



TEXAS
JUVENILE JUSTICE
DEPARTMENT

TJJD Legislative Appropriation Request Handbook



September 2018

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TJJD LAR Handbook

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The Texas Model

Our vision for the model includes a set of principles for the overall design of the system along with a set of key intervention principles

System Principles

- A greater focus on a single juvenile justice system as a collaboration between county juvenile probation departments and TJJD.
- Youth stay as shallow in the system as possible.
- A focus on needs and risks of youth.
- Scalable, graduated options to meet youth and system needs, which may change over time.
- A commitment to the shortest appropriate time period in the system. ¹
- Whenever possible and in their best interest youth stay closer to their communities.

Intervention Principles

- A foundation in trauma-informed care ²
- A treatment-rich environment and direct care staff who reinforce treatment goals
- An approach founded in best practices
- Transparent understanding between agency and youth to understand what is happening and their roles—with strong accountability
- An aftercare and reentry plan that begins early
- The ability for the young person's family and community to see and interact with them as often as possible.

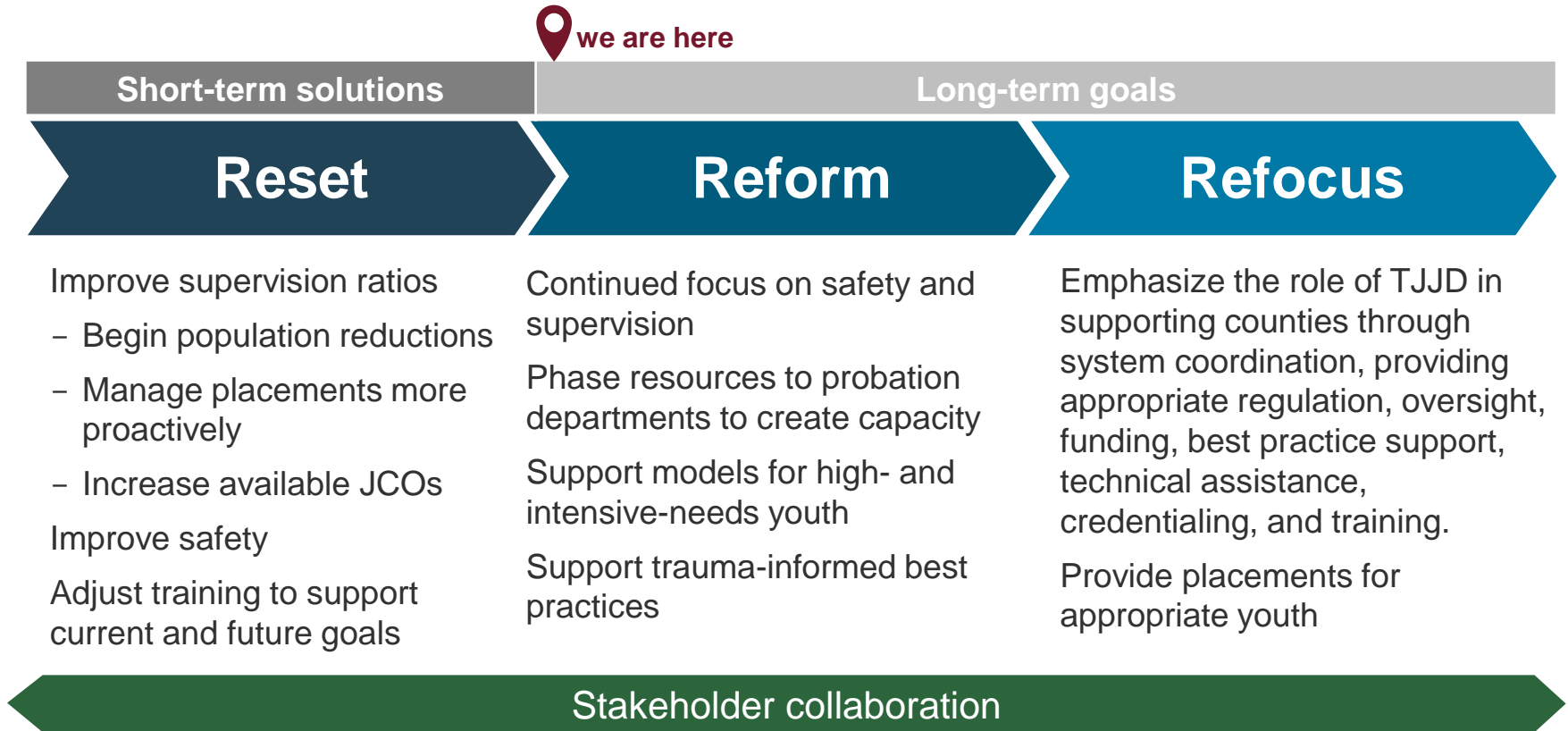
¹ See “Research on Pathways to Desistance”, Models for Change, MacArthur Foundation, December 2009.
https://www.macfound.org/media/article_pdfs/PATHWAYSREPORT.PDF;

