



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

**Community Juvenile Justice
Appropriations, Riders
and Special Diversion Programs**

December 2013

Annual Report to the Governor and Legislative Budget
Board **COMMUNITY JUVENILE
JUSTICE APPROPRIATIONS,
RIDERS AND SPECIAL DIVERSION
PROGRAMS**



Texas Juvenile Justice Department

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CERTIFICATE

Agency Name: TEXAS JUVENILE JUSTICE DEPARTMENT

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

Chief Financial Officer

A handwritten signature in black ink, appearing to read "Mike Meyer".

Signature

Michael Meyer

Printed Name

December 2, 2013

Date

Executive Director

A handwritten signature in black ink, appearing to read "Mike Griffiths".

Signature

Michael Griffiths

Printed Name

December 2, 2013

Date



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INTRODUCTION

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

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

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

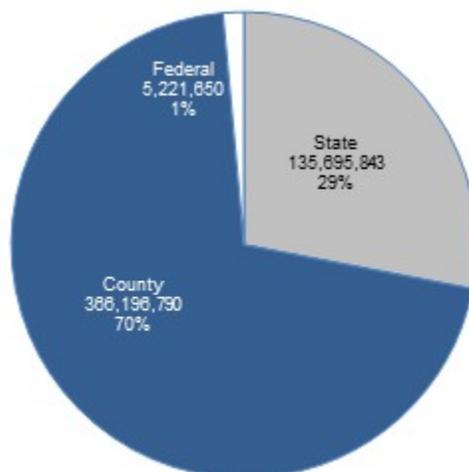
This annual report is provided in compliance with riders 28 and 31 of TJJD's 2014-2015 appropriations and includes the impact of initiatives such as residential placements, community-based programs and services for serious, chronic felons and for misdemeanor offenders no longer eligible for commitment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

DESCRIPTION OF FUNDING CONTRACT AND ALLOCATION METHODOLOGY

Funding Overview

TJJD allocates funds appropriated by the Texas Legislature through grants to assist local juvenile boards in operating juvenile probation departments, juvenile detention and correctional facilities, and to assist in providing basic and special services to children in the juvenile probation system. TJJD allocates these funds to local juvenile probation departments through the *State Financial Assistance Contract* that encompasses grants to each of the 165 local juvenile departments. The majority of the funding to the community-based juvenile probation system is provided by local county governments. In fiscal year 2013 county funding accounted for approximately 70 percent of total juvenile probation funding while state and federal funding accounted for approximately 30 percent, as shown below.

County and State Funding Comparison, Fiscal Year 2013



Current and prior year departmental funding allocations and actual expenditures by fiscal year and by county for all probation grants can be found at <http://www.tjtd.texas.gov> under “Resources/State Allocation Contracts”; program information by department and grant can be found under “Resources/Program Registry”.

Strategy A.1.1. Prevention and Intervention

Established FY 2012

Total Amount Budgeted for Fiscal Year 2012: \$1,500,000

Total Amount Budgeted for Fiscal Year 2013: \$2,600,000

Prevention and Intervention Grant - Description and Funding Methodology

Description. In January 2012, the TJJD Board approved \$1.5 million to fund prevention and early intervention services. In February 2012, the program announcement and submission guidelines related to prevention grants were distributed to all probation departments. The target populations were defined as children, adolescents, and youth (ages 6-17) who are not currently under departmental supervision, but are at increased risk of delinquency, truancy, dropping out of school, or referral to the juvenile justice system. The submission guidelines indicated a preference for evidence/research-based or promising practices. Services were expected to be culturally competent and designed to successfully engage youth’s family. The minimum required first year data include school

attendance and juvenile justice referrals for participants. Counties are encouraged to engage in other data collection and analysis as possible.

Twenty-one counties were awarded prevention and intervention funding in FY 2013. Funded programs included activities or services designed to focus on families, school-based interventions, out-of-school time, the mental health needs of youth, and skills or character-building activities for youth. Approximately 3,500 youth received services during the fiscal year. An agreement with the Texas Education Agency allows TJJD to match data for youth whose parents have signed consents, enabling the agency to assess school attendance rates, discipline referral rates, and ultimately, graduation rates for youth who participate in the funded prevention programs

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

Strategy A.1.2. Community Supervision

Established FY 1982

Total Amount Appropriated for Fiscal Year 2013: \$85,485,312

Strategy A.1.4. Post-Adjudication Facilities

Total Amount Appropriated for Fiscal Year 2013: \$41,756,383

State Financial Assistance (Grant A) Description and Funding Methodology

Description. The former State Aid Grant, now consolidated with ten other grants and renamed State Financial Assistance Contract, provides funding to local juvenile boards to support the provision of basic juvenile probation services and juvenile justice programs, and to ensure the delivery of safe and effective juvenile probation services and juvenile justice programs that maximize adherence to Commission standards and policies.

Funding Allocation Methodology. A key starting point for the development of the formula structure to ensure transparency, as well as to achieve the involvement of its stakeholders, the agency worked with the TJJD Advisory Council and a grant structure sub-committee of the Council to build consensus on a fair and equitable funding allocation methodology. The agency also conducted a budget and funding contract workshop for all the county departments to receive their preliminary allocations and ask questions. Finally, the actual proposed allocations were presented to the agency Board for approval prior to the start of the fiscal biennium.

The State Financial Assistance Grant was allocated according to a three-tiered formula structure based primarily on county juvenile age census and referral data, available legislative appropriations, and the consolidation of 10 grants. Tier one of Grant A formula proportionally allocates 90 percent of the funding available based on the county's previous Grant A, Z, F, H, O, X amounts in FY11. Tier two distributes three percent of the available funding based on each county's proportion of their Texas State Demographer's juvenile-age population of Calendar 2011.

Tier three distributes seven percent of available funding using weighted proportions based on historical cost per referral rates. County department FY2011 allocations were divided by actual 2011 referrals to obtain a cost per referral. Observed data were then grouped into the ranges given below, and weights were assigned to each range such that departments with a low cost per referral would receive an upward adjustment to their proportion of tier three funding, and departments with the highest cost per referral would receive a downward adjustment. The goal

of tier three funding is to make appropriate adjustments in funding as departments' referrals increase (driving down the cost per referral) or decrease (driving up the cost).

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

Juvenile Case Management System Description and Funding Methodology Established FY 2010

Description. The Juvenile Case Management System (JCMS) is a comprehensive, state-of-the-art, web-based juvenile justice information and case management system providing common data collection, reporting and management for Texas juvenile probation departments. Still in the early stages of implementation, JCMS will provide statewide data sharing between the 165 local juvenile probation departments, the Texas Juvenile Justice Department and the Department of Public Safety. The system consists of core case management components (intake, referral, case management, etc.) and additional enhancement features such as detention, institution management, law enforcement and juvenile justice alternative education programs (JJAEPs). JCMS facilitates sharing of data between juvenile justice agencies both across and within jurisdictions to allow for better focused programs and services to be offered to juvenile offenders. Operational costs are shared between TJJD, and Dallas and Tarrant Counties.

