



Texas Juvenile Probation Commission & Texas Youth Commission

COORDINATED STRATEGIC PLAN

Fiscal Year 2010

**Texas Juvenile Probation Commission & Texas Youth Commission
Executive Strategic Planning Committee**

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EXECUTIVE SUMMARY

This coordinated strategic plan not only represents the work of both the Texas Youth Commission (TYC) and the Texas Juvenile Probation Commission (TJPC), it also represents the work of the subject matter experts designated in House Bill (HB) 3689 – specifically, experts in the areas of education, mental health, youth and family advocacy, local juvenile probation and victim’s services. These experts formed the statutory Executive Strategic Planning Committee that worked with the staff of both agencies to explore and respond to the various challenges discussed herein.

HB 3689 specifically designated the following areas for planning: data sharing, development of validated risk assessment instruments, strategies to determine program effectiveness, aftercare, identification of cost effective programs, and protocols to demonstrate costs of treatment.

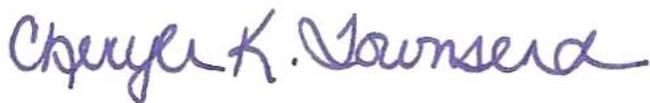
The recommendations contained in this plan are based on the discussions of the various joint agencies’ workgroups formed to address the identified issues coupled with the discussion of the Executive Strategic Planning Committee. Among the recommendations are those that focus on strategies for measuring success in the system, building capacity in and for the state’s youth serving systems, transition and re-entry of juvenile offenders back to their communities, and information sharing. We expect that implementation of these recommendations will involve not only the staff of our respective agencies but also many other individuals working in public, non-profit and advocacy organizations.

This product is a beginning, not an end. You will note in the ‘Goals, Strategic Elements and Timelines by Lead Agency’ section of the report when both agencies share a responsibility and when the process is delineated to one or the other. You will also see the projected timeframe for completion of the initiative.

You will recognize that some areas identified as impacting the juvenile justice system are not part of the system; however, there are other state vehicles in place that allow for these issues to be addressed. The plan notes those areas and the resources available to respond. Our commitment is to approach these other state vehicles collaboratively.

This process recognized the strengths of the Texas juvenile justice system and generated excitement among the members as challenges and improvements were discussed. We look forward to using this plan as a road map for future collaborations and to inform future discussions on the Texas juvenile justice system.

Respectfully submitted,



Cheryl K. Townsend
TYC Executive Director



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STATUTORY AUTHORITY

The Texas Juvenile Probation Commission (TJPC) and the Texas Youth Commission (TYC) are directed by statute to jointly develop a biennial coordinated strategic plan (Texas Human Resources Code, §61.0911, §141.0471, and §141.0472). These agencies represent the organization and operation of the Texas juvenile justice system; therefore, this plan provides a critical opportunity for systemic collaboration and coordination. In addition, the coordinated strategic planning process serves as a beginning point to provide broad policy direction for each agency's biennial strategic planning process. This is the eighth biennial coordinated strategic plan produced by the agencies.

In 2009, the 81st Texas Legislature passed House Bill (HB) 3689, the juvenile justice sunset bill, which expanded previous strategic planning elements to include a focus on system effectiveness and improved collaboration.

HB 3689 enhanced the strategic planning process by establishing an Executive Strategic Planning Committee to guide strategic plan development. The executive directors were required to appoint representatives from the following stakeholder groups:

- Families of juvenile offenders
- Local probation departments
- Mental health treatment professionals
- Juvenile offenders
- Victims of delinquent or criminal conduct
- Local education

Previous statutory requirements for the coordinated strategic plan included:

- Short- and long-term policy goals
- Timeframes and strategies for meeting goals
- Population projection estimates
- Short- and long-term capacity, program, and funding need estimates
- Jointly developed intensive supervision programs
- Aftercare services evaluation including measures for recidivism and educational progress
- Objective criteria to address disparate treatment of minority youth
- Cross-agency measures regarding system effectiveness

HB 3689 added the following planning requirements:

- Plans for common data sources and data sharing
- Development of validated risk assessment instruments
- Strategies to determine the most effective programs in rehabilitating youth
- Plans for effective aftercare
- Performance tracking to illustrate costs of treatment and identify the most cost-effective programs
- Procedures for communicating juvenile justice information between the two agencies

STRATEGIC PLANNING PROCESS

This coordinated strategic plan, managed by staff from both agencies, is based on the work of multiple interagency workgroups and the Executive Strategic Planning Committee. Cross-functional workgroups (See Appendix 1) evaluated each statutory element and provided, for each element, the current status, desired outcomes, challenges, and recommendations. Interagency planning staff met routinely to guide the process and coordinate the committee's and workgroups' efforts.

The Executive Strategic Planning Committee, using internal and external assessment data and workgroup policy analysis, developed and prioritized the key strategic issues of the juvenile justice system. Committee recommendations further informed the workgroups in the development of the final recommendations for committee review. Based on the final workgroup products, the Executive Strategic Planning Committee developed consensus and finalized the recommended strategies for this plan to be considered for both agencies' board approval.

Internal and external stakeholder feedback is a critical element in strategic planning. Both agencies solicited input from a variety of stakeholders utilizing a survey methodology. Survey results were collected and used to inform the work of both the workgroups and the Executive Strategic Planning Committee (See Appendix 2). Stakeholders surveyed included:

- Juvenile probation department chiefs
- TJPC and TYC staff
- Judges
- TYC families
- Advocacy groups

AGENCY ROLES AND RESPONSIBILITIES

Mission Statements of Texas' State Juvenile Justice Agencies

Texas Juvenile Probation Commission

To work 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.

Texas Youth Commission

To promote public safety by operating juvenile correctional facilities and by partnering with youth, families, and communities to provide a safe and secure environment where youth in the agency's care and custody receive individualized education, treatment, life skills and employment training and positive role models to facilitate successful community reintegration.

The Texas Juvenile Probation Commission, in addition to the mission stated above, also provides juvenile probation departments with alternatives to TYC commitment through targeted residential placement and special program funding. See Appendix 3 for a detailed depiction of the movement of cases through the juvenile justice system.

The Texas Youth Commission is directly responsible for administering the state's juvenile correctional facilities, parole programs, and related community-based services for youth who are committed to the custody and care of the state. In addition to providing services and a safe environment for youth committed to its custody, the agency operates divisions for training, monitoring, security, research, treatment, education, medical oversight, and administrative operations.