See also “Ten Strategies to Reduce Juvenile Length of Stay”, Juvenile Law Center, March 2015.
<https://csgjusticecenter.org/youth/publications/ten-strategies-to-reduce-juvenile-length-of-stay/>

² See Trust-Based Relational Intervention, Karyn Purvis Institute of Child Development, Texas Christian University.
<https://child.tcu.edu/about-us/research/#sthash.YvOHmOf.dpbs>

Short-Term Solutions and Long-Term Goals

Our overall efforts are in three high-level phases



In June of 2018, we sent our Short-Term Solutions and Long-Term Goals to Governor Abbott outlining our plans. The chart above summarizes those plans.

Reform phase: implement the Texas Model

TJJD needs to support maximum diversion from commitment while continually improving our work for youth with the highest needs and risks

Principles

- Keep youth as shallow in the system as possible
- Provide greater ability to access family and support systems
- Meet the real needs of youth to best enable them to regulate their own behavior and succeed once home

Grow alternatives

Growing probation and other alternatives decreases need for state facilities

- Grow probation capacity
- Increase regionalization efforts with an emphasis in priority regions
- Increase contract beds
- Find alternatives for girls
- Grow alternative placement opportunities

Shrink facilities

Shrinking facilities enables better care & more family engagement

- Move more youth to facilities that geographically support better family engagement
- Improve other family engagement options through technology and enhanced volunteer efforts

Fill gaps

Continuing the focus on meeting needs and ensuring better care & interventions

- Encourage private sector options
- Add beds for intensive, mental health needs
- Emergency short-term mental health stabilization beds for probation
- Continue to improve safety and security

Trauma-informed practices

The above chart summarizes our focuses for the Reform phase of our Short-Term Solutions and Long-Term Goals and is reflected in the LAR summary to follow.

Reset & Reform: no new cost priorities

TJJD has been able to achieve or prioritize a variety of positive changes without the need for additional funds

Reset

Improve supervision ratios

- Lower population supports better ratios
- Moving non-critical JCO posts into the direct care count
- Providing retention officers and mentors to support new JCOs
- Stabilizing dorm/work assignments

Improve safety

- Transferred gate and perimeter security to the OIG
- Revising security measures
- Adding x-ray scanners at gates
- Improving fence security at Giddings
- Replacing radios
- Piloting body cameras for all JCOs (will need continuation support-LAR)
- Replacing hotline recording system

Adjust training

- Moving to an academy training model with a greater focus on core skills such as trauma-related interventions and de-escalation
- Leadership training for supervisors
- Coaching skills for dorm teams

Reform

New probation resources

- Statewide validated risk and needs assessment model (will need continuation support-LAR)
- One-time \$1.8m increase to probation state aid funding
- One-time up to \$2m in probation funding to increase capacity

Trauma-informed practices

- Advanced trauma-informed training for up to 24 staff leaders
- Training for 300 staff plus all educators
- Better wellness through changes to hydration, snacks, and sleep
- Implementation of model dorms to demonstrate trauma-informed care
- Increasing mental health staff
- Integrated treatment methods

High-needs youth

- New options for child sex trafficking survivors
- Reviewing and assessing needs and options to support youth with intensive mental health needs
- Greater flexibility in use of contract care

LAR at-a-glance: Reform package

To continue meaningful reform of the juvenile justice system and put youth first, TJJD will need funds for a set of dependent, interconnected needs

Reform \$37.1m			
New probation resources \$22.8m		Trauma-informed practices \$5.9m	
• Offset increased non-secure placement cost	\$5.6m	• Continued trauma-informed training	\$0.2m
• Build new resources and capabilities	\$3.0m	• Family reentry specialists	\$0.5m
• Probation funds to enhance regionalization	\$4.4m	• Contract care case managers	\$0.2m
• Staff support for probation	\$0.8m	• Alternative placements	Up to \$5m
• Emergency mental health stabilization	\$1.0m		
• Continue statewide risk and needs assessment	\$3.0m		
• Alternative placements	Up to \$5m		
High-needs youth \$2.9m		Continued focus on safety \$5.6M	
• Intensive mental health treatment beds	\$2.9m	• JCO staff needed to achieve PREA compliance	\$2.4m
		• Continued service for body cameras (\$2.4m in future biennia)	\$3.2m

The success of this reform package is contingent on TJJD maintaining its base level funding of \$605.2m as requested in our LAR. Our requested changes to costs per day reflect the system's needs to maintain operations and ongoing improvements.

