



Strategic Plan

For the 1999-2003 Period



Texas Juvenile Probation Commission

*"There is no greater insight into the future than recognizing
when we save our children, we save ourselves."*

-Margaret Mead, Anthropologist

Texas Juvenile Probation Commission

Strategic Plan For the 1999-2003 Period



Vicki Spriggs, Executive Director
P.O. Box 13547
Austin, Texas 78711-3547

4900 North Lamar
512/424-6700

Published and Submitted June 1998

Board Member	Dates of Term	Hometown
Michael L. Williams, Chair	10/16/1995 – 08/31/2001	Arlington
Robert P. Brotherton, Vice-Chair	10/16/1995 – 08/31/2001	Wichita Falls
Michael Cantrell	06/12/1998 – 06/12/2004	Dallas
Mary Craft	06/12/1998 – 06/12/2004	Houston
Raul Garcia	04/18/1994 – 08/31/1999	Austin
Keith H. Kuttler	05/17/1996 – 08/31/2001	Bryan
Betsy Lake	10/16/1995 – 08/31/1999	Houston
William E. "Bill" Miller	06/12/1998 – 06/12/2004	Lubbock
Robert Tejada	07/20/1994 – 08/31/1999	San Antonio

Signed:

Vicki Spriggs, Executive Director

Approved:

Michael L. Williams, Chair of TJPC Board

The Texas Juvenile Probation Commission, an equal opportunity employer, does not discriminate on the basis of race, color, national origin, sex, religion, age or disability in employment or the provision of services, programs or activities. In compliance with the Americans with Disabilities Act, this document may be requested in alternative formats by contacting the Texas Juvenile Probation Commission at the above address.

Table of Contents

Statewide Vision, Mission and Philosophy	3	
Relevant Statewide Goals and Benchmarks	4	
Agency Mission		4
Agency Philosophy	4	
External/Internal Assessment	5	
I. Overview of Agency Scope and Functions	5	
<i>Statutory Basis; Historical Perspective; Main Agency Functions; Who We Are</i>		
II. Service Population Demographics	8	
<i>Affected Populations; Statistics in External Environment; Trends in Juvenile Justice</i>		
III. Organizational Aspects	10	
<i>Composition, Structure and Evolution of Organization; Human Resource Strengths and Weaknesses; Geographic Location of Agency; Interaction with Other Government and Public Organizations; Capital Improvement Needs; Key Organizational Events and Accomplishments</i>		
IV. Technological Developments	17	
V. Fiscal Aspects	18	
<i>Budget; Budgetary Limitations - Appropriation Rider; Degree to which Current Budget Meets Current and Expected Needs</i>		
VI. Economic Variables	22	
VII. Impact of Federal Statutes/Regulations	22	
<i>Historical Role of Federal Involvement; Current Federal Activities; Impact of Future Federal Actions</i>		
VIII. Impact of Texas House Bill 2074 and Texas Senate Bill 1	24	
IX. Self Evaluation and Opportunities for Improvement	26	
<i>Performance Measures and Evaluations/Audits; Internal/External Assessment Methodology; Performance Benchmarking; Employee Perceptions and Long Term Strategies for Involvement; Customer Satisfaction Assessment; Historically Underutilized Businesses</i>		

Agency Goals; Objectives and Outcome Measures; Strategies and Output, Efficiency and Explanatory Measures	36
Appendices	39
I. Agency Planning Process	39
II. Five-Year Projections for Outcomes	40
III. Linkage of TJPC Strategies and Measures to Key Issues Identified in <i>TJPC/TYC Coordinated Strategic Plan</i>	41
IV. HHSC Strategy Matrix	42
V. Organizational Chart	44
VI. Survey of Organizational Excellence Results and Utilization Plan	45

Our Vision for Texas

Together, we can make Texas a beacon state. A state where our children receive an excellent education so they have the knowledge and skills for the next century. A state where people feel safe in their communities and all people know the consequences of committing a crime are swift and sure. A state where our laws encourage jobs and justice. A state where each citizen accepts responsibility for his or her behavior. And a state where our greatest resource – our people – are free to achieve their highest potential. I envision a state where it continues to be true that what Texans can dream, Texans can do.

-George W. Bush, Governor

The Mission of Texas State Government

The mission of Texas State government is to support and promote individual and community efforts to achieve and sustain social and economic prosperity for its citizens.

The Philosophy of Texas State Government

State government will be ethical, accountable, and dedicated to serving the citizens of Texas well. State government will operate efficiently and spend the public's money wisely.

State government will be based on four core principles that will guide decision-making processes.

Limited and Efficient Government	<i>Government cannot solve every problem or meet every need. State government should do a few things and do them well.</i>
Local Control	<i>The best form of government is one that is closest to the people. State government should respect the right and ability of local communities to resolve issues that affect them. The state must avoid imposing unfunded mandates.</i>
Personal Responsibility	<i>It is up to each individual, not government, to make responsible decisions about his or her life. Personal responsibility is the key to a more decent and just society. State employees, too, must be accountable for their actions.</i>
Support for Strong Families	<i>The family is the backbone of society and, accordingly, state government must pursue policies that nurture and strengthen Texas families.</i>

Texas Functional Goals and Benchmarks

Priority Goal for Public Safety and Criminal Justice: *To protect Texans from crime by holding individuals accountable for their unlawful actions through swift and sure punishment.*

Benchmarks for TJPC include:

- Juvenile violent crime arrest rate
- Average rate of juvenile re-incarceration within three years of initial release
- Number of referrals to the juvenile justice system
- Percent of juvenile offenders who provide community restitution
- Violence rate in school setting
- Incidence of confirmed cases of unsafe facilities, or abuse, neglect, or death of children

TJPC Mission

TJPC has a mission to work in partnership with local juvenile boards and their local juvenile probation departments to provide a comprehensive range of community based probation services. These locally controlled programs will ensure public safety, offender accountability, and assistance to offenders in becoming productive, responsible, law-abiding citizens.

This mission is accomplished through a continuum of services and programs that:

- include prevention, early intervention, and rehabilitative programs;
- maximize family participation and accountability;
- are community based, family oriented and as least restrictive as possible;
- include a mix of residential and non-residential services which reduce commitments to the Texas Youth Commission; and,
- are a balance of public and private services and resources.

TJPC Agency Philosophy

TJPC recognizes that youth crime is an issue that transcends neighborhoods, as well as boundaries of city, county, state and federal governments. We believe that local communities should be given the autonomy and local control to develop their own solutions to their unique problems. TJPC can best serve them by providing limited and efficient government through funding, technical assistance, relevant training, and monitoring of standards which are appropriate to the realities of juvenile justice.

We believe that the most effective and efficient philosophy involves striving to provide a continuum of care and supervision for each juvenile offender, as well as those at risk of becoming offenders. It addresses the totality of human functioning including: physical, emotional, intellectual, social, vocational, and educational. A balanced approach to juvenile justice must be developed emphasizing protection of the community, accountability, and rehabilitation that will enable children to become valued members of society. Building strong families with members who act responsibly is vital for successful interventions. Policies must focus on social, economic, and behavioral factors related to high delinquency rates, and all sectors of the community should cooperate to reduce juvenile violence and crime while rehabilitating youthful offenders. Delinquency prevention as well as early interception and intervention efforts must have greater emphasis and financial support, thus creating a proactive system as opposed to the current

reactive system. A distinct division between the community-based probation system and the institutional system must be maintained.

External/Internal Assessment

I. Overview of Agency Scope and Functions

A. Statutory Basis

The Texas Juvenile Probation Commission (TJPC) was created in 1981 by the 67th Legislature and was re-authorized after Sunset Review in 1987 by the 70th Legislature.

The statutory basis for TJPC is Chapter 141 of the Texas Human Resources Code, Sec. 141.001. The purposes of this chapter are to:

- (1) make probation services available to juveniles across the state;
- (2) improve the effectiveness of juvenile probation services;
- (3) provide alternatives to the commitment of juveniles by providing financial aid to juvenile boards to establish and improve probation services;
- (4) establish uniform probation administration standards;
- (5) improve communications among state and local entities within the juvenile justice system; and,
- (6) provide minimum standards for juvenile probation.

B. Historical Perspective

During the past decade, problems with juveniles have been more daunting than ever before. Gangs, drugs, and violence have changed the landscapes of our urban centers and small towns. Fortunately, the state and local partnership that is the juvenile probation system in Texas is more ready than ever to face these challenges. Since 1981, TJPC has extended juvenile probation services to every corner of the state and advanced training has been provided for all the state's juvenile probation professionals.

Texas citizens and lawmakers have grown to understand the absolute necessity of addressing the problems of troubled youth. While more resources have come into the juvenile probation system, these resources have not kept up with the demand for services. On an optimistic note, for the first time since 1987, total referrals to the juvenile probation system decreased.

TJPC works in partnership with 163 juvenile probation departments across Texas. Each one operates in a community with its own cultural heritage and unique social structure. Because we believe local problems call for local solutions, juvenile justice in Texas is administered and controlled at the county level. The state, through TJPC, provides the professional and fiscal support that enables all counties to develop programs and services that comply with the state standards and meet local needs.

Only 17 years ago, many Texas children were thrown into adult jails alongside older, hardened criminals. TJPC and its local partners have brought an end to this destructive practice. Today, there are more than 50 facilities designated for the secure detention of juveniles in Texas. A number of them have been recognized nationally as model facilities

with excellent programs. Through the cooperative efforts of TJPC, the Texas Juvenile Detention Association, and local juvenile probation agencies, Texas has become a leader in the development of standards for juvenile detention.

Since the creation of TJPC in 1981, significant strides have been made towards fulfilling the agency's purpose:

1981	1998
No juvenile probation services in 32 counties	All 254 counties have juvenile probation services
No juvenile boards in 107 counties	All 254 counties have juvenile boards
No state standards for juvenile probation	All Texas juvenile probation agencies and detention and post-adjudication facilities monitored for standards compliance
No professional certification for juvenile probation practitioners	More than 3,300 juvenile probation and juvenile detention officers currently certified in Texas
No standards for juvenile detention facilities	Statewide standards applied to all Texas juvenile detention centers
No systematic training of juvenile probation practitioners	All probation and detention officers receive at least 40 hours of training each year
No system of fiscal accountability for local use of state funds	Each local probation department and county and private detention center and post-adjudication center undergoes annual fiscal audit and/or standards compliance monitoring
No intensive supervision programs for serious juvenile offenders	120 departments offer intensive supervision programs for serious offenders with TJPC funds
No centralized source of professional information and data for juvenile probation practitioners	TJPC offers resource information and technical assistance for all juvenile probation practitioners
No automated information system for juvenile justice in Texas	248 Texas counties are on state-wide automated system
Only 29 juvenile detention centers in Texas; 12,353 juveniles held in adult jails	96 juvenile detention centers (54 pre-adjudication facilities, 35 post-adjudication facilities, and 7 holdover facilities) in Texas; children prohibited from being held in adult jails

C. Main Agency Functions

The main functions of TJPC are to:

- provide financial aid to juvenile boards for the establishment and improvement of juvenile probation services;
- establish uniform probation administration standards;
- provide minimum standards for juvenile detention facilities and post-adjudication centers;
- audit and monitor compliance with TJPC standards;
- provide technical assistance to juvenile boards and juvenile probation departments in areas such as program development and administration;
- train and certify juvenile probation officers and detention child care workers;
- provide information on available programs, services and funding; and,
- coordinate with other state health and human service agencies for the local delivery of children's services.