Strengths of the Texas Juvenile Justice System

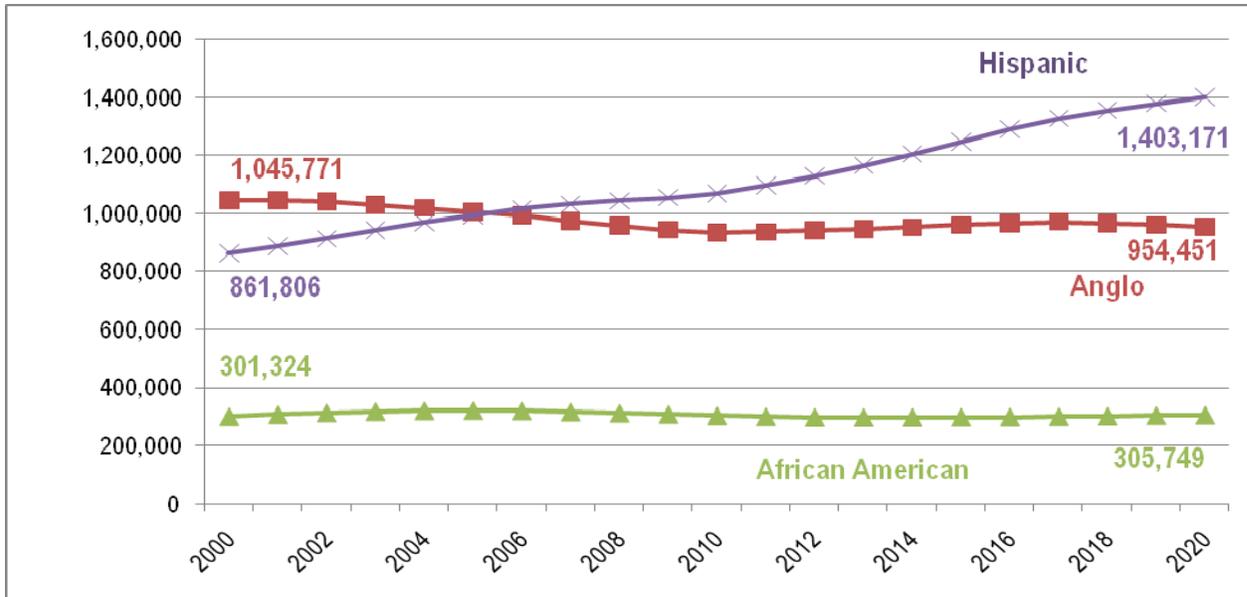
- Separation of state and local operations and responsibilities
- County fiscal support of local juvenile probation departments to divert and serve youth in the community
- Independent state oversight of local operations including the investigation of abuse, neglect and exploitation
- 98% of juveniles are diverted from state commitment by local juvenile probation departments
- Access to probation services in every county
- Specialized treatment based on research-driven models and programs
- Parents' Bill of Rights
- Multiple state and local collaborations that benefit youth
 - Mental Health and Juvenile Justice Action Network (MHJJAN)
 - Special Needs Diversionary Program
 - Texas Juvenile Justice TBI Partnership Project
 - Sex Offender Risk Assessment Instrument
 - TYC contracts with some juvenile probation departments for parole services
 - CARE Grant pilot reintegration project with Bexar County
 - Information sharing from local probation to TYC commitment
 - Co-sponsored conferences and trainings for juvenile justice professionals

Opportunities to Strengthen Texas' Juvenile Justice System

- Use of technology to increase opportunities for the sharing of youth information
- Use of risk and needs assessment at different intercepts in the system
- Access to mental health services that divert youth from the juvenile justice system
- Capacity for effective transition services, especially for youth who lack family support

TEXAS JUVENILE JUSTICE POPULATION TRENDS

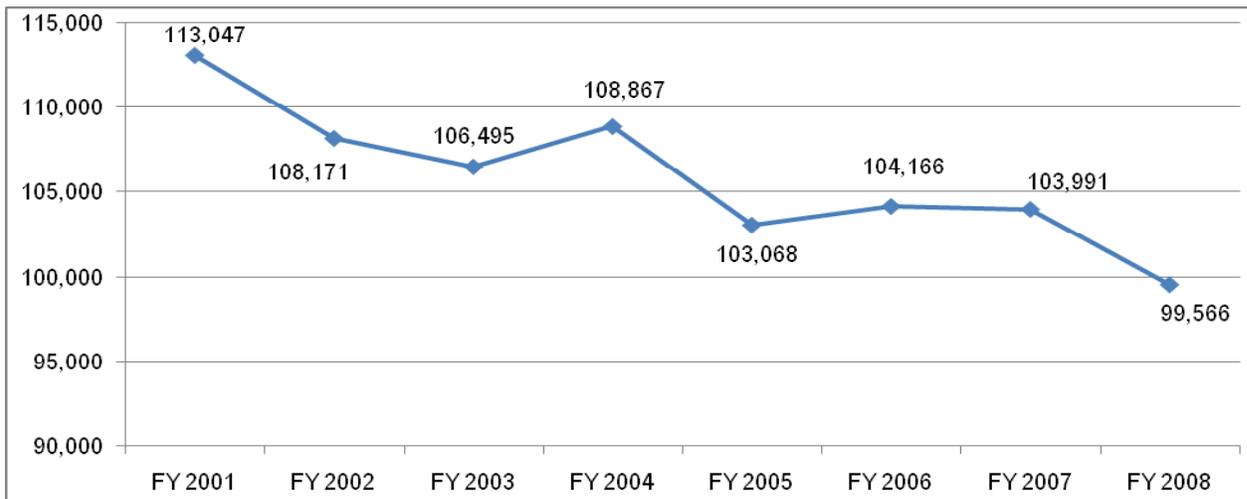
Ethnicity Population Trends, FY 2000 – FY 2020



Source: Texas Data Center as collected by Texas Juvenile Probation Commission, Jan. 08; mid-point projection population growth assumption