LAR at-a-glance: operational improvements

TJJD would benefit from a variety of improvements that are important but not tied directly to reform

Operational improvements \$16.6m			
Safety and security \$15.1m		Shared probation-state resources \$300k	
• Replacement of fixed cameras	Up to \$9.75m	• Learning management system	300k
• Law enforcement officer pay parity	\$1.25m	Deferred maintenance \$1.2m	
• OIG vehicle replacements	\$300k		
• Life and safety upgrades and improvements	\$3.8m		
		• Critical maintenance needs	\$1.2m



LAR explained: Reform \$37.1m

Growing capacity and capabilities at the local level will improve services and decrease the need for state commitments

New probation resources \$22.8m

- **Probation increase to offset rising non-secure placement costs \$5.6m.** Due to increased DFPS rates, non-secure placements are now higher than secure placement costs. This inequity causes an uneven set of options and does not properly incentivize keeping youth shallow in the system.
- **Probation funds to enhance regionalization \$4.4m.** Additional funds for the regionalization program to encourage maximum use and to find new types of options, especially in priority areas of the state.
- **Probation funds to build new resources and capabilities \$3.0m.** A new discretionary grant program to provide county probation departments, or groups of them, to apply for funds to expand their specialized services capabilities or resources to enable them to provide a higher level of care or treatment locally. Supports regionalization and the greater level of capabilities needed to keep more youth near their communities.
- **Continuation of statewide risk and needs assessment \$3.0m.** In 2018, TJJD supported the remaining county probation offices' conversion to a validated risk and needs assessment, enabling the state to have a better picture of the youth in its care, analysis of more consistent data across the 166 probation departments and TJJD. We request ongoing funds to maintain, support, and provide consistent training.
- **Emergency mental health stabilization placements \$1.0m.** A new program to allow probation departments to access financial support when youth in the system need emergency mental health stabilization.
- **Staff support for enhanced capabilities and regionalization programs \$780k.** Five new positions within the Probation Services Division to support new services and provide a higher level of technical assistance for probation departments.
- **Alternative placements est. \$5m of \$10m request.** Funds to provide a variety of options to increase capacity and capabilities for probation to expand services and decrease commitments.

LAR explained: Reform \$37.1m

True trauma-informed care will improve short- and long-term outcomes and create opportunities for youth to be successful Texans

Trauma-informed practices \$5.9m

- **Continued trauma-informed training \$50k.** Funds to provide training on evidence-based practices related to trauma-informed care. These funds will allow us to build an internal set of experts who can continue training, modeling, and coaching work to expand the capabilities of all staff at minimal cost.
- **Family reentry specialists \$468k.** Allows TJJD to create a pilot program that builds a more successful continuum of care by preparing the youth, their families, and communities to continue the benefits gained within our facilities and help overcome the challenges that reentry presents.
- **Case manager field trainers \$180k.** Enables TJJD to revise and reform our case manager model to move towards consistent advocacy for youth, build appropriate and trusting relationships, and ensure fidelity to a trauma-informed model.
- **Contract care case managers \$180k.** Supports up to two managers to ensure that youth in contract care also have advocates and we can achieve appropriate contract oversight and monitoring of facilities.
- **Alternative placements est. \$5m of \$10m request.** Funds to provide a variety of options to increase capacity and capabilities needed to decrease population in the five secure facilities to support greater geographic distribution and family engagement.



LAR explained: Reform \$37.1m

Additional resources will allow us to better supervise youth, which increases safety and improves outcomes

High-needs youth \$2.9m

- **Intensive mental health treatment \$2.94m.** TJJD currently has a residential treatment center for boys with significant mental health needs but has no such capability for girls. Additionally, there are times when we need to access external placements for such youth to better ensure that they can be stabilized or treated properly to minimize negative outcomes, better support rehabilitation, and reduce the risk of suicide attempts.