D. Who We Are

TJPC has developed and maintains partnerships with 162 local juvenile probation departments administered by 180 statutorily created juvenile boards normally comprised of the county judge, district judges, and county court at law judges with juvenile court jurisdiction.

TJPC believes in efficient state government and supports local responses to local solutions with funding, technical assistance, and training to juvenile boards and juvenile justice officials that is structured to ensure the integrity of that philosophy. Local control has been a key feature in the agency operations since its inception.

The public's perception of TJPC is oftentimes linked with the public perception of corrections: incarceration, punishment, and public protection. TJPC works in concert with local officials to arrive at solutions to avoiding costly incarceration by developing a community based system of Progressive Sanctions, tempered with a continuum of services for treatment and rehabilitation of juvenile offenders and their families. TJPC assists local probation departments to ensure that these services are primarily therapeutic and rehabilitative. The function of punishment in the juvenile probation system is to cause sufficient positive change of the offender to ensure productivity as functioning citizens. When this is done, adequate public protection is inevitable. If punishment policy and practice do not change behavior and emotional functioning in the direction of better health and productivity, it is neither condoned nor encouraged.

The TJPC philosophy historically has been to be as least intrusive to local juvenile probation departments as possible, without compromise of state standards for management and operations of services. Less intrusive to the counties has also meant less public visibility. In most cases, juvenile probation departments are, naturally, the most visible and recognized juvenile corrections agency in every county. In many cases, the juvenile probation department is the most recognized child service agency in the

county. These are some of the factors contributing to a lack of public awareness that TJPC exists as a state agency.

II. Service Population Demographics

A. Affected Populations

Local juvenile probation departments serve children, as defined by the Texas Family Code, between the ages of 10 and 16 at the time the offense occurred, and anyone age 17 accused or adjudicated for an offense committed before age 17. While the legal focus is on the child, services are also provided to the family and victims.

B. Statistics in External Environment

For the first time since 1987, total referrals were down 3.6% in 1996, from 133,866 in 1995 to 129,062 in 1996. Likewise, most categories of offense referrals were also down, including violent felonies (down 11.1%), total felonies (down 12.1%), and misdemeanor classes A and B (down 4.3%). While the total number of referrals decreased, the number of juveniles referred increased 0.7%, indicating that fewer juveniles are recidivating into the system. This potential decrease in recidivism rates could be directly related to the success of juvenile probation prevention programs, city curfew laws, or other local ordinances. However, while these trends seem promising for the state, they are not universal statewide.

In 1996, most departments reporting declines or only slight increases in delinquent referrals generally were also experiencing the same change in their juvenile age population growth. Some departments experienced significant growth in juvenile aged population and also encountered increases in serious delinquent crime. **This trend of juvenile crime following juvenile population growth poses a major problem for the juvenile justice system. Beginning at the turn of the century, forecasts predict Texas' juvenile population growth will again be rising. In 1996, the total juvenile population for the state was projected to be 2,060,219. This number is anticipated to increase 8% by 2003, to 2,227,123 juveniles. The greatest increases will be with the minority youth category, which is considered to be the most "at-risk" group.**

Population Projections by Sex and Race, 1999-2003

Sex/Race	1999	2000	2001	2002	2003
White Male	523,926	523,214	525,055	525,558	524,301
White Female	496,533	496,082	499,090	500,203	500,067
Black Male	137,279	138,808	142,504	145,744	148,795
Black Female	132,840	134,458	137,841	140,795	143,390
Hispanic Male	381,481	386,954	401,176	417,491	434,082
Hispanic Female	365,118	371,118	384,813	400,075	416,513
Other Male	28,093	28,216	28,785	29,496	30,516
Other Female	27,082	27,063	27,708	28,478	29,459
Total	2,092,352	2,105,913	2,146,972	2,187,840	2,227,123

The Criminal Justice Policy Council is mandated to project the number of referrals per year in Texas. In March 1998, the following numbers were forecasted.

Referral Projections, 1999-2003

Referral Type	1999	2000	2001	2002	2003
Felony	31,075	31,412	32,027	32,536	33,826
Delinquent	99,929	101,013	102,989	104,626	108,774
Total	132,743	134,184	136,807	138,982	144,492

C. Trends in Juvenile Justice

1. *Crime Trends.* In May 1998, the Criminal Justice Policy Council published a report, *Crime in Texas in the 1990'S: The Good News*, on crime trends in Texas. In that report, the following trends were documented:
 - "The good news is that in 1997 crime in Texas has continued to decline."
 - "The rate of murder, rape, robbery and aggravated assault--the violent crime index--declined 6.5%."
 - "The rate of burglary, theft, and motor vehicle theft--the property crime index--declined by 3.7%."
 - "Juvenile crimes--as measured by juvenile arrests--declined in 1997 for the first time in a decade."
 - Total juvenile arrests declined by 2.4% from 1996 to 1997.
 - Arrests for violent and weapon offenses decreased by 11.2% from 1996 to 1997.
 - "The crime rate in Texas has declined by almost one-third since 1990."
 - "The number of juvenile violent arrests has declined for three consecutive years, for a total decrease of 26.2% since 1994."
 - "Juvenile arrests for possession offenses accounted for 93.7% of juvenile drug arrests in 1997 compared to 91.9% in 1991."

2. *Social and Organizational Complexity.* Increased complexity of the juvenile probation system is driven by a number of forces, including technological change, the globalization of information and economies, and the consequent interconnectedness of almost everything. Meanwhile, many of our most important institutions were designed for a world that was more stable, and simpler (Bryson, 1995).

3. *Privatization and Increased Interaction Among Public, Private, and Nonprofit Sectors:* "As outlined by Osborne and Gaebler (1992), government's principal role is to steer, not row. Governments of the future--and not just in the United States--will rely far more on the nonprofit and for-profit sectors to do much of the actual rowing. Opportunities for increased effectiveness will be opened to organizations in each sector, but numerous threats will arise as well, through

heightened competitive pressures, uncertainty, and revenue instability." (Bryson, 1995)

4. *Limited Public-Sector Resources and Growth.* "The size of government is not likely to increase in relation to gross domestic product (GDP) although the cost of public problems almost certainly will. Productivity-enhancing innovations in institutional designs and collaborative problem solving across public, private, and nonprofit sectors will be necessary if we are to become overwhelmed by the magnitude of the problems that now spill beyond the boundaries of any single organization (Bryson and Crosby, 1992)." (Bryson, 1995)
5. *Personal Responsibility.* "Most futurists envision a move away from reliance on large institutions, particularly governmental institutions, toward self-reliance and greater personal responsibility." (Bryson, 1995)

III. Organizational Aspects

A. Composition, Structure, and Evolution of Organization

As of February 1998, TJPC consists of 47 full time employees. The agency has one exempt position (executive director) and 46 classified positions, which include 40 professional (group B) and 6 administrative (group A) staff. See Appendix III for the organizational chart.

During the last two years, the staff size of TJPC has increased nearly 15%. The increase was necessary to meet the demands placed on the agency through legislative mandates. In addition to the increased staff size, TJPC has had to employ various temporary and contract positions in order to meet demands.

The EEO composition for full time employees is as follows:

<i>29 (61.7%) female; 18 (38.3%) male</i>	
28 (59.6%) Caucasian	(11 male, 17 female)
13 (27.7%) Hispanic	(4 male, 9 female)
5 (10.6%) African American	(3 male, 2 female)
1 (2.1%) Asian	(0 male, 1 female)

TJPC maintains a relatively small and efficient staff with a low turnover rate. The agency is divided into the following functions: administration, program services, research and planning, training and certification, fiscal and human resources, federal programs, information systems, and legal and legislative affairs.

The management style utilized by the agency is an effective blend of participatory management and management-by-objectives and results. Staff meets weekly to discuss current agency events and issues. The focus of TJPC is to assist local juvenile boards and justice officials to improve service delivery to juveniles and their families.

B. Human Resource Strengths and Weaknesses

The agency human resource strengths are borne out of the agency's historical philosophy of remaining a customer service oriented organization which operates on the philosophy of a joint state/local partnership for planning, funding and managing the juvenile probation process. The human resource strengths of the agency include:

- The agency has a strong management team with a proven track record of eliminating barriers to good state/local collaboration. The staff focuses on maintaining the practice of quick, effective responses to local government and public requests.
- Since the agency employs a small staff (47 full time employees), all staff must efficiently meet the demands placed on it by local government, state government, federal government, and the private sector. As a result, management utilizes technology and individual staff expertise as efficiency tools in boosting agency decision making power and customer service.
- Staff expertise, experience and qualifications represent a variety of professional backgrounds and experience bringing a diverse interdisciplinary and multicultural perspective to development and execution of agency policy.

While it is certain that the size of the agency staff has forced administrators to utilize creative and efficient management techniques, the availability of only 47 full time employees has become the primary weakness of the agency. The environment in which TJPC operates has become much more complicated and demanding since the inception of the agency in 1981, particularly since the passing of House Bill 327 and Senate Bill 1 in the 74th Texas Legislature. As a result, a much larger amount of staff time is spent adhering to governmental, political and public demands than ever before. Consequently, less time is available for providing customer services to local juvenile boards and probation departments.

C. Geographic Location of Agency

In May 1996, the TJPC office moved to 4900 North Lamar in Austin, Texas, in the state-owned Brown Heatly Building. As TJPC is not a direct service provider agency, branch offices are not required. Out of state travel is infrequent and is used to attend professional conferences and training.

TJPC's central location provides easy access to agency staff and juvenile probation personnel. In addition, the location is conducive to interagency work with other Health and Human Services agencies and the Texas Youth Commission. In an effort to be responsive to the various regions in Texas, most of our training is conducted in different locations throughout the state.

D. Interaction with Other Government and Public Organizations

TJPC works closely with the following types of organizations and people to develop a comprehensive seamless continuum of services for juvenile offenders and their families:

Government Organizations

- *local juvenile boards*

- *local council of governments*
- *criminal justice planners*
- *city governments*
- *county governments*
- *health and human service agencies (state and federal)*
- *National Institute of Justice*
- *Criminal Justice Policy Council*
- *Federal Office of Juvenile Justice and Delinquency Prevention*
- *Texas Office of State/Federal Relations*
- *Criminal Justice Division of the Governor's Office*
- *Texas Education Agency*
- *Texas Youth Commission*
- *Law enforcement*

Non-Government Entities

- *Victims' groups*
- *Media agencies*
- *Families*
- *University/college research*

This continuum includes prevention services for juveniles in at-risk situations who have not yet committed a first offense. The continuum also includes services for juveniles in need of yearly interaction programs, standardized assessment and diagnostic services, family preservation services, treatment services (outpatient, intensive day treatment, residential treatment, etc.) and vocational rehabilitation services.

Planning involves intergovernmental relations between state, federal and local public and private organizations. Joint planning and resource development between federal, state and local entities are necessary to close the gap between juvenile justice needs and tools available to practitioners.