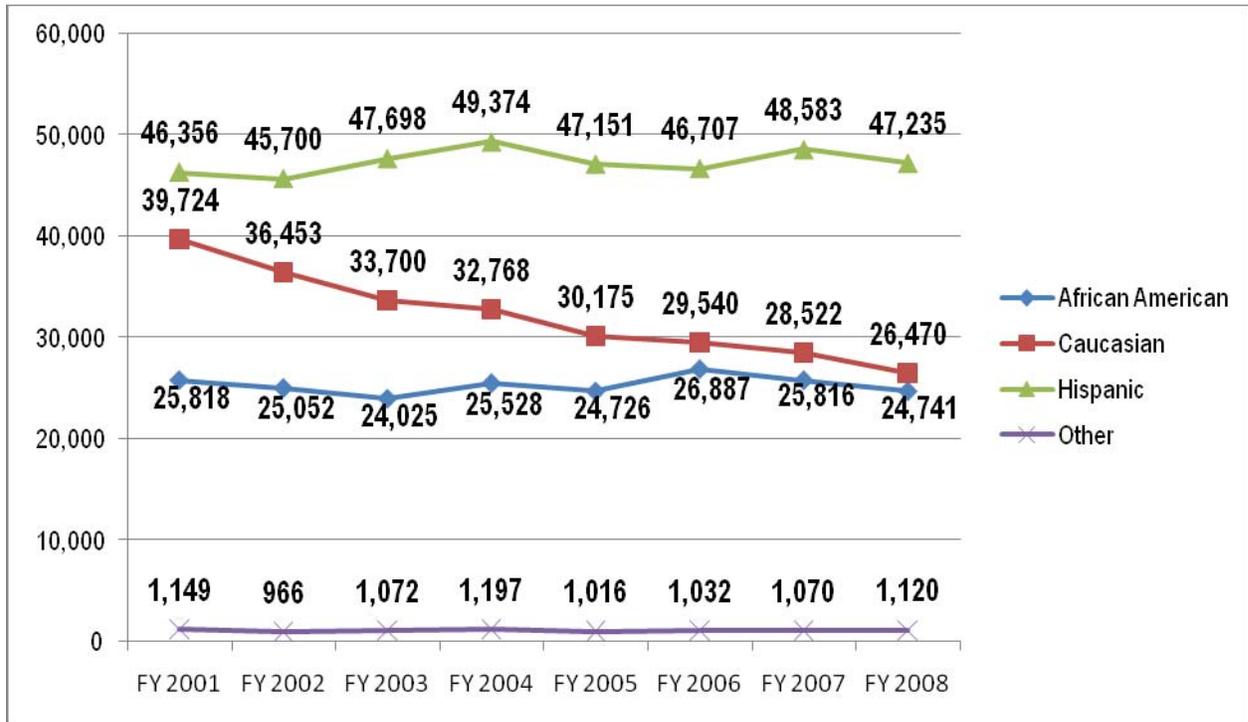
- The total population of Texas is estimated to be over 24 million people; about 10%, or 2.5 million, are youth between ages 10-17.
- Referrals to the Texas juvenile probation system are projected to increase with the Hispanic youth representing a larger portion of the population.

Juvenile Referrals, FY 2001 – FY 2008



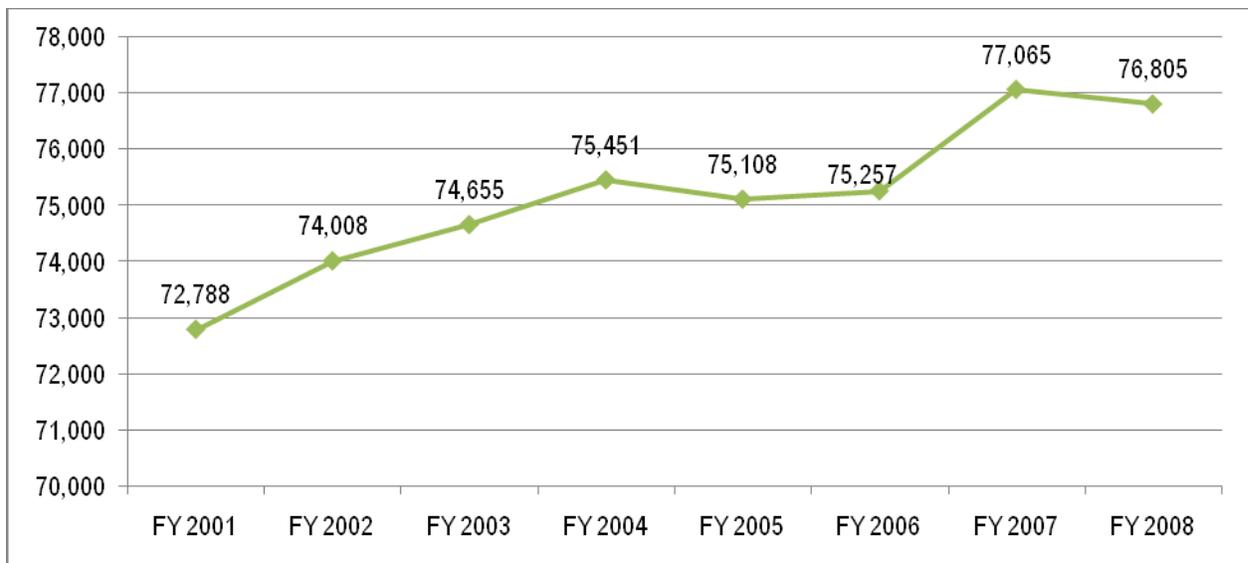
- Referrals to juvenile probation have declined 12% between FY 2001 and FY 2008

Referrals by Race, FY 2001 – FY 2008



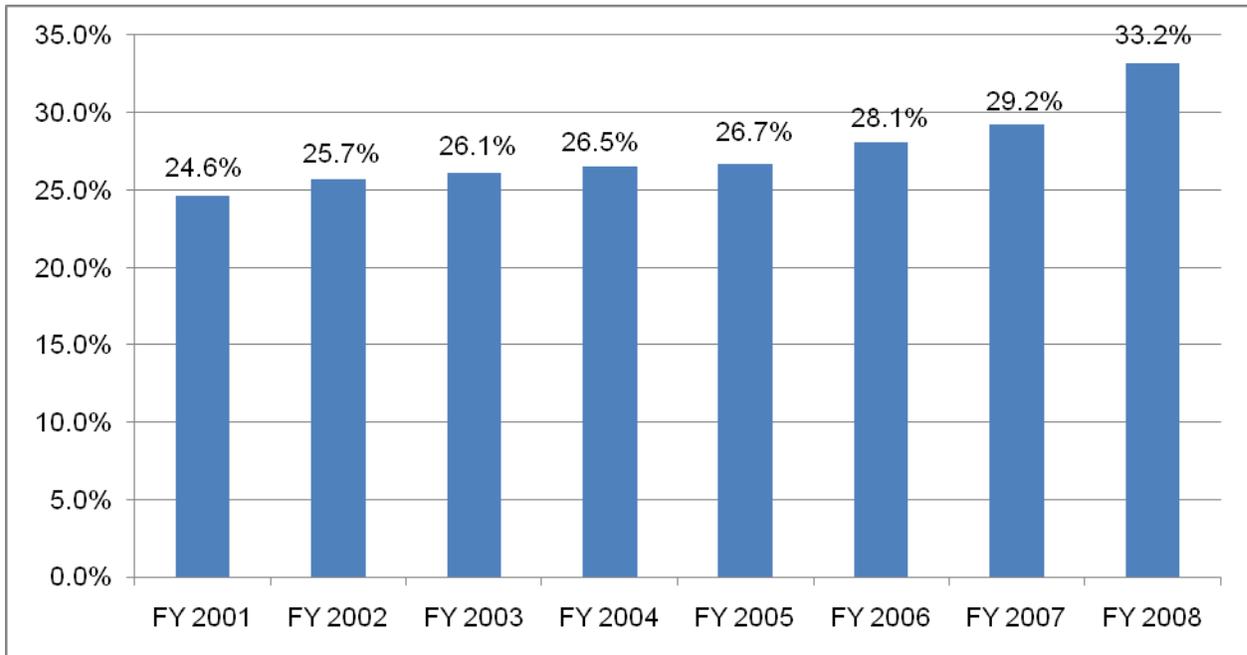
- Total referrals for minority youth remain constant while referrals for Caucasian youth are declining.

