

A Study of Salaries and Turnover Rates of Juvenile Probation Department Personnel in Texas

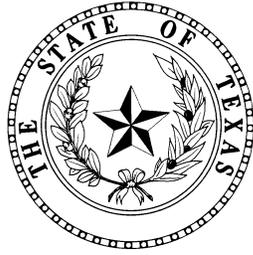
Fiscal Year 1999

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Texas Juvenile Probation Commission

August 2000



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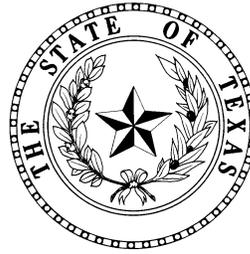
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Forward From The Executive Director

In 1995, the Texas Legislature began targeting funds to create and enhance early intervention and prevention programs that work with at-risk youth. Juvenile probation funding also increased at this time. Monies were appropriated to hire additional juvenile probation staff, to build secure post-adjudication facilities, to create and operate Juvenile Justice Alternative Education Programs and to expand access to placements for the more serious offender. At the same time the laws governing juvenile justice dramatically changed, additional responsibilities were added to the juvenile probation officer and the Texas economy boomed.

All of these events resulted in a significant change in the number of juvenile probation officers leaving their departments to seek employment opportunities elsewhere. Some of the officers left one department to work in another, better paying department. Still others left to teach, work in the adult probation arena, take a federal position, join law enforcement, or seek employment in the private sector, among other options.

A job satisfaction study conducted by the Texas Juvenile Probation Commission in 1999 revealed that the majority of juvenile probation personnel questioned were satisfied with their jobs, loved the mission of juvenile probation and felt they could make a positive difference in the behavior of the juveniles on their caseloads. When the same individuals were asked whether they would still be in the field in five years most said “no” and cited low salaries as the primary reason. That response and resulting turnover is a cause of great concern. This study shows that the majority of juvenile probation officers (61.7%) have six years or less of experience. In fact, 37.9% have less than 3 years of experience. In the juvenile detention and corrections arena, 86.1% have six years or less of experience while 61.3% have only 3 years or less of experience.

What is the price we pay when inexperienced personnel are working with our most troubled adolescents? How much does it cost our state when inappropriate decisions affecting a child’s life are made due to lack of experience? What is it we can do to address this issue and make sure talented and experienced personnel stay in the field? This report examines the salary levels and turnover rates of Texas juvenile probation, detention and corrections personnel.

It is clear that turnover affects:

- ✓ *Juveniles’ lives:* Inexperienced personnel do not have the same grasp of issues and therefore lack the insight to assess and respond to the complexities of the problems presented by the juveniles and families they serve.
- ✓ *Department budgets:* It is conservatively estimated that approximately 30% of an individual’s salary is lost with turnover.
- ✓ *Data collection:* Problems occur when trained staff leaves and inexperienced personnel gather and submit inaccurate and incomplete data that are used for statewide policy decisions regarding the juvenile justice system.
- ✓ *Service delivery:* Services fragment due to inexperienced officers’ limited knowledge of resources. Generally, the knowledge of area resources possessed by the person leaving is not comparable to that of the individual hired to replace them.

We hope this study is able to provide the reader with insight into the salary and turnover issue among juvenile probation, detention, and corrections personnel. We need to keep our most experienced officers working with our most troubled youth. The cost of doing otherwise is simply too high.



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*What is the price we
pay when
inexperienced
personnel are working
with our most troubled
adolescents?*

EXECUTIVE SUMMARY

The Texas juvenile justice system was a primary focus of the 74th, 75th, and 76th Texas legislatures, and major reforms resulted in a nationally recognized juvenile justice system that emphasizes four basic goals: public safety, offender accountability, rehabilitation, and early intervention and delinquency prevention. Juvenile probation, detention and corrections officers are the front-line workers in the community-based juvenile justice system that serve the overwhelming majority of youthful offenders through programs aimed at reaching the overall statewide goals. In calendar year 1999, juvenile probation departments served 82,096 juveniles who committed 130,780 offenses.

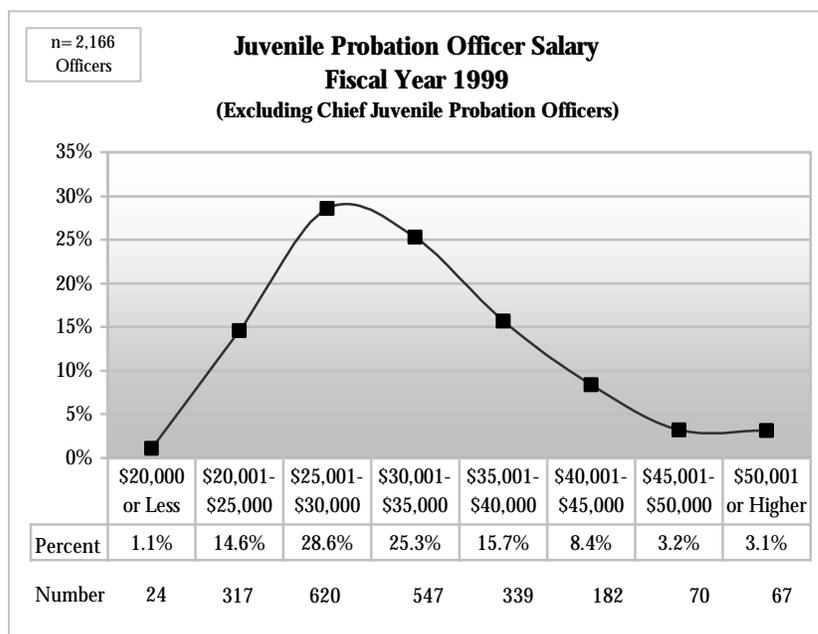
Low salary levels for probation, detention and corrections personnel contribute to high employee turnover, which is a problem that poses an ongoing threat to the continued progress, creativity, and enhancement of the juvenile justice system in Texas. Staff turnover carries an expensive price tag in terms of financial resources for both county and state governments. More importantly, high turnover of probation, detention and corrections personnel has a negative impact on the effective rehabilitation of juveniles in the system. This study analyzes the salary levels and turnover rates in all 168 juvenile probation departments across Texas for fiscal year 1999.

SALARY AND TENURE

Juvenile Probation Officers

Certified juvenile probation officers are statutorily required to possess a Bachelor's degree and either one year of related work experience or advanced education in an approved field of instruction pursuant to the Texas Human Resources Code. Officers must also possess a thorough working knowledge of various bodies of law applicable to the juvenile justice system. Figure E1 depicts the frequency distribution of 2,166 juvenile probation officer salaries statewide, including all line officers, specialized officers and administrators but excluding chief juvenile probation officers.

Figure E1



- ✎ A total of 341 officers (15.7%) earned \$25,000 or less annually.
- ✎ A total of 961 officers (44.3%) earned \$30,000 or less annually.
- ✎ Of the 2,166 total juvenile probation officers in the study, the median salary was \$31,224 in fiscal year 1999.
- ✎ Of the 149 departments that employed juvenile probation officers, 132 (88.6%) paid a median salary below the statewide median of \$31,224.

Public school teachers, adult probation officers, federal probation officers, juvenile parole officers and child protective service specialists are comparable professions that require similar educational qualifications for employment as compared to juvenile probation officers. Figure E2 shows the median salaries of these professionals with 0-3 years of experience with their current organization. The median salary for a probation officer with 0-3 years of tenure was \$26,480.

Figure E2

**Comparative Analysis of Juvenile Probation
Officers in Texas with Other Comparable Professions
0-3 Years of Experience with Current Organization
Fiscal Year 1999**

Comparable Profession	Median Salary	Minimum Salary	Maximum Salary
Federal Probation	---	\$32,439	\$66,406
Adult Probation (CJAD)	\$24,000	\$18,000	\$29,500
Child Protective Services (CPS)	\$26,340	\$23,232	\$29,868
Juvenile Probation	\$26,480	\$16,850	\$74,000
Public School Teachers	\$27,292	\$10,000	\$50,425
Juvenile Parole (TYC)	\$33,624	\$27,540	\$39,708

Sources:

- Data provided by Texas Education Agency, Federal Probation Districts of Texas (Northern, Southern and Western Districts), Texas Department of Criminal Justice, Community Justice Assistance Division (CJAD), Texas Youth Commission (TYC), Texas Department of Protective and Regulatory Services, Child Protective Services Division (CPS).

Notes:

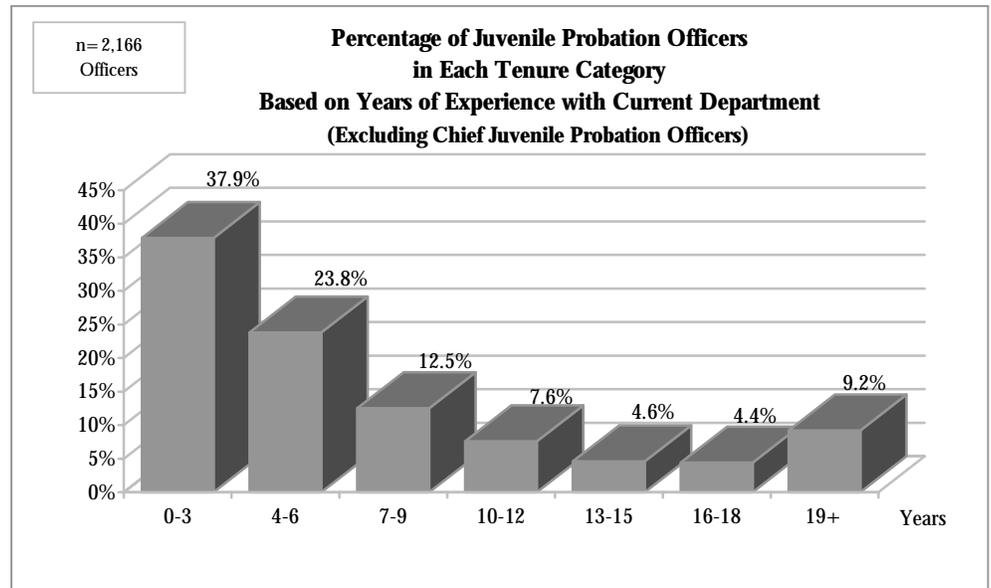
- The median salary for the federal probation category was unavailable.
- The adult probation salary figures were produced through a small sample survey (76 respondents). Therefore, the amounts shown may not accurately reflect the entire population.
- The range of salaries for juvenile probation officers includes all line officers, specialized officers and administrators but excludes chief juvenile probation officers. The other comparable salaries do not include administrators.
- The salaries for teachers represent persons who hold degrees. The \$10,000 minimum teacher salary likely reflects errors in reporting made by the school districts to the Texas Education Agency.

- ✎ The median salary of juvenile probation officers with 0-3 years of experience with their current department was:
 - \$812 less than the median salary of public school teachers; and
 - \$7,144 less than the median salary of juvenile parole officers.
- ✎ The median salary of juvenile probation officers with 0-3 years of experience with their current department was \$5,959 less than the minimum starting salary of federal probation officers.
- ✎ The above salary figures for teachers do not include a \$3,000 across the board pay raise received beginning in school year 1999-2000.
- ✎ In July 1999, the Texas Department of Protective and Regulatory Services received appropriations for a career ladder adjustment that is not reflected in the above salary figures. Child protective services specialists received a minimum annual salary increase of \$3,108 along with the \$100 monthly raise received by all State of Texas employees in September 1999. Thus, the fiscal year 2000 annual salary range for this position was \$27,540 - \$31,068.

A lack of tenured juvenile probation officers exists across the state. Figure E3 shows the percentage of probation officers in various tenure categories based on years of experience with their current department.

Figure E3

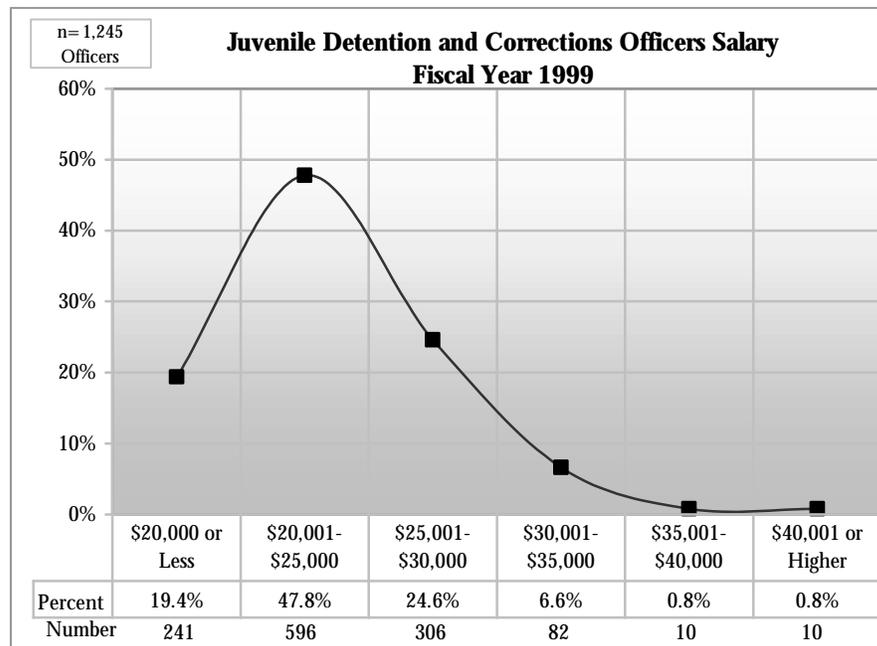
- ✎ A total of 1,336 juvenile probation officers (61.7%) had 6 years or less of experience.
- ✎ Only 559 juvenile probation officers (25.8%) had 10 years or more of experience.



Juvenile Detention and Corrections Officers

Juvenile detention and corrections officers are required to possess a high school diploma or the equivalent and be certified by the Texas Juvenile Probation Commission. These officers are employed in secure pre-adjudication detention facilities and secure post-adjudication correctional facilities that house juvenile offenders. Figure E4 shows the frequency distribution of 1,245 juvenile detention and corrections officers' salaries statewide.

Figure E4



- ✎ A total of 837 juvenile detention and corrections officers (67.2%) were paid \$25,000 or less.
- ✎ The median statewide salary for juvenile detention and corrections officers was \$23,254.
- ✎ Of the 52 juvenile probation departments that employed detention and corrections officers, 35 (67.3%) paid a median salary that ranked below the statewide median of \$23,254.

Corrections officers at the Texas Youth Commission and the Texas Department of Criminal Justice and U. S. Immigration and Naturalization Service detention enforcement officers must meet similar educational requirements as juvenile detention and corrections officers. Figure E5 shows the median salaries of these professionals with 0-3 years of experience with their current organization. The median salary for a juvenile detention and corrections officer was \$22,495, which was less than the other three comparable professions.

Figure E5

Comparative Analysis of Juvenile Detention and Corrections Officers in Texas with Other Comparable Professions with 0-3 Years Experience with Current Organization

Comparable Profession	Median Salary	Minimum Salary	Maximum Salary
Juvenile Detention and Corrections Officers	\$22,495	\$11,440	\$42,156
TYC Juvenile Corrections Officers	\$22,992	\$18,444	\$27,540
TDCJ Adult Corrections Officers	\$24,462	\$18,924	\$28,380
INS Detention Enforcement Officers	\$27,128	\$22,579	\$30,597

Sources:

- Data provided by Texas Department of Criminal Justice (TDCJ); Texas Youth Commission (TYC); U.S. Immigration and Naturalization Service (INS).

Notes:

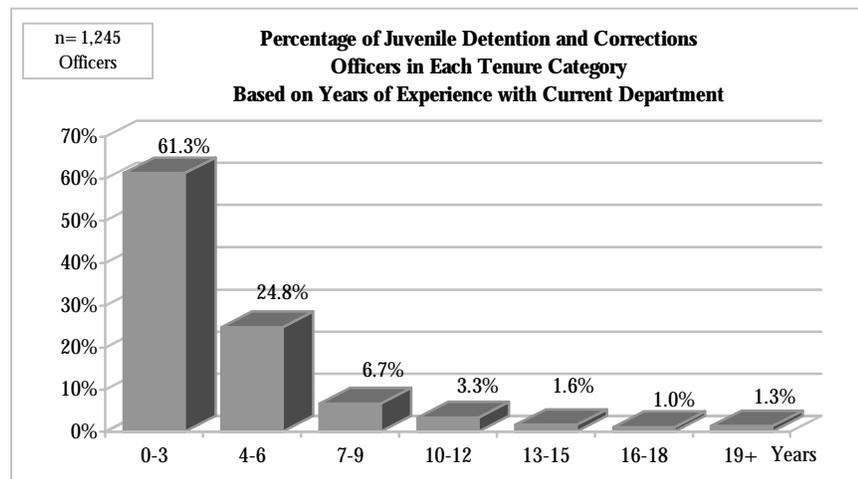
- The range of salaries for juvenile detention and corrections officers includes detention superintendents, assistant superintendents and other administrative personnel. The other comparable salaries do not include administrators.

- Juvenile detention and corrections officers with 0-3 years experience earned a median salary that was \$497 less than the median salary of TYC corrections officers; \$1,967 less than the median salary of TDCJ adult corrections officers; and \$4,633 less than the median salary of INS detention enforcement officers.
- The 76th Texas Legislature appropriated to TDCJ approximately \$37.5 million for fiscal years 2000-2001, a portion of which was dedicated to adjusting the career ladders for Adult Corrections Officers I-V and Sergeants of Correctional Officers. In addition, TYC was appropriated \$8.6 million to adjust the career ladder of Juvenile Correctional Officers I-V.

Figure E6 shows the percentage of detention and corrections officers in various tenure categories based on years of experience with their current department.

Figure E6

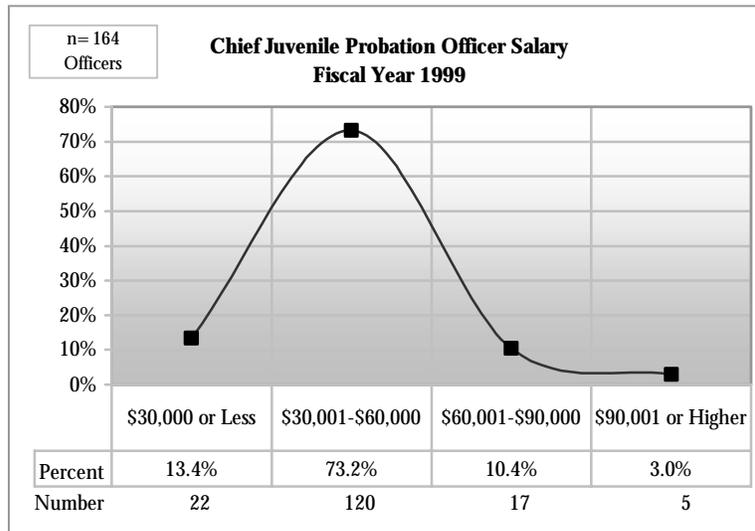
- A total of 763 detention and corrections officers (61.3%) had been employed for only 0-3 years.
- Only 89 detention and corrections officers (7.2%) had 10 years or more of experience.



Chief Juvenile Probation Officers

Chief juvenile probation officers manage a probation department's daily operation, programming, services and facilities. Figure E7 displays the frequency distribution of 164 chief juvenile probation officer salaries statewide.