Specifically, TJPC is involved in two coordinated strategic plans in addition to the regular TJPC Strategic Plan each biennium. TJPC is mandated to complete a coordinated plan with the Texas Youth Commission (TYC) and a coordinated plan with the Health and Human Services Commission as part of their service/agency umbrella.

1. *TJPC/TYC Coordinated Strategic Plan.* Sections 61.0911 and 141.0471 of the Texas Human Resources Code require the TJPC and TYC to jointly develop and adopt by rule a coordinated strategic plan on or before December 1st of each odd-numbered year. The plan shall guide, but not substitute for, the strategic plans developed individually by the agencies. Staff from each agency developed a plan that was approved by both agencies' boards. In addition to coordinated goals and strategies, cross-agency measures, program and resource needs, the plan contains an assessment of the juvenile justice system. This assessment lists the following as primary issues (these issues are linked to the TJPC strategies and measures in Appendix III):
 - a. *Implementation of Progressive Sanctions.* In adopting the progressive sanctions guidelines, the legislature has sought to achieve a balance in the funding of the juvenile justice system. Implementation of the system

requires reporting by the local juvenile probation departments of all deviations from the guidelines.

- b. *Prevention.* Stakeholder input overwhelmingly supported primary prevention as an urgent need upon which the juvenile justice system and juvenile justice policy should focus.
- c. *Assessment and Appropriate Treatment.* Accurate assessment of the causes of delinquent behavior is critical to selecting appropriate intervention strategies.
- d. *Aftercare and Parole.* An essential component of any continuum of care is a system of aftercare services.
- e. *Education.* Juvenile justice stakeholders were adamant about the importance of intervention in the formative years of children, as research literature adequately defines the relationship between school experience and future offending behavior.
- f. *Intergovernmental Coordination, Collaboration, Efficiency and Effectiveness.* In previous years, there have been reports by legislative committees, the state auditor, and the Texas Performance Review that were critical of the lack of coordination among juvenile justice system entities.
- g. *Victims' Issues.* Effective September 1, 1997, new legislation revised the definition of victim in the Texas Family Code. The new definition is expected to increase the number of victims qualifying under Chapter 57 of the Texas Family Code.
- h. *Overrepresentation of Minorities.* In proportion to their numbers in the general population, minorities are over-represented throughout the juvenile justice system.
- i. *Specialized Populations.* Part of effective assessment is to identify specialized needs of particular groups of offenders within the juvenile justice system, such as female offenders, sex offenders, homicidal offenders, offenders with mental retardation and seriously emotionally disturbed offenders. These populations have unique problems that should be more effectively addressed through specially designed intervention strategies.
- j. *Need for Additional/New Resources.* Key stakeholders of the juvenile justice system recommended additional resources to address the growing problem of juvenile crime.
- k. *Job Readiness/Employment/Workforce Development Programs.* Youth need to be provided the skills to successfully locate, attain, and maintain employment.

- l. *Family/Parental Values, Responsibilities.* The juvenile justice system cannot be effective or efficient without the active participation and cooperation of families to be positive forces for change in the lives of juvenile offenders.
- m. *Accountability.* A balance of accountability and sanctions with a continuum of rehabilitative services for juvenile offenders and their families are essential to reduce future offending behavior.

2. *Coordinated Health and Human Services Strategic Plan.*

The Health and Human Services System consists of twelve agencies, including the Health and Human Services Commission. As a venue for coordination and planning, the Health and Human Services Commission provides direction and evaluation of the service delivery and program coordination of health and human service initiatives. The Health and Human Services Commission's strategic planning process is a significant part of the direction provided to each of the eleven HHS agencies.

E. Capital Improvement Needs

Historically, TJPC operations have not required large expenditures for capital outlay items. Funds available for capital expenditures have been adequate and the agency enjoys the benefits of an exceptional PC-based, in-house management information system. This system is currently being upgraded to enable juvenile probation departments across the state to report their probation statistics directly to TJPC via computer. Management recognizes no apparent weaknesses due to lack of capital assets.

In the past, TJPC has never acquired and has no future plans for purchase of real property. TJPC contracts for funding with local juvenile boards generally stipulate that no equipment, construction or renovation projects can be paid for with state funds.

F. Key Organizational Events and Accomplishments

October 1981: TJPC was created to replace the Community Assistance Program previously administered by the Texas Youth Commission.

January 1983: TJPC submitted preliminary *Texas Plan to Remove Children From Adult Jails* to the Criminal Justice Division of the Governor's Office.

The TJPC Board awarded fiscal year 1983 state aid funds to those juvenile probation departments which formerly had been funded by the Texas Youth Commission's Community Assistance Program.

A cooperative working relationship was established with Southwest Texas State University and Sam Houston State University to provide training for juvenile probation officers and detention officers.

TJPC staff began providing technical assistance to juvenile probation departments.

April 1983: A comprehensive training program for probation officers, detention officers and juvenile judges was implemented and is ongoing. Probation and detention officers continue to be certified through the credits offered by the training program.

June 1983: TJPC received its first legislative appropriation.

August 1983: The TJPC Board approved for publication *Texas Juvenile Probation Standards*.

April 1984: For the first time in history, all Texas counties had juvenile probation services in place.

The TJPC Board approved the Foster Care Program as an alternative to secure detention of juveniles.

A pilot project for serving undocumented Mexican alien juvenile offenders in Cameron County was funded by TJPC.

February 1985: A computerized method to allow juvenile probation departments to collect data and statistical information was developed by TJPC.

Texas Juvenile Law, written by Professor Bob Dawson and published by TJPC, was distributed to all judges, probation officers, detention child care workers, and made available to prosecution and defense attorneys, school administrators and law enforcement agencies.

January 1986: The state of Texas is declared in compliance with the rules established by the federal Office of Juvenile Justice and Delinquency Prevention regarding the removal of juveniles from adult jails.

The TJPC Board approved the *Texas Juvenile Probation Commission Juvenile Detention Standards*.

February 1987: The TJPC Board approved continued financial support for the Border Children Justice Project, addressing the problem of Mexican National juveniles committing offenses in the United States and American juveniles committing offenses in Mexico.

June 1987: The Border Children Justice Project was chosen as a finalist in the Ford Foundation/Harvard University Innovation in State and Local Government Award Program.

August 1987: Funds for Challenge Grants, to be used for the placement of multiple problem children under the jurisdiction of the juvenile court, were appropriated to TJPC in the sum of \$500,000 for FY 1988 and \$750,000 for FY 1989.

March 1988: Proposed rule revising Texas Administrative Code, describing procedures for revoking, suspending, or reprimanding a certified juvenile probation officer were approved by the TJPC Board.

June 1988: CASEWORKER 2.1, a juvenile tracking and caseload management system which provides departments a method for collecting, storing, retrieving, and printing juvenile caseload information was made available to local juvenile probation departments.

July 1989: The TJPC Board approved guidelines for Community Correction funds to be appropriated for FY 1990 and FY 1991.

December 1989: The TJPC Board approved a \$250,000 joint grant with the Texas Department of Mental Health and Mental Retardation to provide community mental health services to children referred to juvenile court.

February 1990: Central counties consisting of Bell, Coryell, Falls, Milam, Robertson, Hamilton, Bosque, Comanche, and Lampasas, were approved as contractors for a \$250,000 grant for the joint mental health services project with MHMR.

Executive Director Bill Anderson announced his retirement to be effective August 31, 1990.

May 1990: The TJPC Board selected Dr. Bernard Licarione as executive director.

October 1990: The TJPC Board approved The Memorandum of Understanding on Service Contracts for Dysfunctional Families.

March 1991: TJPC Board approved *A Statement of Philosophy on Children, Youth and their Families*, as requested by the Commission on Children, Youth, and Family Services.

July 1991: The TJPC Board approved a one-year contract with the Texas Department of Human Services to help the two agencies design and implement the management, financial and information system necessary to earn federal match funds under Social Security Act Title IV-E.

A risk assessment contract was approved for compliance with the Texas Internal Auditing Act, which requires the establishment of an internal audit program.

March 1992: The TJPC board approved rules governing the use and expenditure of Community Corrections Funds. These funds are to be used to divert delinquents from TYC when appropriate by giving local juvenile boards funding to develop community based corrections programs.

September 1992: TJPC developed a *Title IV-E Federal Foster Care Program* through which juvenile probation departments across the state can obtain federal financial reimbursement for eligible children in approved residential treatment facilities.

January 1993: The TJPC board initiated joint collaboration with the State Board Of Education to develop a consensus on state policy for translation into local policy and practices relating to detention, truancy, alternative schools, and school violence.

September 1993: TJPC created the *Innovative and Creative Program Grants* to encourage juvenile probation departments to develop innovative new approaches to prevention,

supervision and rehabilitation of special offender populations. TJPC dispersed over a million dollars to 12 departments who competitively applied for these grants.

December 1993: The TJPC board published a comprehensive long-range plan for Texas juvenile probation titled *Texas Juvenile Probation: Today and Tomorrow*.

February 1994: The TJPC board and the Texas Youth Commission board held the first joint meeting.

May 1994: Public hearings were conducted throughout the state to solicit public testimony on juvenile probation services.

January 1995: Dr. Bernard Licarione resigned as executive director.

May 1995: The 74th Legislature mandated that twenty-two counties operate Juvenile Justice Alternative Education Programs (JJAEP's) for certain juvenile offenders beginning September 1996.

The 74th Legislature appropriated \$37.5 million for the 1996-97 biennium to TJPC for the construction of 1000 secure post-adjudication beds by local counties.

August 1995: Vicki Wright was selected as executive director by the TJPC board.

December 1995: TJPC, Texas Association of Counties, Texas Association of School Boards, and the Texas Education Agency hosted the first statewide conference on coordinating alternative schools and JJAEP's.

January 1996: The Progressive Sanctions Model as described in HB 327 of the 74th Legislature was put into effect for each county whose board elected to adopt the model providing a continuum of progressive steps designed to balance public protection, offender accountability and rehabilitation.

The TJPC Board adopted standards for pre- and post-adjudication facilities in Texas.

May 1996: TJPC co-hosted the first of twelve regional conferences across the state called "Texas Juvenile Justice - A Partnership for Progress", which brings together juvenile board members and commissioners court members to discuss common goals, issues, problems, and solutions for the juvenile justice system.

June 1996: TJPC and Texas Youth Commission staff jointly published the first coordinated strategic plan for the Texas juvenile justice system.

September 1996: CASEWORKER 4 was released to juvenile probation departments to replace the previous version of the program. The update included a vast amount of new information, much of it relating to the Progressive Sanctions model adopted by the 74th Legislature.

September 1997: TJPC began investigating complaints of abuse and neglect incidents in pre- and post-adjudication secure juvenile facilities.

October 1997: The first juvenile post-adjudication correctional facilities using TJPC's construction bond money held it's grand opening. Once complete, the facilities will add 1,066 new secure beds to the juvenile justice system in Texas.

November 1997: Procedures for certifying juvenile corrections officers were implemented.

IV. Technological Developments

Each major agency function has an automated system to assist in the collection and management of information pertaining to that function. Most of these systems were developed and are maintained by agency Information System's personnel. TJPC maintains connections to other agencies for payroll, warrant processing, performance measure reporting and interagency electronic mail.