Focus on safety \$5.6m

- **JCO staff needed to achieve PREA compliance \$2.36m.** TJJD has taken steps to increase its supervision ratio, but needs the flexibility to hire additional staff to meet ongoing needs. We request authorization and funds to hire up to 39 additional juvenile correctional officers to better ensure that we can meet a 1:8 ratio needed to achieve PREA compliance.
- **Initial setup and continued service for body cameras \$3.24m.** TJJD was able to receive a grant from the Office of the Governor and find funds to support the first year of full implementation of body-worn cameras for our juvenile correctional officers. This request includes both up front costs and ongoing maintenance. The estimate for future biennia is \$2.4m.

LAR explained: operational improvements \$16.6m

TJJD would benefit from a variety of improvements that are important but not tied directly to reform

Shared probation resources \$300k

- **Learning management system \$300k.** This shared system between probation and the state will host online training and track enrollment and completion of important training requirements.

Safety and security \$15.1m

- **Replacement of fixed cameras Up to \$9.75m.** TJJD currently has 7,020 fixed analog cameras along with 309 DVRs throughout our facilities. They are near the end of their useful life and do not provide for a modern standard of video definition or audio. We request up to \$9.75m to begin or complete the process of replacing these cameras with more modern digital cameras that have audio functionality.
- **Law enforcement officer pay parity \$1.25m.** OIG staff is struggling with recruitment and retention issues for commissioned Texas peace officers. OIG salaries are no longer competitive with other state agencies and with the jurisdictions where we operate secure, halfway house, and parole facilities. OIG commissioned peace officers, unlike other state agencies, are compensated on the B pay scale under the Job Classification Act. This peace officer pay issue has been highlighted in recent State Auditor's reports (15-702, 16-704).
- **OIG vehicle replacements \$300k.** The current vehicle fleet is aging, and OIG has many vehicles that have been in service between 5 to 10 years, many in excess of 100,000 miles and it is anticipated they may be used an additional 50,000 miles before the next biennium. Replacing this fleet is a matter of safety for our OIG staff.
- **Life and safety upgrades \$3.8m.** Includes items such as alarm controls, electrical work, HVAC, security systems, and other needs to ensure that TJJD facilities are maintained in compliance with life safety, health, and fire codes and present safe environments for youth and staff.

Deferred maintenance \$1.2m

- **Critical maintenance needs \$1.2m.** Includes maintenance such as replacing roofs, electrical, and HVAC.

Budget-related legislative recommendations

Recommendations increase flexibility, improve assessments, and incent diversion

Maintain TJJJ's baseline amount

- To ensure that we can move forward with our progress towards reform (see slide 6) we need to maintain baseline General Revenue funding of \$605.2m. This will require an increase in appropriated cost per day for A.1.2. Basic Probation Supervision, B.1.3. Facility Supervision and Food Service, and B.1.9. Contract Residential Placements.

Increased flexibility for probation grant funds

- Remove prescriptive provisions in the Human Resources Code related to Regionalization to provide more flexibility to meet all needs.
- Eliminate section A of Rider 30, allowing TJJJ to provide probation departments greater flexibility in using state funds to meet diverse local needs.
- Eliminate budget strategy A.1.5 and associated reporting requirements (Rider 27) to reduce redundant administrative burdens and enhance TJJJ's ability to provide more flexible, streamlined, and efficient access to funds.
- Fold appropriations under current strategy A.1.5 into other probation grant strategies in a way that ensures that funding remains within State Aid Formula funding.
- Provide any options that increase flexibility and efficiency of grant funding to probation, including lifting Rider 19, to allow an ability to retain and recycle grant funds or allow TJJJ unexpended balance (UB) authority over probation funds.

Adjust the methodology for setting appropriations for probation

- Currently, appropriations are determined based on active probation numbers rather than total referrals. Changing the equation to use referrals will incent probation departments to divert as many youth from the system as possible and spend adequate time and resources on such diversions.