Figure E7



- ✎ Almost three-fourths of chief juvenile probation officers earned between \$30,001 and \$60,000 annually.
- ✎ Over 86% of chief juvenile probation officers earned less than \$60,000 annually.
- ✎ Only 22 chief juvenile probation officers earned \$60,001 or more.
- ✎ Of the 164 chief juvenile probation officers in this study, the median salary was \$42,875 in fiscal year 1999.

PERSONNEL TURNOVER

Figure E8 indicates the comparative analysis of turnover rates among the private sector, state employees, line juvenile probation officers, and juvenile detention and corrections officers. The turnover rate in fiscal year 1999 was 19.7% for line juvenile probation officers and 31.4% for juvenile detention and corrections officers.

Figure E8

- ✎ The turnover rate for line juvenile probation officers (19.7%) was higher than the private sector (14.9%) and State of Texas employees (17.6%).
- ✎ Juvenile detention and corrections officers left their employment at almost twice the rate of State of Texas employees.

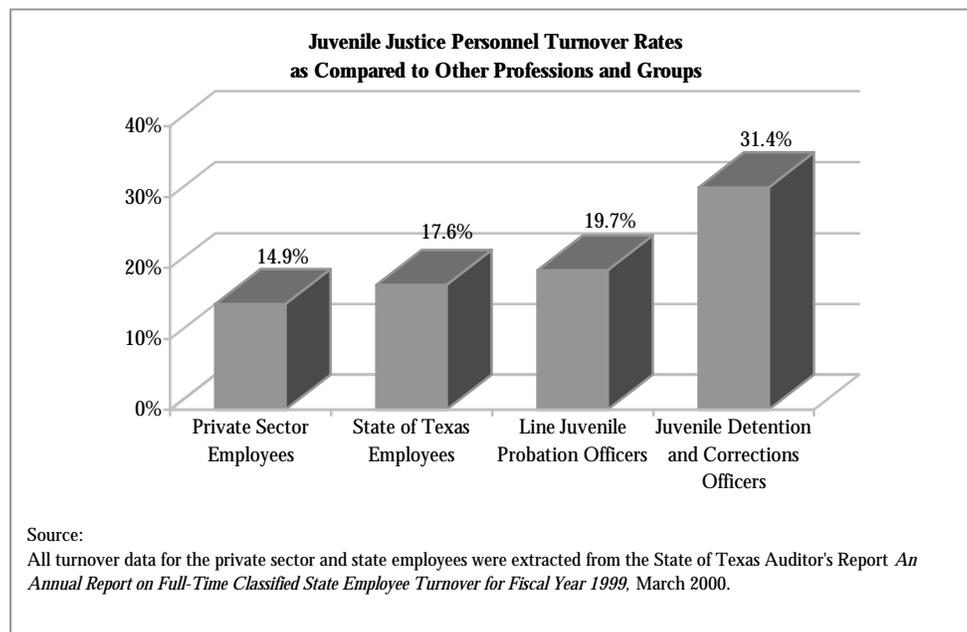
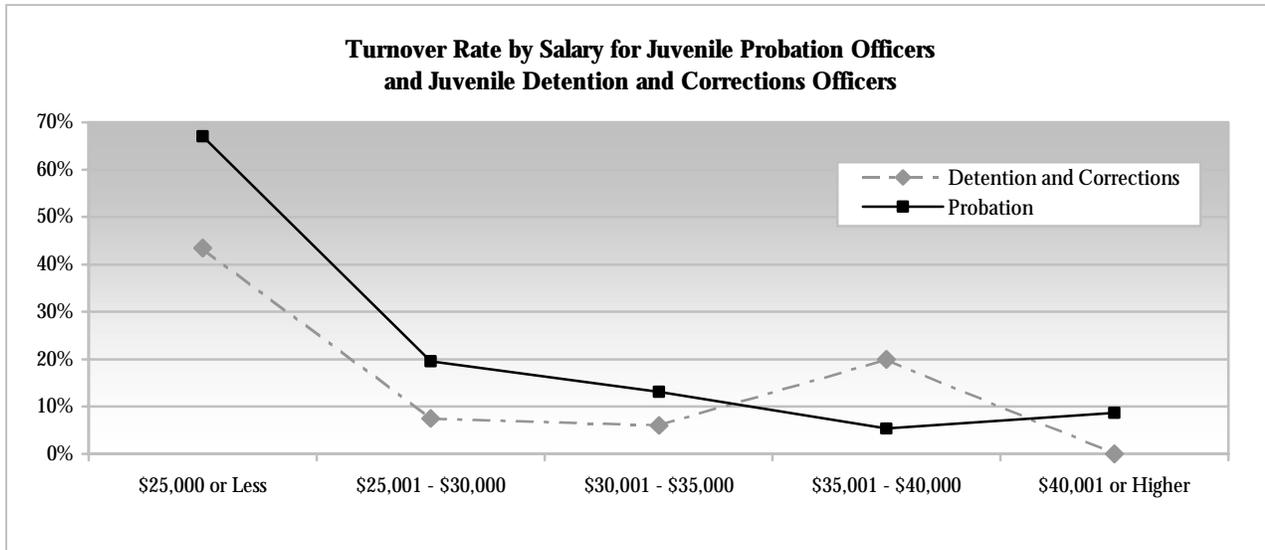


Figure E9 shows the turnover rates for juvenile probation, detention and corrections officers. In fiscal year 1999, a total of 662 employees left their respective probation departments (313 juvenile probation officers and 349 juvenile detention and corrections officers). The highest turnover rate was among those officers earning \$25,000 or less annually.

Figure E9



SUMMARY

The United States Department of Labor estimates that it costs one-third of a new hire's annual salary to replace an employee and one human resources consulting company estimates turnover costs at 50% of the employee's salary.¹ High employee turnover, even by conservative estimates, is a significant financial burden. Across the State of Texas, the community-based juvenile justice system is facing the problem of high turnover among juvenile probation, detention and corrections officers. High turnover and decreasing numbers of tenured officers have resulted in a lack of experienced officers in many juvenile probation departments. Inadequate salary levels appear to be the primary contributor to this problem. Comparable professions that have similar educational requirements are paid higher salaries than juvenile probation, detention and corrections officers. As a result, juvenile probation departments are frequently functioning as the training ground for higher paying jobs in both the public and private sectors.

As a partner with local counties, the State of Texas has made a significant investment in the local juvenile probation departments, and that investment is at risk. The advances and qualitative changes made in the system over the last three bienniums may be eroded if experienced, tenured staff cannot be retained in local probation departments. High turnover of probation, detention and corrections officers have a detrimental effect on juveniles being served in the system. Inexperienced officers are making critical decisions daily that affect public safety, offender accountability and rehabilitative efforts.

TJPC estimates that the total cost of turnover for juvenile probation, detention and corrections officers in fiscal year 1999 was between \$5.1 and \$7.7 million.

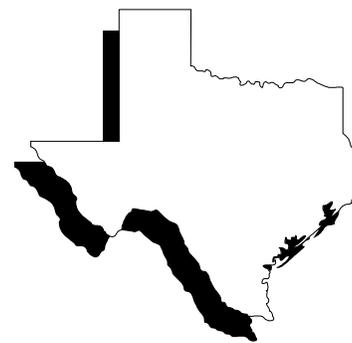
¹ Data regarding cost estimate on replacing employees were referenced in the State of Texas Auditor's Report *An Annual Report on Full-Time Classified State Employee Turnover for Fiscal Year 1999*, March 2000 (p. 3).

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INTRODUCTION

The Texas juvenile justice system is a national leader in terms of creative, progressive and innovative laws, policies and programming. During the past three legislative sessions in 1995, 1997, and 1999 a tremendous amount of attention has been focused on this system, with the most dramatic changes occurring in 1995 during the extensive juvenile justice reforms. The Texas juvenile justice system has changed significantly in the last six years and now has a primary focus on four basic goals: public safety, offender accountability, rehabilitation, early intervention and delinquency prevention.



The protection of the public and the effective rehabilitation of juveniles in the system may be negatively impacted by high employee turnover.

State funding to the juvenile justice system (i.e., the Texas Juvenile Probation Commission and Texas Youth Commission) has increased approximately 258% during the last three bienniums. As a result of this funding and the significant financial contributions by county governments, many new programs and services have been created to serve juvenile offenders and their families more effectively. Community-based

juvenile justice personnel operate and provide a variety of programs, facilities and services along with their traditional duties of supervising children who are on probation or detained in detention, treatment or correctional facilities. Complex new juvenile laws and procedures have greatly increased the statutory responsibilities of probation professionals during the past three legislative sessions.

While much has changed for the better in the juvenile justice system since the 1995 reforms, the problem of high turnover of juvenile justice professionals at the community level has the potential to erode the progress that has occurred in the Texas juvenile justice system. Retention of experienced, qualified personnel in county probation departments has a direct bearing on the effectiveness of juvenile justice programming.

Juvenile probation, detention and corrections officers are the front-line workers in the Texas community-based juvenile justice system. These professionals make key decisions on a daily basis that affect public safety and offender rehabilitation. Salary levels for these professions have not kept pace with inflation or salaries in comparable professions and are inadequate in the majority of Texas counties. This situation has created a revolving door wherein juvenile probation departments frequently function as the training ground and stepping stone to higher paying jobs in both the public and private sectors. A lack of tenured officers and high staff turnover carries a sizeable price tag in terms of financial resources for county governments and the State of Texas. More importantly, the protection of the public and the effective rehabilitation of juveniles in the system may be negatively impacted by high employee turnover.

A lack of tenured officers and high staff turnover carries a sizeable price tag in terms of financial resources for county governments and the State of Texas.

This report presents the results of an extensive study of the salary levels and turnover rates for juvenile probation, detention and corrections officers in the Texas juvenile justice system for fiscal year 1999 conducted by the Texas Juvenile Probation Commission (TJPC). Data for all 168 juvenile probation departments in Texas were collected for this study. Appendix A (page 31) presents the research methodology for this study.

TEXAS COMMUNITY-BASED JUVENILE JUSTICE SYSTEM

The community-based juvenile justice system in Texas is composed of 172 juvenile boards that function as the procedural and policy-setting entity governing 168 juvenile probation departments that serve all 254 Texas counties. These probation departments are staffed by a chief juvenile probation officer who typically manages the day-to-day operations of the department. Each department may employ certified juvenile probation officers, detention officers, corrections officers, clerical staff, professional staff, volunteers and interns depending on their particular needs and the resources available in the community. This team at the county level assesses all juveniles referred to the system and subsequently provides in-depth services to the vast majority of juveniles entering the system each year. At the end of fiscal year 1999, a total of 164 chief juvenile probation officers, 2,166 juvenile probation officers, and 1,245 juvenile detention and corrections officers were employed by local departments.

In calendar year 1999, local juvenile probation departments served 82,096 juveniles who committed 130,780 offenses.

In calendar year 1999, local juvenile probation departments served 82,096 juveniles who committed 130,780 offenses. These offenses translated into 118,999 referrals. Upon referral to the juvenile probation department, these youth were provided intake, assessment, detention and dispositional services by probation department personnel. Only 3,002 of these juveniles (3.7%) were ultimately committed to the Texas Youth Commission while 236 (.3%) were certified to adult criminal court. The remainder of the youth (96.0%) were supervised and received rehabilitative services in the local communities. See Appendix B (page 37) or a graphical presentation of the movement of juveniles through the system.

Local county governments contributed \$178,201,569 for juvenile probation services in fiscal year 1999. As a funding partner in the juvenile justice system, the State of Texas contributed \$93,403,750 through an appropriation to TJPC which was distributed to local juvenile boards.

PART I – SALARIES AND TENURE

Juvenile Probation Officers

Qualifications and Duties

Juvenile probation officers are diverse, well-educated professionals. An individual must attain a certain level of education and experience to be eligible for employment and certification as a juvenile probation officer as mandated by Section 141.061 of the Texas Human Resources Code.

Juvenile probation officers must possess a Bachelor's degree from an accredited college or university and one year of graduate study or work experience in an approved field.

To serve as a juvenile probation officer, a person must be of good moral character and have earned a Bachelor's degree from an accredited college or university. Additionally, the person must have either 1) one year of graduate study in criminology, corrections, counseling, law, social work, psychology, sociology, or other field of instruction approved by TJPC; or 2) one year of related work experience. To be certified by TJPC, the probation officer must have satisfactorily completed 40 hours of pre-service training. Certified probation officers must complete 80 hours of continuing education every two years to maintain their certification.

Probation officers must possess an understanding and thorough working knowledge of key components in numerous bodies of statutory and administrative law to perform their daily duties. Understanding juvenile law in Texas requires knowledge of the Texas Family Code, Education Code, Human Resources Code, Penal Code, Health and Safety Code, Code of Criminal Procedure, and Administrative Code. Additionally, there are numerous federal requirements applicable to the juvenile justice system contained in the Juvenile Justice and Delinquency Prevention Act codified in federal law.

Juvenile probation officers must be proficient in their knowledge of juvenile law and procedure.

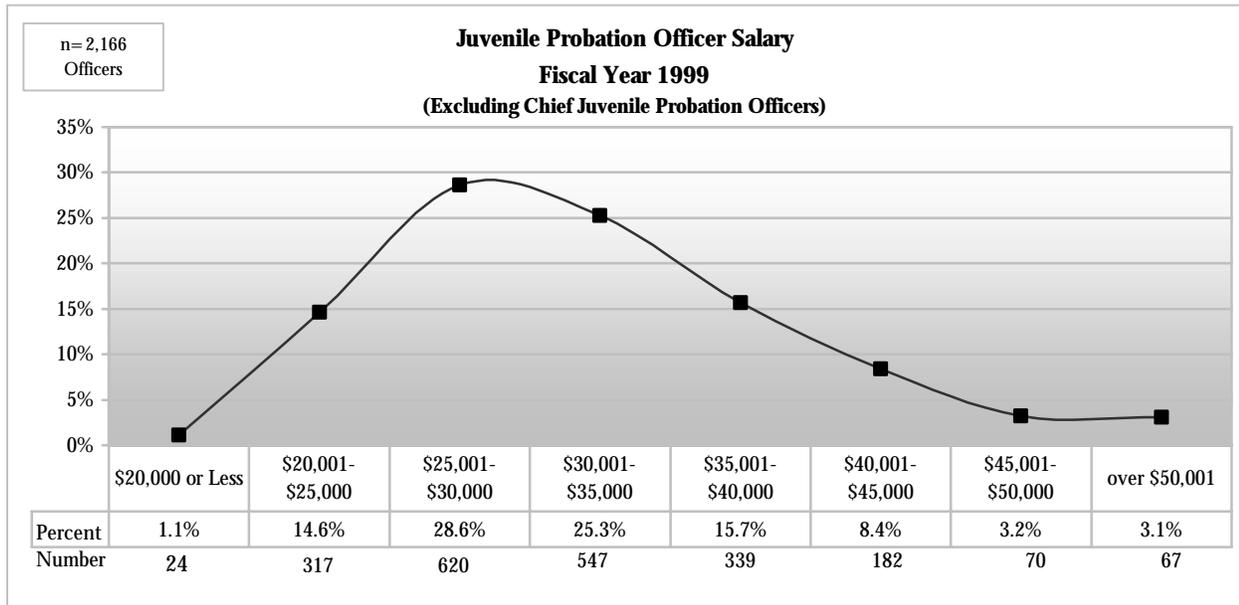
A juvenile probation officer performs a wide array of professional services spanning multidisciplinary areas of competence that include the fields of psychology, social work, sociology, education, juvenile and criminal justice, child development, statistics and research, and public policy. In the course of a juvenile probation officer's duties, he or she may:

- Provide supervision services to juvenile probationers and their families, including essential services such as risk assessments, case management, delinquency prevention, job development, crisis intervention, academic and educational support, rehabilitation and treatment;
- Facilitate, prepare, and process case tracking documentation for court and case management related services, including probation status, transfers, revocations, pre-sentence investigations, and other recommendations to juvenile courts, family courts, and in some cases, criminal courts;
- Provide consultation, correctional counseling and interventions to probationers, their families and victims;
- Present competent court testimony in juvenile and criminal courts, if necessary;
- Provide 24-hour on-call support and assistance to victims, law enforcement agencies and child welfare agencies regarding juveniles who commit criminal offenses;
- Plan, organize and implement specialized juvenile probation services to local communities to maximize public protection and offender rehabilitation (i.e., specialized juvenile probation services include those designed to impact mentally impaired offenders, sex offenders, female offenders, gang offenders and chronic-violent offenders); and
- Administer specialized programmatic services to youth enrolled in Juvenile Justice Alternative Education Programs, including provision of liaison and consultative services to local school district personnel specific to management of juvenile offenders, juvenile law, and juvenile probation policy and procedure.

Salary Levels

The frequency distribution of 2,166 juvenile probation officer salaries statewide, including all line officers, specialized officers and administrators but excluding chief juvenile probation officers, is shown in Figure 1 below. As the Figure reflects, 341 probation officers (15.7%) earned \$25,000 or less. A total of 961 officers (44.3%) were paid \$30,000 or less.

Figure 1



The statewide median salary in Fiscal Year 1999 was \$31,224 as shown in Diagram 1. In total, there are 168 probation departments in Texas, some of which have only one employee who is the chief probation officer. Of the 168 departments, 149 employed probation officers in addition to the chief. Only 17 (11.4%) of those departments paid a median salary that was above the statewide median. The median salary for 132 (88.6%) of the 149 probation departments fell below the statewide median salary of \$31,224. Appendix C (page 39) shows alphabetically by county and rank order the median probation officer salary for each of the 149 departments in Texas that employed probation officers other than the chief.