Juveniles On Deferred or Probation Supervision, FY 2001 – FY 2008



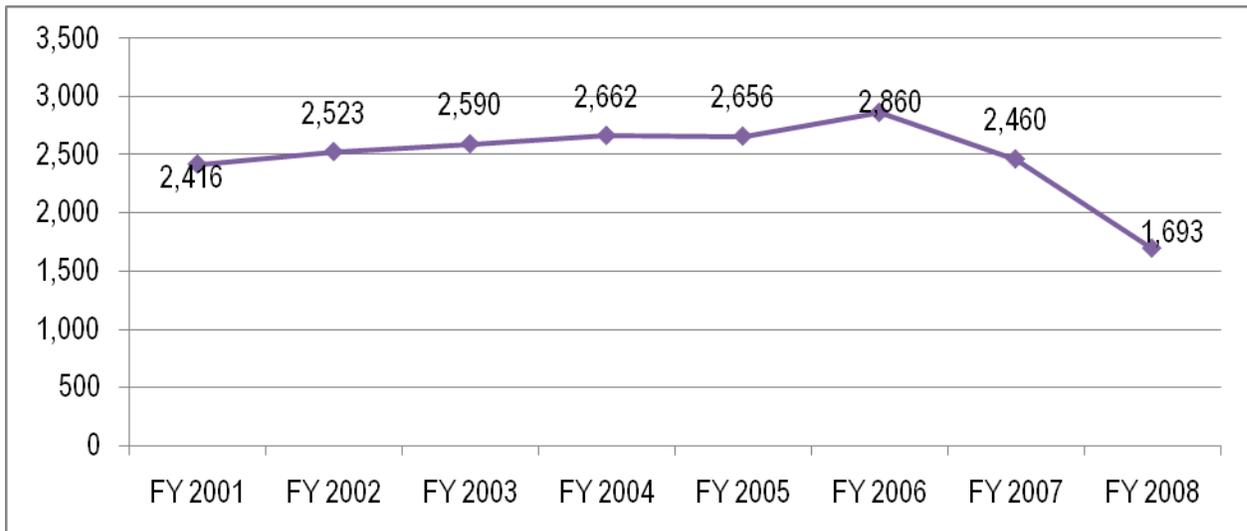
- Though referrals are decreasing, the number of youth on supervision has continued to increase since 2001.

Youth on Deferred or Probation Supervision with Identified Mental Illness, FY 2001 – FY 2008



- The number of youth with identified mental illness who are entering the juvenile justice system is increasing.

Juveniles Committed to TYC, FY 2001 – FY 2008



- Commitments to TYC have decreased by 41% since 2006.
- SB 103 passed in 2007 prohibiting the commitment of misdemeanor youth effective June 2007.

Comparison of Misdemeanant and Felony Committed Youth

Felony Offenders Committed to TYC in 2006		Misdemeanor Offenders Committed to TYC in 2006	
Average Referrals	5	Average Referrals	8
Average Adjudications	3	Average Adjudications	4
Prior ISP	33%	Prior ISP	49%
Prior Placement	43%	Prior Placement	69%
Mental Health Need	41%	Mental Health Need	42%
Substance Abuse	41%	Substance Abuse	46%
Average Number of Days under Supervision before Commitment	400	Average Number of Days under Supervision before Commitment	659

- Misdemeanant youth committed to TYC were higher need, chronic offenders and required more community resources and services.
- Since 2007, these high need misdemeanor youth must be maintained and served in the community.
- 803 misdemeanor youth were committed to TYC in 2006.

Comparison of Local Probation and State Confinement Youth

Comparison of Bexar County Probation Residential Placements and TYC Commitments		
Youth Characteristics	TYC	Probation
Female	10%	25%
Average Age	17.1	16.3
Mental Health Treatment Need	60%	38%
Substance Abuse Treatment Need	82%	57%
Special Education Student	45%	35%
Sexual Offense	7%	9%

Youth served by local probation departments and those served by TYC often have similar needs, but real differences exist in the concentration of needs within the respective populations. Data from the CARE pilot project (federally funded reintegration project with Bexar County, TJPC, and TYC) demonstrates that youth committed to TYC on average have a higher rate of need for mental health treatment, substance abuse treatment, and special education than those requiring out of home placement at the county level.

Juvenile Justice Population Projections

The Texas Legislative Budget Board (LBB) established new projections based upon the passage of SB 103. Current population estimates are based on a relatively short period of time in which many changes were taking place in the state's juvenile justice system. Assumptions for the estimated projections are based on data that was collected during the same time period as TYC population reductions were occurring. Because of this, the confinement population is currently projected to decline. However, as the population begins to stabilize, the agencies expect that the projections will also stabilize.