Budget reduction schedule

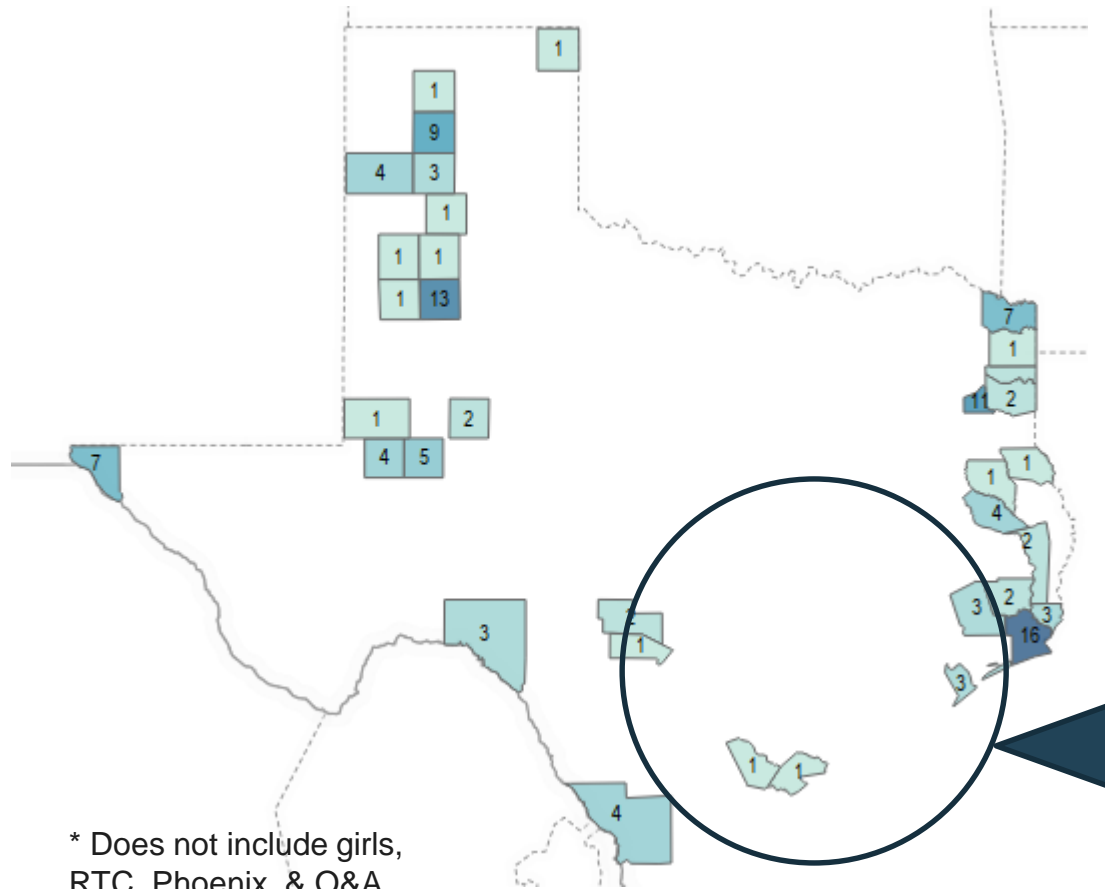
TJJD can bear some surgical cuts but significant reductions would set back reform efforts and cause new crises

Description	\$	FTE	Description	\$	FTE
2.5% reductions	\$10.6M	55	7.5% reductions	\$31.8M	199
Non direct care operations (central office and facilities)	\$4.95M	50	Regional diversion	\$3.1M	-
Computer and vehicle replacements	\$0.6M	-	Direct care (JCO staffing)	\$2.9M	40
Prevention/intervention	\$1.5M	-	Non direct care operations (facilities)	\$1.4M	16
Vocational, medical, and programs	\$0.9M	5	Halfway house closure	\$1.0M	20
Regional diversion	\$2.0M	-	Education, medical, and parole	\$1.3M	7
Contract residential placement ADP	\$0.6M	-	Contract residential placement ADP	\$0.6M	-
5% reductions	\$21.2M	116	State support of JCMS	\$0.3M	-
Regional diversion	\$3.1M	-	10% reductions	\$42.4m	280
Direct care (JCO staffing)	\$2.2M	27	Direct care (JCO staffing)	\$4.7M	62
Prevention/intervention	\$1.5M	-	Regional diversion	\$3.1M	-
Contract residential placement ADP	\$1.0M	-	Education, medical, and parole	\$2.9M	19
Non direct care operations	\$0.9M	9			
Vocational, medical, and training	\$1.3M	5			
Office of Inspector General operations	\$0.7M	20			

Each group contains the contents of the groups above. Chart shows running totals.

Alternative placements in strategic areas

To enable more family and support system engagement, we need new opportunities for youth coming from areas distant from current facilities



This map indicates the areas of the state where youth committed to TJJ cannot be less than 150 miles from their homes while in a secure facility. It also indicates a need for additional options in the areas from the Giddings State School to the Gulf, including the Harris County area.

This area needs more options
Approximately 130 fewer youth or new placement options needed to avoid overfilling Giddings and enable a regional approach to placements in secure facilities

* Does not include girls, RTC, Phoenix, & O&A.