Diagram 1*

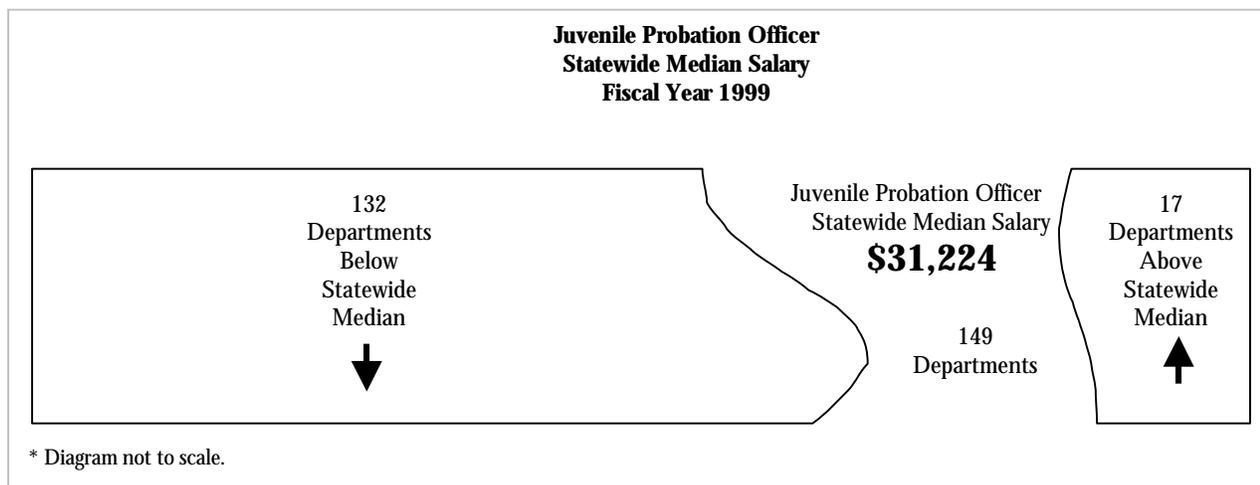
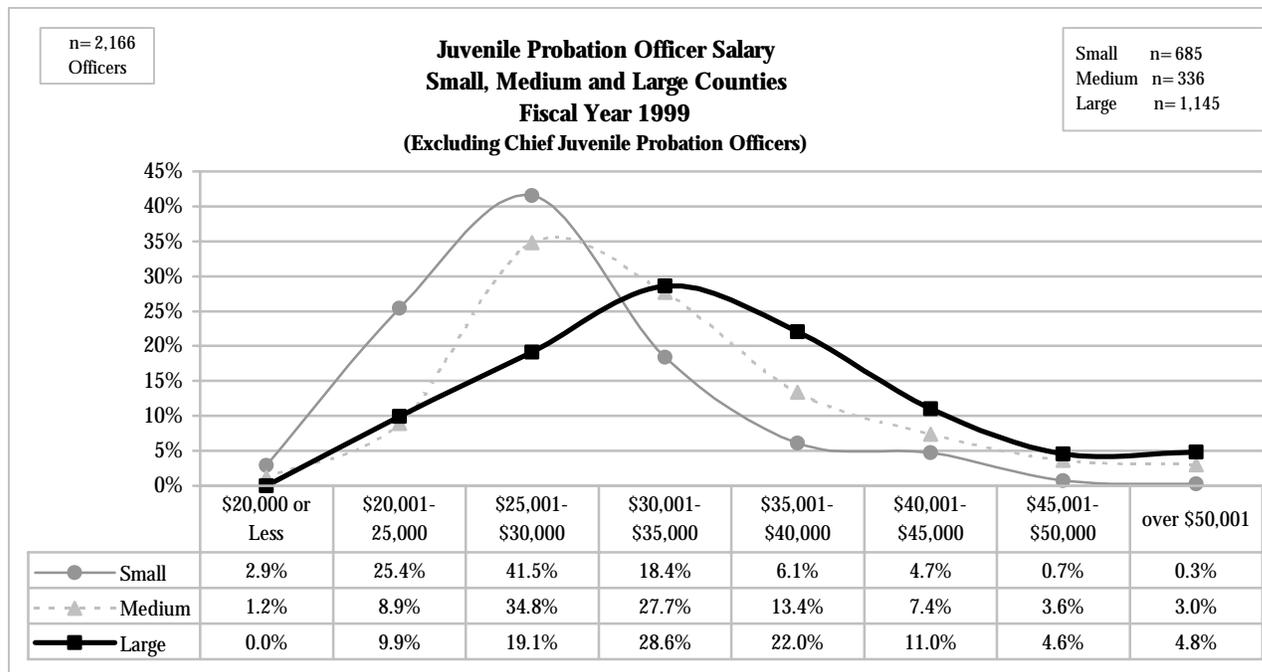


Figure 2 depicts the juvenile probation officer salary distribution in reference to size of the county based upon juvenile-age population. Of the 168 departments, 7 counties were classified as large (over 50,000); 12 were classified as medium (20,001 to 50,000); and 149 were classified as small (20,000 and under). See Appendix A (page 31) for further discussion of the county classifications.

Figure 2



- Small counties had a higher proportion of officers earning \$25,000 or less (28.3%) as compared to medium (10.1%) and large (9.9%). Overall, small counties had the highest percentage of officers making between \$25,001 and \$30,000 (41.5%).
- Large counties had the highest proportion of officers earning \$30,000 or higher (71%) as compared to medium (55.1%) and small (30.2%) counties.

Figure 3

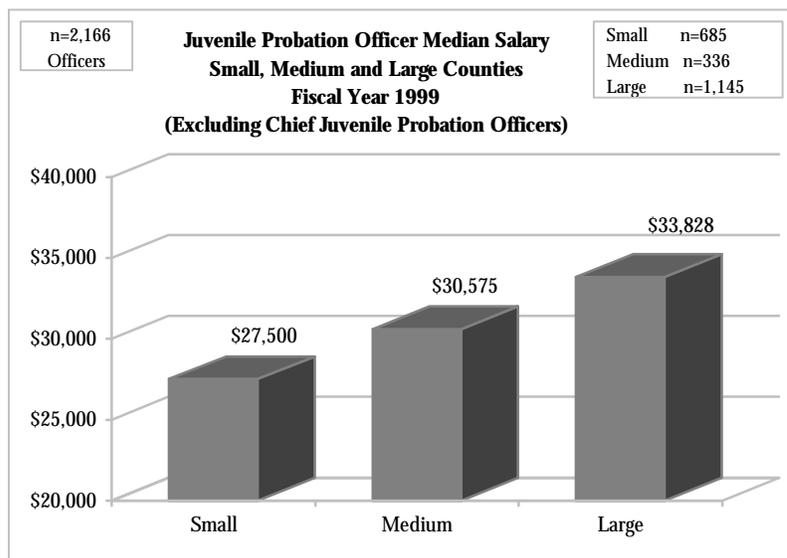


Figure 3 compares the median juvenile probation officer salary for small, medium and large county categories. Compared to the statewide median salary of \$31,224:

- the median salary of the small county departments was \$3,724 less;
- the median salary of the medium county departments was \$649 less; and
- the median salary of the large county departments was \$2,604 more.

Table 1 illustrates the median, minimum and maximum salary of juvenile probation officers in reference to the size of their counties. The calculation includes all line juvenile probation officers, specialized juvenile probation officers and administrators but excludes chief juvenile probation officers.

Table 1

Juvenile Probation Officers Median, Minimum and Maximum Salaries Based on Size of County (Excluding Chief Juvenile Probation Officers)			
n= 2,166 Officers			Small n= 685 Medium n= 336 Large n= 1,145
Size of County	Median Salary	Minimum Salary	Maximum Salary
Small Counties	\$27,500	\$16,850	\$61,678
Medium Counties	\$30,575	\$18,000	\$63,340
Large Counties	\$33,828	\$20,750	\$96,432

Figure 4 shows the median salary of the five highest and lowest paid counties for juvenile probation officers. The median salary includes all line juvenile probation officers, specialized officers and administrators but excludes chief juvenile probation officers.

Figure 4
Counties with Highest and Lowest Paid Juvenile Probation Officers
(Excluding Chief Juvenile Probation Officers)



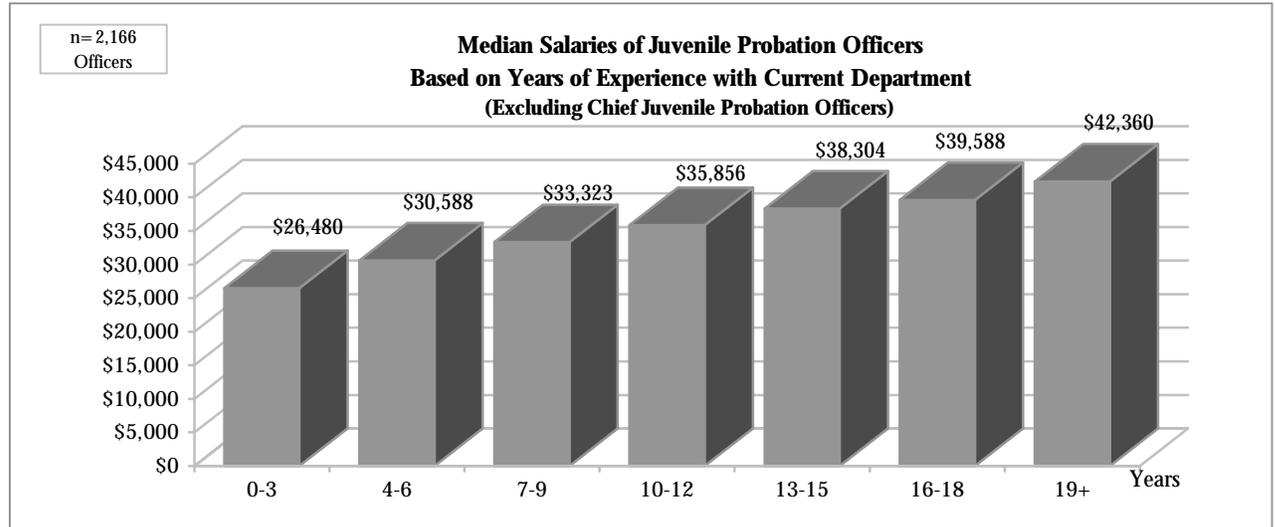
The five counties paying the lowest median salary were all in the small category. Of those five counties paying the highest median salary:

- two counties were in the large category (Harris, Travis);
- one was designated in the medium category (Jefferson); and
- two were in the small category (Potter, Gray).

Tenure

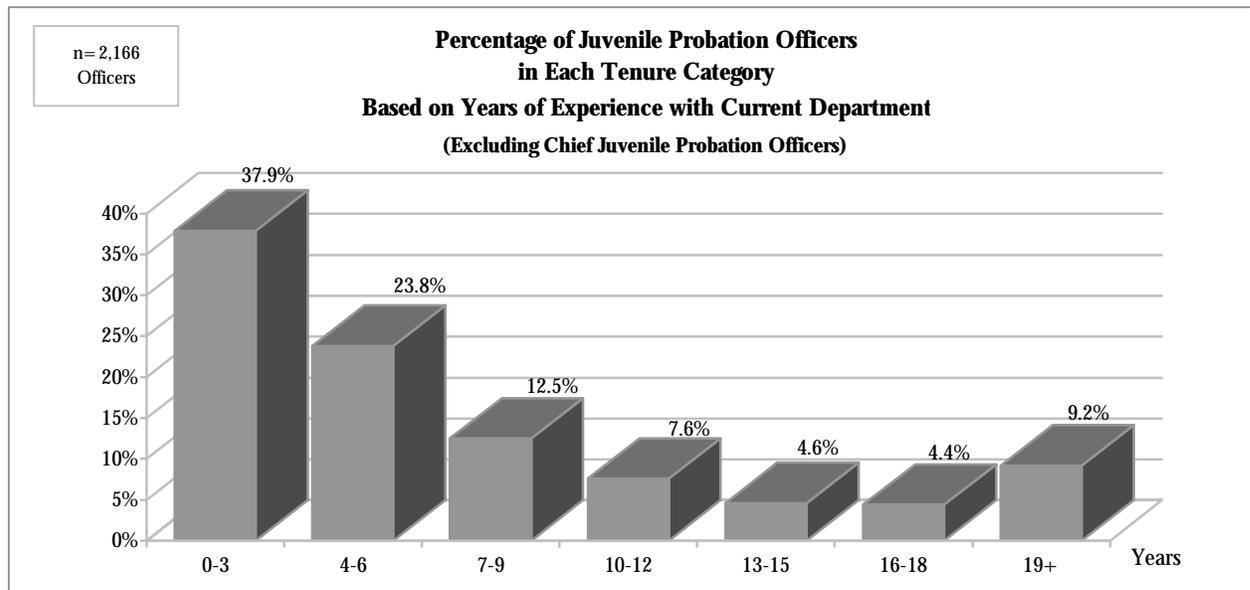
Figure 5 reflects the median salary of probation officers, excluding chief juvenile probation officers, based on years of experience with their current probation department. Probation officers with 0-3 years experience earned a median salary of \$26,480. The median salary of juvenile probation officers with 4-6 years of experience was only \$30,588, which was still \$636 below the statewide median. For a detailed breakdown of the median salary in each of these tenure categories by county, see Appendix D (page 49).

Figure 5



Similarly, Figure 6 below reflects the percentage of total officers in the same tenure categories as shown in Figure 5. A tremendous reduction in the number of officers employed 10 years or longer is visible, suggesting a lack of tenured juvenile probation officers in their current departments.

Figure 6



As Figure 6 indicates, a significant percentage of juvenile probation officers were relatively new. Over 60% of juvenile probation officers had 6 years or less of experience with their respective departments. In fact, 820 officers (37.9%) of the 2,166 total juvenile probation officers had three years or less experience with their current departments. On the other end of the spectrum, only 25.8% of the officers had 10 years or more experience, and only 199 probation officers (9.2%) remained with their departments for 19 years or longer.

One explanation for the high percentage of officers in the first two categories is recent department expansions and recruitment of additional officers since 1995. The 74th Texas Legislature appropriated funds for local juvenile probation departments to hire an additional 408 juvenile probation officers and 40 specialized intensive services probation officers for fiscal years 1996 and 1997. Additionally, the 75th Legislature provided funding for local departments to hire an additional 184 juvenile probation officers and 44 specialized intensive services probation officers for fiscal years 1998 and 1999.

Almost 38% of juvenile probation officers have 3 years or less of experience with their current department.

Table 2 below reflects the officers' years of experience at their current probation department in three-year increments, the total number of officers in each category, and the minimum, maximum, and median salary for each tenure category. For those officers with three years or less experience, the median was \$26,480, the minimum was \$16,850 and the maximum was \$74,000.

Table 2

Juvenile Probation Officer Salary Based on Years of Experience with Current Department				
Experience	Total Number of Officers	Median Salary	Minimum Salary	Maximum* Salary
0 – 3 Years	820	\$26,480	\$16,850	\$74,000
4 – 6 Years	516	30,588	20,550	67,706
7 – 9 Years	270	33,323	21,235	77,654
10 – 12 Years	165	35,856	21,000	96,432
13 – 15 Years	99	38,304	22,656	69,804
16 – 18 Years	97	39,588	24,466	69,951
19+ Years	199	42,360	29,172	88,860
Total	2,166			

* The maximum salary category commonly reflects the administrative personnel such as Deputy Chief, Assistant Director, etc.

A positive relationship exists between juvenile probation officers' salaries and their years of experience. The "Median Salary" column further shows a consistent increase in pay as the officers advance in tenure categories. It is important to note that the reason for high salaries in the "Maximum Salary" column for 0-3 years of experience was due to the fact that some newly appointed assistant chiefs, division directors, and unit managers were included in that category.

Comparable Professions

In Table 3, the salary of juvenile probation officers was compared to other professional categories. These professions were selected based on comparable minimum educational requirements. Juvenile probation officers, teachers, federal probation officers, child protective services specialists, juvenile parole officers and adult probation officers all require completion of a four-year college degree.

Probation officers earned a median salary of \$7,144 below juvenile parole officers with 0-3 years of experience.

Table 3

Comparative Analysis of Juvenile Probation Officers in Texas with Other Comparable Professions 0-3 Years of Experience with Current Organization Fiscal Year 1999			
Comparable Profession	Median Salary	Minimum Salary	Maximum Salary
Federal Probation	---	\$32,439	\$66,406
Adult Probation (CJAD)	\$24,000	\$18,000	\$29,500
Child Protective Services (CPS)	\$26,340	\$23,232	\$29,868
Juvenile Probation	\$26,480	\$16,850	\$74,000
Public School Teachers	\$27,292	\$10,000	\$50,425
Juvenile Parole (TYC)	\$33,624	\$27,540	\$39,708

Sources:

- Data provided by Texas Education Agency; Federal Probation Districts of Texas (Northern, Southern and Western Districts); Texas Department of Criminal Justice, Community Justice Assistance Division (CJAD); Texas Youth Commission (TYC); Texas Department of Protective and Regulatory Services, Child Protective Services Division (CPS).

Notes:

- The median salary for the federal probation category was unavailable.
- The adult probation salary figures were produced through a small sample survey (76 respondents). Therefore, the amounts shown may not accurately reflect the entire population.
- The range of salaries for juvenile probation officers includes all line officers, specialized officers and administrators but excludes chief juvenile probation officers. The other comparable salaries do not include administrators.
- The salaries for teachers represent persons who hold degrees. The \$10,000 minimum teacher salary likely reflects errors in reporting made by the school districts to the Texas Education Agency.

With the exceptions of adult probation and child protective services, juvenile probation officers earned less than their counterparts in fiscal year 1999. In fact, the median salary for juvenile probation officers with 0-3 years of experience with their department was:

- \$812 less than the median salary of public school teachers;
- \$7,144 less than the median salary of juvenile parole officers; and
- \$5,959 less than the minimum starting salary of federal probation officers.

The above salary figures for teachers do not include a \$3,000 across the board pay raise received beginning in school year 1999-2000. In July 1999, the Texas Department of Protective and Regulatory Services received appropriations for a career ladder adjustment that is not reflected in the above salary figures. Child protective services specialists received a minimum annual salary increase of \$3,108 along with the \$100 monthly raise received by all State of Texas employees in September 1999. Thus, the fiscal year 2000 annual salary range for this position was \$27,540 - \$31,068.

Juvenile Detention and Corrections Officers

Qualifications and Duties

Juvenile detention and corrections officers are required to perform a wide range of duties in secure pre-adjudication detention and post-adjudication correctional facilities. These professionals are responsible for the daily care, safety and supervision of residents who are experiencing various levels of social and emotional crisis. Thus, detention and corrections officers must be of good moral character and emotionally suited for working with juvenile offenders who may be violent, emotionally disturbed, substance abusing and chemically dependent. Preference in employment is given to those best qualified by education, training in juvenile corrections and those with Bachelor's degrees. In the normal course of a detention officer's duties, he or she must be able to:

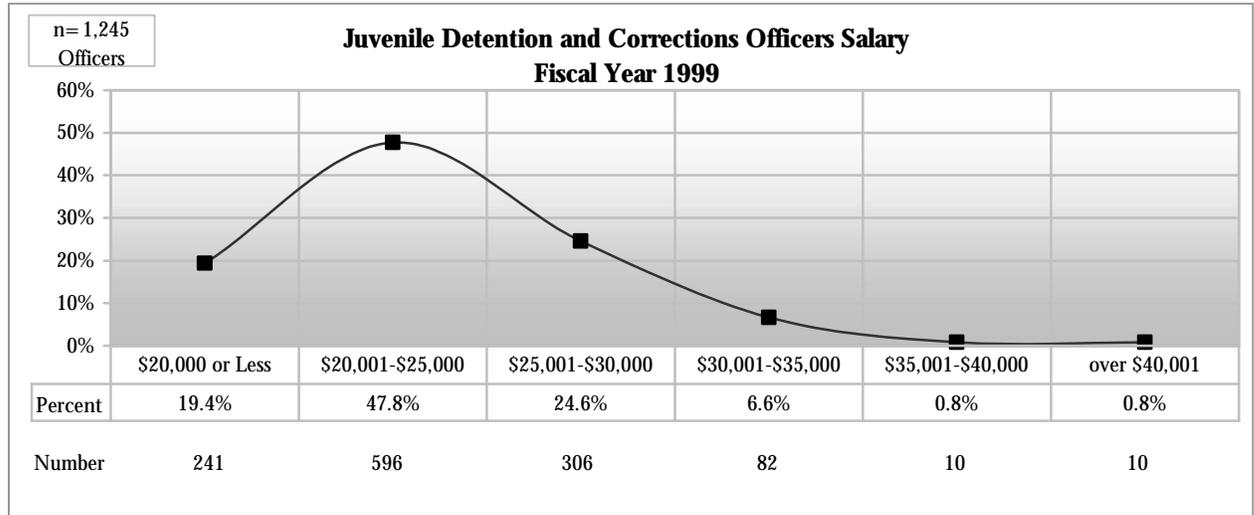
- Recognize symptoms of mental illness, mental retardation, chemical dependency, potentially violent behaviors, and precursors to suicidal behavior as well as apply appropriate intervention strategies for each child;
- Administer intake, admission and release procedures in accordance with all requirements in the Texas Juvenile Justice Code, Texas Administrative Code and local juvenile board policy;
- Maintain management information system and juveniles' records as it may relate to transfers, medical and health services, etc;
- Perform physical and mechanical restraints as needed in compliance with TJPC standards;
- Oversee all security and control procedures, especially those pertaining to continuing facility operations in the event of work stoppage or other staff crisis;
- Assist law enforcement in cases of riots, rebellion, escapes or other emergencies;
- Conduct referral and transfer procedures;
- Understand and communicate juvenile rights and program requirements;
- Control pharmaceuticals, including the security and dispensing of prescription drugs and maintain documentation of the prescribed dosages;
- Administer proper policy and procedure relating to communicable diseases, health screenings related to mental health problems, suicide risk, and medical and health services which include the recognition of signs, symptoms and actions required in emergency situations;
- Comply with department policies and procedures and TJPC standards regarding administration and management, personnel, training and staff development; and
- Implement proper first aid and cardiopulmonary resuscitation (CPR) procedure.