LBB Estimates for Juvenile Justice Populations

Fiscal Year	TYC*	TJPC**
2010	2,560	43,096
2011	2,544	42,928
2012	2,527	43,012
2013	2,523	43,067
2014	2,559	43,046

*Last day of the Fiscal Year
 ** End of month yearly average

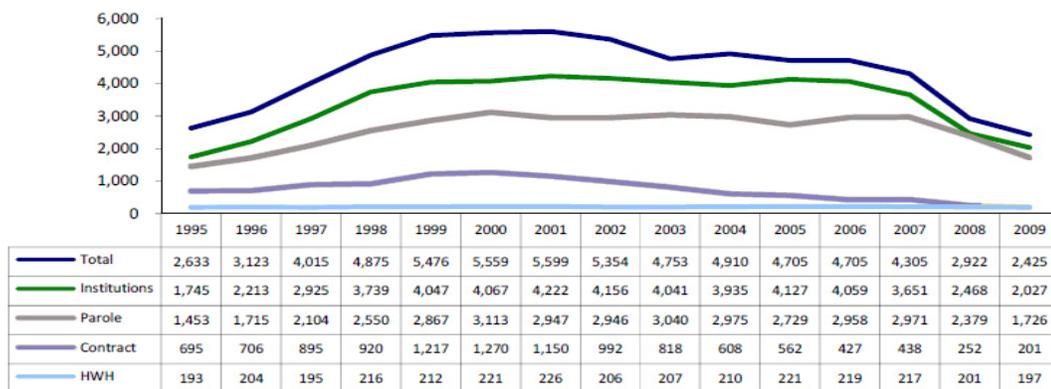
For agency planning purposes, TJPC calculates probation population trends and commitment projections which are also used by TYC for estimates of the number of probation revocations the agency will need to serve.

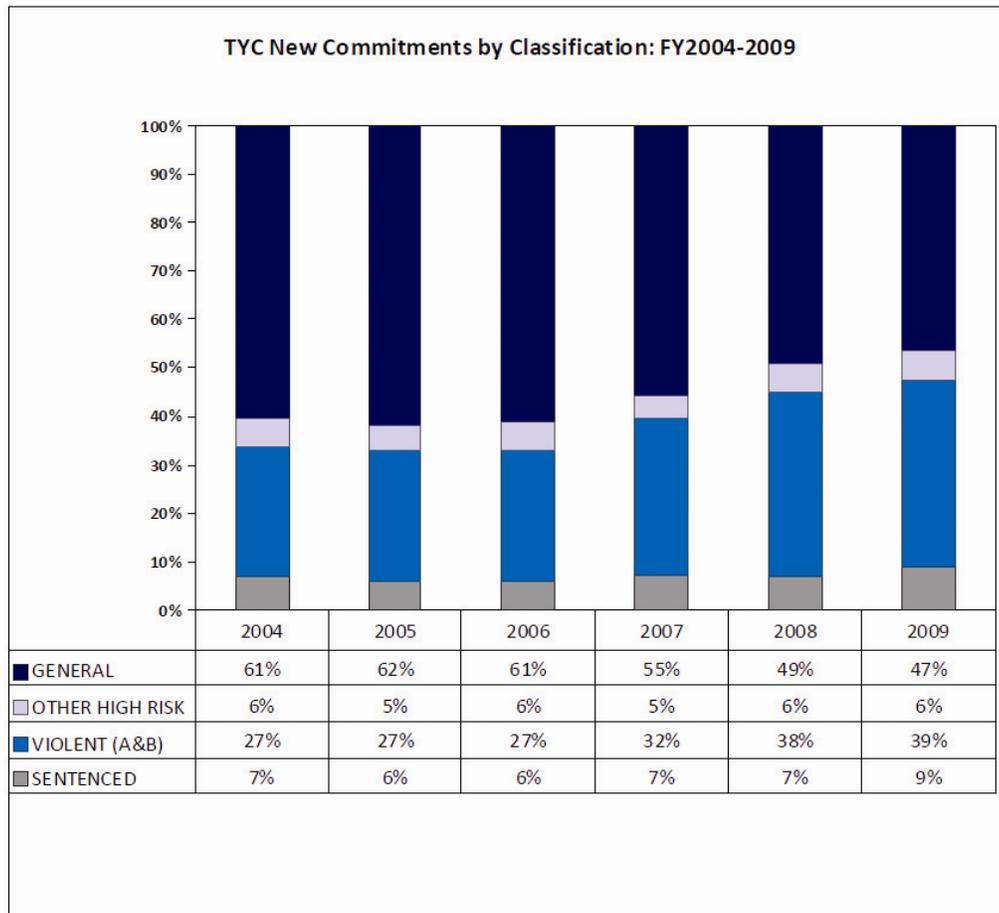
In general, TYC's population has decreased in all categories since 2007 largely because of legislative mandates that prohibit the commitment of misdemeanants.

- TYC commitments have decreased 41%.
- The average daily population declined by 44%.
- The current population in TYC secure institutions is around 1,900 youth. The most recent annual average was 2,027.
- Recent declines are expected to stabilize.

The table below shows the annual averages of TYC's daily population.

TYC Average Daily Population by Location Type: FY1995-2009





As presented in the table above, the classification of youth in TYC is increasingly more severe as the agency now serves only youth committed for felony offenses. The percent of youth in TYC who are classified as sentenced, violent, or other high risk offender increased from 39% in FY 2006 to 54% in FY 2008.

Youth committed to TYC in 2008 had the following profile:

- 16 years old, male, African American or Hispanic
- 73% were on probation at commitment
- 40% admit gang membership
- 49% had family histories with criminal activity
- 63% had one or more need for specialized treatment
- Median reading and math scores were five years behind their peers

It must also be noted that referrals and commitments to the juvenile justice system are generally concentrated in certain geographic areas of the state; some local areas have few or no referrals and commitments.

Local Jurisdictions with Highest Referrals and TYC Commitments FY 2009

Probation Referral County	FY2009 Referrals	Percent of Total Referrals	TYC Commitment County	FY2009 Commits	Percent of Total Commits
Harris	14,879	15%	Harris	201	14%
Bexar	10,603	11%	Dallas	188	13%
Dallas	9,147	9%	Bexar	144	10%
Tarrant	6,086	6%	Tarrant	107	7%
Travis	4,997	5%	Smith	45	3%
El Paso	2,756	3%	Ector	32	2%
Cameron	2,558	3%	El Paso	31	2%
Webb	2,523	3%	Jefferson	26	2%
Nueces	2,351	2%	Lubbock	24	2%
Hidalgo	2,084	2%	Cameron	23	2%
Brazoria	1,768	2%	Midland	23	2%
Collin	1,746	2%	McLennan	21	1%
Denton	1,554	2%	Bell	20	1%
Galveston	1,512	2%	Galveston	20	1%
Fort Bend	1,480	1%	Montgomery	20	1%
Subtotal	66,044	66%	Subtotal	925	62%
All Other Jurisdictions	33,522	34%	All Other Counties	556	38%
Total Referrals	99,566	100%	Total Commits	1,481	100%

**Gray boxes indicate counties that are in the top 15 for referrals to probation and commitments to TYC.*

- Twenty-three local juvenile court jurisdictions accounted for 66% of all probation referrals and TYC commitments in FY 2009.
- Forty-four local jurisdictions (28%) had no commitments to TYC in FY 2009.

