in program entries. Departments utilizing the component of other provide TJJJ with more information. Entries for this component include urinalysis testing, goal setting, and leadership training.

Program Type	Number of Programs	Program Type	Number of Programs
Anger Management	503	Life Skills	659
Cognitive Behavioral Therapy	433	Mentoring	282
Communication	632	Multisystemic Therapy	72
Counseling	699	Other	119
Decision Making	825	Parenting Classes	386
Educational Services	317	Parenting Classes for Juveniles	99
Electronic Monitoring	171	Recreation	172
Employment Training	149	Referral to Community Services	5
Experiential	131	Substance Abuse Education	480
Family Counseling	517	Substance Abuse Treatment	279
Home Detention	99	Tutoring	129

Three hundred and nineteen programs have just one component. Many of the surveillance programs operated throughout the state, like home detention and electronic monitoring, only have one component. Five hundred and thirty-six programs have two to four components. Eighty-eight percent of runaway programs meet this description, offering components like communication and education services. Forty-two percent of all programs (653) list five or more components. Because they provide comprehensive services to juveniles, 85% of all intensive case management programs and 67% of mental health courts have five or more components. In future briefs, TJJJ will analyze how different combinations of components may affect program performance and youth outcomes.

Juveniles Served

Juvenile Demographics



With 89% of programs serving both genders and 82% of programs serving juveniles of all ages, most community based programs do not target a specific juvenile demographic. Programs that target a specific gender include female programs and a small number of sex offender programs. Five percent of programs do not serve juvenile offenders at all, focusing instead on the family, victims, or at-risk youth. The majority of these programs are for parents, with some providing resources and training specific to a juvenile's offense. The programs for at-risk youth

may serve those not formally referred to juvenile probation or the younger siblings of juvenile offenders.

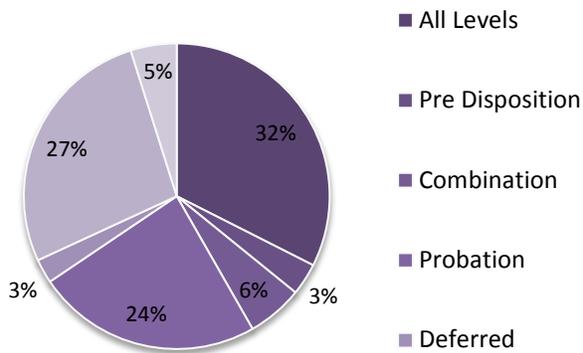
Very few programs are designed for juveniles of a specific age. Twelve percent of programs are not open to juveniles of all ages, but target an age range rather than one specific age group of juvenile offender. About 30% of substance abuse treatment programs are age specific while 31% of education programs are age specific, typically providing older juveniles with GED assistance or high school completion programs.

Supervision Level

Given limited resources, not all juveniles referred to juvenile probation will be enrolled in a program. Some departments refer juveniles to certain programs based on their supervision level, reserving programs for those juveniles who are more deeply involved in the juvenile justice system. Only 32% of programs provide services to juveniles on all levels of supervision, including pre-disposition conditions of release and temporary supervision. Nearly half of all substance abuse prevention and counseling programs serve juveniles on all levels of supervision. Twenty-seven percent of programs serve juveniles who are on either deferred prosecution or probation supervision. Nearly half of all cognitive behavioral therapy and life skills programs are reserved for those on deferred prosecution or probation supervision.

Twenty-four percent of programs focus solely on juveniles who are adjudicated to probation supervision. These programs tend to target juveniles who are at high risk for re-offense or have high needs. Fifty-one percent of all sex offender programs only serve juveniles after adjudication to probation. For aftercare management, intensive supervision, and intensive case management, more than 75% only serve juveniles on probation supervision. Forty programs are designed to serve juveniles on deferred prosecution supervision. About one-fifth of all early intervention programs are designed for these juveniles.