Juvenile detention and corrections officers are responsible for the daily care, safety and supervision of residents who are experiencing various levels of social and emotional crisis.

Salary Levels

The frequency distribution of 1,245 juvenile detention and corrections officers' salaries statewide is shown in Figure 7. Certified juvenile probation officers assigned to detention work are not included in the following analysis but are included in the juvenile probation officer section. Part-time salaries were included and annualized for comparison purposes.

Figure 7



A total of 837 juvenile detention and corrections officers (67.2%) were paid \$25,000 or less annually. Overall, less than 2% of detention and corrections officers earned \$35,001 or higher annually.

The statewide median salary was \$23,254 in fiscal year 1999 as shown in Diagram 2. Of the 168 juvenile probation departments, 52 employed detention and corrections officers. A total of 35 departments (67.3%) paid a median salary below \$23,254. Appendix E (page 53) shows the median detention and corrections officer salary for those counties that employ these officers. The appendix reflects this information alphabetically by county as well as by rank order.

Diagram 2*

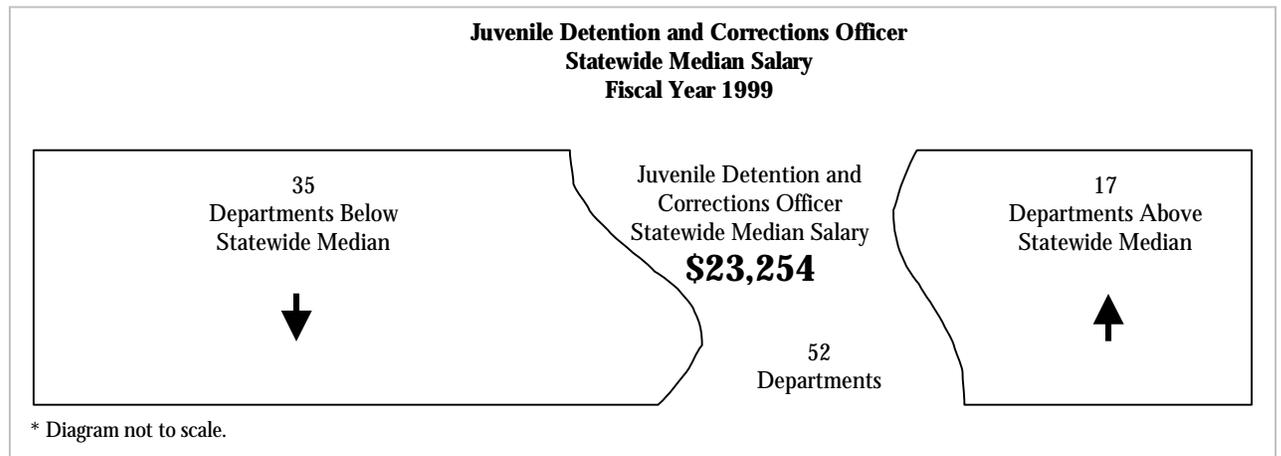
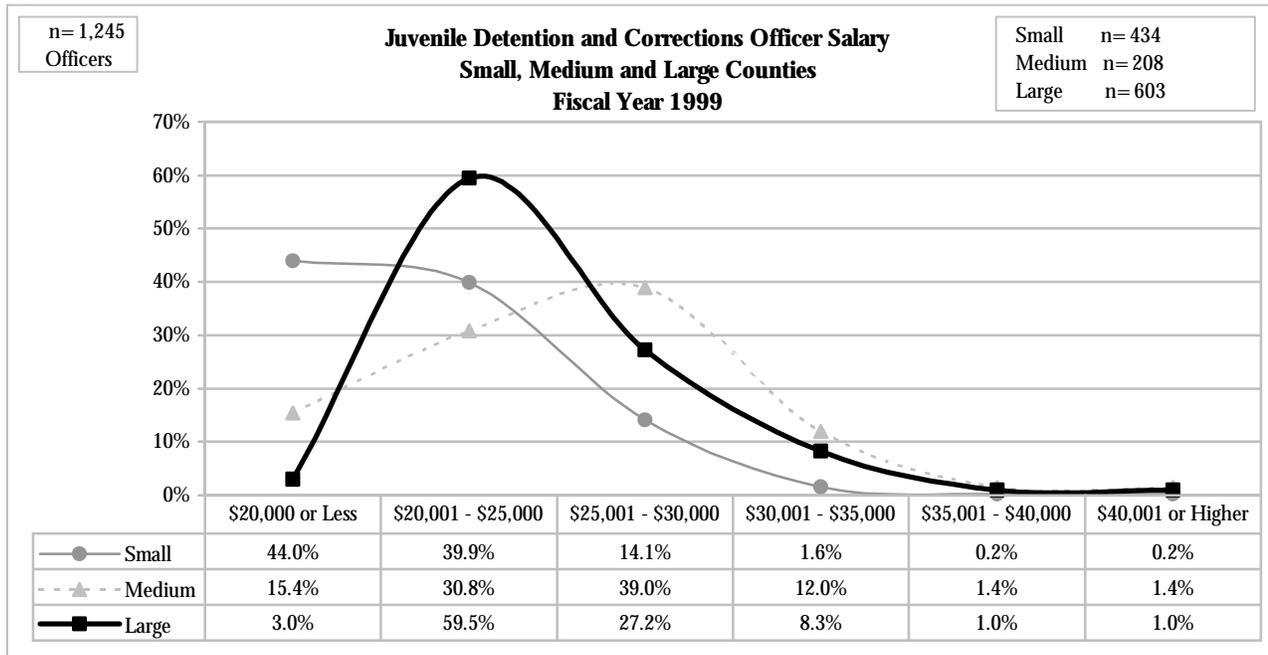


Figure 8 depicts the juvenile detention and corrections officer salary distribution in reference to the size of the county based upon juvenile-age population.

Figure 8



An analysis of the data in Figure 8 revealed:

- Small counties had the highest percentage of officers earning \$20,000 or less (44%) as compared to medium counties (15.4%) and large counties (3.0%).
- Medium counties had the highest percentage of officers earning over \$25,000 (53.8%).
- Large counties had the highest percentage of officers earning \$20,001-\$25,000 (59.5%).

Figure 9 compares the median juvenile detention and corrections officer salary for small, medium and large county categories.

Figure 9

Compared to the statewide median salary of \$23,254:

- the median salary of a small county department was \$2,107 less;
- the median salary of a medium county department was \$1,867 more; and
- the median salary of a large county department was \$902 more.

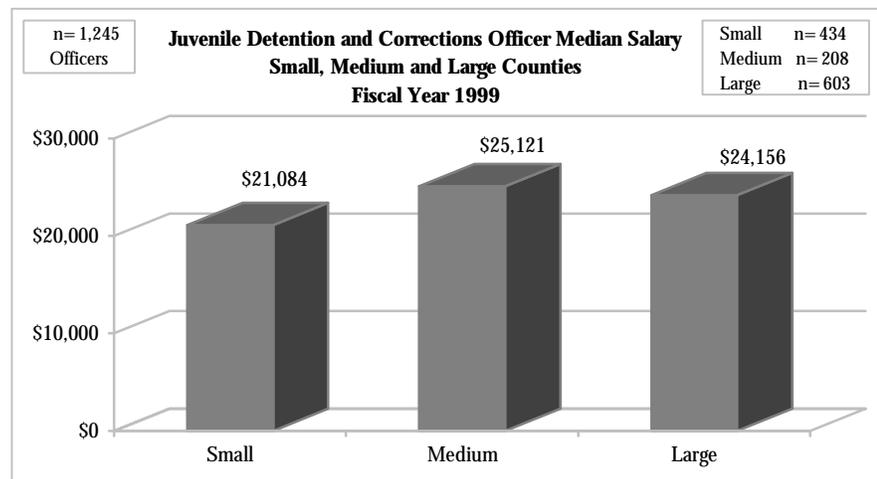


Table 4 illustrates the median, minimum and maximum salary of juvenile detention and corrections officers in reference to the size of their county. Part-time and full-time county detention and corrections officers were included in this analysis, and their salaries were annualized for comparison purposes.

Table 4

Juvenile Detention and Corrections Officers Median, Minimum and Maximum Salaries Based on Size of County			
n= 1,245 Officers			Small n= 434 Medium n= 208 Large n= 603
Size of County	Median Salary	Minimum Salary	Maximum Salary
Small Counties	\$21,084	\$11,440	\$42,141
Medium Counties	\$25,121	\$12,480	\$46,921
Large Counties	\$24,156	\$11,665	\$43,440

Figure 10 reflects counties with the five highest and five lowest median salaries for detention and corrections officers.

**Figure 10
Counties with Highest and Lowest Paid
Juvenile Detention and Corrections Officers**



The five counties paying the lowest median salary were all in the small county category. Of those five counties with the highest median salary:

- two counties were in the large county category (Dallas, Travis);
- one was designated in the medium county category (Williamson); and
- two were in the small county category (Potter, Ellis).

Tenure

The median salary of detention and corrections officers based on years of experience in their current department is shown in Figure 11. Detention and corrections officers with 0-3 years of experience were paid a median salary of \$22,495. On average, the median salary for juvenile detention and corrections officers increased only \$322 for every additional year of service. For a detailed breakdown of the median salary in each of these tenure categories by county, see Appendix F (page 57).

Figure 11

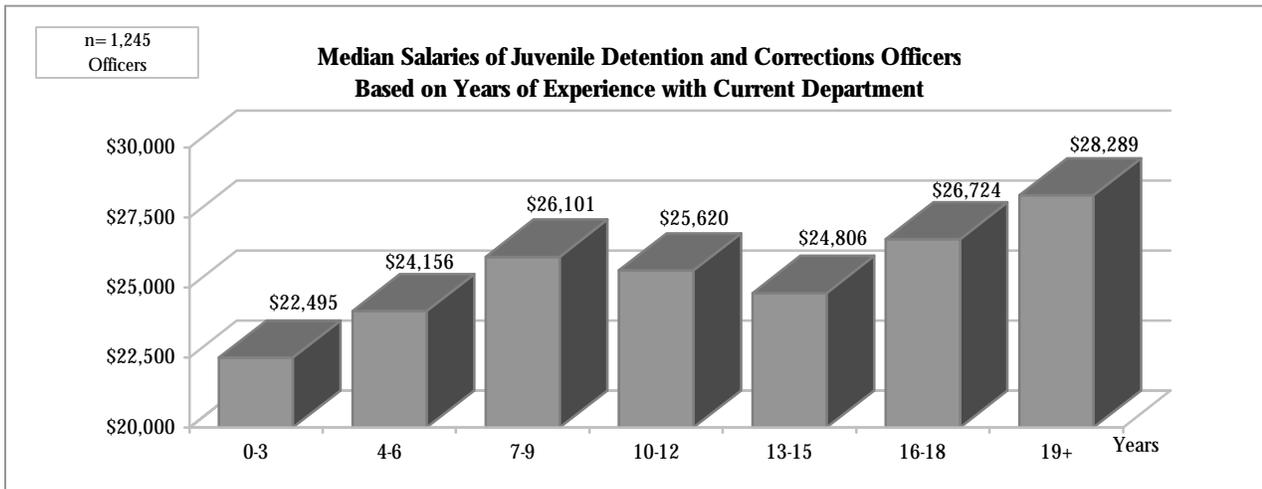


Figure 12 shows the percentage of total officers in the same tenure categories as depicted in Figure 11. More than 60% of juvenile detention and corrections officers have been with their respective juvenile probation departments for less than three years. The low percentage of officers in the last 5 tenure categories may be indicative of high turnover in the juvenile detention and corrections profession. Additionally, the large proportion of new officers in the 0-3 year category is likely related to the increased number of new juvenile facilities that have been constructed in recent years. In 1995, the Texas legislature appropriated \$37.5 million for the construction of 19 post-adjudication facilities.

Figure 12

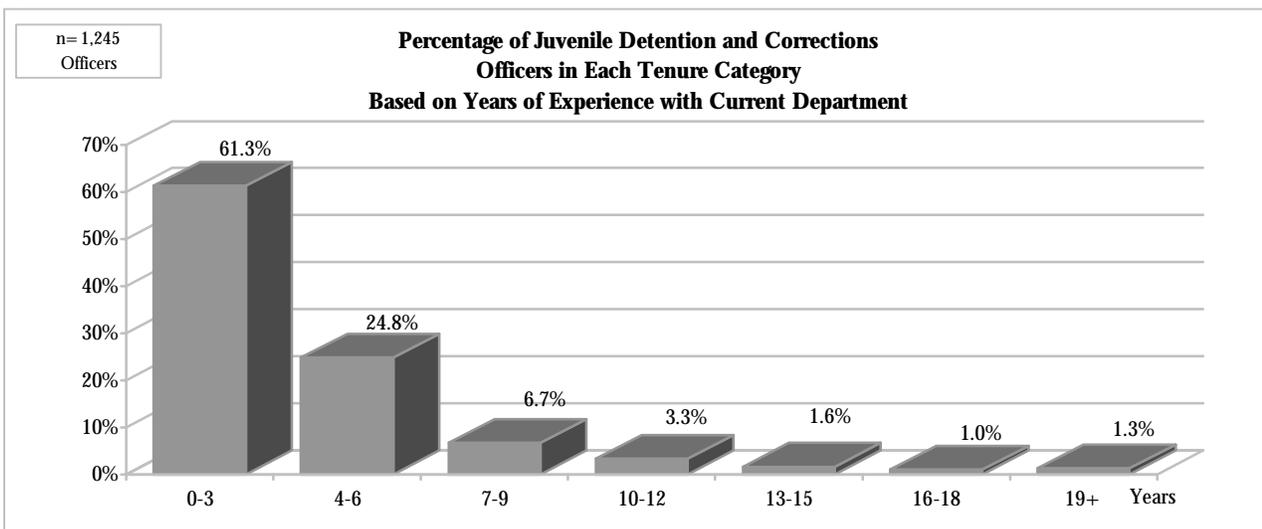


Table 5 compares detention and corrections officers' years of experience grouped in categories of three years with the number of officers in each category and the median, minimum and maximum salary for each tenure category. The data demonstrate that as the years of experience increase so does the rate of pay.

Juvenile Detention and Corrections Officer Salary Based on Years of Experience with Current Department					
n= 1,245 Officers	Experience	Total Number of Officers	Median Salary	Minimum Salary	Maximum Salary
	0 – 3 Years	763	\$22,495	\$11,440	\$42,156
	4 – 6 Years	309	\$24,156	\$17,665	\$42,000
	7 – 9 Years	84	\$26,101	\$13,520	\$46,921
	10 – 12 Years	41	\$25,620	\$18,568	\$40,872
	13 – 15 Years	20	\$24,806	\$18,604	\$40,872
	16 – 18 Years	12	\$26,724	\$18,604	\$29,424
	19+ Years	16	\$28,289	\$22,967	\$43,440
Total		1,245			

Comparable Professions

Table 6 compares the salary of juvenile detention and corrections officers to other professions. These jobs were selected based on comparable minimum educational requirements and similar job descriptions.

Table 6

Comparative Analysis of Juvenile Detention and Corrections Officers in Texas with Other Comparable Professions with 0-3 Years Experience with Current Organization			
Comparable Profession	Median Salary	Minimum Salary	Maximum Salary
Juvenile Detention and Corrections Officers	\$22,495	\$11,440	\$42,156
TYC Corrections Officers	\$22,992	\$18,444	\$27,540
TDCJ Corrections Officers	\$24,462	\$18,924	\$28,380
INS Detention Enforcement Officers	\$27,128	\$22,579	\$30,597

Sources:

- Data provided by Texas Department of Criminal Justice (TDCJ); Texas Youth Commission (TYC); U.S. Immigration and Naturalization Service (INS).

Notes:

- The range of salaries for juvenile detention and corrections officers includes detention superintendents, assistant superintendents, and other administrative personnel. The other comparable salaries do not include administrators.

Juvenile detention and corrections officers with 0-3 years experience earned a median salary that was \$497 less than the median salary of TYC corrections officers; \$1,967 less than the median salary of TDCJ adult corrections officers; and \$4,633 less than the median salary of INS detention enforcement officers. It should also be noted that the 76th Texas Legislature appropriated to TDCJ approximately \$37.5 million for fiscal years 2000-2001, a portion of which was dedicated to adjusting the career ladder for Adult Corrections Officers I-V and Sergeants of Correctional Officers. In addition, TYC was appropriated \$8.6 million to adjust the career ladder of Juvenile Correctional Officers I-V.

Chief Juvenile Probation Officers

Qualifications and Duties

A chief juvenile probation officer must meet all the statutory requirements related to education and work experience applicable to probation officers. Chief juvenile probation officers are responsible for exercising executive, administrative, and supervisory direction of local juvenile probation departments and report directly to local juvenile boards. All aspects of departmental operations management, strategic planning, long-range planning, and policy development are administered by chief juvenile probation officers. Each chief is responsible for managing an array of professional services that involve multidisciplinary areas of study and practice including the fields of psychology, social work, sociology, education, juvenile and criminal justice, child development, statistics, and public administration. In the normal course of employment, a chief juvenile probation officer may:

All aspects of juvenile probation operations management, strategic planning, long-range planning, and policy development are administered by chief juvenile probation officers.

- Plan and manage quality of operations related to program design and program implementation, particularly for special needs populations;
- Oversee the quality of operations related to public relations and customer service, as well as the political, economic, social, and technological trends that significantly affect the organization's present and future direction;
- Supervise the effectiveness of probation department operations, including detention, case-management, probation supervision, court services, community resource development, interagency initiatives, victim services, offender rehabilitation, delinquency prevention, educational services, and public information;
- Provide executive consultation and administrative services to local juvenile boards, commissioners courts and community advisory boards;
- Function as the primary liaison to local public school officials, law enforcement organizations, community organizations, city councils, and other entities;
- Ensure compliance with all standards promulgated by TJPC, as well as other applicable statutes, rules and policy, including organizational policy related to personnel, employee performance, employee grievance procedures and employee training;
- Monitor departmental compliance with probation code of ethics;
- Investigate each report of a violation of the code of ethics for all applicable department personnel consistent with TJPC standards; and
- Supervise and provide appropriate services to juveniles and their families.

Salary Levels

Figure 13 shows the frequency distribution of 164 chief juvenile probation officer salaries separated into four income categories. As shown, close to three-fourths of the chiefs (73.2%) earned between \$30,001 to \$60,000 per year. The second highest category of chiefs (13.4%) received \$30,000 or less annually, followed by 10.4% who earned between \$60,001 and \$90,000 during fiscal year 1999. Only 3% of chief juvenile probation officers earned a salary over \$90,000. The median statewide salary of chief juvenile probation officers was \$42,875.