Funding Allocation Methodology. In FY 2013, TJJD allocated \$750,000 from available Grant A funds toward the continued maintenance and operation costs of JCMS. Operation expenses include fees charged by the Managed Server Hosting provider to host, operate and maintain the physical servers; storage and network components of JCMS for the Production, Development/Test and Conversion environments; as well as the dedicated support staff that comprise the JCMS support infrastructure. Maintenance related expenses include the costs of continued development of new features as well as the work involved with correcting deficiencies in the existing programming or functionality of the software application.

The agency also provided grants to 14 counties totaling over \$49,000 for technology and training so that departments would have the equipment and capabilities necessary to join the system. Departments were selected for this grant based on their readiness to integrate into JCMS, and amounts were based on equipment and training needs.

Special Needs Diversionary Programs (Grant M)
Total Amount Appropriated for Fiscal Year 2012: \$1,974,034 and Fiscal Year 2013: \$1,974,034 Established FY 2002

Description. The Special Needs Diversionary Program (SNDP) Grant is designed to increase the availability of effective services to juvenile offenders with mental health needs. TJJD has worked in coordination with the Texas Correctional Office on Offenders with Medical or Mental Impairments (TCOOMMI) and in cooperation with mental health and mental retardation agencies, to implement programs that provide services to juveniles under the supervision of twenty-two (22) local juvenile probation departments.

Funding Allocation Methodology. Funds were appropriated each year of the biennium in the amount of \$1,974,034 for specialized probation officers to work with juvenile offenders with mental health needs. Juvenile probation

departments that utilize these funds have to enter into a cooperative arrangement with their local Mental Health Mental Retardation (MHMR) agency for mental health services.

Strategy A.1.3. Diversion Programs

Total Amount Appropriated for Fiscal Year 2013: \$19,492,500

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

Established FY 2010

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

Funding Allocation Methodology. The allocation methodology for the Community Corrections Diversion Program Grant (Grant C) is based on seventy-five percent of fiscal year 2011 allocation and twenty-five percent based on juvenile population, with all requesting counties receiving funding. In FY13, 153 departments accepted Grant C funding; 12 departments declined to participate.

Strategy A.1.6. Harris County Leadership Academy (Grant D)

Established FY 1996

Total Amount Appropriated for Fiscal Year 2012: \$1,000,000 and Fiscal Year 2013: \$1,000,000

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

Funding Allocation Methodology. Funds were appropriated in the amount of \$1,000,000 for the operation of a juvenile boot camp in Harris County.

JUVENILE JUSTICE SYSTEM EFFECTIVENESS AND OUTCOMES, FY2013

The Texas Juvenile Justice Department (TJJD) disburses funds appropriated by the Texas Legislature to local juvenile probation departments through the eight grants encompassed in the *State Financial Assistance Contract*. These grants ensure that all juveniles have access to juvenile probation services throughout the state and provide supervision, programs, services and residential placements to juveniles under the jurisdiction of the 165 local juvenile probation departments. Also included under the *State Financial Assistance Contract* is the Prevention and Intervention grant which became available to departments in FY 2012.

TJJD grant funding is used at every point in the juvenile probation system. In fiscal year 2013, juveniles under supervision, in programs or placed in residential facilities could have been served with multiple state grants as well as local, federal and other grant funding. Because seven of the TJJD's eight grants include specific expenditure requirements and spending limits, departments blend funds to support the most appropriate level of supervision or service for a juvenile.

Juveniles typically receive numerous services and programs during their time under probation supervision. Juveniles leaving probation supervision in fiscal year 2013 received the following programs and services during their time on probation in addition to the supervision provided by their probation officer:

- 76% had participated in at least one program;
- 42% had been detained at least once;
- 19% had been in a residential placement at least once;
- 76% had at least one drug test;
- 48% had at least one behavioral health referral; and
- 18% received at least one non-residential service.

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

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

Measuring Effectiveness

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

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

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

Definitions and calculation methodologies can be found in Appendix B.

Juvenile Probation System Outcomes

There were 68,386 formal referrals to juvenile probation departments throughout the state in fiscal year 2013. This represents a 6 percent decrease from the previous year's 72,474 formal referrals. These 68,386 referrals came from 48,275 juveniles, 72 percent of whom were male. At 49 percent, nearly half of all juveniles referred in the year were Hispanic, while 26 percent were white and 24 percent were African American. The average age of juveniles referred to departments was 15-years-old. In 84 percent of referrals, the juvenile was attending school at the time they were referred to juvenile probation. In another 10 percent of referrals, the juvenile was attending school in a disciplinary setting (DAEP or JJAEP) at the time of their referral.

In 19 percent of referrals, the juvenile had a known substance abuse problem and a substance abuse need was suspected in another 11 percent of referrals. Twenty-seven percent of the youth referred to juvenile probation in fiscal year 2013 had a mental health need. These youth accounted for 33 percent of referrals in the fiscal year. Juveniles referred during fiscal year 2013 had, on average, one prior referral to juvenile probation. The majority of referrals in the fiscal year were for misdemeanor offenses (52 percent), while felony offenses accounted for 21 percent of referrals, violations of probation accounted for 16 percent, and child in need of supervision (CINS) offenses accounted for 11 percent of referrals.

Juvenile probation departments, prosecutors, and juvenile courts disposed 70,251 cases in fiscal year 2013. A juvenile whose case is disposed of may receive a supervisory caution, be placed on deferred prosecution or probation supervision, be committed to TJJJ, or be certified as an adult. Juveniles may also have their cases dismissed or dropped, transferred, or consolidated with another court disposition.

In fiscal year 2013, commitments to TJJJ accounted for 1.1 percent of total dispositions. Commitments decreased from 875 in fiscal year 2012 to 810 in fiscal year 2013, a seven percent decrease. Half of all commitments to TJJJ were for a violation of probation and an additional 13 percent of commitments were for an assaultive felony offense. Accounting for less than one percent of all dispositions, 206 youth were certified as adults in fiscal year 2013. This represents a 23 percent increase in certifications from fiscal year 2012. Seventeen percent of youth certified in fiscal year 2013 came from four juvenile probation departments along the Texas-Mexico border and are reflective of the ongoing drug trafficking issues in the region. The average age of a youth certified in fiscal year 2013 was 17-years-old, with 36 percent of all youth certified age 17 or older at the time of their referral to juvenile probation. For these youth, certification and dropping the case are the only disposition options available to juvenile probation departments.