SELECTED SYSTEMIC ISSUES AFFECTING ENTRY INTO THE JUVENILE JUSTICE SYSTEM

When speaking about the juvenile justice system, certain issues must be discussed that affect the entire system. Two of the main issues are capacity and disproportionate representation. Capacity has different meanings depending on the audience and the scope of the discussion. Disproportionate representation occurs in the juvenile justice system, but begins well before youth come in contact with it. This section provides a discussion of these important issues.

Preventing Juvenile Justice System Involvement

The abilities of schools, community-based prevention programs, and mental health and substance abuse treatment programs to meet demands at the local level can determine whether a youth enters the juvenile justice system. Before being referred to local probation, a significant number of youth have been served in other programs or systems:

- 17% of local probation referrals had been served by child protective services,
- 46% had received Medicaid or CHIP, and
- 7% had received state mental health or substance abuse services in the same year they were referred to local probation.
- Of all youth on probation, 26% had been previously served by the public mental health system.

Many juvenile offenders and their families are either clients of or qualify for services from child welfare, public health and healthcare, as well as drug and alcohol intervention/treatment agencies or programs.

- Youth reach the justice system with needs that may be more appropriately addressed in other non-justice systems.
- Youth reach the justice system with complex needs that should have been identified prior to involvement with the juvenile justice system.
- Non-justice system involvement is necessary to support youth and their families who are transitioning from the juvenile justice system.

Capacity

The most frequent treatment needs for youth and families in the juvenile justice system are for mental health and substance abuse.¹ The capacity of inpatient and outpatient programs for youth with prior or current involvement in the juvenile justice system and for youth who are transitioning from the juvenile justice system is inadequate for meeting their needs.

Yet, many children who enter the juvenile justice system never received these services, though they may have qualified for them. There is a substantial gap between identified mental health needs and services provided. If capacity problems in community-based programs could be addressed and proactive systems of early identification and treatment implemented, youth might receive the treatment and support they need to prevent involvement in the juvenile justice system. At the same time, many youth who enter the juvenile justice system simply because of

¹ Texas Youth Commission. "Review of Agency Treatment Effectiveness for FY 2008." December 2008.

an untreated mental health or substance abuse problem could be successfully diverted into community-based treatment.

Similarly, when youth transition out of the juvenile justice system, and mental health and substance abuse treatment resources are not available to them in their communities, the ability to succeed is significantly diminished. Recidivism can be avoided when youth are given the services and supports they need to safely stay in their communities.

Evidence-Based Practices in School Settings

TYC uses School-Wide Positive Behavior Supports (SW-PBS), in its academic education program. According to U.S. Department of Education, Office of Special Education Programs (OSEP), this best practice model is:

Positive Behavior Support (PBS) is based on a problem-solving model and aims to prevent inappropriate behavior through teaching and reinforcing appropriate behaviors (OSEP Technical Assistance Center on Positive Behavioral Interventions & Supports, 2007). PBS offers a range of interventions that are systematically applied to students based on their demonstrated level of need, and addresses the role of the environment as it applies to development and improvement of behavior problems.

The outcomes associated with establishing the SW-PBS model include a more positive learning environment, less reactive behaviors, improved supports, and increased academic engagement.

Despite the tireless efforts of many organizations that reach out to and serve their clients with the best available tools, for some youth, the juvenile justice system is the first “program” from which they receive any direct services. For other youth, services at an earlier point in their lives may have been successful in diverting them from the juvenile justice system.

Recommended approaches include proactive systems of early identification and intervention for youth and families.

According to the TJPC statistical report 2006, school referrals accounted for 6.9% of all referrals (50% of the

referrals were for delinquent conduct) to the juvenile justice system. The percentage of school-related referrals is actually larger since all referrals from school-based law enforcement are included in all referrals from any law enforcement entity. During the same reporting period, 9.6% of all referrals were in alternative education programs, 81.7% were placed in regular classrooms, 5.2% were suspended from school, and 3.5% had dropped out of school. These statistics support evidence that schools must be an integral partner in appropriate referral and diversion of youth.²

Disproportionate Minority Contact

According to the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP), disproportionate minority contact (DMC) occurs when the proportion of a

² UCLA Center for Program and Policy Analysis, Mental Health in Schools. “Steps and Tools to Guide Planning and Implementation of a Comprehensive System to Address Barriers to Learning and Teaching.” July 2007.

given minority group of youth having contact with the juvenile justice system exceeds the proportion that group represents in the general population. OJJDP defines minorities as non-Anglo racial or ethnic groups (i.e., African American, Hispanic, Asian, and Other). States that receive federal juvenile funds are required by the federal JJDP Act of 2002 to monitor rates of minority youth contact and develop a three-year plan for reducing DMC. The most recent plan submitted by Texas noted that:

- African-American and Hispanic youth are disproportionately referred to the juvenile justice system in relation to their presence in the general population.
- African-American youth experienced significantly different rates of contact at every phase of the system.
- Hispanic youth experienced significantly different rates of contact at every phase except probation placement and confinement.

The Public Policy Research Institute (PPRI) at Texas A&M University concluded that several factors were more influential than race/ethnicity on whether a youth moved into and through subsequent stages of the juvenile justice system.³ In fact, the report identifies school discipline as the “single greatest predictor” of future involvement in the juvenile justice system. Other factors that were more predictive than race/ethnicity were: academic performance, family income, urbanicity, and living situation.

³ Carmichael, Dottie J., Guy D. Whitten and Michael Voloudakis. (October 2005). *“Study of Minority Over-Representation in the Texas Juvenile Justice System.”* Public Policy Research Institute, Texas A&M University.

GOALS, STRATEGIC ELEMENTS, & TIMELINES BY LEAD AGENCY

The tables below present the three coordinated goals and their associated strategic elements (i.e., key strategic issues and strategies) that resulted from the planning process. Each strategy is assigned a timeline of 2 years (short-term) or 5 years (long-term). In addition, a project was also considered “Ongoing” if there was not a clear ending to the project.

The section following this table discusses selected strategic elements in more detail.