Figure 13

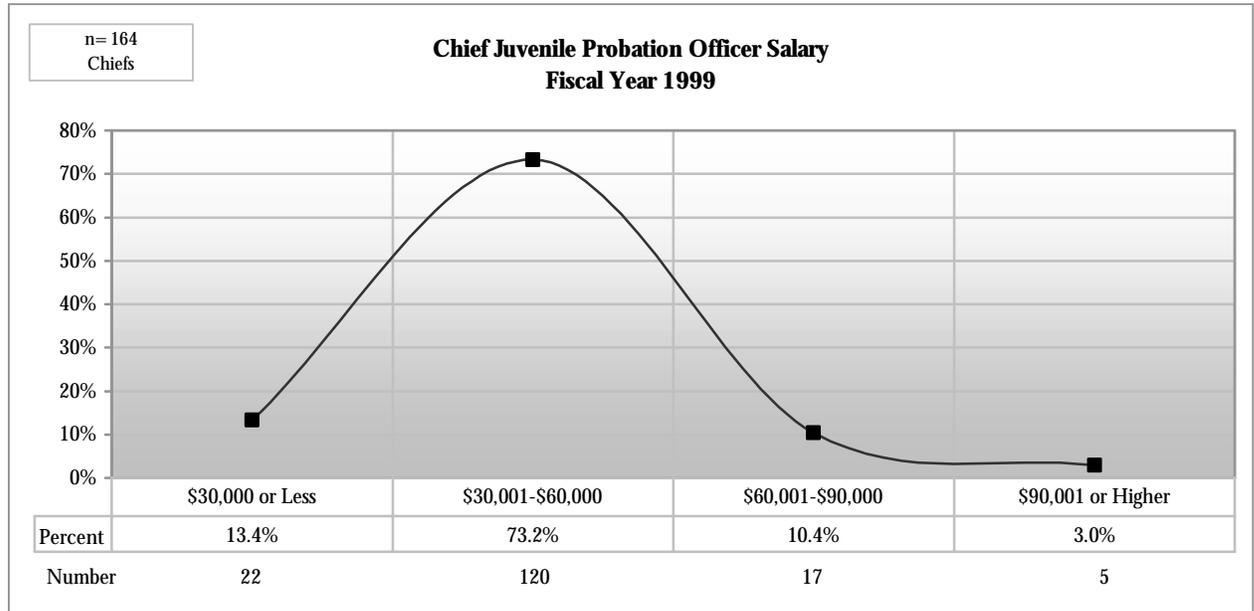


Table 7 depicts the median, minimum and maximum salaries for chief juvenile probation officers in reference to the size of their counties based on juvenile-age population.

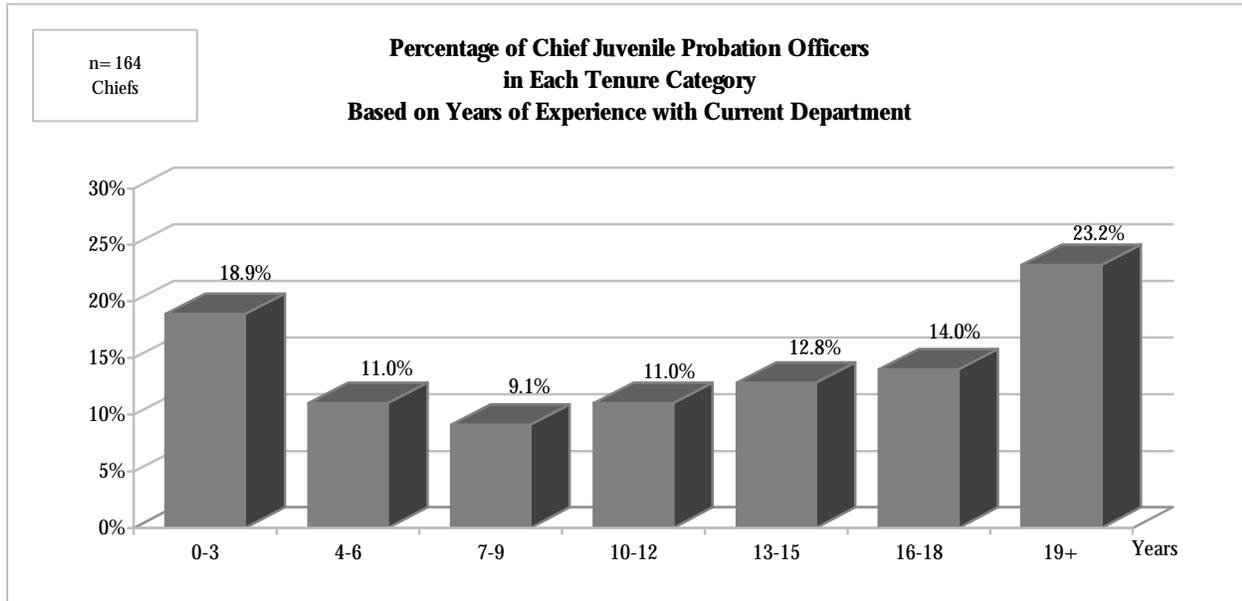
Table 7

Size of County	Median Salary	Minimum Salary	Maximum Salary
Small Counties	\$41,500	\$18,240	\$69,240
Medium Counties	\$70,798	\$47,232	\$85,050
Large Counties	\$93,189	\$67,859	\$111,276

Tenure

Figure 14 shows the distribution of tenure categories for chief juvenile probation officers. As the Figure reflects, the highest proportion of chiefs had 19 years or more experience with their respective departments (23.2%), followed by those with less than 3 years of experience (18.9%). A total of 100 chief juvenile probation officers (61%) have been employed with their department for 10 years or more.

Figure 14



PART II – PERSONNEL TURNOVER

Juvenile Probation Officers

In fiscal year 1999, a total of 313 juvenile probation officers left their positions with their departments. The administrative rank of the 313 departed officers is shown in Figure 15. The largest percentage of departed officers were line probation officers (83.4%). A breakdown of departing officers for each county is presented in Appendix G (page 59).

Figure 16 illustrates the salary range of departing officers and their subsequent employment or status. As shown in the Figure, the salary range of departing officers was between \$16,317 and \$67,883 with a median of \$25,704. The adjacent box in Figure 16 shows the subsequent status of officers that departed from their employment. While a large proportion of departed officers were categorized as “Unknown,” the most common job transition was moving to another juvenile probation department followed by employment in the private sector.

Figure 15

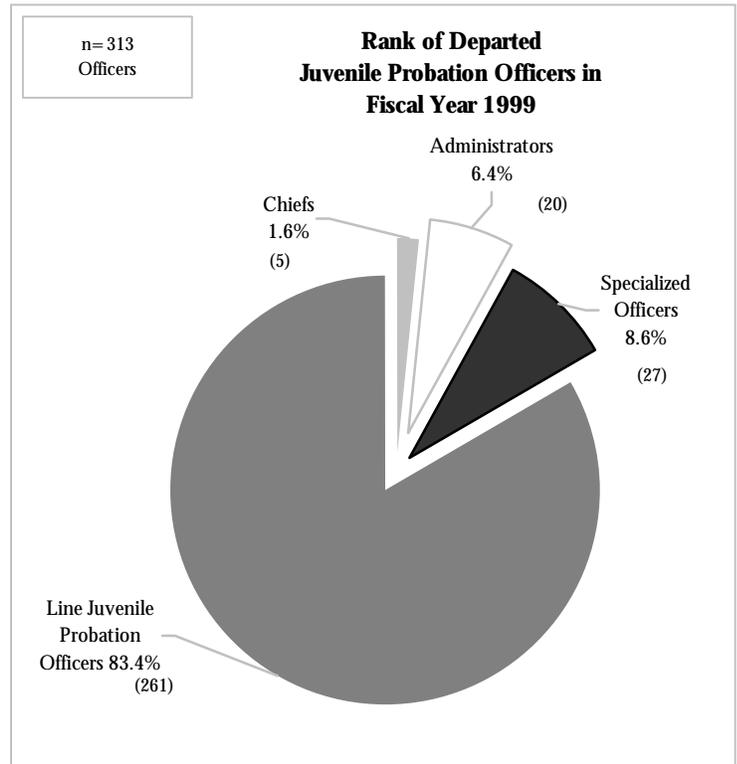
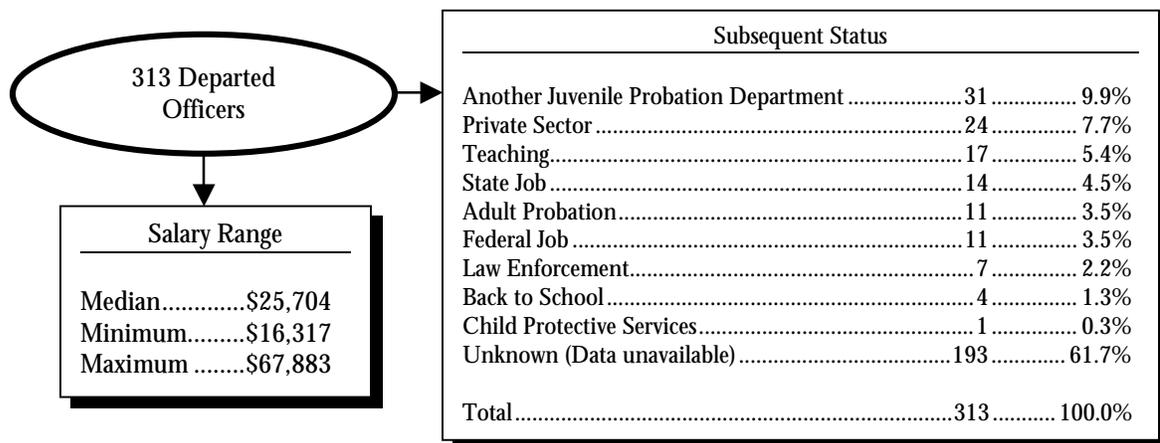


Figure 16
Salary Range and Subsequent Status of Departed Juvenile Probation Officers



The length of service and educational level of departed juvenile probation officers including line juvenile probation officers, specialized officers, administrators and chief juvenile probation officers are presented in Figure 17. The highest percentage of juvenile probation officers who departed had been employed for five years or longer (26.5%). The second highest categories were officers with a year of experience or less and those with two years of experience in juvenile probation (23%). In reference to education, 198 officers had Bachelor's degrees², followed by 17 with Master's degrees and one had a Ph.D.

46% of departed juvenile probation officers were employed 2 years or less.

**Figure 17
Education and Length of Service of Departed Probation Officers**

Length of Service		Education	
One Year or Less.....	72 23.0%	High School/GED	9 2.9%
Two Years	72 23.0%	BA or BS Degree.....	198 63.3%
Three Years.....	42 13.4%	Master's Degree.....	17 5.4%
Four Years.....	39 12.5%	Ph.D.....	1 0.3%
Five Years or Longer	83 26.5%	Unknown	88 28.1%
Unknown.....	5 1.6%		

Juvenile Detention and Corrections Officers

Figure 18 illustrates the salary range, subsequent status and length of service of 349 departing juvenile detention and corrections personnel. As shown, the salary of departing juvenile detention and corrections personnel ranged from \$11,200 to \$38,436 with a median salary of \$20,964. While the subsequent status of over 80% of the officers was categorized as "Unknown," the most chosen alternatives reported were the private sector, law enforcement, educational opportunities and state employment. In reference to years of experience, most departing juvenile detention and corrections personnel had less than one year of experience with their department (53.3%) followed by those with less than two years of experience (20.9%). The lowest category represented officers with four years of experience (4.3%).

**Figure 18
Salary Range and Subsequent Status of
Departed Juvenile Detention and Corrections Officers**

Length of Service		Salary Range		Subsequent Status	
One year or less	186 53.3%	Median.....	\$20,964	Private Sector	18 5.2%
Two years.....	73 20.9%	Minimum*	\$11,200	Law Enforcement.....	16 4.6%
Three years	33 9.5%	Maximum.....	\$38,436	Back to School.....	10 2.9%
Four years	15 4.3%			State Job	10 2.9%
Five years or longer....	38 10.9%			Another Juvenile Probation Department.....	7 2.0%
Unknown.....	4 1.1%			Adult Probation.....	3 0.9%
		* Reflects annualized salary of part-time employee.		Teaching.....	2 0.6%
				Federal Job.....	1 0.2%
				Child Protective Services.....	1 0.2%
				Unknown (Data unavailable)	281 80.5%
				Total.....	349 100.0%

² Juvenile probation officers employed prior to September 1, 1981 are not statutorily required to possess a Bachelor's degree pursuant to Texas Human Resources Code Section 141.061.

Job Satisfaction

In January 1999, the Texas Juvenile Probation Commission completed a related study on the reasons for job turnover among juvenile probation officers in Texas. Identification of those reasons was critical in understanding the strategic direction that juvenile probation organizations should take to increase retention of personnel. A total of 374 officers from 24 counties were subsequently analyzed, representing 13 percent of all certified juvenile probation officers in Texas.

Findings of the study indicated that:

- The majority of responding officers indicated that their job as a juvenile probation officer was worthwhile;
- A high degree of commitment among probation officers in reforming young offenders exists;
- Over 91 percent of the participating juvenile probation officers mentioned that their job as a juvenile probation officer was interesting to them;
- Salary levels and the lack of a career ladder were the top two sources of job dissatisfaction cited by juvenile probation officers; and
- Of the recommendations cited by officers for retaining current employees, an increase in pay (90% of the officers ranked this as their top recommendation) and establishment of a system of promotion for employees were ranked highest.

Salary levels and the lack of a career ladder were the top two sources of job dissatisfaction cited by juvenile probation officers.

PART III – TURNOVER RATES

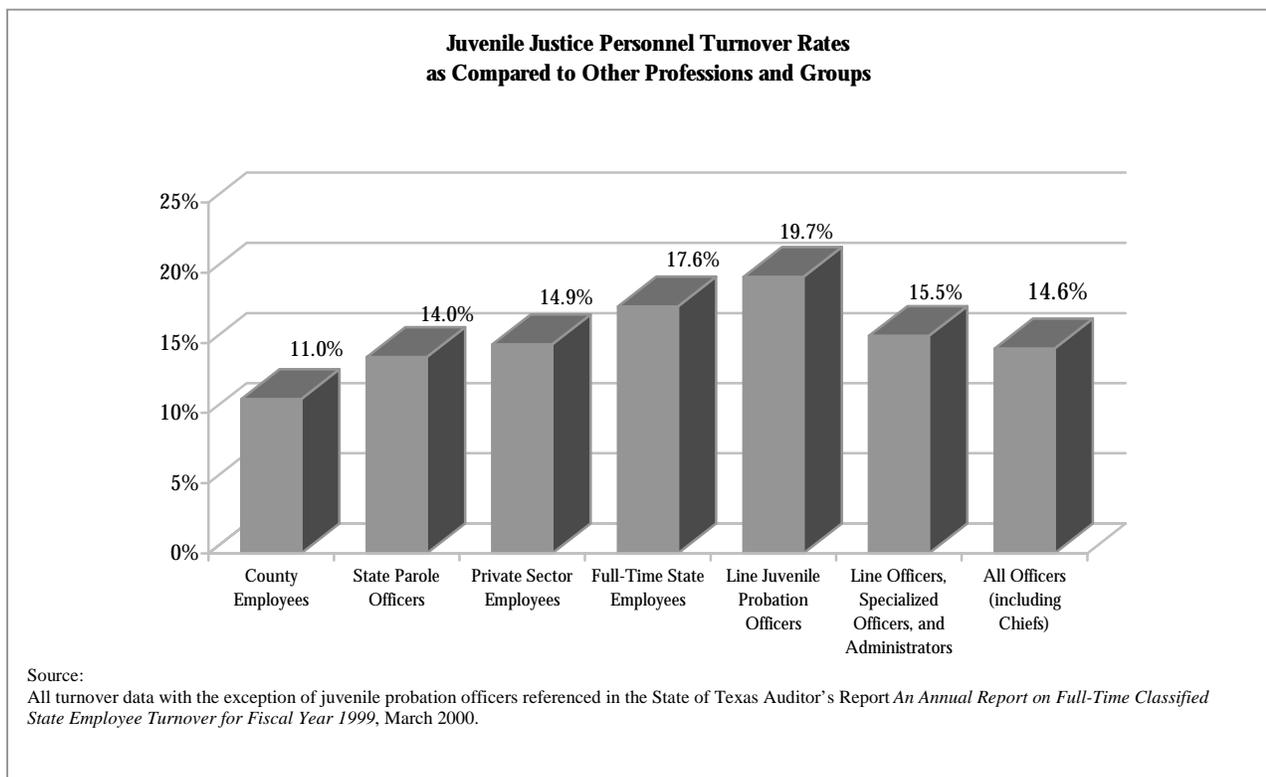
Juvenile Probation Officers

Retention of qualified and experienced personnel is essential for all organizations. Agencies frequently analyze turnover rates to assess their level of employee retention. The employee turnover rate is calculated by dividing the total number of employees who departed in a given year by the average number of employees employed in the same time frame. During fiscal year 1999, a yearly average of 1,327 line juvenile probation officers were employed while 261 left their respective departments (consult Figure 15).

Figure 19 reflects that the turnover rate for line juvenile probation officers in fiscal year 1999 was 19.7%. The rate for line officers, specialized officers and administrators was 15.5%. For all probation officers, the rate was 14.6%. Comparatively, the statewide turnover rate for full-time state employees was 17.6% and 14.0% for state parole officers in the same fiscal year.

The Texas State Auditor reported that the International Personnel Management Association found an average rate of 11% turnover in county government based on a study of 32 states. According to the Bureau of National Affairs (BNA), the median nationwide turnover rate in the private sector was 14.9% annually for the first three quarters of 1999.³

Figure 19



³ Data regarding county and private sector turnover rates were referenced in the State of Texas Auditor's Report *An Annual Report on Full-Time Classified State Employee Turnover for Fiscal Year 1999*, March 2000 (p. 1-2).

Figure 20 reflects the turnover rate by salary category for line juvenile probation officers as compared to state employees. The Figure shows that the primary difference between these two groups centers on employees earning \$25,000 or less. In fact, while the state employee turnover rate for those in the lowest income category was 25.6%, juvenile probation officers had a significantly higher rate of 67.1%. Likewise, juvenile probation officers earning between \$25,001 and \$30,000 a year showed a higher turnover rate as compared to the state employees, 19.6% and 13.6% respectively. On the other hand, no significant difference exists between the state employees and juvenile probation officers in reference to turnover rate for those in the \$30,001 to \$35,000 category.