Supervision Level Served



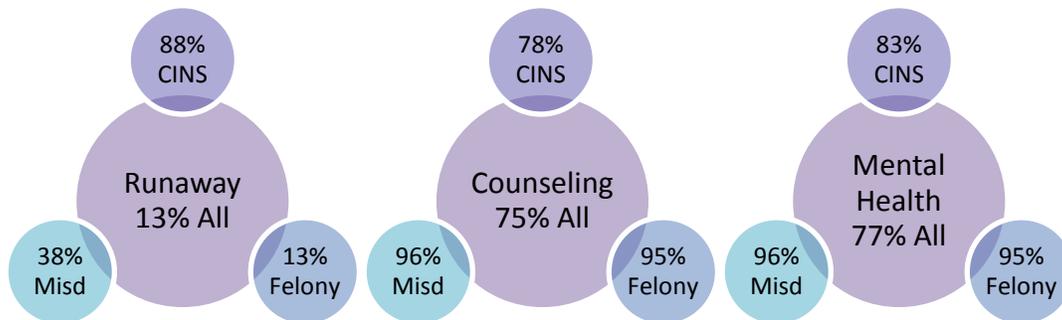
Three percent of programs are intended for juveniles who have yet to be disposed. Many of these programs are early intervention/first referral programs. A few are home detention programs that allow juveniles to remain in the home while awaiting disposition.

Department size plays a role in what supervision types a program may serve. Thirty-nine percent of the programs in small departments serve juveniles on all levels of supervision compared to 27% of programs in large departments and 33% of programs in medium departments. Due to their size, urban departments are able to offer the most programs that are intended to serve a specific level of supervision. More than

63% of urban programs target juveniles on specific levels of supervision, with many directed toward those adjudicated to probation.

Offense Level

While many programs are designed to serve juveniles of all offense levels, some specialize in serving felony, misdemeanor, or CINS offenders. Others provide programming to juveniles violating the terms of their supervision. Just 7% of programs are designed to reach just one offense level. Sixty-two percent of programs serve juveniles referred for an offense of any level. The majority of education, life skills, substance abuse prevention, and victim mediation programs are open to juveniles with all levels of offenses. While some program types may be open to all levels of offenders, program access can vary across the state. Departments may choose to not target lower-level or higher-level offenders, creating a complex combination of offense levels served. For instance, 85% of education programs serve all levels of offenders, with 89% of those serving CINS offenders, 96% serving misdemeanor offenders, and 95% serving felony offenders. The combination of offense levels served for three program types, runaway, counseling, and mental health, can be seen below.

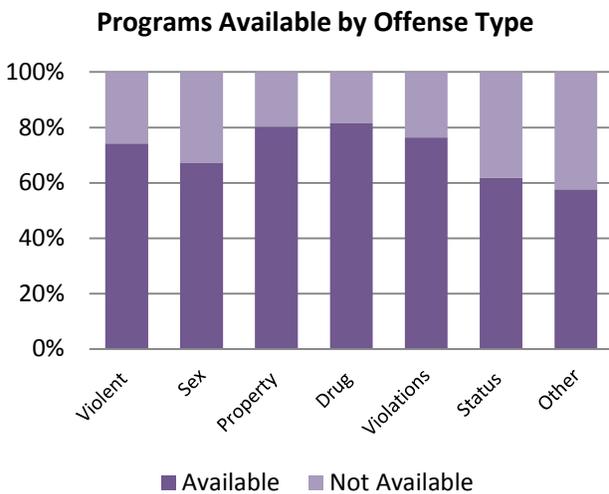


With 89% of programs available to those referred for a felony offense, the majority of programs are open to the most serious offenders entering the juvenile justice system. A large number of the programs available to felony-level offenders are highly specialized. For instance, 97% of sex offender

treatment programs are available to serve felony level offenders as are 99% of substance abuse treatment programs. Eighty-nine percent of all programs are also open to misdemeanor offenders. Fewer programs are available to CINS offenders. Only 65% of programs are designed to include those referred for a CINS offense. Generally, these programs have a broad curriculum applicable to most juveniles.

Offense Type

Just like some programs target specific offense levels, some juvenile probation programs target specific offense types. Only 48% of all programs serve all offense types, including sex offenders, violent offenders, and status offenders. All vocational programs and most experiential programs are open to juveniles referred for all offense types. Two-thirds of all educational and border justice projects serve juveniles committing all types of offenses.



Eighty percent of programs are available to juveniles referred to juvenile probation for a property offense. Property offenses include robbery, burglary, and felony or misdemeanor theft. All extended boot camp/day programs, mental health courts, and victim/offender mediation programs are available to these juveniles. Many life skills and cognitive behavioral therapy programs will serve these juveniles as well.

Seventy-four percent of programs are open to juveniles referred for a violent offense. Violent offenses include homicide, robbery, felony assault, and certain charges of arson or

kidnapping. Nearly all electronic monitoring, female offender, intensive case management, and intensive supervision programs provide services to violent offenders. Sixty-seven percent of all programs allow sex offenders to enroll. Aftercare management, electronic monitoring, and home detention programs are often available to sex offenders.