In 1985, TJPC initiated the Juvenile Tracking and Caseload Management System, or CASEWORKER, to facilitate and standardize the collection, storage and retrieval of caseload information. As of March 1998, the CASEWORKER system had been installed in 159 Texas juvenile probation departments. CASEWORKER is an excellent tool for local departments to manage and track caseloads. It also is building a valuable database on juvenile crime and juvenile justice operations in Texas. Much of the CASEWORKER data is available in the annual *TJPC Statistical Report*.

Currently, TJPC operates an electronic bulletin board system (BBS) which allows juvenile probation departments access to the latest information on commission meetings, legislative issues, training calendars, federal funding, agency publications, and other important announcements. Departments can post messages onto the BBS, which then can be read by all departments accessing the network. For those departments using CASEWORKER, it allows access to program updates, tips and techniques, and answers to common questions.

In February 1998, TJPC created a web page that can be accessed on the internet through the State of Texas web site. This page allows access to many TJPC publications, standards, law, directories and more.

New, more powerful personal computers improve proficiency by allowing TJPC access to more advanced software. The connection of TJPC's system with other Health and Human Services agencies will facilitate the exchange of information in order to assist management in achieving informed decisions.

V. Fiscal Aspects

A. Budget

	<u>Appropriated FY 1998</u>	<u>Appropriated FY 1999</u>
State Aid	\$35,223,016	\$35,223,016
Community Corrections	\$40,303,747	\$43,617,311
Probation Assistance	\$4,535,456	\$4,535,456

JJAEP's	\$10,000,000	\$10,000,000
Direct & Indirect Administration	\$524,829	\$524,829
Total:	\$90,587,048	\$93,900,612

Method of Financing	<u>FY 1998</u>	<u>FY 1999</u>
General Revenue	\$75,893,872	\$79,207,436
Interagency Contracts	\$14,693,176	\$14,693,176
Total:	\$90,587,048	\$93,900,612

B. Budgetary Limitations - Appropriations Rider

1. *Restriction, State Aid.* None of the funds appropriated above in A.1.1. Strategy: Basic Probation, and allocated to local juvenile probation boards, shall be expended for salaries or expenses of juvenile board members.
2. *Appropriation of Federal Title IV-E Receipts.* The provisions of Title IV-E of the Social Security Act shall be used in order to increase funds available for juvenile justice services. TJPC shall certify or transfer state funds to the Department of Protective and Regulatory Services so that federal financial participation can be claimed for Title IV-E services provided by counties. Such federal receipts are appropriated to TJPC for the purpose of reimbursing counties for services provided to eligible children. It is the intent of the Legislature that any reimbursement from the Title IV-E Program be used for the placement of children or to increase and enhance services to the counties' Title IV-E Program.
3. *Juvenile Boot Camp Funding.* Out of the funds appropriated above in Strategy A.2.1, Community Corrections, the amount of \$1,000,000 annually may be expended only for the purpose of providing a juvenile boot camp in Harris County.
4. *Buffalo Soldier At-Risk Program.* The commission shall fund the Buffalo Soldier At-Risk youth program pursuant to V.T.C.A., Human Resources Code, Section 141.048 at an amount of \$500,000 in fiscal year 1998 and U.B., in fiscal year 1999 out of funds appropriated in A.1.1, Strategy, Basic Probation, for delinquency prevention. The administrative cost for the program oversight can not exceed 7 percent. The commission shall award contracts for the program biennially and shall annually evaluate each program funded. The commission may terminate the program in any county if the desired objectives of the program cannot be, or are not being, accomplished.
5. *Sunset Contingency.* Funds appropriated above for fiscal year 1999 for the Texas Juvenile Probation Commission are made contingent on the continuation of the Texas Juvenile Probation Commission by the Legislature. In the event the

agency is not continued the funds appropriated for fiscal year 1998, or as much thereof as may be necessary, are to be used to provide for the phase out of agency operations.

6. *Unexpended Balances – Construction of Local Facilities with General Obligation Bond Proceeds.* Any unexpended and unencumbered balance (estimated to be \$1,030,000) of the amount appropriated to the Texas Juvenile Probation Commission by the General Appropriations Bill, House Bill 1, Strategy A.2.3, Acts of the Seventy-fourth Legislature, Regular Session, 1995, remaining at the end of the fiscal year 1997 are hereby appropriated for the same purpose for the fiscal biennium ending August 31, 1999.
7. *Residential Facilities.* Juvenile Boards may use funds appropriated in Strategy A.1.1, Basic Probation, and Strategy A.2.1, Community Corrections, to lease, contract for, or reserve bed space with public and private residential facilities for the purpose of diverting juveniles from commitment to the Texas Youth Commission.
8. *Substance Abuse Funds.* Amounts appropriated under Strategy A.2.1, Community Corrections above, include \$2,093,868 to be transferred to the Juvenile Probation Commission via an interagency transfer from the Texas Commission of Alcohol and Drug Abuse each year of the 1998-1999 biennium for the purpose of funding substance abuse grants to local juvenile probation departments.
9. *Funding for Progressive Sanctions.* Out of the funds appropriated above in A.1.1, Basic Probation, \$10,200,000 in fiscal year 1998 and \$10,200,000 in fiscal year 1999 can only be distributed to local probation departments for the funding of juvenile probation services associated with the sanctions levels described by Section 59.003, Subsections (a)(1), (a)(2) and (a)(3) of the Juvenile Justice Code or for the salaries of juvenile probation officers hired after the effective date of this Act. These funds may not be used by local juvenile probation departments for salary increases, employee benefits, or other costs (except salaries) associated with the employment of juvenile probation officers hired after the effective date of this Act.
10. *County Funding Levels.* To receive the full amount of state aid funds for which a juvenile board may be eligible, a juvenile board must demonstrate to the commission's satisfaction that the amount of local or county funds budgeted for juvenile services is at least equal to the amount spent for those services, excluding construction and capital outlay expenses, in the 1994 county fiscal year. This requirement shall not be waived by the commission unless the juvenile board demonstrates to the satisfaction of the commission that unusual, catastrophic or exceptional circumstances existed during the year in question to adversely affect the level of county fiscal effort. If the required local funding level is not met and no waiver is granted by the commission, the commission shall reduce the allocation of state aid funds to the juvenile board by the amount equal to the amount that the county funding is below the required funding.
11. *Local Post-adjudication Facilities.* Out of the funds appropriated above in A.2.1, Community Corrections, the amount of \$2,486,909 in fiscal year 1998 and

\$7,070,300 in fiscal year 1999 may be used only for the purpose of funding local post-adjudication facilities.

12. *Juvenile Justice Alternative Education Programs.* Out of the funds transferred to JPC pursuant to TEA rider #48 and appropriated in Item A.2.3, Juvenile Justice Alternative Education Programs above, the Juvenile Probation Commission shall initially allocate \$2,000,000 in each fiscal year to be distributed on the basis of juvenile age population among the 22 mandated counties identified under Chapter 37, Education Code, at the beginning of each fiscal year.

An additional \$500,000 shall be set aside in a reserve fund for each year of the biennium to allow mandated and non-mandated counties to apply for additional funds on a grant basis.

The remaining funds shall be allocated for distribution to the mandated counties at the rate of \$53 per student per day of attendance in the juvenile justice alternative education program for students who are required to be expelled as provided under Section 37.007, Education Code, and are intended to cover the full cost of providing education services to such students. Counties are not eligible to receive these funds until the funds initially allocated above have been expended at the rate of \$53 per student per day of attendance.

The Juvenile Probation Commission may solicit proposals from the mandated counties to provide additional services in the juvenile justice alternative education program, including but not limited to summer or extended year programs, extended day programs and other educational programs if any surplus funds become available. Unspent balances in fiscal year 1998 shall be appropriated to fiscal year 1999 for the same purposes in strategy A.2.3.

These allocations made in this rider for the Juvenile Justice Alternative Education Programs are estimated amounts and not intended to be an entitlement and are limited to the amounts transferred from the Foundation School Program pursuant to TEA rider #48. The amount of \$53 per student per day may vary depending on the total number of students actually attending the juvenile justice education programs.

13. *Training.* It is the intent of the Legislature that the Juvenile Probation Commission provide training to local juvenile probation personnel and to local Juvenile Judges to maximize the appropriate placement of juveniles according to the progressive sanctions guidelines.
14. *Use of JJAEP Funds.* None of the funds appropriated above for the support of Juvenile Justice Alternative Education Programs shall be used to hire a person or entity to do lobbying.

C. Degree to which Current Budget Meets Current and Expected Needs

Each juvenile probation department was asked to provide TJPC with information in March 1998 regarding how many additional resources (including programs and services) above their current level of state funding would be needed to fully implement

Progressive Sanctions Guidelines and other probation service requirements in the Juvenile Justice Code. The schedule below outlines subsequent TJPC staff recommendations regarding new funding amounts to be requested in the Legislative Appropriations Request for FY 2000-FY 2001.

		FY 2000	FY 2001
Strategy 1.1.1	State Aid	\$17,331,712	\$17,558,032
Strategy 1.2.1	Community Corrections	\$16,708,855	\$16,751,035
Total		\$34,040,567	\$34,309,067

In addition, TJPC needs 16.5 additional full time employees to keep up with the increased probation assistance demands. Agency functions related to those demands include legal assistance, support staff demands, program and services accountability, probation personnel training and certification, management information system enhancement, and fiscal accountability. Cost estimates for those 16.5 additional full time employees are \$727,277 for FY 2000, and \$739,699 for FY 2001.

VI. Economic Variables

In a fall 1997 forecast, the Texas Comptroller of Public Accounts, the WEFA Group, and the Texas Data Center project a moderate but steady economic growth for Texas. Growth is indicated in the gross state product, personal income, non-farm employment, and tax exports categories. Despite this growth, an increase is also expected in the unemployment rate, from 5.3% in 1998 and 1999, to 5.9% by 2003.

Despite fairly optimistic forecasts by the Comptroller, according to the 1997 Census Population Survey by the U.S. Bureau of the Census, Texas still ranks fourth in the nation of the highest poverty rate. The three-year average, from 1994 to 1996, for the nation was 14.0%, while Texas had 17.7% of its population in poverty. While Texas ranks very low among the nation, the poverty rate did drop significantly between 1994-95 versus 1995-96, from 18.3% to 17.0%.

The Center for Public Policy Priorities stated in their Texas Kids Count report, *Helping Hands: Social Services for Children in Texas*, "The economic security of families with children has declined severely over the last two decades. As the families' economic security decreases, the risks for children increase. These children and their families depend on the help of thousands of health and social service providers around the state to give them a hand up in times of need." The report later notes that despite the increased need of social services for families, Texas ranks lowest in the nation in the amount of money it spends on the future of children.

VII. Impact of Federal Statutes/Regulations

A. Historical Role of Federal Involvement

1. Juvenile Justice Delinquency Prevention Act of 1974

The passage of the Juvenile Justice and Delinquency Prevention Act of 1974 has influenced the practice of local juvenile probation services in several ways. In the seventies, the prohibition against the institutionalization of status offenders removed status offenders from confinement in local detention centers for longer than 24 hours. In the early eighties, the prohibition against confinement of juveniles in adult jails resulted in a massive shift in local philosophy and practice, resulting in the removal of all juveniles from adult jails in the state of Texas and the doubling of the number of county operated juvenile detention centers.