Figure 20

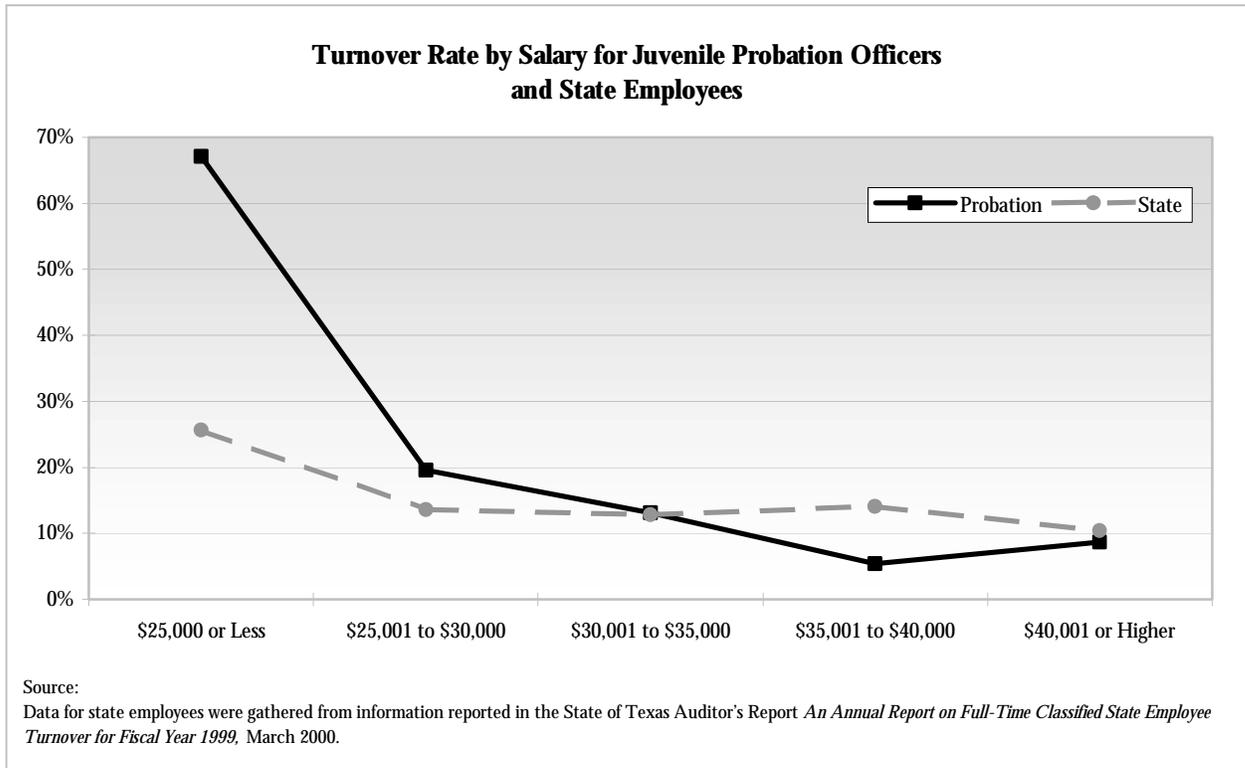


Figure 20 also shows that juvenile probation officers earning \$35,000 or more annually had a lower likelihood of resigning as compared to the state employees. The data also demonstrate an inverse correlation between the level of pay and the turnover rate. The retention rate among juvenile probation officers may be improved by increasing salary levels for those earning less than \$30,000 annually.

Juvenile Detention and Corrections Officers

Figure 21

Figure 21 illustrates the comparative analysis of turnover rates of juvenile detention and corrections officers with other entities and organizations. In fiscal year 1999, the juvenile detention and corrections officers experienced a turnover rate (31.4%) significantly higher than line juvenile probation officers (19.7%). This rate was based on 349 officers who left their jobs during fiscal year 1999 as compared to a yearly average of 1,110 juvenile detention and corrections officers employed by counties. As shown in the Figure, the turnover rate for detention and corrections officers was almost twice the state turnover rate (31.4% compared to 17.6%).

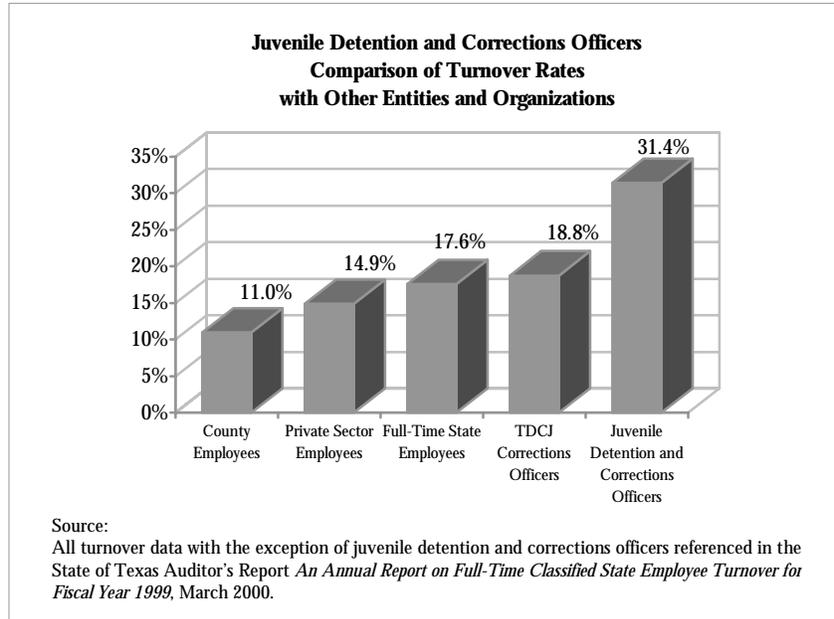
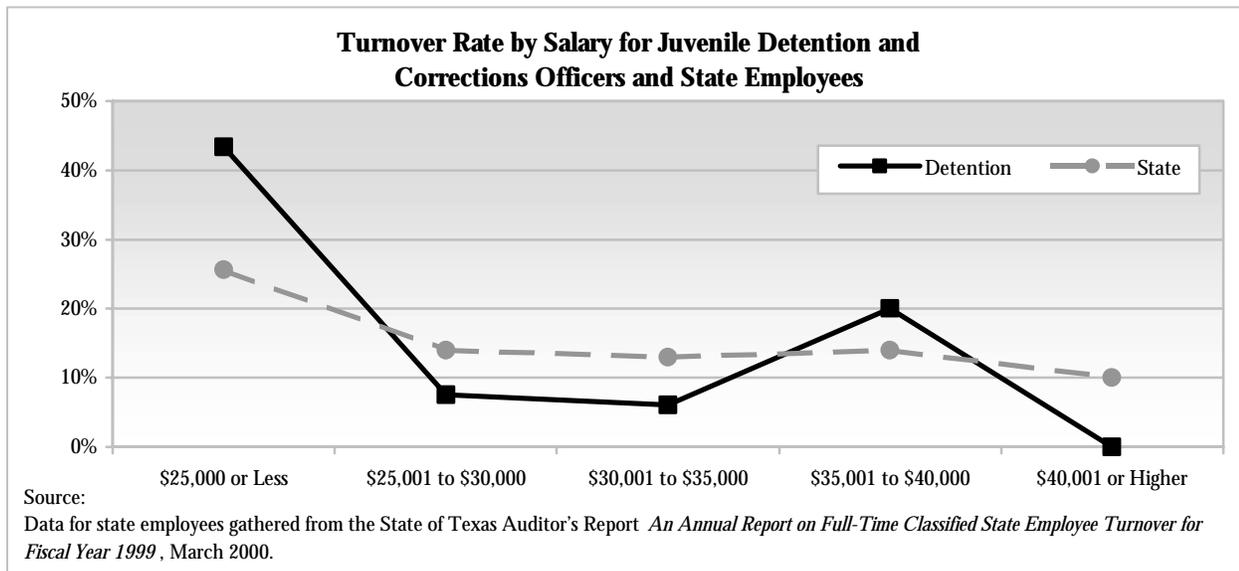


Figure 22 shows the correlation between the turnover rate and income level for detention and corrections officers and state employees. As the Figure displays, the turnover rate for detention and corrections officers (43.4%) was significantly higher than the state employee rate (25.6%) for those in the \$25,000 or less income category. Overall, an inverse relationship exists between salary and turnover. The increase in the turnover rate in the \$35,001 to \$40,000 category, however, was the result of a small sample in that particular category. On average, only ten detention and corrections officers were included in this category, two of whom departed, producing a 20% turnover rate. Finally, the lowest turnover rate was from the \$40,001 and higher category in which no one departed during fiscal year 1999.

The turnover rate for juvenile detention and corrections officers was almost twice the state employee turnover rate.

Figure 22



PART IV – COSTS ASSOCIATED WITH TURNOVER

Financial Costs

High employee turnover is a significant cost to local juvenile probation departments. As a juvenile justice system funding partner with local counties, the State of Texas is also directly impacted by these high turnover costs. During fiscal year 1999, local counties spent \$178,201,569 for juvenile probation services while the State of Texas contributed \$93,403,750 through appropriations to the Juvenile Probation Commission.

The Texas State Auditor's Office, in their 1999 report on state employee turnover, listed some of the costs involved in employee turnover that included:

- recruiting;
- training and orientation;
- salary and benefits during training and orientation; and
- lost productivity during the time the position is vacant and during the time the employee is learning the job.

TJPC estimates that the total cost of turnover in the community-based juvenile justice system in fiscal year 1999 was between \$5.1 and \$7.7 million.

The State Auditor further reported that estimates of exact turnover costs are wide ranging—many of the costs of turnover are hidden and difficult to calculate. The U.S. Department of Labor estimates that it costs one-third of a new hire's annual salary to replace an employee. On the higher end, Hay Management Consultants, a human resources consulting company, estimates the cost of turnover at 50 percent of the employee's salary.⁴

TJPC estimates that the total cost of turnover in the community-based juvenile justice system in fiscal year 1999 was between \$5.1 and \$7.7 million.

Programmatic Costs

The effectiveness and efficiency of organizational operations are diminished by the inherent costs of employee turnover. High turnover of probation officers can have a negative effect on juveniles and their families. Inexperienced or new probation officers are suddenly thrust into a role that requires them to make critical decisions that impact public safety, offender accountability and rehabilitative services. Juvenile offenders and their families are confronted with the experience of working with new probation personnel after significant trust and progress had developed with their previous officer. It is not uncommon for a juvenile to be supervised by multiple juvenile probation officers during the child's term of probation simply due to turnover of staff in the department. The lack of consistent, experienced and quality supervision is detrimental to rehabilitation and treatment efforts.

Detention and corrections officers also make daily decisions that directly impact the safety of the public, juvenile offenders, and facility personnel. The safety of all detention and correctional facility employees is at risk when high turnover results in inexperienced workers supervising detained youth. High turnover among detention employees increases the operational costs of a facility but decreases positive client outcomes. Maintaining a stable, experienced and competent workforce is a key factor in rehabilitating the children in the juvenile system.

⁴ Data referenced in the State of Texas Auditor's Report *An Annual Report on Full-Time Classified State Employee Turnover for Fiscal Year 1999*, March 2000 (p. 3).

PART V - SUMMARY

The Texas juvenile justice system is recognized as a national leader in the United States. Creative and innovative programming, funding, and legislation have resulted in a system that prioritizes public safety, offender accountability, rehabilitation, early intervention, and delinquency prevention. Local juvenile probation departments are facing a critical problem -- high staff turnover. The turnover rate for line probation officers during fiscal year 1999 was 19.7%. Detention and corrections officers had a turnover rate of 31.4%, which was almost twice the State of Texas employee rate of 17.6%. When questioned about their reasons for job dissatisfaction in a separate TJPC study, probation officers listed low pay and lack of a career ladder as the top two reasons.

High turnover rates are directly contributing to a lack of experienced, tenured juvenile probation, detention and corrections personnel in Texas. Juvenile probation officers with less than 6 years of experience with their current department comprised 61.7% of the total probation officers. Similarly, 61.3% of juvenile detention and corrections officers had 3 years or less of experience at their department. In fiscal year 1999, a total of 662 employees left their employment with probation departments across the state.

Programs and services for juvenile offenders are negatively impacted by high staff turnover in local probation departments.

Low entry-level and median pay scales appeared to be a primary contributor to the high turnover and lack of tenured officers in the juvenile probation, detention and corrections professions in fiscal year 1999. The median statewide salary for probation officers was \$31,224. Of the 168 probation departments, 132 paid a median salary below the statewide median. The median statewide salary for juvenile detention and corrections officers was \$23,254. Thirty-five out of 52 probation departments that employed detention and corrections officers paid a median salary below the statewide median.

When compared to other professions with similar educational requirements and job descriptions, the pay scale of juvenile probation, detention and corrections officers was frequently lower. The median salary of juvenile probation officers was \$812 less than the median salary of public school teachers and \$7,144 less than juvenile parole officers. The juvenile probation officer median salary was \$5,959 less than the minimum starting salary of federal probation officers. Median salaries of juvenile detention and corrections officers were \$497 less than the median salary of TYC corrections officers, \$1,967 less than adult TDCJ corrections officers and \$4,633 less than INS detention enforcement officers.

Employee turnover costs to the local probation departments are significant. These costs include recruiting, training and lost productivity during the time the position is vacant and during orientation to the position. The State of Texas contributed \$93,403,750 in fiscal year 1999 to the juvenile probation system through appropriations to the Juvenile Probation Commission. Thus, the turnover costs borne at the county level have a significant impact on the state investment in the juvenile probation system.

Programs and services for juvenile offenders are negatively impacted by high staff turnover in local probation departments. Juvenile probation, detention and corrections officers make daily decisions that impact public safety and the lives of youthful offenders and their families. The lack of consistent, experienced personnel resulting from high turnover is detrimental to the children in the system and the rehabilitation efforts of local probation departments.

The U.S. Department of Labor estimates that it costs one-third of a new hire's annual salary to replace an employee. On the higher end, Hay Management Consultants, a human resources consulting company, estimates the cost of turnover at 50 percent of the employee's salary.⁵ TJPC estimates that the total cost of turnover for juvenile probation, detention and corrections officers in fiscal year 1999 was between \$5.1 and \$7.7 million.

The Texas State Auditor's Office states "research suggests that the best strategies to retain employees are strong programs in healthcare benefits, new employee orientation, open communication with employees, and salary increases."⁶

⁵ Data referenced in the State of Texas Auditor's Report *An Annual Report on Full-Time Classified State Employee Turnover for Fiscal Year 1999*, March 2000 (p. 3).

⁶ Data referenced in the State of Texas Auditor's Report *An Annual Report on Full-Time Classified State Employee Turnover for Fiscal Year 1999*, March 2000 (Key Points Section).

Texas Juvenile Probation Commission
***A Study of Salaries and Turnover Rates of Juvenile
Probation Department Personnel in Texas***

APPENDICES



APPENDIX A: RESEARCH METHODOLOGY AND INSTRUMENTS

Matching Survey Design to Research Questions

Two research instruments--salary and turnover questionnaires--were developed and distributed to the 168 juvenile probation departments across the state. Construction of both questionnaires was based on an extensive review of the literature. The salary questionnaire contained 12 questions including the officer's name, rank, caseload, salary, dates of employment, race, gender and highest earned educational degree. The turnover questionnaire included similar questions such as each officer's name, dates of employment, salary, race and gender but also incorporated reasons for departure of employees during fiscal year 1999 and their subsequent employment.

Definition of Data Sample

The scope of this study was all juvenile probation departments in Texas. The survey did not include private entities that process and house juveniles referred by juvenile courts or juvenile probation departments. For instance, only detention and corrections personnel employed by juvenile probation departments were included in the survey. Likewise, contract employees were not incorporated into this study. Finally, secretarial and professional positions (i.e., psychologists) were not integrated into the study.

Data Collection

Data for this study were collected for the State of Texas fiscal year 1999 (September 1, 1998 - August 31, 1999) on all certified probation, detention, and corrections officers in the State of Texas regarding their salary levels and employment turnover. Five days prior to distributing the instruments, a flyer was mailed to all chief juvenile probation officers in Texas, requesting their participation in both salary and turnover questionnaires as well as explaining the importance of collecting the relevant information. On December 1, 1999, the instruments, along with a cover letter explaining the intention and scope of the study and guidelines, were mailed to all chief juvenile probation officers. The responding chiefs were given 17 days to complete and return the questionnaires. This time period was extended for larger departments, those who requested additional time, and those who needed assistance in completing the survey instruments. Each juvenile probation department completed both questionnaires, resulting in a 100 percent rate of response.

The instruments mailed included the list of names and the titles of all chief juvenile probation officers, juvenile probation officers and detention and corrections personnel. The list was extracted from an in-house certification database compiled by the Texas Juvenile Probation Commission. Departments, however, were instructed to modify, update and make the necessary changes in the list provided.

The limitations of the data used in this study are worthy of discussion. It was intended that the information be collected by the chief juvenile probation officer in each department. However, this was not always the case. Some of the data fields were left blank depending on the amount of knowledge of the person completing the questionnaire. For instance, the level of education was not completed for 88 officers in the turnover questionnaire. In addition, the employees' reasons for departing from their positions were not based on exit interviews conducted by TJPC staff with these employees; instead, these data were gathered from an administrator completing the survey form. As a result, some of this information was incomplete. For example, the subsequent employment status of 193 probation officers and 281 detention and corrections officers was unknown.

Data Analysis

The data were analyzed by separating the sample into three categories: chief juvenile probation officers, juvenile probation officers and detention and corrections officers. The juvenile probation officers category included all certified juvenile probation officers with the exception of chiefs. In that respect, all assistant chiefs, supervisors, managers and specialized officers (i.e., training, intensive supervision, etc.) were categorized as juvenile probation officers unless otherwise noted in the text. The detention and corrections officers' category incorporated all personnel, including administrators and shift supervisors. (For a description of the categories used in this analysis, please see the glossary below.)

The salaries of part-time employees were annualized for the purposes of this study. The juvenile-age population of the lead county was the basis for classification of the departments into small, medium and large. The turnover rate for juvenile probation officers was calculated with both inclusion and exclusion of chief juvenile probation officers. First, they were included in the turnover calculation since chief juvenile probation officers and regular ranking probation officers are certified juvenile probation officers. Second, they were excluded from the overall turnover analysis to capture the rate of turnover only among line juvenile probation officers. Although interagency transfers were not included in the calculation of the turnover rate of state employees in the State Auditor's Report, transfers from department to department were included in this study because the individual moved from payment by one county to payment by another county. Moreover, transfers of this kind were small in number, thus not affecting the results significantly.

A trend analysis could not be completed on the salary level or turnover rate since this study is the first of its kind. It is, however, the intention of TJPC to collect data on an annual basis to properly record both salary and turnover trends over a period of years.

Data Verification

Four methods of data verification were employed by TJPC staff to determine if the level of error within project processes was acceptable. First, the data were verified through the proper application of statistical procedures. Second, data entry accuracy was tested by comparing a randomized 40% sample of the salary surveys against the applicable database. The amount of error discovered was less than 1.8%. Third, a random 5% sample of the salary surveys was selected to compare surveyed salaries against the actual payroll documentation received from local personnel departments. After review and analysis by the agency Accounting Division, the variance between the salaries reported and salaries documented was immaterial (i.e., fiscally insignificant). Finally, 100% of the data elements from the turnover sample that were relevant to this study were audited and verified.

Glossary of Terms

Statistical Terminology

Median: The midpoint in an ordered series of values.

Mean: The arithmetical average obtained by totaling the observed values and dividing by the number of cases.

Turnover Rate: The value calculated by dividing the total number of employees who departed in a given year by the total number of employees in the same time period. All departures, without regard to reason, were included in the calculation of the turnover rates.

Terminology Relevant to the Salary and Turnover Study

Years of Experience: The number of years the survey respondent served in his/her particular juvenile probation department at the time the survey was administered. It does not refer to the individuals' length of experience in juvenile probation practices.

Size of County:

Small: Counties with a juvenile-age population of 20,000 or less (n= 149)

Medium: Counties with a juvenile-age population between 20,001 and 50, 000 (n= 12)

Large: Counties with a juvenile-age population of 50,001 or more (n= 7)

Juvenile Justice Terminology

Line Juvenile Probation Officers: Juvenile probation officers who carry a caseload and provide an array of services to juveniles on probation.