Referrals and Dispositions

Fiscal Year 2012 and Fiscal Year 2013

| | 2012 | 2013 |
|---|--------|--------|
| Formal Referrals to Juvenile Probation Departments | 72,474 | 68,386 |
| Juveniles Referred | 51,605 | 48,275 |
| Total Dispositions | 75,174 | 70,251 |
| Juveniles Committed to TJJD | 875 | 810 |
| Juveniles Certified as an Adult | 166 | 206 |

JUVENILES UNDER SUPERVISION IN THE COMMUNITY

A juvenile referred to a juvenile probation department may be placed under supervision in the community through a deferred prosecution or probation sentence. In fiscal year 2013, 33,836 juveniles began a deferred prosecution or probation sentence. During the year, a total of 53,400 juveniles were served on deferred prosecution or probation supervision, a decrease of six percent from fiscal year 2012. Thirty-five percent of the juveniles served on deferred prosecution or probation supervision were referred to juvenile probation for a felony-level offense, with 37 percent of those youth referred for a violent felony offense.

Deferred prosecution is a voluntary supervision where the child, parent/guardian, prosecutor, and the juvenile probation department agree upon conditions of supervision. If a juvenile violates the conditions of a deferred agreement, the department may elect to proceed with a formal court adjudication and begin a probation supervision. Deferred prosecution can last up to six months, and juveniles are eligible to receive any services and/or programming a juvenile probation department offers while on supervision. More than 18,000 juveniles started deferred prosecution supervision in fiscal year 2013. The majority of juveniles starting deferred prosecution supervision in fiscal year 2013 (66 percent) demonstrated a low risk of re-offense.

Juveniles placed on adjudicated probation receive court-ordered supervision and must abide by the conditions of supervision stipulated in their court order. Juveniles are most often placed on probation for a term of one year but may be placed on probation until their eighteenth birthday. In fiscal year 2013, 15,627 juveniles began probation supervision. Thirteen percent of these juveniles demonstrated a high risk for re-offense and another 39 percent displayed a medium risk of re-offense. Juveniles under probation supervision may be served on a regular, specialized, or intensive caseload. Specialized caseloads target juveniles with special needs by providing additional supervision, contacts and services. Examples of specialized caseloads include those for juveniles with mental health issues, female offenders, gang members, sex offenders, and juveniles with substance abuse problems.

Juveniles under Supervision in the Community

Fiscal Year 2012 and Fiscal Year 2013

| | 2012 | 2013 |
|---|---------------|---------------|
| Juveniles starting Deferred Prosecution | 19,491 | 18,209 |
| Juveniles starting Probation Supervision | 15,462 | 15,627 |
| Total Juveniles starting Deferred or Probation Supervision | 34,953 | 33,836 |
| Total Juveniles served on Deferred or Probation Supervision during year | 57,057 | 53,400 |
| Average Daily Population of Juveniles on Deferred Prosecution | 7,998 | 7,849 |
| Average Daily Population of Juveniles on Probation Supervision | 15,615 | 14,639 |

In fiscal year 2013, 32,715 juveniles completed their probation or deferred prosecution supervision. Possible outcomes of a juvenile's supervision include successful completion, termination due to failure to comply with the conditions of supervision, TJJJ commitment as a result of a violation or new offense, certification as an adult as a result of a new offense, or transfer to the adult system as the result of a new offense not under the jurisdiction of the juvenile court. Eighty-two percent of juveniles terminated their deferred prosecution successfully while 81 percent of juveniles terminated their probation successfully. Two percent of all juveniles ending their supervision in the year were committed to TJJJ.

Juveniles Ending Deferred Prosecution and Probation Supervision

Fiscal Year 2012 and Fiscal Year 2013

| | Fiscal Year 2012 | | | | Fiscal Year 2013 | | | |
|------------------|------------------|------------|----------------|------------|------------------|------------|----------------|------------|
| | Successful | | Not Successful | | Successful | | Not Successful | |
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| Deferred | 15,672 | 82% | 3,470 | 18% | 15,051 | 82% | 3,406 | 19% |
| Probation | 12,735 | 81% | 3,036 | 19% | 11,572 | 81% | 2,686 | 19% |
| Total | 28,407 | 81% | 6,506 | 19% | 26,623 | 81% | 6,092 | 19% |

JUVENILES PARTICIPATING IN COMMUNITY-BASED PROGRAMS

In order to keep delinquent juveniles closer to their home communities, juvenile probation departments have been charged with the task of pairing juveniles with appropriate community-based resources and services, including programming. In fiscal year 2013, 149 juvenile probation departments offered a total of 1,614 community-based programs to juveniles under their jurisdiction, their families, and at-risk youth in the area. Urban departments¹ have the most programs in the state, with an average of 42 per department. These 10 departments offer a wide variety of programs, including specialized counseling and educational programs as well mental health courts and drug courts. Medium and large departments have an average of 11 and 18 programs, respectively. Small departments have an average of 5 programs per department and are often without targeted programs such as mental health courts or runaway programs. Instead, they offer counseling and educational programs that are meant to serve the needs of a wide array of juveniles involved with the department.

There are currently 33 different types² of community-based programs offered across the state. Juvenile probation departments classify their programs based on descriptions provided by TJJJ³. These program types range from those typically offered to most juveniles referred to juvenile probation, such as cognitive behavioral therapy and specialized programs intended for specific juveniles, like sex offender treatment. Because juvenile probation departments classify programs individually, programs of the same type can differ significantly in curriculum and program objectives. Counseling, intensive supervision, and substance abuse prevention are some of the most widely available programs throughout the state while less than 10 victim offender mediation, mental health court, and runaway programs are in operation. In fiscal year 2013 13 percent of available programs offered generalized counseling to juveniles and their families.

The program offerings in a department are sometimes dependent upon department location or size. While programs like counseling and substance abuse prevention are offered across the state and in departments of

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

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

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

varying sizes, some programs are offered only in the locations where there is a demonstrated need and the programs would be the most effective. For instance, the Border Justice Project is located solely along the Texas-Mexico border and gang prevention/intervention programs often operate in urban centers.