The mandate for sight and sound separation in local jails has caused new methods of processing and booking by law enforcement officials to prevent juveniles from coming into contact with adult offenders. The amendment in the late eighties to address the overrepresentation of minorities in confinement continues to be an issue which federal, state, and local policy-makers are addressing. TJPC continues to include a module on cultural awareness and sensitivity in most of its regional and statewide training events. The curriculum for new detention and probation officers, as well as the advanced practitioner workshops at the Sam Houston State University's Criminal Justice Training Academy, also include modules on cultural awareness.

2. Foster Care and Adoption Assistance "Title IV-E"

Foster Care and Adoption Assistance is "Title IV-E" of the Social Security Act. Established by Section 101 of the Adoption Assistance and Child Welfare Act of 1980, this title makes reimbursement funds available in certain cases where children must be temporarily placed outside the home. The Department of Protective and Regulatory Services (TDPRS) administer the Title IV-E Program in Texas. TJPC contracts with TDPRS to make these available to local juvenile departments. Based on the number of residential placements made by juvenile probation departments in Texas, the Title IV-E program is a significant source of placement funding.

In addition to the financial benefit, the program enhances services by requiring the development of a service plan for the child and family in each case. Regular contact is maintained with all concerned parties while the child is in placement to ensure that services are being offered as described in the plan. A periodic review of each case is held to determine progress on circumstances that led to the child's removal from the home, and whether a need for continued placement exists. These case management techniques have influenced the development of new statewide standards.

Staff of TJPC audit IV-E cases on a biannual basis and provide technical assistance as needed for all departments. To assist departments in becoming involved in the program, basic training sessions are being held on approximately a quarterly basis. An annual conference is also held that provides advanced information for those counties attempting to maximize the program benefits. Technical assistance has been provided by TJPC staff to several other states to aid them in implementing similar programs.

Fiscal year 1994 was the first full year of program implementation by TJPC. A summary of program activity and reimbursements since that time follows:

Title IV-E Activity, Fiscal Years 1994-1998*

	FY 94	FY 95	FY 96	FY 97*	FY 98*
# Co. Participating	14	27	33	47	67
# Children Served	62	179	231	389	500+
Total Reimbursement	\$522,392	\$1,537,899	\$3,237,320	\$6,500,000	\$10,800,000

* FY 1997 data is estimated; FY 1998 data is projected.

B. Current Federal Activities

The first session of the 105th Congress adjourned November 1997. Two House juvenile justice related bills, HR 1818 and HR 3, passed in the House and await action in the Senate. Either house has not passed the only Senate juvenile bill, S 10. As of April, all three bills are pending action.

HR 3 was passed in the fiscal year 1998 appropriations bill. A provision for a \$250 million Juvenile Justice Accountability Incentive Block Grant was provided for. This provision will provide approximately \$14 to Texas, 75% of the funds being distributed to “each unit of local government.”

The second session of the 105th Congress began January 27, 1998. There has been no action on the pending juvenile justice legislation.

The major issues related to juvenile justice are as follows:

- Certification as an adult for 14 year olds and older for serious violent crimes;
- Graduated sanctions: requires states to have a system of graduated sanctions and impose them for every delinquent criminal act;
- Juvenile records: requires a creation of a system for juvenile records that is comparable to adult records;
- Drug testing: requires drug testing of selected categories of juvenile offenders upon arrest;
- Sex offender notification: requires states to notify parents of the enrollment of a sex offender in a school attended by their children; and,
- Housing of juveniles in adult facilities.

VIII. Impact of Texas House Bill 2074 and Texas Senate Bill 1

A. Summary of 74th Legislative Session.

The 74th Texas Legislature saw the greatest number of changes in the juvenile justice system since 1975. Legislators produced a large amount of juvenile justice legislation spurred by public outcry to increase the penalties and accountability of juvenile offenders. Much of the juvenile justice reform greatly increased the consequences for the

serious, violent and habitual offenders by lowering the age of certification, expanding and enhancing determinate sentencing, allocating funds to build long-term, locally operated, secure juvenile facilities, expanding the rights of victims and much more.

The Progressive Sanctions Guidelines were a significant component of House Bill 327, the primary vehicle for juvenile justice reform in the 74th Legislature. The guidelines are viewed as a realistic sanctions model based on what juvenile justice practitioners believe are appropriate consequences and outcomes for juvenile offenders. The optional guidelines provide a continuum of seven progressive steps designed to balance public protection, offender accountability and rehabilitation. Levels one through five relate to the community-based probation end of the system, while levels six and seven relate to juveniles in the TYC. Progressive Sanctions went into effect on January 1, 1996.

B. Summary of 75th Legislative Session.

Almost forty bills were passed in this session impacting juvenile justice. During this session, TYC, TJPC, and DPRS went through the Sunset Review and each agency's enabling legislation was updated and reinstated for an additional twelve years. Some of the revisions from the 75th session are summarized as follows:

1. *Juvenile Justice Code and Related Provisions:* HB 1550 was the vehicle for modification of the changes to the juvenile justice system mandated by the 74th Legislature. The Code was revised with a reclassification of failure to stop and render aid as delinquent conduct. Arson was added to the list of determinate sentencing offenses. Some procedural changes were implemented, such as authorizing temporary detention of juveniles in adult facilities in certain counties and requiring all juvenile referrals to pass through juvenile court intake. The period of detention authorized by a second or subsequent detention order was lengthened from 10 to 15 working days in counties that do not have certified juvenile detention facilities.
2. *Alcohol Violations by Minors:* The major bill in this category, SB 35, rewrote virtually all laws relating to alcohol violations by minors. Law enforcement is authorized to take a child into custody for driving under the influence of alcohol to an adult facility for a blood test or intoxilyzer prior to going to the juvenile processing office, but the child is permitted to consent or refuse consent to the intoxilyzer given the response is videotaped.
3. *Education and Juvenile Justice:* Funding for mandatory expulsions is now paid directly through TJPC. Stricter accountability provisions for Juvenile Justice Alternative Education Programs (JJAEP's) and school district Alternative Education Programs were put into place. Juvenile boards and Commissioner's Courts were given immunity from liability regarding the operation of the JJAEP, similar to the immunity enjoyed by school districts. Lastly, the compulsory school attendance age was raised to 18 and applies to expelled students attending a JJAEP.
4. *Sex Offender Legislation:* Laws dealing with sex offender registration were revised and expanded. Sex offender treatment statutes were extensively revised. A minimum probation term of two years or until age 18, whichever is shorter, must

be ordered when a juvenile is placed on probation for a felony offense of: indecency with a child, sexual assault, aggravated sexual assault, prohibited sexual conduct, aggravated kidnapping with intent to violate or abuse the victim sexually, or first degree burglary of a habitation when committed with intent to commit one of the previously listed sex offenses or indecent exposure. Sex offender registration data on juvenile and adult sex offenders is now considered public information.

5. *Gangs:* The use of regional gang information databases is permitted, and the destruction requirement following two years without criminal charge was postponed until the 76th Texas Legislature meets. A new offense of graffiti writing was created with offense ranges corresponding to pecuniary property loss.
6. *Victims' Rights:* The members of a victim's family were provided the same right to attend court hearings as the victim. The definition of *victim* was broadened in juvenile cases to include any person who as the result of delinquent conduct of a child suffers a pecuniary loss or personal injury or harm.
7. *Juvenile Records:* Former law that was inadvertently deleted in HB 327 from the previous session prohibiting public disclosure of law enforcement records pertaining to juvenile offenders was reenacted. TYC was also authorized to release information to the public related to an escaped youth's identity and whether the youth is considered dangerous to the public. Law enforcement was authorized to take fingerprints and photos of juveniles who are *not in custody* with the written consent of their parents or guardians.
8. *Progressive Sanctions:* The law revisions provide for assigning a higher sanction level to youth who are adjudicated for law violations occurring on two separate occasions that are classified lower than the previous offense. The provision allowing the court to assign a higher sanction level when a parent notifies the court of a violation of a parental rule by the child was deleted.
9. *Youth with Mental Illness or Mental Retardation:* TYC is authorized to accept youth with mental illness, but is required to discharge youth with mental illness or mental retardation who cannot progress in its programs due to their mental illness or mental retardation if: 1) the youth is not a determinate sentence offender, and 2) the youth has completed the minimum length of stay applicable to the committing offense. Thirty days prior to discharge in such cases, TYC is required to initiate court proceedings to obtain appropriate mental health services for the youth in the county of the youth's commitment.
10. *Juvenile Facilities:* The creation of holdover facilities was authorized in counties that do not have a pre-adjudication detention facility if TJPC standards and OJJDP requirements are met. TJPC is mandated to operate a statewide registry, updated annually, for pre- and post-adjudication secure juvenile facilities. Post-adjudication facilities for housing out-of-state juvenile offenders must be operated under contract with the county and must adhere to minimum standards established by TJPC.

Reports of abuse or neglect in juvenile secure facilities are to be made to law enforcement and law enforcement shall notify TJPC. TJPC shall investigate allegations of child abuse in registered juvenile facilities. Juvenile probation officers and juvenile detention or correctional officers are required to report alleged abuse or neglect of children to law enforcement as required of other professionals.

IX. Self Evaluation and Opportunities for Improvement

A. Performance Measures and Evaluations/Audits

In fiscal year 1997, only one of the agency's established performance targets was attained or exceeded within five percent of the target. Actual performances on the two cost per day measures were lower than the legislative target. Performance relating to average daily populations on ISP and residential placement (using community corrections funding) were also lower than the target. The primary reason for this was due to lack of resources in the number of ISP officers and placement funds available.

Key Performance Target for FY 1997	Legislative Target	Actual Performance	Percent of Annual Performance Attained
Percent of Delinquent Referrals Served Through Community Corrections	6.8%	2.1%	30.9%
Number of New Commitments to TYC	2,496	2,881	115.4%
Percentage of Delinquent Referrals Committed to TYC	2.3%	2.5%	108.7%
Average Daily Population: Youth Supervised under Court Ordered Probation	18,500	18,977	102.6%
Average Daily Population: Intensive Services Probation	2,650	2,417	91.2%
Average Daily Population: Residential Placement Program	630	597	94.8%
Cost per Day per Youth for Intensive Services Probation	\$14.10	\$13.10	92.9%
Cost per Day per Youth for Residential Placement Program	\$85.00	\$70.14	82.5%

The following table shows performance for fiscal year 1998 (through the second quarter). Again, only one of the agency's established performance targets was attained or exceeded within five percent of the target. The costs per day were both calculated at a cost lower than projected. Average daily population for ISP performed lower than the target, while average daily population for residential placement was higher than the target.

Key Performance Target for FY 1998 (through second quarter)	Legislative Target	Actual Performance	Percent of Annual Performance Attained
Average Daily Population: Youth Supervised under Court Ordered Probation	21,476	21,576	100.5%

Average Daily Population: Intensive Services Probation	3,166	2,640	83.4%
Average Daily Population: Residential Placement Program	615	699	113.7%
Cost per Day per Youth for Intensive Services Probation	\$14.50	\$13.76	94.9%
Cost per Day per Youth for Residential Placement Program	\$85.00	\$71.31	83.9%

Measures that were included in the FY 1997 and FY 1998 bill pattern did not include measures that actually reflect the performance of TJPC as an agency. They only reflect certain programs and services that are available in the probation field. This issue was addressed, and the measures in this plan (appendix A) were expanded to more closely reflect agency functions.