Recommendation	Lead Agency		Timeline		
	TYC	TJPC	2 years	5 years	Ongoing
GOAL A: INCREASE THE CAPACITY OF PROGRAMS TO MEET THE UNIQUE NEEDS OF JUVENILE JUSTICE YOUTH.					
Key Strategic Issue A.1. Promote best practices with special focus on: victim services, family engagement, mental health and substance abuse treatment, and transition services for youth with few or no familial supports.					
Strategy A.1.1. Develop a compendium of existing state-funded juvenile justice services and programs in Texas. – CURRENT INITIATIVE		✓	✓		
Strategy A.1.2. Define and share existing best practices, to include research-driven, statistically proven, and evidence-based programs within state-run and local juvenile justice systems.	✓	✓		✓	✓
Strategy A.1.3. Evaluate the CARE pilot project designed to reintegrate youth back into the community. – CURRENT INITIATIVE	✓	✓	✓	✓	
Key Strategic Issue A.2. Address workforce issues impacting the system.					
Strategy A.2.1. Conduct joint training on youth-related issues for juvenile justice personnel, including best practices and/or research-driven programs and services. – CURRENT INITIATIVE	✓	✓	✓		✓
Strategy A.2.2. Jointly pursue opportunities for increasing the availability of licensed and/or certified professionals to serve juvenile offender populations and their families by working with academic institutions and professional associations. – CURRENT TYC INITIATIVE (LSOTP Counselors)	✓	✓	✓		✓
Strategy A.2.3. Expand cross system participation in co-sponsored conferences with topics related to victim services, family engagement, mental health and substance abuse treatment, and transition services.	✓	✓		✓	✓

Recommendation	Lead Agency		Timeline		
	TYC	TJPC	2 years	5 years	Ongoing
Key Strategic Issue A.3. Strengthen transition support services for youth returning to communities, with special focus on youth with few or no familial supports.					
Strategy A.3.1. Provide every child released from secure care with a robust and realistic transition plan that properly prepares them for the environment to which they are returning.	✓		✓	✓	✓
Strategy A.3.2. Develop systems, including strong and realistic transition planning, for meeting the needs of youth who require more intensive supports for transition to adulthood.	✓		✓		✓
Strategy A.3.3. Explore ways to use the Department of Family and Protective Services' Preparation for Adult Living Program (PAL Program) and locally operated Transition Centers for youth and families in the juvenile justice system.	✓		✓		✓
Strategy A.3.4. Share aftercare providers and resource information.	✓	✓	✓		✓
Strategy A.3.5. Improve the preparation of local education systems to successfully transition juvenile justice youth.	✓			✓	
Strategy A.3.6. Coordinate activities with the Texas Correctional Office on Offenders with Medical or Mental Impairments (TCOOMMI) to enhance access to and availability of appropriate aftercare services. – CURRENT INITIATIVE	✓	✓	✓		✓
Key Strategic Issue A.4. Strengthen the diversion of juveniles with mental health needs from the juvenile justice system.					
Strategy A.4.1. Develop protocols for information sharing across agencies to strengthen early diversion.		✓		✓	✓
Strategy A.4.2. Base decisions regarding youth placements on research-driven risk and needs assessments. – CURRENT INITIATIVE	✓	✓	✓		✓
Strategy A.4.3. Collaborate on the development of culturally competent programs and services.	✓	✓	✓		✓
Key Strategic Issue A.5. Identify the gap between the need for and the availability of mental health and substance abuse programs and services.					
Strategy A.5.1. Assess the degree of need for and the availability of mental health and substance abuse services.	✓	✓		✓	

Recommendation	Lead Agency		Timeline		
	TYC	TJPC	2 years	5 years	Ongoing
GOAL B: DEVELOP REALISTIC AND APPROPRIATE MEASURES FOR THE JUVENILE JUSTICE SYSTEM.					
Key Strategic Issue B.1. Use programmatic best practices for developing indicators of success.					
Strategy B.1.1. Establish indicators for measuring programmatic success based on best practices.	✓	✓		✓	
Key Strategic Issue B.2. Expand the definitions of success beyond “recidivism” and other criminogenic measures.					
Strategy B.2.1. Develop common operational definitions of recidivism and success.	✓	✓		✓	
Strategy B.2.2. Develop a methodology to focus on costs and benefits for selected juvenile justice programs.	✓	✓		✓	
Strategy B.2.3. Work with the Legislative Budget Board to develop meaningful and comparable outcome and efficiency measures where appropriate.	✓	✓		✓	
GOAL C: PROMOTE COMMUNICATION AND COLLABORATION THROUGH EXISTING AND FUTURE CROSS-AGENCY AND CROSS-SYSTEM DATA SHARING EFFORTS.					
Key Strategic Issue C.1. Improve the sharing of data and information within the juvenile justice system as well as collaboration with other child-serving agencies.					
Strategy C.1.1. Promote the electronic sharing of youth information between the local juvenile probation departments and TYC. – CURRENT INITIATIVE	✓		✓		✓
Strategy C.1.2. Continue to explore opportunities to collaborate with other agencies to share information across systems. – CURRENT INITIATIVE	✓	✓	✓	✓	✓
Strategy C.1.3. Improve communication between TYC and local juvenile probation departments on individual youth.	✓		✓	✓	✓

Selected Strategic Elements

This section discusses selected strategic elements from the previous table in more detail.

Goal A: Increase the capacity of programs to meet the unique needs of juvenile justice youth.

Transition and Family Supports (Key Strategic Issue A.3.)

Transition supports are essential for youth returning from secure confinement or other residential treatment, especially for those with few or no family supports. The quality of transition planning and service provision can determine the success of many youth at this stage of the system. Programmatic pre-release stages must prepare youth for realistic obstacles they may confront as they transition back to the community. In fact, it assists youth in developing specific supports and options for solutions as those obstacles arise. Case managers, probation officers, parole officers, multi-disciplinary teams, and others involved in case planning – including the youth – must develop individualized transition plans that are realistic and honest in regard to the youth’s support systems, skill sets, and available services. Plans must include educational attainment, workforce skills, basic living, problem solving, and genuine connections with caring adults.

Texas CARES

Based on a model of collaborative partnerships that include the Bexar County Juvenile Probation Department, Baptist Children and Family Services, Center for Health Care Services, Christian Hope Resource Center, Gary Job Corps, Project Question, San Antonio Independent School District, St. Philip’s College, and Texas Federation of Families, and the Texas Juvenile Probation Commission, the U.S. Department of Labor recently awarded approximately \$2.8 million in grant funds to the Texas Youth Commission for a comprehensive reentry program for Bexar County juvenile offenders called the Children’s Aftercare Reentry Experience (CARE).

Using a multidisciplinary treatment team approach, CARE will leverage services such as employment counseling and support, education support, and community service opportunities to assist about 450 youth who are transitioning from secure residential facilities in building stable and productive lives in the Bexar County community. Program results will be shared and, as appropriate, replicated in other communities.