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

Fiscal Year 2012 and Fiscal Year 2013

| Program Type | Programs Provided | |
|---|-------------------|---------------|
| | 2012 | 2013 |
| Aftercare Management | 534 | 543 |
| Anger Management | 1,942 | 1,504 |
| Border Justice Project | 143 | 117 |
| Counseling Services | 6,312 | 4,805 |
| Cognitive Behavioral | 935 | 592 |
| Extended Day Program/Day Boot Camp | 666 | 565 |
| Drug Court | 444 | 466 |
| Educational | 4,312 | 4,390 |
| Electronic Monitoring | 3,845 | 4,055 |
| Early Intervention/First Referral | 3,917 | 3,953 |
| Animal/Equine Therapy | 50 | 40 |
| Experiential Education | 636 | 594 |
| Family Preservation | 1,899 | 1,894 |
| Female Offender | 485 | 620 |
| Gang Prevention/Intervention | 696 | 474 |
| Home Detention | 1,722 | 1,654 |
| Intensive Case Management | 1,138 | 763 |
| Intensive Supervision | 6,960 | 6,228 |
| Life Skills | 4,756 | 4,502 |
| Mental Health Court | 175 | 187 |
| Mentor | 1,621 | 1,495 |
| Mental Health | 2,567 | 2,764 |
| Other | 1,539 | 3,135 |
| Parenting (for juveniles) | 16 | 32 |
| Parenting (for parents) | 465 | 499 |
| Runaway /Truancy | 1,107 | 501 |
| Substance Abuse Prevention/Intervention | 3,809 | 3,484 |
| Sex Offender | 1,254 | 1,223 |
| Substance Abuse Treatment | 3,172 | 2,165 |
| Victim Mediation | 204 | 162 |
| Vocational Employment | 550 | 474 |
| Victim Services | 382 | 355 |
| Total Programs Participation | 58,253 | 54,239 |
| Total Juveniles Served* | 29,362 | 27,341 |

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

Just over 51 percent of all youth on deferred prosecution or probation supervision were enrolled in a community-based program. Of those juveniles served on deferred prosecution or probation supervision in the year, 27,341 were enrolled in a community-based program during the year. Juveniles served by community-based programs were primarily referred to programming for misdemeanor-level offenses (53 percent) while 37 percent were referred to a program for a felony-level offense. Juveniles enrolled in programs in fiscal year 2013 had an average of one prior referral to juvenile probation and entered programming at the age of 15. Juveniles may participate in numerous programs during their supervision. In fiscal year 2013, juveniles on supervision participated in 54,239 programs. Twenty-four percent of juveniles were enrolled in three or more programs during the year.

Probation departments do not always wait until disposition to enroll a juvenile in needed programming. Across the state, 666 programs allow juveniles who are awaiting disposition to participate. Fifty-two of those programs are designed specifically for juveniles awaiting disposition. In fiscal year 2013, 6,429 juveniles placed on temporary or conditional pre-disposition supervision were enrolled in a program. Of those juveniles in pre-disposition programs, nearly 40 percent had been referred for a felony-level offense. These juveniles are often enrolled in electronic monitoring or home detention programs, but 11 percent began counseling before disposition.

JUVENILES IN RESIDENTIAL PLACEMENTS

In fiscal year 2013, 7,293 juveniles were placed in emergency, secure, and non-secure residential facilities by the juvenile court. Because a juvenile may enter more than one residential facility in a year, those youth accounted for 10,134 total placements during the fiscal year. The average daily population of juveniles in residential placement in fiscal year 2013 was 2,232. Juveniles under supervision may be placed into an emergency placement if there is no suitable living arrangement available or into a secure and/or non-secure residential facility as a condition of their deferred or probation supervision.

Because residential placement removes the juvenile from their home, it is generally reserved for those juveniles with the greatest need for services or those juveniles whose offense and/or prior history warrants a more severe sanction than can be afforded in the community. In fact, in fiscal year 2013, 46 percent of those placed outside of the home demonstrated high levels of need and 26 percent displayed a high risk for re-offense. Nearly one-third of the youth placed in fiscal year 2013 were placed outside of the home when referred for committing a felony-level offense. Another 28 percent entered placement after a referral for the violation of a court order.

Juveniles in a Residential Placement

Fiscal Year 2012 and Fiscal Year 2013

| | 2012 | 2013 |
|--|--------------|--------------|
| Secure Placements Beginning in Fiscal Year* | 3,718 | 3,473 |
| Non-Secure Placements Beginning in Fiscal Year* | 2,693 | 2,512 |
| Emergency Placements Beginning in Fiscal Year* | 2,339 | 1,990 |
| Average Daily Population in Residential Placement | 2,217 | 2,232 |
| Average Daily Population in Secure Placement | 1,112 | 1,154 |
| Average Daily Population in a Non-Secure Placement | 1,012 | 994 |
| Average Daily Population in an Emergency Placement | 94 | 84 |

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

Juveniles entering a residential placement may be provided special programming while they are in the facility. In fiscal year 2013, 27 percent of placements beginning in the year provided “general correctional” services. More specialized services may also be provided, with four percent of placements offering mental health treatment and another 23 percent providing substance abuse treatment.

Beginning Residential Placement by Placement and Service Type

Fiscal Year 2012 and Fiscal Year 2013

| Placement Service Type | Non-Secure | | Secure | | Total | |
|------------------------|--------------|--------------|--------------|--------------|--------------|--------------|
| | 2012 | 2013 | 2012 | 2013 | 2012 | 2013 |
| Boot Camp | 0 | 0 | 702 | 624 | 702 | 624 |
| Correctional | 7 | 7 | 1,792 | 1,615 | 1,799 | 1,622 |
| Female Offender | 33 | 21 | 11 | 18 | 44 | 39 |
| Mental Health | 126 | 119 | 132 | 120 | 258 | 239 |
| Other | 490 | 514 | 10 | 21 | 500 | 535 |
| Pregnant Female | 7 | 8 | 1 | 2 | 8 | 10 |
| Substance Abuse | 912 | 882 | 505 | 500 | 1,417 | 1,382 |
| General Treatment | 962 | 833 | 451 | 444 | 1,413 | 1,277 |
| Sex Offender | 156 | 128 | 114 | 129 | 270 | 257 |
| Total | 2,693 | 2,512 | 3,718 | 3,473 | 6,411 | 5,985 |

HARRIS COUNTY BOOT CAMP/ LEADERSHIP ACADEMY

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

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

In fiscal year 2013, HCLA served 251 juveniles, 47 percent of whom were placed in HCLA due to a felony-level offense. Juveniles in HCLA during the fiscal year had, on average, 4 prior referrals and were age 15 at their time of entry. One hundred and ninety juveniles entered HCLA during the year while 172 exited the placement. The average length of stay for juveniles exiting placement in fiscal year 2013 was 125 days. Seventy-four percent of those exiting HCLA had completed all program requirements while 10 percent exited due to failure to comply. Other youth exited HCLA because they were found unsuitable for the placement, moved out of the jurisdiction, or moved to a less restrictive residential placement.