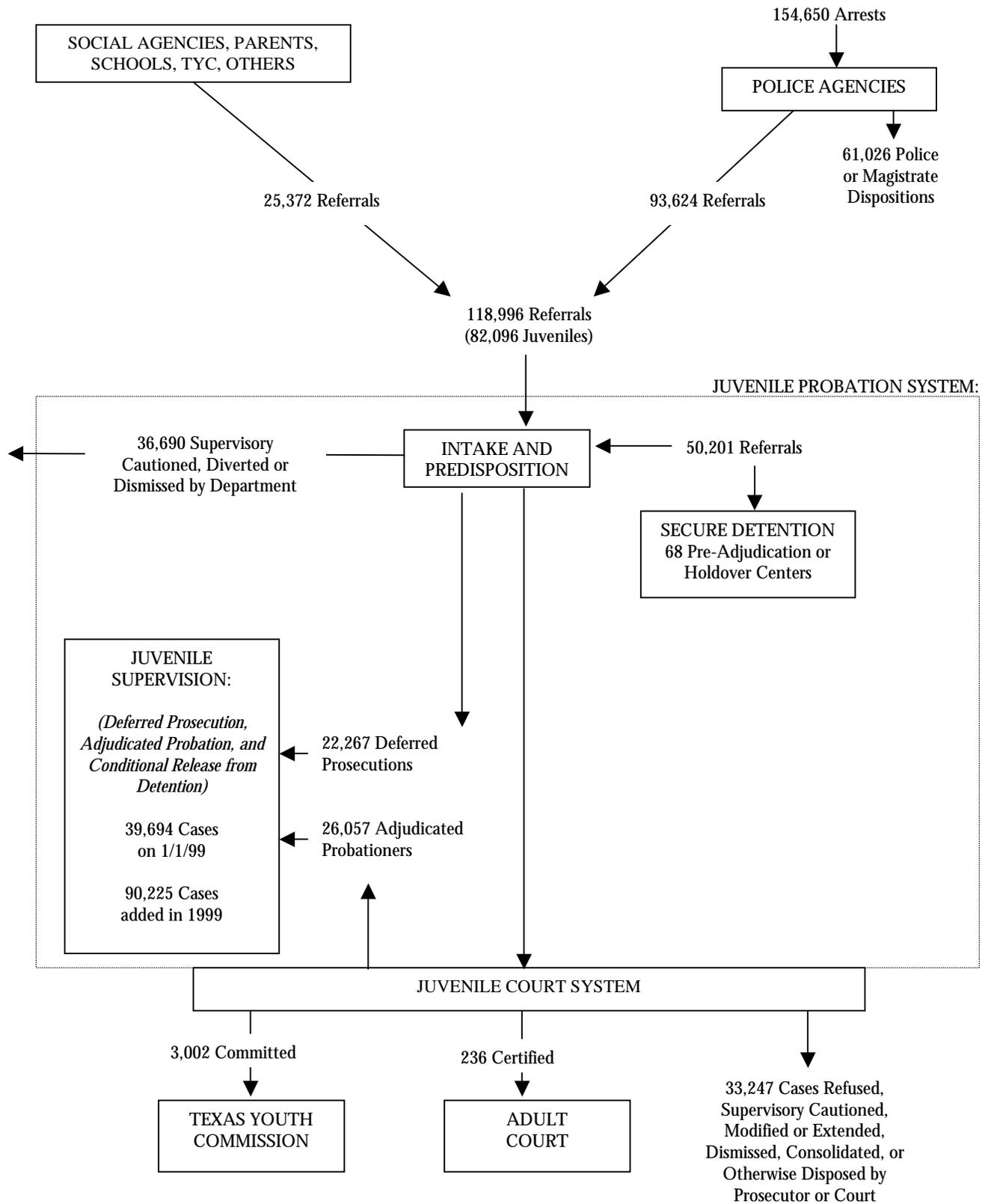
Specialized Officers: Juvenile probation officers who serve in specialized capacities, such as intensive probation services, juvenile justice alternative education services, or Title IV-E programming.

Administrators: Juvenile probation officers who operate in a supervisory capacity, including assistant chiefs, supervisors, coordinators, unit managers, and assistant managers.

Chief Juvenile Probation Officers: Officers who exercise executive, administrative, and supervisory direction of local juvenile probation department operations.

Referrals: The initial face-to-face visit or interview between department staff and the child and/or parents as a result of alleged conduct that violates the law.

APPENDIX B: MOVEMENT OF JUVENILES FLOWCHART IN 1999



APPENDIX C: JUVENILE PROBATION OFFICER MEDIAN SALARY COMPARED TO THE STATE MEDIAN SALARY

Appendix C shows the state median salary for all juvenile probation departments including line officers, specialized officers and administrators but excluding chief juvenile probation officers. The table shows the ranking of the listed counties in reference to the calculated difference between the department median salary and statewide median salary. The “Rank” column represents the department median salaries from high to low.

Table C1
Juvenile Probation Officer Median Salary
as Compared to the State Median Salary
Alphabetical by County
(n = 2,166)

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
Anderson	31224	24900	-6324	103
Andrews	31224	28500	-2724	49
Angelina	31224	25894	-5330	83
Atascosa	31224	22200	-9024	133
Austin	31224	29637	-1587	37
Bandera	31224	28625	-2599	47
Bastrop	31224	24521	-6703	110
Bell	31224	31260	36	16
Bexar	31224	32382	1158	9
Bowie	31224	27325	-3899	64
Brazoria	31224	31057	-167	20
Brazos	31224	29480	-1744	40
Brewster	31224	21500	-9724	139
Brooks	31224	24000	-7224	116
Brown	31224	21731	-9493	138
Burnet	31224	25804	-5420	85
Caldwell	31224	26500	-4724	74
Calhoun	31224	21000	-10224	143
Cameron	31224	25503	-5721	94
Cass	31224	24588	-6636	108
Cherokee	31224	24942	-6282	102
Childress	31224	25800	-5424	86
Coke	31224	30000	-1224	28
Collin	31224	32198	974	12
Comal	31224	28135	-4089	66
Comanche	31224	25000	-6224	99
Cooke	31224	25000	-6224	100

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
Coryell	31224	25642	-5582	91
Crosby	31224	25214	-6010	97
Dallam	31224	21000	-10224	144
Dallas	31224	33588	2364	6
Dawson	31224	24900	-6324	104
Deaf Smith	31224	26125	-5099	79
Denton	31224	30291	-933	23
Dewitt	31224	21000	-10224	145
Eastland	31224	30000	-1224	29
Ector	31224	29494	-1730	39
El Paso	31224	32328	1104	10
Ellis	31224	29757	-1467	35
Erath	31224	24000	-7224	117
Fannin	31224	25600	-5624	92
Fayette	31224	27750	-3474	59
Floyd	31224	21225	-9999	141
Fort Bend	31224	30019	-1205	27
Frio	31224	27841	-3383	58
Gaines	31224	31200	-24	19
Galveston	31224	27540	-3684	61
Garza	31224	28567	-2657	48
Goliad*	31224	11750	-19474	148
Gonzales	31224	28272	-2952	51
Gray	31224	36002	4778	2
Grayson	31224	32850	1626	8
Gregg	31224	28000	-3224	53
Grimes	31224	25650	-5574	90
Guadalupe	31224	25515	-5709	93
Hale	31224	29917	-1307	34
Hardin	31224	28875	-2349	44
Harris	31224	35736	4512	3
Harrison	31224	25032	-6192	98
Haskell	31224	30000	-1224	30
Hays	31224	27897	-3327	55
Henderson	31224	26061	-5163	81
Hidalgo	31224	27250	-3974	65
Hill	31224	26503	-4721	73
Hockley	31224	31250	26	17
Hood	31224	28201	-3023	52

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
Hopkins	31224	25500	-5724	95
Houston	31224	24806	-6418	106
Howard	31224	28440	-2784	50
Hunt	31224	28650	-2574	46
Hutchinson	31224	27848	-3376	57
Jackson	31224	20000	-11224	146
Jasper	31224	31218	-6	18
Jefferson	31224	35130	3906	4
Jim Wells	31224	23729	-7495	121
Johnson	31224	30051	-1173	26
Jones	31224	25724	-5500	88
Karnes	31224	24605	-6619	107
Kaufman	31224	30198	-1026	24
Kendall	31224	27500	-3724	62
Kerr	31224	26880	-4344	68
Kleberg	31224	28663	-2561	45
Lamar	31224	23911	-7313	119
Lamb	31224	30000	-1224	31
Lampasas	31224	26158	-5066	78
LaSalle	31224	23000	-8224	130
Liberty	31224	30484	-740	22
Limestone	31224	26867	-4357	69
Lubbock	31224	26686	-4538	71
Matagorda	31224	23438	-7786	126
Maverick	31224	27430	-3794	63
McCulloch	31224	24250	-6974	113
McLennan	31224	29024	-2200	41
Medina	31224	26027	-5197	82
Midland	31224	26665	-4559	72
Milam	31224	21400	-9824	140
Montague	31224	23153	-8071	127
Montgomery	31224	27118	-4106	67
Moore	31224	26463	-4761	76
Nacogdoches	31224	23100	-8124	128
Navarro	31224	25000	-6224	101
Nolan	31224	23800	-7424	120
Nueces	31224	31678	454	14
Orange	31224	30815	-409	21
Palo Pinto	31224	24300	-6924	112

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
Panola	31224	24370	-6854	111
Parker	31224	29950	-1274	33
Pecos	31224	24007	-7217	115
Polk	31224	26832	-4392	70
Potter	31224	38106	6882	1
Randall	31224	32212	988	11
Red River	31224	23553	-7671	124
Reeves	31224	22179	-9045	134
Refugio*	31224	11750	-19474	149
Rockwall	31224	29700	-1524	36
Rusk	31224	22100	-9124	137
San Patricio	31224	30112	-1112	25
Smith	31224	28910	-2314	43
Starr	31224	24225	-6999	114
Sutton	31224	25500	-5724	96
Swisher	31224	21200	-10024	142
Tarrant	31224	32868	1644	7
Taylor	31224	25893	-5331	84
Terry	31224	26476	-4748	75
Titus	31224	30000	-1224	32
Tom Green	31224	23722	-7502	122
Travis	31224	34710	3486	5
Tyler	31224	22179	-9045	135
Upshur	31224	29550	-1674	38
Upton	31224	17509	-13715	147
Uvalde	31224	26450	-4774	77
Val Verde	31224	31661	437	15
Van Zandt	31224	23452	-7772	125
Victoria	31224	27852	-3372	56
Walker	31224	24851	-6373	105
Waller	31224	23097	-8127	129
Ward	31224	22512	-8712	132
Webb	31224	26116	-5108	80
Wharton	31224	29000	-2224	42
Wheeler	31224	24000	-7224	118
Wichita	31224	25788	-5436	87
Wilbarger	31224	23720	-7504	123
Willacy	31224	27630	-3594	60
Williamson	31224	31840	616	13

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
Wise	31224	25675	-5549	89
Wood	31224	24581	-6643	109
Yoakum	31224	28000	-3224	54
Young	31224	23000	-8224	131
Zapata	31224	22179	-9045	136

* Although Goliad and Refugio counties were separate departments, they were administered by the same chief juvenile probation officer and one shared juvenile probation officer. These counties were not used in the final calculation of the minimum salary category (as on pp. 6, 8).

Table C2
Juvenile Probation Officer Median Salary
as Compared to the State Median Salary
Numerical by Rank
(n = 2,166)

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
Potter	31224	38106	6882	1
Gray	31224	36002	4778	2
Harris	31224	35736	4512	3
Jefferson	31224	35130	3906	4
Travis	31224	34710	3486	5
Dallas	31224	33588	2364	6
Tarrant	31224	32868	1644	7
Grayson	31224	32850	1626	8
Bexar	31224	32382	1158	9
El Paso	31224	32328	1104	10
Randall	31224	32212	988	11
Collin	31224	32198	974	12
Williamson	31224	31840	616	13
Nueces	31224	31678	454	14
Val Verde	31224	31661	437	15
Bell	31224	31260	36	16
Hockley	31224	31250	26	17
Jasper	31224	31218	-6	18
Gaines	31224	31200	-24	19
Brazoria	31224	31057	-167	20
Orange	31224	30815	-409	21
Liberty	31224	30484	-740	22
Denton	31224	30291	-933	23
Kaufman	31224	30198	-1026	24
San Patricio	31224	30112	-1112	25
Johnson	31224	30051	-1173	26
Fort Bend	31224	30019	-1205	27
Coke	31224	30000	-1224	28
Eastland	31224	30000	-1224	29
Haskell	31224	30000	-1224	30
Lamb	31224	30000	-1224	31
Titus	31224	30000	-1224	32
Parker	31224	29950	-1274	33
Hale	31224	29917	-1307	34

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
Ellis	31224	29757	-1467	35
Rockwall	31224	29700	-1524	36
Austin	31224	29637	-1587	37
Upshur	31224	29550	-1674	38
Ector	31224	29494	-1730	39
Brazos	31224	29480	-1744	40
McLennan	31224	29024	-2200	41
Wharton	31224	29000	-2224	42
Smith	31224	28910	-2314	43
Hardin	31224	28875	-2349	44
Kleberg	31224	28663	-2561	45
Hunt	31224	28650	-2574	46
Bandera	31224	28625	-2599	47
Garza	31224	28567	-2657	48
Andrews	31224	28500	-2724	49
Howard	31224	28440	-2784	50
Gonzales	31224	28272	-2952	51
Hood	31224	28201	-3023	52
Gregg	31224	28000	-3224	53
Yoakum	31224	28000	-3224	54
Hays	31224	27897	-3327	55
Victoria	31224	27852	-3372	56
Hutchinson	31224	27848	-3376	57
Frio	31224	27841	-3383	58
Fayette	31224	27750	-3474	59
Willacy	31224	27630	-3594	60
Galveston	31224	27540	-3684	61
Kendall	31224	27500	-3724	62
Maverick	31224	27430	-3794	63
Bowie	31224	27325	-3899	64
Hidalgo	31224	27250	-3974	65
Comal	31224	27135	-4089	66
Montgomery	31224	27118	-4106	67
Kerr	31224	26880	-4344	68
Limestone	31224	26867	-4357	69
Polk	31224	26832	-4392	70
Lubbock	31224	26686	-4538	71
Midland	31224	26665	-4559	72
Hill	31224	26503	-4721	73

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
Caldwell	31224	26500	-4724	74
Terry	31224	26476	-4748	75
Moore	31224	26463	-4761	76
Uvalde	31224	26450	-4774	77
Lampasas	31224	26158	-5066	78
Deaf Smith	31224	26125	-5099	79
Webb	31224	26116	-5108	80
Henderson	31224	26061	-5163	81
Medina	31224	26027	-5197	82
Angelina	31224	25894	-5330	83
Taylor	31224	25893	-5331	84
Burnet	31224	25804	-5420	85
Childress	31224	25800	-5424	86
Wichita	31224	25788	-5436	87
Jones	31224	25724	-5500	88
Wise	31224	25675	-5549	89
Grimes	31224	25650	-5574	90
Coryell	31224	25642	-5582	91
Fannin	31224	25600	-5624	92
Guadalupe	31224	25515	-5709	93
Cameron	31224	25503	-5721	94
Hopkins	31224	25500	-5724	95
Sutton	31224	25500	-5724	96
Crosby	31224	25214	-6010	97
Harrison	31224	25032	-6192	98
Comanche	31224	25000	-6224	99
Cooke	31224	25000	-6224	100
Navarro	31224	25000	-6224	101
Cherokee	31224	24942	-6282	102
Anderson	31224	24900	-6324	103
Dawson	31224	24900	-6324	104
Walker	31224	24851	-6373	105
Houston	31224	24806	-6418	106
Karnes	31224	24605	-6619	107
Cass	31224	24588	-6636	108
Wood	31224	24581	-6643	109
Bastrop	31224	24521	-6703	110
Panola	31224	24370	-6854	111
Palo Pinto	31224	24300	-6924	112

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
McCulloch	31224	24250	-6974	113
Starr	31224	24225	-6999	114
Pecos	31224	24007	-7217	115
Brooks	31224	24000	-7224	116
Erath	31224	24000	-7224	117
Wheeler	31224	24000	-7224	118
Lamar	31224	23911	-7313	119
Nolan	31224	23800	-7424	120
Jim Wells	31224	23729	-7495	121
Tom Green	31224	23722	-7502	122
Wilbarger	31224	23720	-7504	123
Red River	31224	23553	-7671	124
Van Zandt	31224	23452	-7772	125
Matagorda	31224	23438	-7786	126
Montague	31224	23153	-8071	127
Nacogdoches	31224	23100	-8124	128
Waller	31224	23097	-8127	129
LaSalle	31224	23000	-8224	130
Young	31224	23000	-8224	131
Ward	31224	22512	-8712	132
Atascosa	31224	22200	-9024	133
Reeves	31224	22179	-9045	134
Tyler	31224	22179	-9045	135
Zapata	31224	22179	-9045	136
Rusk	31224	22100	-9124	137
Brown	31224	21731	-9493	138
Brewster	31224	21500	-9724	139
Milam	31224	21400	-9824	140
Floyd	31224	21225	-9999	141
Swisher	31224	21200	-10024	142
Calhoun	31224	21000	-10224	143
Dallam	31224	21000	-10224	144
Dewitt	31224	21000	-10224	145
Jackson	31224	20000	-11224	146
Upton	31224	17509	-13715	147
Goliad*	31224	11750	-19474	148
Refugio*	31224	11750	-19474	149

* Although Goliad and Refugio counties were separate departments, they were administered by the same chief juvenile probation officer and one shared juvenile probation officer. These counties were not used in the final calculation of the minimum salary category (as on pp. 6, 8).

APPENDIX D: JUVENILE PROBATION OFFICER MEDIAN SALARY BASED ON LENGTH OF EXPERIENCE

A comparison of juvenile probation officers' salary, their respective departments and their years of experience are presented in Table D1. It includes line juvenile probation officers, specialized officers and administrators but excludes chief juvenile probation officers. The Table also provides the median salary for each department as well as the median salary for each tenure category.