B. Internal/External Assessment Methodology

TJPC was originally established at a time when local governments were demanding limited state government and more local control regarding juvenile justice. As a response to that plea, TJPC was created. Since that time, TJPC has worked to change the *business as usual* practices of the past through partnerships with local government. As a result, the strategic planning process for the juvenile probation system is inclusive and participatory, involving both local and state level stakeholders of the juvenile justice system in each level of the strategic planning process. Rather than planning strictly internally, key stakeholders are involved in the process of identifying key issues and selecting the most relevant strategies to accomplish agency benchmarks. This is the foundation upon which the agency internal/external assessment process is based.

C. Performance Benchmarking

Section 67, Article IX of the 1998-99 General Appropriations Act requires that agencies engage in an internal performance benchmarking process which will provide for the identification and development of agency-specific performance benchmarks and their linkage to state-level benchmarks. The rider also required a report of the process be included in agency strategic plans.

The internal performance benchmarking process of the agency involves a four-step process resulting in completion of the following tasks:

- identification of critical information needed from agency internal and external stakeholders (see Appendix I for details),
- collection of the information (see Appendix I),
- analysis of the information, and
- either selecting an existing agency performance measure or developing a new measure.

The following performance measures were developed as agency-level performance benchmarks for Agency Goal 1:

- Percentage of state funded programs and services which have proven to be effective with juvenile offenders,
- Percentage of locally funded programs and services which have proven to be effective with juvenile offenders, and
- Average state cost for per juvenile referred for the 15 most populated states in the U.S.

The state-level benchmarks published in "Vision Texas: The Statewide Strategic Planning Elements for Texas State Government" to which the TJPC agency-level performance benchmarks link are:

- Juvenile violent crime arrest rate
- Average rate of juvenile re-incarceration within three years of initial release
- Number of referrals to the juvenile justice system
- Percent of juvenile offenders who provide community restitution
- Violence rate in school setting
- Incidence of confirmed cases of unsafe facilities, or abuse, neglect, or death of children

D. Employee Perceptions and Long Term Strategies for Involvement

Each employee at TJPC was given an anonymous survey to complete. The 130-question *Survey of Organizational Excellence* was administered and collected by the School of Social Work at the University of Texas at Austin. Of the 43 surveys distributed, 63% (23 surveys) were completed.

The survey assessment was divided into six sections: primary questions, survey constructs, immediate work group questions, over time comparison questions, matrix questions, and satisfaction with employment benefits. Sections (unless otherwise noted) were scored on rating scales from one to five. Any survey question with an average (mean) score above the neutral midpoint of 3.0 suggests that employees perceive the issue more positively than negatively. Scores of 4.0 or higher indicate areas of substantial strength for the organization. Conversely, employees view scores below 3.0 more negatively. Questions that receive below a 2.0 should be a significant source of concern for the organization and receive immediate attention.

1. *Primary Questions.* Employees were asked to indicate how strongly they agreed or disagreed with statements describing the organization as a whole. Possible responses included: 1=*strongly disagree*; 2=*disagree*; 3=*feel neutral*; 4=*agree*; 5=*strongly agree*. The option of *don't know/not applicable* was also available.

Response Distribution		Number of Responses	Percent of Total
<2.0	very negative	0	0%
2.0 – 3.0	more negative than positive	4	5.8%
3.0 – 4.0	more positive than negative	48	69.6%
>4.0	very positive	17	24.6%

In this section, nearly 95% of the responses to survey were more positive than negative. Only four responses were less positive than negative. These questions were:

- Average work is rewarded the same as excellent work. (Responses were adjusted to reflect the negatively phrased question.)
- Promotion recommendations are made by a team of evaluators.
- Raises and promotions are designed to ensure that workers are rewarded solely for their performance.
- Salaries are competitive with similar jobs in the community.

2. *Survey Constructs.* The Survey assessment is a framework which, at its highest level, consists of five Workplace Dimensions. Taken together these five dimensions, including Team Perceptions, Physical Work Setting/Accommodations, General Organizational Features, Communication Patterns and Personal Demands, capture the total work environment.

Each Workplace Dimension consists of several Survey Constructs. The Survey Constructs are designed to broadly profile organizational strengths and weaknesses so that interventions may be targeted appropriately. Survey Constructs are developed from the Primary Questions series and scores for the Constructs range from a low of 100 to a high of 500.

Response Distribution	Number of Responses	Percent of Total
100 - 200 very negative	0	0%
200 - 300 more negative than positive	0	0%
300 - 400 more positive than negative	18	90.0%
400 - 500 very positive	2	10.0%

In this section, 100% of the responses were more positive than negative. Two of the responses rated very positive. The two constructs that were scored very positive were: adequacy of physical environment (perceptions of the work setting and the degree to which employees believe that a safe and pleasant working environment exists) and strategic orientation (thinking about how the organization responds to external influences, including those which play a role in defining the mission, services and products provided by the organization; assessment of the organization's ability to seek out and work with relevant external entities).

3. *Immediate Work Group Questions.* Employees were asked to indicate how strongly they agreed or disagreed with statements describing their immediate work group. Possible responses included: 1=*strongly disagree*; 2=*disagree*; 3=*feel neutral*; 4=*agree*; 5=*strongly agree*. The option of *don't know/not applicable* was also available.

Response Distribution	Number of Responses	Percent of Total
<2.0 very negative	0	0%
2.0 - 3.0 more negative than positive	0	0%
3.0 - 4.0 more positive than negative	7	53.8%

>4.0	very positive	6	46.2%
------	---------------	---	-------

In this section, 100% of the responses were more positive than negative. Based on the responses, employees indicated that there is a high level of trust and community within their divisions and employees feel valued within their units.

4. *Over Time Comparison Questions.* Employees were asked to consider how their organization changed during the last two years relative to a number of organizational issues. Possible responses included: 1=*the organization is performing much worse*; 2=*the organization is performing worse*; 3=*the organization is performing about the same*; 4=*the organization is performing better*; 5=*the organization is performing much better*. The option of *don't know/not applicable* was also available.

Response Distribution	Number of Responses	Percent of Total
<2.0 very negative	0	0%
2.0 – 3.0 more negative than positive	2	11.8%
3.0 – 4.0 more positive than negative	15	88.2%
>4.0 very positive	0	0%

In this section, 88.2% of the responses were more positive than negative. This was the only section of the survey that no responses averaged in the *very positive* category. Two responses were more negative than positive. These were:

- Assess the level of stress and burnout that is experienced in this organization.
- Assess the level of empowerment of employees.

5. *Matrix Questions.* Employees were asked to select a response closest to their opinion on two questions.

a. *In general, how would you say that decisions are made?* Response options were: 1=*Policy is made completely at the top*; 2=*Policy is made mostly at the top*; 3=*Broad policy is made at the top with delegation*; 4=*Policy is made throughout the organization*; 5=*It is difficult to determine how policy is made*; 6=*Policy is mostly imposed from the outside*. Based on the responses, the average employee believes that most decisions are made at the top or at the top with delegation.

b. *How free do people feel to talk to their supervisors about their job?* Response options were: 1=*Not at all*; 2=*Rarely and with caution*; 3=*Sometimes*; 4=*Most of the time*; 5=*Almost all of the time*; 6=*All of the time*. Based on the responses, the average employee feels free to talk to their supervisor about their job most or almost all of the time.

6. *Satisfaction with Employment Benefits.* Employees were asked to indicate how strongly they agreed or disagreed with statements describing their level of satisfaction with various employment benefits. Possible responses included: 1=*strongly disagree*; 2=*disagree*; 3=*feel neutral*; 4=*agree*; 5=*strongly agree*. The option of *don't know/not applicable* was also available.

Response Distribution	Number of Responses	Percent of Total
<2.0 very negative	0	0%
2.0 – 3.0 more negative than positive	0	0%
3.0 – 4.0 more positive than negative	4	44.4%
>4.0 very positive	5	55.6%

In this section, 100% of the responses were more positive than negative. This was the section with the highest percent of responses in the *very positive* range. Employees indicated being specifically satisfied with their medical insurance (with the exception of vision care), sick leave, vacation leave, holidays, and continuing education/training opportunities.

E. Customer Satisfaction Assessment

The first line of customers of TJPC is local juvenile probation practitioners, including juvenile court judges and juvenile probation officers. Two years ago, for the previous strategic planning cycle, focus group were conducted with all regional juvenile probation chief's associations in the state, and interviews were conducted with a number of juvenile board members. Each group was asked to tell us what they perceived as TJPC's major strengths and weaknesses, as well as their impressions of the agency's external opportunities and threats. Using the responses received two years ago, a new survey instrument was sent to each Chief Juvenile Probation Officer and juvenile judge in Texas in December 1997.

Respondents were asked to rate from one (extremely dissatisfied) to five (extremely satisfied) their satisfaction of different agency attributes and products. Average responses of the survey ranked in order of most satisfied to least satisfied follow:

Attribute/Product	Total Average	CJPO Average	Judge Average
Professionalism of Agency/Staff	4.5	4.6	4.2
Knowledgeable Staff	4.4	4.5	4.1
Supportive to the Field	4.3	4.4	3.9
TJPC Organizational Philosophy	4.2	4.3	3.9
Efficiency of Agency	4.1	4.3	3.7
TJPC News (newsletter)	4.0	4.1	4.0
State-Level Political Involvement	4.0	4.1	3.6
Weekly Mailouts	4.0	4.0	3.9
Electronic Bulletin Board	3.9	3.9	3.8
Reports and Publications (Distributed from TJPC)	3.9	3.9	3.8
Timeliness of Information Relayed to the Field	3.9	3.9	3.8
CASEWORKER 4 Program	3.8	3.9	3.7
Standards for Juvenile Probation	3.8	3.9	3.7
Relevancy of Policy Decisions to Key Issues	3.8	3.9	3.6
Staff Size of TJPC	3.8	3.9	3.5
Consistency of Policy Decisions	3.7	3.8	3.6
Standards for Juvenile Detention/Correctional Facilities	3.7	3.8	3.6
TJPC Toll Free Number	3.7	3.7	3.9
Communications (voice mail, e-mail, responsive to	3.7	3.7	3.8

calls, etc.)			
Progressive Sanctions Assistance	3.6	3.7	3.6
Surveys and Reports (Required from the Field)	3.5	3.5	3.5
Regional Representation of TJPC Commissioners	3.5	3.5	3.3
Funding Formulas/Structure	3.2	3.3	2.9
Amount of Funding Available	3.1	3.2	2.7

[5=extremely satisfied; 4=satisfied; 3=average; 2=dissatisfied; 1=extremely dissatisfied]

Respondents were also asked to rate from a scale of one (extremely dissatisfied) to five (extremely satisfied) their satisfaction with TJPC's services and/or assistance in each major function area of the agency. Average scores follow in order of most satisfied to least satisfied:

Service/Assistance	Total Average	CJPO Average	Judge Average
Executive Administration	4.3	4.5	4.0
Resource Specialists/Monitors	4.3	4.5	4.0
Legal/General Counsel	4.1	4.2	3.8
Federal Programs/Title IV-E	4.0	4.1	3.7
Legislative	4.0	4.1	3.7
CASEWORKER	4.0	4.0	3.9
Training	3.9	4.0	3.8
Research & Planning	3.9	4.0	3.7
Media Services	3.9	4.0	3.5
JJAEP Assistance	3.8	3.9	3.5

[5=extremely satisfied; 4=satisfied; 3=average; 2=dissatisfied; 1=extremely dissatisfied]

The survey invited respondents to give additional open-ended comment on any topic they chose. These additional comments were divided into eleven categories. The additional comments follow:

Acclaim

- *TJPC does very good job. All TJPC – Merry Christmas.*
- *You are the best!!*
- *Doing a very good job. Keep up the good work.*
- *TJPC is an excellent functioning agency with extremely capable staff persons. We feel comfortable and pleased to work with TJPC staff.*
- *Great work. Appreciate your efforts.*
- *TJPC is a good, professional agency with a good mission and philosophy.*
- *Keep up the good job!*
- *We are not only very satisfied with TJPC but, also, very proud to be a part of their organization. It would be impossible to explain the value of TJPC to our daily operation, for without them we could not exist. Merry Christmas to everyone!*
- *I don't know how I would have survived without the support and knowledge you all have provided – not to mention the friendships. You're like family to me – thanks.*
- *I appreciate the professionalism and assistance that I receive whenever I call TJPC offices.*
- *TJPC is a top-notch state agency. You are greatly appreciated.*
- *TJPC services have been extremely beneficial in helping Reeves County address its juvenile delinquency problems. Your work, efforts, financial support and patience are very much appreciated.*

- *TJPC has always displayed a professional image. Most employees have had probation or parole experience, which is beneficial to a good relationship. My opinion, TJPC is very necessary as a State Agency to represent the field In general, I know of no other state agency that has the interest of the local community as a primary concern like TJPC seems to. It seems that TJPC has, in these challenging times, managed to keep Mr. Anderson's visions alive! For that I thank you.*
- *We appreciate your efforts.*

CASEWORKER

- *Would like to see the common application on CASEWORKER*
- *I would like to extend a sincere thank you to employee Laura Brown. She has been a very helpful and informative source for CASEWORKER. She has returned every call our office has made to her for help, and I especially have depended on her as a new employee. Thank you Laura!!!!*
- *CASEWORKER 4 should not have been distributed until all the "bugs" were worked out*
- *CASEWORKER cannot scan for subsequent arrests and adjudications, which are required for program evaluations; consequently, hundreds of names must be individually looked up for the program evaluations. Also, CASEWORKER needs wrap on chronos. Reports and evaluations are too repetitive.*

Certification

- *Training department not consistent with following up on officer's re-certification.*
- *It took over a year for one of our officers to receive his certification.*
- *I have submitted for two Detention Officers to be re-certified in July 1997. I have made several phone calls but have not yet received notice that they have been re-certified. I understand there has been some changes in that department, but I believe waiting five months for an answer is a little ridiculous.*

Communication

- *TJPC needs to expand the "Help" Desk concept. Sufficient staff should be employed so that field can speak to a live person the majority of the time.*

Disdain

- *The State would be better off to dissolve the Commission and return "full" control to the local level.*

Funding

- *As a rural judge I believe more funding is necessary for counties who establish voluntary JJAEP's. It is either that or more money for outside placements.*
- *More \$ needs to go to the field for officers and for detention services.*
- *Many of the rural communities do not have the resources available to refer those children in the Progressive Sanctions Steps.*
- *The small departments need more funding for placement. It really hurts when the diversionary money is all gone by September 30, 1997.*
- *Funding for our rural counties will always be less than needed for our juvenile department.*
- *We could use more money for placements and training.*
- *Funding structure has too many strings attached. It is troublesome that some monies can be used for any sanction level and other money can only be used for specific sanction levels. Additionally, it is a budgetary problem because some money can be used for fringe and raises and other money cannot.*

- *The funding formulas for the various programs and services make budgeting and bookkeeping needlessly complicated.*
- *Increased funding is of utmost importance from State level.*
- *More money is needed for programs and placement at the local level.*

Legal

- *Quicker response time from legal department would be beneficial.*
- *Legal counsel needs more help with respect to employees.*

Legislative

- *TJPC needs to remain on front burner of legislators' attention for additional funding for preventive programs and drug treatment facilities.*
- *As I have indicated to my legislators, TJPC is too much of a "lobbyist" agency without any regard to the taxpayers. Local elected officials do not have the time or resources to move in forces to Austin during the sessions. It is ironic that most "chiefs" do. I would be pleased to see more interaction and planning with all county judges throughout the state.*

Reporting

- *I do not like the additional reporting that is required, but I understand its purpose and the need to do it.*
- *Too many report forms to fill out. Let us have time to do our work*
- *Some surveys are not applicable to small departments.*

Research

- *I feel TJPC should focus on researching successful prevention programs, post adjudication programs and especially assessment tools. Probation departments have limited resources to do the research themselves.*

Training

- *With the issues of juvenile crime in rural communities, I would like to see some of the training seminars directed to these areas.*
- *We need more training in the Panhandle.*
- *Training provided for doing the Performance Measures was poor and I feel TJPC should not have hurried into that.*
- *I would like to see TJPC provide training for new probation and detention officers.*
- *Training needs to be coordinated with TPA-TCA Chiefs' conferences in order to save travel monies*

F. Historically Underutilized Businesses

As part of its strategy for meeting Historically Underutilized Business (HUB) vendor goals, TJPC utilizes guidelines developed by the General Services Commission (GSC). General Services Commission rules require that agencies include at least two Historically Underutilized Business vendors in the bidding process. TJPC enhances these guidelines by giving preference to HUB vendors in situations where non-HUB vendors and HUB vendors are found to both meet the agency's procurement criteria.

Several factors and conditions significantly impact the agency's ability to use HUB vendors. These conditions include: a) limited availability of HUB vendors for certain products/services, b) limited scope of products/services provided by HUB vendors, and c) a highly developed market place composed of well established vendors with whom HUB vendors must compete.

Agency Goal 1:

To ensure public safety, offender accountability and the rehabilitation of juvenile offenders through a comprehensive, coordinated, community based juvenile justice system by providing funding, technical assistance and training in partnership with juvenile boards and probation departments.

Objective 1.1:

The successful rate of completion for deferred prosecution and court-ordered probation cases will be 87% by FY 2003, and the rate of recidivism will be decreased by FY 2003.

Outcome Measure:

- Rate of Successful Completion of Deferred Prosecution Cases
- Rate of Successful Completion of Court Ordered Probation Cases
- One-year rearrest rate.
- One-year rearrest severity rate.
- One-year incarceration rate.

Strategy 1.1.1: Basic Probation

Provide funding to juvenile probation departments for the provision of basic juvenile probation services, including delinquency prevention, deferred prosecution, and court-ordered probation.

Output Measures:

- Average Daily Population of Youth Supervised under Deferred prosecution
- Average Daily Population of Youth Supervised under Court Ordered Probation

Efficiency Measures:

- Average State Cost per Juvenile Referred

Explanatory or Input Measures:

- Total Number of Referrals
- Total Number of Delinquent Referrals
- Total Number of Felony Referrals
- Total Number of Violent Referrals
- Total Number of juvenile probation age eligible juveniles

Objective 1.2:

The percentage of delinquent referrals diverted from the TYC will be 97% by FY 2003, resulting in a successful rate of completion for intensive services probation and residential placement of 79% by FY 2003.

Outcome Measures:

- Rate of successful completion of intensive services probation.
- Rate of successful completion of residential placement program.
- Number of new commitments to the TYC.
- Percentage of delinquent referrals committed to TYC.

- Percentage of delinquent referrals served through Community Corrections Programs funded by TJPC.

Strategy 1.2.1: Community Corrections

Provide funding to juvenile boards and departments for diversion of juveniles from commitment to the Texas Youth Commission and meet legislatively mandated performance measures for intensive residential and non-residential diversionary services.

Output Measures:

- Average daily population of residential placement program.
- Average daily population of intensive services probation.
- Total number of children served in Challenge Grant Program.

Efficiency Measures:

- Cost per day per youth for residential placement program.
- Cost per day per youth for intensive services probation.

Strategy 1.2.2: Probation Assistance

Provide training and technical assistance to juvenile boards and probation departments, including case management, program planning and delinquency prevention; and monitor probation departments and both county and private detention and post-adjudication centers for compliance with TJPC standards and applicable federal regulations.

Output Measures:

- Number of training hours provided.
- Number of professionals trained.
- Number of new probation, corrections and detention officers certified.
- Number of hours of assistance: Legal and Technical.
- Number of unannounced monitoring visits to private and county pre- and post-adjudication facilities.
- Total monitoring hours for TJPC standards.
- Total monitoring hours for applicable federal regulations.
- Number of county juvenile probation departments utilizing federal Title IV-E dollars.
- Number of juveniles receiving Title IV-E services.
- Total number of child abuse complaints investigated that are alleged to have occurred in a TJPC Registered Correctional Facility.

Efficiency Measures:

- State cost per training hour.

Strategy 1.2.3: JJAEP's

Provide funding for juvenile justice alternative education programs (JJAEP's).

Output Measures:

- Average daily population in JJAEP's.

Agency Goal 2:

To maintain policies governing purchasing that fosters inclusion of historically under-utilized businesses (HUBS) in the procurement process and increases the agency's use of HUBS.

Objective 2.1:

To meet the General Services Commission's (GSC) statewide goals for each applicable procurement category and the overall statewide goal related to purchases from HUBS.

Outcome Measure:

- % Utilization of HUBS in the *Professional Services Contracts* procurement category.
- % Utilization of HUBS in the *Other Services Contracts* procurement category.
- % Utilization of HUBS in the *Commodities Contracts* procurement category.
- % Spent with HUBS.

Strategy 2.1.1: HUBS

Give preference to HUB bidders in awarding procurement contracts and utilize GSC's database of certified HUBS.

Output Measure:

- Number of awards made to HUB contractors.

Appendix I: Agency Planning Process

As noted by Dr. John Bryson in his acclaimed book on strategic planning, *Strategic Planning for Public and Non-Profit Organizations*, “When strategic planning is focused on a function that crosses organizational or governmental boundaries or on a community, almost all the key decision makers will be outsiders.” This fact is the major feature driving the philosophy and practice of strategic planning for TJPC.

The juvenile probation system is primarily comprised of a partnership between TJPC and 180 juvenile boards, 165 juvenile probation departments, and 254 different county governmental entities. However, there are many secondary governmental units whose services and operations can influence the rehabilitation of juvenile probationers and their families: state and local law enforcement, state and local public school organizations, state and local mental health/mental retardation agencies, Texas Department of Protective and Regulatory Services, Texas Youth Commission, state and local drug and alcohol agencies, and Texas Rehabilitative Commission. Subsequently, the agency strategic planning process involves broad scale input from a variety of juvenile probation stakeholders, especially those on the local level.