Juveniles Beginning and Exiting the Harris County Leadership Academy

Fiscal Year 2013

| | |
|-----------------------------|-----|
| Juveniles Beginning HCLA | 190 |
| Juveniles Exiting HCLA | 172 |
| Juveniles Completing HCLA | 128 |
| Juveniles Failing to Comply | 17 |

SPECIAL NEEDS DIVERSIONARY PROGRAM

The Special Needs Diversionary Program (SNDP) was created in 2001 to provide mental health treatment and specialized supervision to rehabilitate juvenile offenders with mental health needs. SNDP is administered in a collaborative model by TJJ and the Texas Correctional Office on Offenders with Medical or Mental Impairments (TCOOMMI). Juvenile probation officers and local mental health providers work together to coordinate intensive community-based case management services. The program offers mental health services (including individual and group therapy), probation services (such as life skills, anger management, and mentoring), and parental support and education. This program requires frequent weekly contact with the juvenile, involvement with the family, and small specialized caseloads. SNDP began providing services in 8 urban counties at the beginning of fiscal year 2002 and expanded to an additional 11 small and medium counties later that year. SNDP is currently operating in 22 juvenile probation departments, serving 26 counties.

In fiscal year 2013, the Special Needs Diversionary Program served 1,444 juveniles with a diagnosed mental health need other than substance abuse, mental retardation, autism, or pervasive development disorder. Nine hundred and eighty-three juveniles began the program in the year while 990 juveniles exited the program. The average daily population of juveniles in the Special Needs Diversionary Program in fiscal year 2013 was 476.

Juveniles Beginning and Exiting the Special Needs Diversionary Program (SNDP)

Fiscal Year 2012 and Fiscal Year 2013

| | 2012 | 2013 |
|---|------|------|
| Juveniles Beginning SNDP | 962 | 983 |
| Juveniles Ending SNDP | 987 | 990 |
| Juveniles Completing SNDP Successfully | 675 | 690 |
| Percent Completing Program Successfully | 68% | 70% |

Juveniles participating in SNDP during fiscal year 2013 most often had a diagnosis of Attention Deficit Hyperactivity Disorder (ADHD), which was found in just over one-fourth of those served. Other common diagnoses included Other Mood Disorder (17 percent), Oppositional Defiant Disorder (15 percent), and Bipolar Disorder (11 percent). Seventeen percent of juveniles served had a dual diagnosis involving mental health and substance abuse. Sixty-nine percent of juveniles served by the program (1,002) had received mental health treatment prior to enrollment.

Forty-four percent of juveniles participating in SNDP in fiscal year 2013 had three or more total referrals when they started the program and 51 percent had a felony offense in their history. Fifteen percent of juveniles participating in SNDP in fiscal year 2013 had a prior residential placement coordinated through a local probation department.

PREVENTION AND INTERVENTION PROGRAM

In 2011, the 82nd Texas Legislature authorized the TJJ to provide prevention and intervention services to prevent or intervene in at-risk behaviors that lead to delinquency, truancy, dropping out of school, or referral to the juvenile justice system. In fiscal year 2012, the TJJ Board approved the investment of \$1.5 million to fund 24 prevention and early intervention programs designed to serve youth ages 6 through 17 and their families. Twenty-one programs were operating in fiscal year 2013.

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

projects are expected to reduce the likelihood that at-risk youth will be engaged in delinquency, truancy, school drop-out, and/or referred to the juvenile justice system.

In fiscal year 2013, 3,418 youth participated in a TJJJ funded prevention program, at an average expense of \$575 per youth served. More than 2,000 youth began a prevention program in the fiscal year. The average age of youth referred to a grant-funded program was 11 years old, significantly younger than the average age of 15 for juveniles referred to juvenile probation departments for delinquent conduct. Fifty-two percent of the youth served in the grant-funded prevention programs were Hispanic and another 24 percent were African American. Just over half (56 percent) of the youth served were male. Forty-four percent of the youth served were female, another significant distinction from the youth referred to juvenile probation for delinquent conduct, 28 percent of whom are female.

During the fiscal year, 2,088 youth exited a prevention and intervention program. While eight percent of participants exited prevention programs because they failed to comply with program requirements, 86 percent of youth completed all program requirements. Youth exiting programs were enrolled for an average of 174 days. Program duration can range from a 33-day intensive parenting program to a year-round after school and summer program.

Juveniles Beginning and Exiting Prevention and Intervention (P&I) Programs
Fiscal Year 2012 and Fiscal Year 2013

| | 2012 | 2013 |
|------------------------------------|-------------|-------------|
| Juveniles Beginning a P&I Program | 1,292 | 2,129 |
| Juveniles Exiting a P&I Program | 168 | 2,088 |
| Juveniles Completing a P&I Program | 151 | 1,797 |
| Percent Completing the Program | 90% | 86% |

COMMUNITY CORRECTIONS DIVERSION PROGRAM

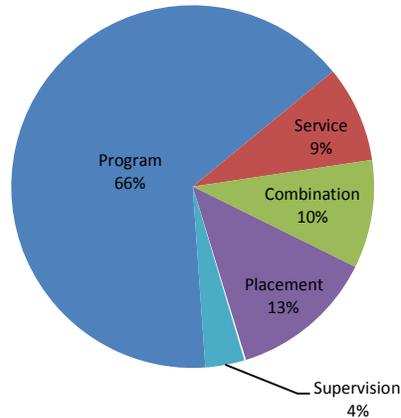
Created in 2009, the Commitment Diversion Program (Grant C) is designed to provide funding for an array of community-based rehabilitation services for juvenile offenders intended to divert youth from commitment to state-operated secure institutional facilities. While all juvenile probation departments were eligible to receive Grant C funding in fiscal year 2013, 12 declined to participate in the grant program.

In fiscal year 2013, 7,596 juveniles received a program, placement or service funded completely or in part with Commitment Diversion funds. Ninety percent of juveniles received one type of service through the grant while 10 percent received a combination of two or more types of services. Of all juveniles served with Grant C funds, 23 percent were female and 77 percent were male. Forty-nine percent of juveniles served in the fiscal year were Hispanic, 30 percent were African American, and 20 percent were white. Juveniles participating in grant programs, placements, and services tended to be the older than the average youth referred to juvenile probation. In fiscal year 2013 the average age of youth served by Grant C was 16, compared to 15 for all youth referred. This is in keeping with the program’s goal of divert serious and chronic youth from state commitment.

Although juveniles on deferred prosecution supervision are eligible for Grant C services, juveniles served in the year were primarily on probation supervision (76 percent). Juvenile probation departments utilized their Grant C funds to serve juveniles referred for a variety of different offenses. For 54 percent of youth served by Grant C, the most serious offense for which they were on supervision in the year was a misdemeanor. Fifteen percent of juveniles were on supervision for a violent felony offense and another 28 percent were on supervision for a non-violent felony offense. During the 2013 fiscal year, 4,320 juveniles exited the supervision associated with their Grant C service. Fifteen percent (653) exited because they failed to comply with the terms of their supervision, while three

percent of juveniles (120) were committed to a state-operated secure facility and less than one percent (28) were transferred to the adult system. Seventy-four percent of those exiting supervision completed their supervision.