Table D1
Juvenile Probation Officer Median Salary
Based on the Length of Experience

County	Median Salary	0-3 Years	4-6 Years	7-9 Years	10-12 Years	13-15 Years	16-18 Years	19-More Years
Anderson	24,900	23,000	26,800					
Andrews	28,500			28,500				
Angelina	25,894	25,500	26,711	29,744	28,052			
Atascosa	22,200	22,200	29,502					
Austin	29,637		27,510	31,763				
Bandera	28,625	28,625						
Bastrop*	24,521	23,497	25,541	43,319				
Bell	31,260	25,656	35,616	30,744	31,776	33,096	41,280	35,616
Bexar	32,382	26,088	27,900	32,190	35,514	39,900	41,472	43,164
Bowie	27,325	25,947	25,947					41,652
Brazoria	31,057	27,216	31,057	36,464	34,345			45,331
Brazos	29,480	26,708	30,876	29,480	29,480	35,043		48,307
Brewster*	21,500	21,500						
Brooks	24,000	24,000						
Brown	21,731	21,525	21,731		27,760			
Burnet	25,804	23,354		30,394	31,770	43,418		
Caldwell	26,500	25,500	29,000					
Calhoun	21,000	19,500	27,500					
Cameron	25,503	23,988	27,224	32,139		32,916		43,510
Cass	24,588	24,588						
Cherokee	24,942	23,859			33,354			
Childress	25,800	25,800						
Coke	30,000		29,105			31,450		
Collin	32,198	28,294	31,844	36,816		40,997	45,111	57,606
Comal	28,135	26,780	30,641	29,806				
Comanche	25,000	23,000	25,000					
Cooke	25,000	24,000	26,000					
Coryell	25,642	25,400	26,926					
Crosby*	25,214			25,214				
Dallam	21,000	21,000						
Dallas	33,588	26,844	32,148	35,196	35,838	35,652	40,968	41,952

County	Median Salary	0-3 Years	4-6 Years	7-9 Years	10-12 Years	13-15 Years	16-18 Years	19-More Years
Dawson	24,900	22,300	27,500					
Deaf Smith	26,125		26,000	26,250				
Denton	30,291	28,566	30,291	35,233	45,115		42,869	50,835
Dewitt	21,000				21,000			
Eastland*	30,000	2,600		30,000			30,000	
Ector	29,494	25,937	28,308	30,087	30,480			36,088
El Paso	32,328	27,648	32,511	38,899	36,293	42,477	39,469	56,076
Ellis	29,757	28,568	29,757					
Erath	24,000	23,000			24,000			
Fannin	25,600	25,600						
Fayette	27,750	27,500	28,000					
Floyd	21,225	21,225						
Fort Bend	30,019	28,883	32,146	32,292	38,653		39,232	47,383
Frio	27,841			27,841				
Gaines*	31,200	31,200						
Galveston	27,540	26,206	27,136	27,540	31,640	33,444	31,242	42,754
Garza*	28,567	28,567						
Goliad	11,750	11,750						
Gonzales	28,272	26,460	28,862	29,422				
Gray	36,002	36,002	38,307	38,307				
Grayson	32,850	30,750	32,850	33,900	34,740	30,540		
Gregg	28,000	27,074	27,350	28,055	33,563			32,031
Grimes	25,650	24,600	26,700					
Guadalupe	25,515	25,515	31,090					
Hale	29,917	23,031	29,917				36,158	
Hardin	28,875	26,675	30,100					
Harris	35,736	24,948	31,872	37,020	37,020	42,798	39,588	42,156
Harrison	25,032	20,050	23,563	37,975	31,930			
Haskell*	30,000		30,000					
Hays	27,897	26,295	27,897	28,734			38,163	
Henderson	26,061	23,200	28,842	30,380				
Hidalgo	27,750	26,750	28,500	35,750	35,500	49,404	44,202	41,500
Hill	26,503	24,571	29,388					
Hockley	31,250	31,250						
Hood	28,201	25,416	30,482	31,752				
Hopkins	25,500	24,000	35,861					
Houston	24,806	24,806						
Howard	28,440	24,000	28,440			33,614		
Hunt	28,650	24,000	28,650	33,000				
Hutchinson	27,848	27,848						
Jackson	20,000	20,000						
Jasper	31,218	24,049	31,218	40,000				

County	Median Salary	0-3 Years	4-6 Years	7-9 Years	10-12 Years	13-15 Years	16-18 Years	19-More Years
Jefferson	35,130	32,004	32,755	34,555	39,822	37,472	39,924	55,728
Jim Wells*	23,729	22,200	23,729	27,489				
Johnson	30,051	26,325	31,473	34,333			34,076	
Jones	25,723	25,124	26,323					
Karnes	24,605	24,000	28,205					
Kaufman	30,198	28,000	30,198					
Kendall	27,500		27,500					
Kerr	26,880	26,880						
Kleberg*	28,663	28,663						
Lamar	23,911	23,911						
Lamb	30,000	30,000						
Lampasas	26,158	26,158						
LaSalle	23,000	23,000						
Liberty	30,484			30,484				
Limestone	26,867	23,672	26,004	30,529				
Lubbock	26,686	25,235	26,777	28,801	27,144	35,500	38,750	29,387
Matagorda	23,438	23,438						
Maverick*	27,430	27,040	27,430	30,472	32,503			
McCulloch	24,250	24,250						
McLennan	29,024	28,954	30,561	32,890	31,316		58,160	
Medina	26,027	26,027						
Midland	26,665	24,492	26,823	26,353		36,506	44,536	
Milam	21,400	20,800				36,340		
Montague	23,153	23,153						
Montgomery*	27,118	26,338	29,237	32,448	32,448	36,517	47,034	
Moore	26,463	26,463						
Nacogdoches	23,100	23,100					35,175	
Navarro	25,000	25,000						
Nolan	23,800	23,800						
Nueces	31,678	31,678	31,678	31,678	34,985		34,985	44,782
Orange	30,815	27,539	30,815	32,894			41,329	33,904
Palo Pinto	24,300	24,300						
Panola	24,370	22,780		25,960				
Parker	29,950	29,950	33,758	38,850	32,550			
Pecos	24,007		24,007					
Polk*	26,832	26,000	26,832				45,040	
Potter	38,106	30,972	34,662	40,572	40,572			43,560
Randall	32,212	30,182	32,023	33,788	48,163	40,789	40,789	48,146
Red River	23,553		23,553					
Reeves	22,179	22,179					29,389	
Refugio	11,750	11,750						
Rockwall	29,700	29,700						

County	Median Salary	0-3 Years	4-6 Years	7-9 Years	10-12 Years	13-15 Years	16-18 Years	19-More Years
Rusk	22,100	21,500		28,460				
San Patricio	30,112	28,431	31,008	35,161				41,460
Smith	28,910	26,800	28,190	37,790	35,397	30,894		
Starr	24,255	22,550	24,255	25,468				
Sutton	25,500	25,500						
Swisher	21,200	21,200						
Tarrant	32,868	32,160	32,844	43,056	38,250	41,388	39,354	42,860
Taylor	25,893	24,073	25,893	26,655	28,547	1,474	35,962	44,043
Terry	26,476	26,476						
Titus	30,000	25,500		30,000			35,535	
Tom Green	23,722	23,722	30,572	29,790	44,500			
Travis	34,710	30,185	33,510	37,041	37,137	43,095	39,169	40,585
Tyler	22,179		22,179					
Upshur	29,550	25,800	27,900	32,550				
Upton*	17,509			30,033				4,984
Uvalde*	26,450	22,000	28,537		42,800			
Val Verde	31,661	25,816	27,767	37,810	39,283			
Van Zandt	23,452	23,452	25,393					
Victoria	27,852	24,825	29,630					
Walker	24,851	24,026		27,500				
Waller	23,097	23,097						
Ward	22,512	22,512						
Webb	26,116	24,880	26,116		33,719			39,522
Wharton	29,000		27,900	29,000			29,870	
Wheeler	24,000	24,000						
Wichita	25,788	24,138	25,416	30,858	27,888	39,924	25,788	29,172
Wilbarger	23,720	23,720						
Willacy	27,630	27,630	30,300					
Williamson	31,840	29,547	32,246	43,438	39,795	43,413	48,513	46,172
Wise	25,675	25,358	31,359					
Wood	24,581	24,566		30,671				
Yoakum	28,000	28,000						
Young	23,000	23,000						
Zapata*	22,179	22,179	26,155				10,500	

* Fifteen counties operate under combined juvenile and adult probation departments (Bastrop, Brewster, Crosby, Eastland, Gaines, Garza, Haskell, Jim Wells, Kleberg, Maverick, Montgomery, Polk, Upton, Uvalde, and Zapata). Juvenile probation officers in those counties are paid by both adult and juvenile probation departments. Only the proportion paid by the juvenile probation department is included in the calculation of the median in this statistical table.

APPENDIX E: JUVENILE DETENTION AND CORRECTIONS OFFICER MEDIAN SALARY COMPARED TO THE STATE MEDIAN SALARY

Appendix E shows the state median salary for all juvenile detention and corrections officers. The table shows the ranking of the listed department in reference to the calculated difference between the department median salary and statewide median salary. The “Rank” column represents the department median salaries from high to low.

Table E1
Juvenile Detention and Corrections Officer Median Salary
as Compared to the State Median Salary
Alphabetical by County
(n = 1,245)

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
Anderson	23254	12480	-10774	51
Angelina	23254	19200	-4054	40
Atascosa	23254	15300	-7954	50
Bell	23254	21744	-1510	24
Bexar	23254	24144	890	13
Brazoria	23254	26456	3202	7
Brazos	23254	21385	-1869	26
Cameron	23254	19787	-3467	36
Collin	23254	26718	3464	6
Dallas	23254	28212	4958	4
Deaf Smith	23254	21000	-2254	29
Denton	23254	23254	0	17
Ector	23254	20550	-2704	32
El Paso	23254	21283	-1971	27
Ellis	23254	29088	5834	2
Floyd*	23254	6923	-16331	52
Fort Bend	23254	22886	-368	18
Galveston	23254	22473	-781	21
Grayson	23254	26400	3146	8
Gregg	23254	18604	-4650	41
Guadalupe	23254	20280	-2974	33
Hardin	23254	18387	-4867	42
Harris	23254	24156	902	12
Harrison	23254	16050	-7204	47
Hidalgo	23254	20750	-2504	31
Hunt	23254	17500	-5754	46
Jefferson	23254	25348	2094	10
Johnson	23254	21406	-1848	25

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
Limestone	23254	18063	-5191	44
Lubbock	23254	23767	513	14
Matagorda	23254	23438	184	16
McLennan	23254	22495	-759	20
Midland	23254	18371	-4883	43
Milam	23254	19573	-3681	38
Montgomery	23254	17980	-5274	45
Nueces	23254	23566	312	15
Pecos	23254	22574	-680	19
Potter	23254	32592	9338	1
Randall	23254	25780	2526	9
Reeves	23254	15500	-7754	48
San Patricio	23254	19615	-3639	37
Smith	23254	22120	-1134	22
Tarrant	23254	21840	-1414	23
Taylor	23254	20136	-3118	34
Tom Green	23254	20107	-3147	35
Travis	23254	28841	5587	3
Val Verde	23254	19263	-3991	39
Van Zandt	23254	15392	-7862	49
Victoria	23254	25148	1894	11
Webb	23254	20784	-2470	30
Wichita	23254	21160	-2094	28
Williamson	23254	28138	4884	5

* Floyd County operates a non-secure residential facility. In fiscal year 1999, the department allocated \$34,615 annually for five part-time detention officer salaries. These salaries were not annualized because the data for these calculations were unavailable. Floyd County was not used in the final calculation of the minimum salary category (as on pp. 13, 15).

Table E2
Juvenile Detention and Corrections Officer Median Salary
as Compared to the State Median Salary
Numerical by Rank
(n = 1,245)

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
Potter	23254	32592	9338	1
Ellis	23254	29088	5834	2
Travis	23254	28841	5587	3
Dallas	23254	28212	4958	4
Williamson	23254	28138	4884	5
Collin	23254	26718	3464	6
Brazoria	23254	26456	3202	7
Grayson	23254	26400	3146	8
Randall	23254	25780	2526	9
Jefferson	23254	25348	2094	10
Victoria	23254	25148	1894	11
Harris	23254	24156	902	12
Bexar	23254	24144	890	13
Lubbock	23254	23767	513	14
Nueces	23254	23566	312	15
Matagorda	23254	23438	184	16
Denton	23254	23254	0	17
Fort Bend	23254	22886	-368	18
Pecos	23254	22574	-680	19
McLennan	23254	22495	-759	20
Galveston	23254	22473	-781	21
Smith	23254	22120	-1134	22
Tarrant	23254	21840	-1414	23
Bell	23254	21744	-1510	24
Johnson	23254	21406	-1848	25
Brazos	23254	21385	-1869	26
El Paso	23254	21283	-1971	27
Wichita	23254	21160	-2094	28
Deaf Smith	23254	21000	-2254	29
Webb	23254	20784	-2470	30
Hidalgo	23254	20750	-2504	31
Ector	23254	20550	-2704	32
Guadalupe	23254	20280	-2974	33
Taylor	23254	20136	-3118	34

County	State Median Salary	Officers Median Salary	Difference with the State	Rank
Tom Green	23254	20107	-3147	35
Cameron	23254	19787	-3467	36
San Patricio	23254	19615	-3639	37
Milam	23254	19573	-3681	38
Val Verde	23254	19263	-3991	39
Angelina	23254	19200	-4054	40
Gregg	23254	18604	-4650	41
Hardin	23254	18387	-4867	42
Midland	23254	18371	-4883	43
Limestone	23254	18063	-5191	44
Montgomery	23254	17980	-5274	45
Hunt	23254	17500	-5754	46
Harrison	23254	16050	-7204	47
Reeves	23254	15500	-7754	48
Van Zandt	23254	15392	-7862	49
Atascosa	23254	15300	-7954	50
Anderson	23254	12480	-10774	51
Floyd*	23254	6923	-16331	52

* Floyd County operates a non-secure residential facility. In fiscal year 1999, the department allocated \$34,615 annually for five part-time detention officer salaries. These salaries were not annualized because the data for these calculations were unavailable. Floyd County was not used in the final calculation of the minimum salary category (as on pp. 13, 15).

APPENDIX F: JUVENILE DETENTION AND CORRECTIONS OFFICER MEDIAN SALARY BASED ON LENGTH OF EXPERIENCE

A three-way correlation between juvenile detention and corrections officers' salary, their respective departments, and their years of experience is presented in Table F1. The Table also provides the median salary for each county as well as the median salary for each tenure category within those departments.

Table F1
Juvenile Detention and Corrections Officer Median Salary
Based on Length of Experience

County	Median Salary	0-3 Years	4-6 Years	7-9 Years	10-12 Years	13-15 Years	16-18 Years	19-More Years
Anderson	12,480	12,480	14,560					
Angelina	19,200	16,100	19,200					
Atascosa	15,300	15,300	15,900					
Bell	21,744	20,400	23,088					
Bexar	24,144	23,664	25,392	27,054	29,652	31,116	28,788	
Brazoria	26,456	25,317	26,456	26,456			26,456	
Brazos	21,385	19,469	21,385					
Cameron	19,787	19,668	19,787	23,378	23,378		23,443	
Collin	26,718	26,700	31,788			40,313		
Dallas	28,212	26,628	30,264	34,410				
Deaf Smith	21,000		21,000					
Denton	23,254	23,254	29,523	33,228				
Ector	20,550	18,844	20,550	22,256				
El Paso	21,283	20,252	24,128	25,689	27,296	30,451		30,678
Ellis	29,087		29,087					
Floyd*	6,923	6,923						
Fort Bend	22,886	22,318	23,296	25,756				
Galveston	22,473	22,392	24,235	23,525		22,840	29,424	32,195
Grayson	26,400	26,400	27,000		27,540			
Gregg	18,604	18,249	18,604		20,563	19,970	18,604	
Guadalupe	20,280	16,702	20,943					
Hardin	18,387	18,387	18,387					
Harris	24,156	22,872	24,156	24,156	25,440	25,440	26,724	40,872
Harrison	16,050	15,670	20,521		18,568			
Hidalgo	20,750	20,250	21,500	23,750	25,400			
Hunt	17,500	15,770	18,250	20,635				
Jefferson	25,348	25,222	25,348	34,617				
Johnson	21,406	21,216	18,063					
Limestone	18,063	14,560	18,063					26,964
Lubbock	23,767	21,169	25,235	24,420	31,052			
Matagorda	23,437	23,437						
McLennan	22,495	21,840	22,604	26,388				28,637

County	Median Salary	0-3 Years	4-6 Years	7-9 Years	10-12 Years	13-15 Years	16-18 Years	19-More Years
Midland	18,371	18,371	19,420	21,145	22,973			
Milam	19,573	19,573						
Montgomery	17,980	14,049	28,782	33,384				
Nueces	23,566	23,566	12,000	31,678	26,645			23,566
Pecos	22,574		21,719	26,622	22,777	24,172		
Potter	32,592		32,592					
Randall	25,780	25,020	26,516	33,842				
Reeves	15,500	15,500				22,675		
San Patricio	19,615	19,427	20,572					
Smith	22,120	22,120	31,655		23,240			
Tarrant	21,840	21,840				21,840		
Taylor	20,136	16,557		29,363				
Tom Green	20,107		20,107	20,210				
Travis	28,841	27,581	30,154	30,786	33,185			
Val Verde	19,263	19,263	23,056	19,263	22,848			
Van Zandt	15,392	15,392						
Victoria	25,148	25,148	25,148	28,580				
Webb	20,784		18,026	20,784	20,784		20,784	22,967
Wichita	21,160	18,984	21,160	22,272	22,044	24,084		
Williamson	28,138	26,131	29,547	32,628	34,276			

* Floyd County operates a non-secure residential facility. In fiscal year 1999, the department allocated \$34,615 annually for five part-time detention officer salaries. These salaries were not annualized because the data for these calculations were unavailable. Floyd County was not used in the final calculation of the minimum salary category (as on pp. 13, 15).

APPENDIX G: TURNOVER FOR FISCAL YEAR 1999

Table G1
Number of Juvenile Probation, Detention, and Corrections Officers
Turnover During Fiscal Year 1999

County	Total Personnel Turnover	Certified Juvenile Probation Officers	Detention and Corrections Officers
Anderson	6	0	6
Angelina	4	2	2
Atascosa	4	2	2
Bastrop	7	7	0
Bell	12	12	0
Bexar	34	9	24
Bowie	2	2	0
Brazoria	11	6	5
Brazos	11	4	7
Brooks	1	1	0
Burnet	6	6	0
Caldwell	1	1	0
Calhoun	2	2	0
Cameron	8	2	6
Cherokee	1	1	0
Collin	3	1	2
Coryell	1	1	0
Dallam	1	1	0
Dallas	55	53	2
Dawson	2	2	0
Denton	1	1	0
Ector	5	0	5
El Paso	24	8	16
Erath	1	1	0
Floyd	6	2	4
Fort Bend	17	10	7
Galveston	10	3	7
Grayson	6	2	4
Gregg	2	0	2
Hale	2	2	0
Hardin	2	2	0
Harris	144	38	106
Harrison	3	3	0
Henderson	1	1	0
Hopkins	3	3	0
Hunt	4	3	1
Hutchinson	1	1	0
Jackson	1	1	0
Jasper	1	1	0
Jefferson	1	1	0

County	Total Personnel Turnover	Certified Juvenile Probation Officers	Detention and Corrections Officers
Jim Wells	2	2	0
Johnson	3	3	0
Kerr	1	1	0
Kleberg	2	2	0
LaSalle	1	1	0
Limestone	10	1	9
Lubbock	12	3	9
Matagorda	1	1	0
McLennan	14	8	6
Midland	18	2	16
Montague	1	1	0
Montgomery	7	7	0
Nacogdoches	1	1	0
Navarro	1	1	0
Nolan	1	1	0
Nueces	5	1	4
Orange	1	1	0
Polk	6	6	0
Randall	7	1	6
Reeves	1	0	1
Rockwall	2	2	0
San Patricio	9	3	6
Smith	8	3	5
Tarrant	9	5	4
Taylor	3	0	3
Terry	1	1	0
Tom Green	8	5	3
Travis	51	25	26
Upton	2	2	0
Uvalde	1	1	0
Val Verde	1	0	1
Van Zandt	15	2	13
Victoria	19	1	18
Walker	1	1	0
Ward	1	1	0
Webb	14	4	10
Wichita	5	4	1
Williamson	3	3	0
Young	4	4	0
Zapata	3	3	0
TOTAL	662	313	349



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