The process began with the development of a coordinated strategic plan for the juvenile justice system in conjunction with the Texas Youth Commission, as mandated by the 74th Legislature. The two agencies are required to develop a coordinated strategic plan to guide, but not substitute, the strategic plans developed individually by the agencies. The TJPC plan incorporates the key issues and goals identified in the coordinated strategic plan.

In keeping with the philosophy of local control, TJPC staff then began the process of collecting valid and reliable input from chief juvenile probation officers and juvenile boards. Two survey instruments were utilized. First, input from the *TJPC Strengths/Weaknesses Survey* was collected from chief juvenile probation officers and juvenile judges. The survey was intended to find out how practitioners perceived TJPC's performance relative to product mix, service delivery and customer satisfaction. The data elements included in this survey were developed from concerns and issues identified from the structured focus groups conducted in 1995/1996. Second, input was received from chief juvenile probation officers on the *Additional Resource Needs Survey*. This instrument collected information on resource needs and gaps within each juvenile probation department.

TJPC staff also participates in the development of the agency strategic plan. The agency utilized the results of the *Survey of Organizational Excellence*, conducted by the University of Texas School of Social Work. This survey measures employees' satisfaction in a number of areas of the agency's functioning, including unit/division functioning.

Appendix II: Five-Year Projections for Outcomes

Outcome Measure	FY 1999	FY 2000	FY 2001	FY 2002	FY 2003
01-01-01 Rate of Successful Completion of Deferred Prosecution Cases	85.5%	87%	88%	88%	88%
01-01-02 Rate of successful Completion of Court Ordered Probation	84%	85%	85%	86%	86%
01-01-03 One-Year Rearrest Rate	40%	40%	40%	40%	40%
01-01-04 One-Year Rearrest Severity Rate	25%	25%	25%	25%	25%
01-01-05 One-Year Incarceration Rate: Total	*	*	*	*	*
01-02-01 Percent of Delinquents Served through Community Corrections	5.5%	5.1%	4.8%	4.5%	4.2%
01-02-02 Rate of successful completion of ISP	65%	66%	67%	67%	67%
01-02-03 Rate of successful completion of Residential Placement	75%	76%	76%	77%	77%
01-02-04 Number of new commitments to TYC	2,818	2,842	2,851	2,903	2,948
01-02-05 Percentage of Delinquent referrals Committed to TYC	2.7%	2.7%	2.7%	2.7%	2.7%

* Baseline data regarding recidivism will be available in September 1998, from the Criminal Justice Policy Council.

Appendix III: Linkage of TJPC Strategies and Measures to Key Issues Identified in the *TJPC/TYC Coordinated Strategic Plan*

Key Issue	Related Strategy	Related Output Measure
Implementation of Progressive Sanctions	1.1.1; 1.2.1; 1.2.2; 1.2.3	All
Prevention	1.1.1; 1.2.3	ADA in JJAEP's; Rate of successful completion of deferred prosecution cases
Assessment and Appropriate Treatment	1.1.1; 1.2.1; 1.2.2; 1.2.3	All
Aftercare and Parole	1.2.1; 1.2.2	Number of juveniles receiving IV-E services; Total monitoring hours for applicable federal regulations; Total number of children served in Challenge Grant Program
Education	1.2.3	ADP in JJAEP's
Intergovernmental Coordination, Collaboration, Efficiency and Effectiveness	1.2.2	Number of professionals trained; Number of juveniles receiving Title IV-E services
Victims' Issues	1.2.2	Number of training hours provided; Number of professionals trained; Total monitoring hours for TJPC standards
Overrepresentation of Minorities	1.1.1; 1.2.3; 1.2.3	All
Specialized Populations	1.2.1; 1.2.2; 1.2.3	Total number of children served in Challenge Grant Program
Need for Additional/New Resources	1.1.1; 1.2.2	Number of training hours provided; Number of hours of assistance: Legal and technical
Job Readiness/Employment/Workforce Development Programs	1.2.3	ADP in JJAEP's
Family/Parental Values, Responsibilities	1.1.1; 1.2.1; 1.2.2	Total monitoring hours for TJPC standards; Number of juveniles receiving Title IV-E services
Accountability	1.2.2	Number of hours of assistance: Legal and technical; Number of unannounced monitoring visits to private and county pre- and post adjudication facilities; Total monitoring hours for TJPC standards; Total monitoring hours for applicable federal regulations; Total number of child abuse complaints investigated that are alleged to have occurred

		in a TJPC registered correctional facility
--	--	--

Appendix IV: Health and Human Service Strategy Matrix

As one of the twelve agencies under the Health and Human Services (HHS) Umbrella, TJPC is a participant in the development and implementation of the Health and Human Services Commission's Coordinated Strategic Plan. In this comprehensive plan, Goals and Strategic Directions for the entire health and human services enterprise are linked with individual agency goals and strategies. The matrix below defines how the Texas Juvenile Probation Commission's goals and strategies are linked with those of the health and human services enterprise.

Health and Human Service Goal 2: Family Services-Foster the development of responsible, productive and independent Texans to ensure the safety and well being of children, adults and families.

HHS Strategic Directions	Welfare Reform	Protective Services	Family Support Services	Juvenile Offenders	Nutrition Services
TJPC Strategy: 01-01-01			X	X	X
TJPC Strategy: 01-02-01			X	X	X
TJPC Strategy: 01-02-02		X	X	X	X
TJPC Strategy: 01-02-03			X	X	X
TJPC Strategy: 02-01-01					

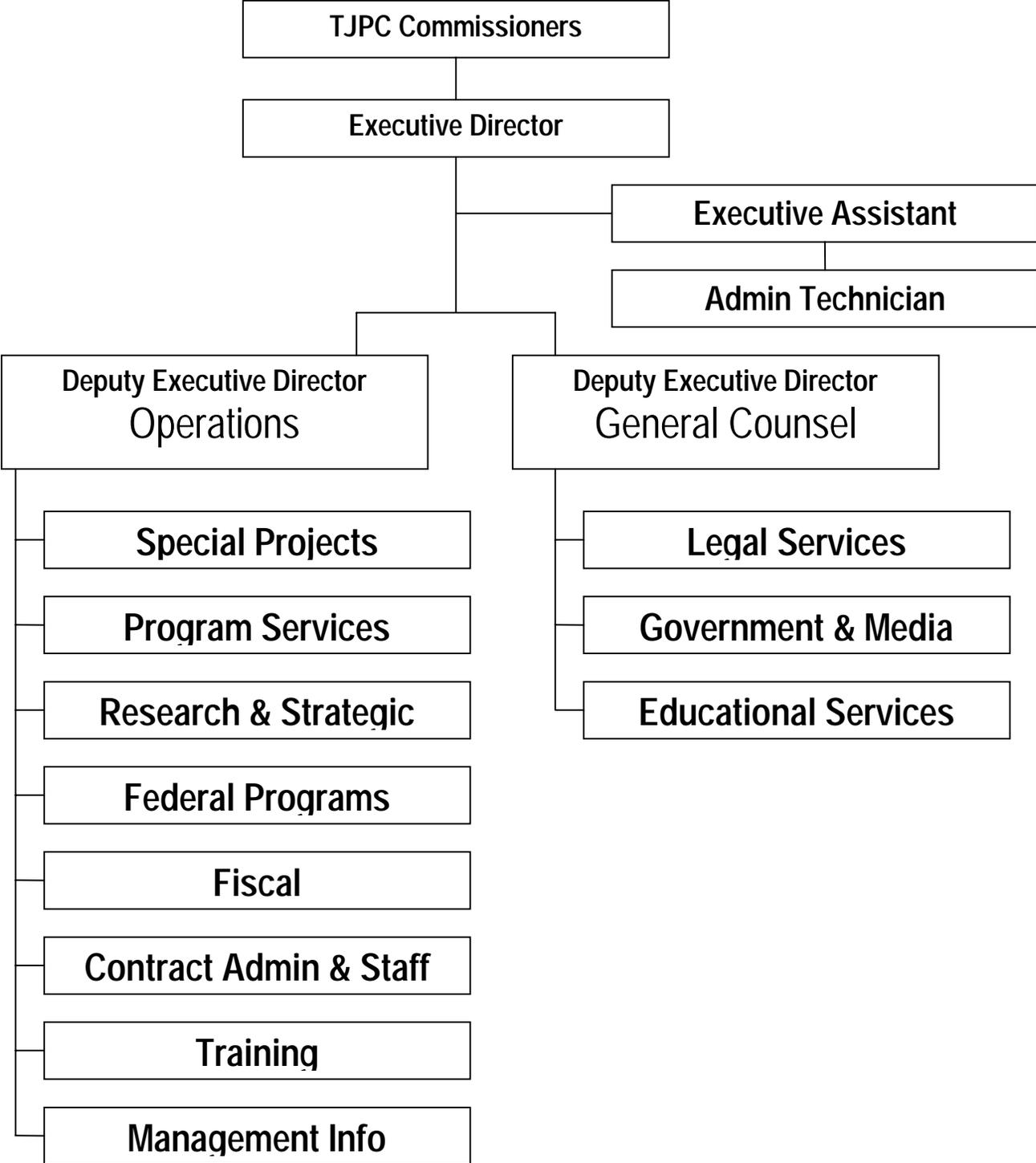
Health and Human Service Goal 3: Health-Improve the health status of Texans.

HHS Strategic Directions	Disease Prevention and Health Promotion	Health Care Safety Net	Integrated Care Management	Education and Awareness	Mental Health	Substance Abuse	Assurance of Quality : Health Facilities/ Prof. Practice
TJPC Strategy: 01-01-01							
TJPC Strategy: 01-02-01					X	X	
TJPC Strategy: 01-02-02	X			X			
TJPC Strategy: 01-02-03				X			
TJPC Strategy: 02-01-01							

Health and Human Service Goal 6: Administration-Provide an efficient, effective, responsive and accessible health and human services system.

HHS Strategic Directions	Ensure Availability and Quality of Services	Identify and Eliminate Gaps in Services	Eliminate Duplication and Inefficiency in Health and Human Services	Effectiveness and Accountability of HHS Agencies	Maximize Federal Funds	Automation Solutions	Partnerships to Leverage Resources
TJPC Strategy: Direct and Indirect Administration	X	X	X	X	X	X	X

Appendix V: Organizational Chart



Appendix VI: Survey of Organizational Excellence Results and Utilization Plan

An important trend in organizations and businesses involves implementation of a method to determine how employees of these entities view their organization's cultural strengths and weaknesses. This is a trend that should be followed in state government. Securing such data is critical to ensuring continuous improvement and is especially valuable to management in assessing the relative quality and effectiveness of the organization. Achieving quality and excellence is an evolving process and can be facilitated by recognizing the strengths and weaknesses within an organization, as perceived by the people who work there. A thorough self-examination, with data compiled and studied, can provide an agency the ability to benchmark against itself, as well as against other similar agencies.

-from Instructions for Preparing and Submitting Agency Strategic Plans

Pages 28 through 31 of this plan contain a synopsis of the most recent survey results for TIPC. The results will be incorporated into the plan for human resource development. Information will be compared to the results of the survey completed for the previous strategic plan to determine how employee satisfaction has shifted and in what areas.