Juveniles Participating in Grant C Funded
Diversion Service, FY 2013



Grant C funding was used to pay all or part of the salary of supervision officers in 11 juvenile probation departments. These officers supervised 490 juveniles during the fiscal year, with 86 percent of those supervised on probation. Blended funding was used to provide supervision to 110 of the 490 juveniles supervised with Grant C during the year. Of the juveniles placed on a Grant C supervision caseload, just over half were referred to juvenile probation for a misdemeanor offense while another 43 percent were referred for a felony-level offense. Seventy-two percent of the 293 juveniles who ended their Grant C supervision in the fiscal year completed the terms of their supervision. Nine percent exited due to failure to comply, with nine of those youth committed to TJJD at the end of their supervision. The average length of Grant C supervision was 343 days.

In fiscal year 2013, Grant C provided services to 1,044 juveniles. Seventy-four percent of those juveniles received more than one grant-funded service during the fiscal year, accounting for 4,977 grant-funded services. Drug tests accounted for 38 percent of services provided while non-residential services such as crisis intervention and assessments accounted for 62 percent.

In the fiscal year, 5,593 juveniles were enrolled in a grant-funded community-based program. At least 30 percent participated in two or more grant-funded programs during the year, bringing the total of grant funded programs provided to 7,923. Grant C was most often used to fund life skills, counseling, and educational programs. Juveniles exited 6,124 grant-funded programs during the fiscal year. Seventy-four percent completed their program while 20 percent exited due to a failure to comply. The average length of stay in a Grant C program was 75 days.

Grant C provided funding for the placement of 1,248 juveniles during fiscal year 2013. Departments blended funds with Grant C to cover the per-day cost for 18 percent of those placed with the grant. Fifty-five percent of juveniles placed with Grant C funds entered a secure placement and 45 percent of juveniles entered a non-secure placement. Felony-level offenses led to the placement of 36 percent of the youth placed with Grant C funds and another 41 percent entered placement after a violation of probation. In fiscal year 2013, 1,054 juveniles completed their Grant C placement. Seventy-six percent completed their placement, 10 percent were discharged due to a failure to comply, and nine percent ended their Grant C placement by changing facilities, entering a new level of care, or having their funding source change. The average length of stay for all juveniles placed with Grant C funds was 152 days. At the end of fiscal year 2013, 153 juveniles had either completed at least 180 days in secure post-adjudication facility or were within the sixth month of their placement.

Grant C Recidivism

Fiscal year 2010 was the first year that probation departments began utilizing Grant C funds for community-based programs, services and placements. Juveniles beginning a Grant C funded program or exiting a Grant C funded placement in fiscal year 2010 were tracked for two years from the date of program entry or placement exit to determine the rate of re-offense during that period. All juveniles re-referred to juvenile probation and/or arrested as an adult for a Class B misdemeanor or greater offense were considered “recidivists”. Juveniles were also tracked from their disposition date to determine subsequent secure residential placement and incarceration rates. Characteristics of juveniles in the Grant C recidivism cohort are provided below. Juveniles starting a Grant C funded program or exiting a placement in FY 2010 had an average of 3.4 referrals and 1.5 adjudications.

- 10% were disposed for a violent felony offense which led to their Grant C funded program or placement and 23% were disposed for a non-violent felony offense
- 77% were adjudicated to probation or received a modified/extended probation sentence for the referral which led to their Grant C funded program or placement
- 51% had 3 or more referrals
- 19% had 3 or more adjudications
- 53% had a prior felony level offense

The table below provides three year re-offense and subsequent incarceration rates for juveniles starting a Grant C funded program or exiting a Grant C funded placement in FY 2010. Re-Offense includes only misdemeanor B and higher level offenses, while incarceration includes entry into juvenile state facilities as well as adult prisons and state jails. Youth may have been served in both a program and a placement during the year. Those youth served in both a program and a placement are included in both the program and the placement recidivism rates.

Three Year Re-Offense and Incarceration Rates for Juveniles Served in a Grant C Funded Program and Placement in FY 2010

| | Year One | Year Two | Year Three | Total |
|--|----------|----------|------------|-------|
| Re-Offense Rate, Youth Entering a Program | 38.9% | 17.3% | 9.7% | 65.9% |
| Subsequent Incarceration | 3.3% | 4.5% | 5.4% | 13.2% |
| Re-Offense Rate, Youth Exiting a Placement | 43.2% | 19.5% | 10.2% | 72.9% |
| Subsequent Incarceration | 11.4% | 8.8% | 9.8% | 30.0% |

The purpose of Grant C as put forth by the legislature is to divert youth from commitment to a state-operated secure institutional facility by providing additional services to high risk youth in the community. The table below presents three year re-offense and incarceration rates for juveniles leaving a Grant C funded secure or non-secure placement and juveniles leaving a secure state facility in FY 2010. All youth served in a Grant C funded placement are included in the analysis regardless of the proportion of the grant used to fund to placement. Grant C accounted for 5 to 100 percent of the funding for juveniles placed with Grant C.

**Three Year Re-Offense and Incarceration Rates for Juveniles
Leaving a Grant C Funded Placement or State-Operated Secure Facility in FY 2010**

| | | Year One | Year Two | Year Three | Total |
|----------------------------------|--------------------------|-------------|-------------|---------------|-------|
| Leaving Grant C Placement | Total Re-Offense | 42.0% | 24.1% | 10.8% | 76.9% |
| | Subsequent Incarceration | 11.4% | 8.8% | 9.8% | 30.1% |
| Leaving State Secure Facility | Total Re-Offense | 51.2% | 17.3% | 11.3% | 79.8% |
| | Re-Incarceration | 23.4% | 13.0% | 14.7% | 51.1% |

Recidivism

To best achieve its mission of creating a safer Texas through effective programs and services, TJJJ tracks the re-referral/arrest and incarceration rates of juveniles served by the juvenile probation system. Juveniles are tracked from the date of disposition to supervision, or the end of a residential placement using TJJJ monthly extract data. Juvenile data is also matched to Department of Public Safety (DPS) Criminal History Records in order to capture referrals and arrests that occur outside of the originating juvenile probation department as well as arrests and incarcerations that occur in the adult criminal justice system. Juveniles who commit a subsequent felony or misdemeanor A or B offense and are referred to a juvenile probation department or are arrested by law enforcement are considered recidivists regardless of the disposition of the subsequent offense.