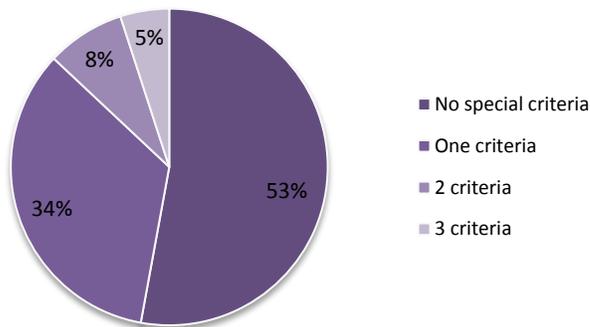
Eighty-two percent of programs serve juveniles referred to juvenile probation for a drug offense. Many mentoring programs, life skills, and mental health programs are available to juveniles with a drug offense. Violations of a court order may indicate that a juvenile requires additional supervision or programming, and for this reason, 76% of programs serve juveniles referred to juvenile probation for a violation. All extended boot camp/day programs and equine therapy programs serve juveniles referred for a violation. Overall, fewer programs serve status offenders. Nine hundred and sixty-five programs are open to those referred for truancy, runaway, or expulsion from an alternative education program. All runaway programs serve status offenders as do the majority of counseling and mental health programs.

Special Eligibility Criteria

While some programs are designed to serve all juveniles referred to juvenile probation, regardless of their supervision level or offense type, many juvenile probation programs are designed to address the needs and risk factors of the youth enrolled. These programs may have specific criteria for juvenile enrollment. The Program & Services Registry requires departments to indicate the criteria for program entry, allowing registry users to choose from 18 criteria. Criteria include attributes such as: substance abuser, failing supervision, failing school, assaultive, gang involved, young offender, chronic offender, and runaway.

Fifty-three percent of programs have no special eligibility criteria requirements. Many of these programs are general awareness programs like cognitive behavioral therapy or life skills. Other programs with no special eligibility criteria are surveillance programs assigned by the court, like home detention and electronic monitoring. With 94% of programs for parents having no special eligibility criteria, these programs are generally open to all parents of juvenile offenders.

Number of Special Eligibility Criteria



More than 500 programs have at least one criterion for entry. Eighty-nine percent of all sex offender programs and 83% of all female offender programs have at least one requirement for entry. Aftercare management, early intervention, substance abuse prevention, and educational programs often have requirements for program enrollment as well.

Thirteen percent of programs have two or more special eligibility criteria. Many of these programs provide a higher level of supervision or facilitate intensive case management. Others provide treatment services for juveniles displaying a variety of risk factors. These programs, such as sex offender treatment, mental health treatment, and substance abuse treatment seek to facilitate holistic change in a juvenile's life and are often reserved for youth with the greatest needs.

Conclusion

Juvenile probation departments enter and update program information utilizing the TJJJ Program & Services Registry. While TJJJ conducts yearly audits of the Program & Services Registry, ongoing training is necessary to ensure that juvenile probation department staff enter accurate information. This program information is essential to determine which programs are the most effective at serving juveniles in Texas and which programs require additional technical assistance.

In fiscal year 2012, more than 32,000 juveniles were served by the 1,562 community-based programs available to those involved with the juvenile justice system. Counseling programs, intensive supervision, sex offender treatment, and substance abuse prevention programs are the most widely available programs throughout the state. Because few departments set age or gender requirements for program entry, most programs are available to all juveniles referred to juvenile probation departments. A small percentage of those programs offer services to parents, at-risk youth, and victims. Programs utilize a wide assortment of funding sources, including many state grants and local funds.

The features that most differentiate programs and program types are the juvenile offenders they intend to serve. Departments establish prerequisites to program entry for juveniles based on supervision level, offense type, and offense level. Only 33% of programs are available to all levels of supervision while 60% of programs are available to all offense levels. These requirements to program entry allow probation departments to design programs that target specific offenses or provide services based on a juvenile's risk of re-offense. The special eligibility criteria screen allows departments to provide TJJJ with more information regarding program design and the attributes of juveniles served.



TEXAS
JUVENILE★JUSTICE
DEPARTMENT

TJJD RESEARCH

Nancy Arrigona
nancy.arrigona@tjjd.texas.gov

Jessica Gonzales
jessica.gonzales@tjjd.texas.gov