A juvenile can be re-referred for an offense and remain in the community, therefore TJJJ also tracks those juveniles whose subsequent behavior results in secure residential placement and those whose subsequent behavior results in incarceration in TJJJ or in an adult prison. Subsequent incarceration rates include felony and violation of court order offenses as it is possible to be committed to TJJJ for a violation of a felony court order. This section includes three-year recidivism rates for juveniles disposed to deferred prosecution and probation supervision and juveniles leaving residential placement.

Recidivism Rates for Juveniles Disposed to Deferred Prosecution or Probation Supervision

Juveniles disposed to deferred prosecution or probation supervision in FY 2010 were tracked for three years from the date of their disposition to supervision to determine the rate of re-offense during that period. All juveniles re-referred to juvenile probation and/or arrested as an adult for a Class B misdemeanor or greater offense were considered "recidivists". Juveniles were also tracked from their disposition date to determine subsequent secure residential placement and incarceration rates. Of the 36,263 juveniles in the cohort who were disposed to a deferred prosecution or probation supervision in fiscal year 2010, 54.1 percent were re-referred to juvenile probation and/or arrested as an adult for a Class B misdemeanor or greater offense. This is a 2.1 percent decrease from the re-offense rate of those disposed to supervision in fiscal year 2009.

**Three Year Re-Offense and Incarceration Rates for Juveniles
Disposed to Deferred Prosecution and Probation Supervision in FY 2010***

| Initial Supervision | Year One | Year Two | Year Three | Total |
|------------------------------------|-----------------|-----------------|-------------------|--------------|
| Probation | 34.6% | 18.4% | 11.2% | 64.2% |
| Deferred Prosecution | 23.7% | 13.0% | 9.2% | 45.9% |
| Total Re-Offense | 28.6% | 15.4% | 10.1% | 54.1% |
| Subsequent Secure Placement | 5.7% | 2.7% | 1.1% | 9.6% |
| Subsequent Incarceration | 1.8% | 2.5% | 3.0% | 7.3% |

*Includes both referrals in the juvenile system and arrests in the adult system. Subsequent secure placement includes only secure residential placements and excludes juveniles 15 and older at the time of disposition. Subsequent incarceration includes TJJD commitment and incarceration in an adult prison.

Recidivism Rates for Juveniles Leaving a Residential Placement Facility

Residential placement is generally reserved for those juveniles with the greatest need for services and those whose offense and prior history warrant a more severe sanction than can be afforded in the community. Because of this, juveniles placed in residential facilities have higher re-offense and subsequent incarceration rates than juveniles on probation in the community. Juveniles leaving a secure or non-secure residential placement in FY 2010 were tracked for three years to determine the rate of re-offense during that period. All juveniles re-referred to juvenile probation and/or arrested as an adult for a Class B misdemeanor or greater offense were considered “recidivists”. Juveniles were also tracked from their placement end date to determine subsequent incarceration rates. Of the 5,329 in the cohort who were ending a secure or non-secure residential placement, 73.0 percent were re-referred to juvenile probation and/or arrested as an adult for a Class B misdemeanor or greater offense. This is a 0.2 percent decrease from the re-offense rate of those leaving placement in fiscal year 2009. Nearly 13 of juveniles leaving a placement facility in 2010 returned to a juvenile probation non-secure or secure residential placement within three years.

**Three Year Re-Offense and Incarceration Rates for Juveniles Ending
Residential Placement in FY 2010***

| | Year One | Year Two | Year Three | Total |
|---------------------------------|-----------------|-----------------|-------------------|--------------|
| Ending Secure Placement | 46.0% | 18.7% | 6.0% | 74.9% |
| Ending Non-Secure Placement | 40.2% | 20.4% | 10.2% | 70.8% |
| Total Re-Offense | 43.2% | 19.5% | 10.2% | 73.0% |
| Subsequent Incarceration | 7.8% | 7.6% | 8.4% | 23.8% |

*Includes both referrals in the juvenile justice system and arrests in the adult system. Subsequent incarceration includes TJJD commitment and incarceration in an adult prison.

DESCRIPTION OF TRAINING, MONITORING AND INVESTIGATION

The Texas Juvenile Justice Department (TJJD) works in partnership with local juvenile boards and juvenile probation departments to support and enhance juvenile probation services throughout the state by providing funding, technical assistance, and training; establishing and enforcing standards; collecting, analyzing and disseminating information; and facilitating communications between state and local entities. TJJD also provides oversight of county-operated detention facilities. Below are descriptions of the agency's efforts during fiscal year 2013 to provide training, monitor secure pre- and post-adjudication facilities, and investigate abuse, neglect and exploitation allegations in county operated facilities and juvenile probation department programs.

Juvenile Probation Training Academy

The Texas Juvenile Justice Department Training Academy is committed to the mission of developing, evaluating, and delivering quality training, executed in a thorough and professional manner to equip agency staff and juvenile justice stakeholders with the professional skills needed for exemplifying and achieving the goals of the Texas Juvenile Justice Department. Two Training Academy team members are dedicated to the professional development of juvenile probation staff full-time, while four other employees work with aspect of juvenile probation training on a part-time basis. In the fiscal year, TJJD training and other agency staff provided 7,196 hours of training to community juvenile justice professionals.

In the fiscal year, the Training Academy facilitated and/or conducted 79 trainings for community juvenile justice professionals, bringing new knowledge and skills to 3,804 participants. The academy coordinated six agency conferences in the year and provided support for another four conferences not sponsored by the agency. These conferences trained a total of 1,568 juvenile justice professionals. Eighteen webinars were also hosted throughout the year, with 667 participants.

Juvenile Justice Department Training Academy Services

Fiscal Year 2013

| Review Types | Events | Participants |
|--------------|------------|--------------|
| Conferences | 10 | 1,568 |
| Trainings | 79 | 3,804 |
| Webinars | 18 | 667 |
| Total | 107 | 6,039 |

Monitoring and Inspection of Secure Community-Based Facilities

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

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

In fiscal year 2013, TJJJ scheduled and completed site visits to 53 pre-adjudication secure detention facilities, three of which were secure short-term/holdover facilities. Additionally, TJJJ completed site visits at 33 post-adjudication secure facilities. TAC rules specific to non-secure correctional facilities became effective in fiscal year 2014; monitoring of those facilities will begin with that year.

Facility Monitoring

Fiscal Year 2013

| Review Types | Number | Percent |
|---------------------------------------|-----------|-------------|
| Pre-Adjudication Secure Detention | 53 | 62% |
| Post-Adjudication Secure Correctional | 33 | 38% |
| Total Reviews | 86 | 100% |

Abuse, Neglect and Exploitation (ANE) Investigation

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

In fiscal year 2013, more than 1,100 calls were made to the IRC. Nearly two-third of all calls to the reporting center came from county secure pre-adjudication facilities. Another 25 percent were received from secure post-adjudication facilities. The majority of calls placed to the IRC (79 percent) were grievances that did not meet the definition of abuse, neglect, or exploitation, and were, therefore, handled at the local level. Seven percent of calls received by the IRC were allegations of abuse neglect and exploitation meriting further investigation.

County Investigation Hotline Calls by Program Type

Fiscal Year 2013

| Program Type | Number | Percent |
|--------------------------|--------------|---------|
| Non-Jurisdictional | 16 | 1% |
| Pre-Adjudication Secure | 780 | 66% |
| Post-Adjudication Secure | 292 | 25% |
| Non-Secure | 46 | 4% |
| JJAEP | 10 | 1% |
| Day Reporting | 1 | <1% |
| Probation | 28 | 2% |
| Total | 1,173 | |

Three hundred and thirty-nine abuse, neglect, and exploitation investigations were opened in fiscal year 2013. The majority of abuse, neglect, or exploitation cases disposed in fiscal year 2013 (61 percent) were ruled out or determined baseless. Ten percent of dispositions were found to not meet the definition of abuse, neglect, or exploitation. A “reason to believe” disposition occurred in nine percent of dispositions. In fiscal year 2013, the average length of time for an investigation to be disposed was 116 days. At the end of the year, 142 cases opened in fiscal year 2013 were still pending.

Abuse, Neglect, and Exploitation Investigations

Fiscal Year 2013

| Disposition Description | Number | Percent |
|-------------------------------------|------------|---------|
| Baseless | 4 | 1% |
| Concur | 19 | 6% |
| Disposition Pending | 142 | 4% |
| Does Not Meet the Definition of ANE | 20 | 6% |
| Not Under TJJJ Jurisdiction | 1 | <1% |
| Reason to Believe | 17 | 5% |
| Ruled Out | 117 | 35% |
| Unable to Determine | 18 | 5% |
| Unable to Investigate | 1 | <1% |
| Total | 339 | |

FINANCIAL MONITORING OF COUNTY GRANTS

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

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

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

EXPENDITURE OF GRANT FUNDS

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

REPORTING REQUIREMENTS

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

ON-SITE MONITORING

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

juvenile probation department and county staff regarding the proper expenditure and accounting for state funds. During the on-site financial monitoring visit, financial documents such as payroll reports, general ledger, expenditure detail reports, caseload summary reports, timesheets, and service provider contracts are reviewed to determine if expenditures are allowable under each grant provision.

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

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

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

In fiscal year 2013, financial analysts audited 66 departments. Fifty-five reviews were conducted on-site and another 11 reviews were desk audits conducted in the TJJD offices.

Fiscal Monitoring
Fiscal Year 2013

| Review Types | Number | Percent |
|----------------------|---------------|----------------|
| On-site Review | 55 | 83% |
| Desk Review | 11 | 17% |
| Total Reviews | 66 | 100% |

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

INDEPENDENT AUDIT REQUIREMENT

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

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

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

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

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

The desk review includes insuring the following:

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

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

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

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

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

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



APPENDICES

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Annual Report to State Leadership

Effective fiscal year 2010, the Texas Juvenile Probation Commission (TJPC) was required by Rider 16 to produce an annual report to Legislative Leadership that includes detailed monitoring, tracking, utilization and effectiveness information on funds appropriated in each budget strategy in Goals A (Basic Probation) and B (Community Corrections). This requirement was continued for the Texas Juvenile Justice Department (TJJD); the fiscal year 2013 report is the fifth annual report to fulfill this requirement.

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

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

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

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

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

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

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

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

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

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

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

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

APPENDIX B

Definitions and Calculation Methodologies in the Juvenile Probation System

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

Definitions

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

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

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

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

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

Calculations

Average Daily Population (ADP) of Juveniles on Deferred Prosecution and Probation Supervision: This is the average number of juveniles under active supervision per day during a specified period of time. It is calculated by obtaining the entry and exit dates of every juvenile under deferred prosecution and probation supervision in a given fiscal year, summing the total days these juveniles were under each type of supervision in that year and dividing that total by 365. For juveniles whose supervision began prior to the start of the fiscal year, 09/01/2012 is used for the begin date. For juvenile whose supervision ended after the end of the fiscal year, 08/31/2013 is used for the end date.

Total Juveniles Served on Deferred Prosecution and Probation Supervision: This is calculated by identifying which juveniles started deferred prosecution or probation supervision during a given fiscal year, which juveniles started

before the fiscal year and ended during or after the fiscal year, and which juveniles started before the fiscal year and are still currently under supervision. The number of juveniles in each category is summed to determine the total number of juveniles served.

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

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

Average Daily Population (ADP) of Juveniles in Secure and Non-Secure Placements: This is the average number of juveniles in placement per day during a specified period of time. It is calculated by obtaining the start and exit dates of every juvenile in residential placement in a given fiscal year, summing the total days these juveniles were in placement in that year, and dividing that total by 365. For juveniles whose placement began prior to the start of the fiscal year, 09/01/2012 is used for the begin date. For juvenile whose placement ended after the end of the fiscal year, 08/31/2013 is used for the end date.

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

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

Three Year Re-referral and Incarceration Rates for Juveniles under Supervision, Entering a Program or Placed in a Secure or Non-secure Residential Facility: The re-referral rate for juveniles under supervision is calculated for three years from the date of disposition to supervision or date of program start and includes formal referrals and arrests to the juvenile justice system and arrests in the adult system. The rate includes subsequent referrals and arrests for felony or Class A or B misdemeanors. Juveniles are tracked using TJJJ monthly extract data as well as Department of Public Safety Criminal History Records in order to capture referrals and arrests that occur outside of the originating juvenile probation department as well as arrests and incarcerations that occur in the adult criminal justice system. The incarceration rate for juveniles under supervision is calculated for three years from the date of disposition to supervision and includes dispositions to the Texas Juvenile Justice Department as a result of a felony offense or violation of a court order for felony supervision as well as incarcerations in the adult prison system. The placement rate for juveniles under supervision is calculated for three years from the date of disposition to supervision and includes dispositions to secure placement for any offense.

The re-referral rate for juveniles in a secure or non-secure residential facility is calculated for three years from the end date of placement and includes formal referrals and arrests to the juvenile justice system and arrests in the adult system. The rate includes subsequent referrals and arrests for felony or Class A or B misdemeanors. Juveniles are

tracked using TJJD monthly extract data as well as Department of Public Safety Criminal History Records in order to capture referrals and arrests that occur outside of the originating juvenile probation department as well as arrests and incarcerations that occur in the adult criminal justice system. The incarceration rate for juveniles in a secure or non-secure residential facility is calculated for one, two and three years from the end date of placement and includes dispositions to the Texas Juvenile Justice Department as a result of a felony offense or violation of a court order for felony supervision as well as the adult prison system.