The public education system’s readiness to accept juvenile justice youth is another important aspect of transition success. Educational environments should be receptive to youth who are making efforts to succeed in their transition. The juvenile justice system can assist youth reintegrating back into public school by communicating information about youth transition plans and by working with established programs on campuses that serve as safe places for youth.

Mental Health and Substance Abuse Treatment (Key Strategic Issues A.1., A.3., A.4., A.5)

The highest areas of need for youth in the juvenile justice system are mental health and substance abuse treatment. As explained under “Juvenile Justice System Issues,” the capacity of these systems for inpatient and outpatient services that serve juvenile justice system youth is inadequate for the level of need.

Juvenile Justice Workforce (Key Strategic Issue A.2.)

There continues to be a shortage of licensed and/or certified treatment professionals to work with juvenile offenders. To increase the availability of licensed and/or certified professionals, the agencies will explore solutions with academic institutions and professional associations.

The agencies currently collaborate on joint workforce training and professional conferences. These venues can reflect the coordinated strategic priorities by addressing topics such as victims of juvenile crime, best practices in the juvenile justice system, mental health and substance abuse treatment, risk assessment and diversion, transition supports, family engagement, information sharing and technology, and developing common frameworks for positive youth development.

Victim Services (Key Strategic Issues A.1. and A.2.)

Sharing best practices in the juvenile justice system for victims of juvenile crime and for juvenile offenders, allows for the prevention of future crime, assists in the positive development of youth, and aids in the healing of crime victims. TYC and local probation departments operate widely recognized and successful programs such as Victim Impact Panels, mediation, notification, and others. TYC programs, especially those for serious and violent offenders, aim specifically to build the capacity for empathy in the youth it serves as part of the treatment program. Expanding this treatment element, recognized as an effective intervention, could be beneficial in other treatment settings.

Victim Services: Bridges To Life Program

Bridges To Life (BTL) brings healing to victims of crime, reduces recidivism among offender graduates of the program, and helps make our community a safer place. Using principles of restorative justice, this faith-based nonprofit program brings offenders face-to-face with victims of crime with the goal of empowering victims and rehabilitating inmates by educating offenders about the impact that their actions have had, not only on their families, but also on the families of the victims, their friends, and the community at large. While most of their work takes place in adult prisons, Bridges to Life's proven and award winning program recently expanded into the juvenile justice service system through a program in the Houston area.

*-- Excerpts from BTL website at
[www. Bridaestolife.org](http://www.Bridaestolife.org)*

Texas Youth Commission Victims' Bill of Rights

Victims of Juvenile Crime in Texas Have the Right to:

- Protection from harm and threats of harm arising from cooperation with prosecution efforts
- Have the court take the safety of the victim into consideration in determining whether the child should be detained before adjudication.
- Information about relevant court proceedings
- Information concerning the procedures of the juvenile justice system, including preliminary investigation and deferred prosecution; and appeal of the case.
- Provide information to a juvenile court conducting the disposition hearing.
- Information regarding compensation to victims.
- Information about procedures for transfer to parole supervision or transfer to the pardons and paroles division of the Texas Department of Criminal Justice.
- Participate in the transfer process.
- Provide to the Texas Youth Commission information to be considered by the commission before the transfer to parole.
- Information about the transfer to parole supervision or the Texas Department of Criminal Justice.
- Be provided with a separate or secure waiting area from other witnesses, including the child, before testifying at any proceedings.
- Prompt return of any property that is held as evidence, when the property is no longer needed for that purpose.
- Have the attorney for the state notify the employer of the victim, if requested, when the victim needs to be away from work for testimony or cooperation in court proceedings.
- Be present at all public court proceedings.
- Any other right appropriated to the victim of an adult offender.

Intensive Supervision Programs and Services (Statutorily Required Strategic Element)

The Executive Strategic Planning Committee and Workgroups distinguished between intensive treatment and intensive supervision or surveillance programs serving juvenile offender populations.

Due to the cost and a shortage of licensed providers, evidence-based intensive treatment for juvenile offender populations is not available in most local probation departments. In a few counties, Family Functional Therapy (FFT) programs, operated by independent contractors, are provided by local juvenile probation departments (e.g., Tarrant and Potter Counties). Likewise, some local juvenile probation departments provide for Multi-Systemic Therapy (MST) programs (e.g., Harris, Tarrant, Nueces, and Dallas Counties).

TYC Regional Pilot Program

The 81st Texas Legislature provided funding for TYC to implement a regional pilot program for Family Functional Therapy (FFT) and Multi-Systemic Therapy (MST) during Fiscal Years 2009-2010. The Request for Proposal process began in November 2009.

Most local juvenile probation departments provide intensive supervision services; however, many local juvenile probation departments, and TYC in certain locations, contract for electronic monitoring equipment and/or community supervision services.

Agency staff workgroup recommendations for joint intensive services included:

- a) on-going coordination and planning with other joint agency workgroups regarding data-sharing, parole, effective programs and aftercare;
- b) agreement on definitions and outcome measures for the entire continuum of juvenile justice; and
- c) evaluation of the collaborative pilot program between Jefferson County Juvenile Probation Department and TYC.

Goal B: Develop realistic and appropriate measures for the juvenile justice system.

Standard Outcome Measures (Key Strategic Issues B.1. and B.2.)

Using some standard measures for local probation and TYC can provide a baseline from which to compare programmatic success. Currently, TJPC and TYC use agency-level outcomes that are based on their legislative mandates and individual mission statements. The agencies outcome measures, including recidivism, are calculated based on each agency's historical measures for continuity over time, and individual data systems.

The staff workgroup on cross-agency measures recommended the following be considered for standard outcome measures:

- One Year Rearrest Rate for Felony and Misdemeanant Youth
- One Year Reincarceration Rate for Felony and Misdemeanant Youth
- Juvenile Violent Crime Arrest Rate per 100,000

To meet this goal, the agencies will need to jointly develop operational definitions for success and methodology for calculating results.

Positive Youth Outcome Measures (Key Strategic Issue B.1.)

Measuring success goes beyond traditional measures of criminal or delinquent behavior (i.e., recidivism) to developing indicators that are based on the successes of the youth who leave the juvenile justice system. Positive youth outcome measures focus on subsequent quality of life indicators and the practical application of skills (e.g., improved school attendance, reduced disciplinary referrals, reduced inpatient hospitalizations, decreased family conflicts, and identified stress management strategies). Further, positive outcomes incorporate family-focused outcomes such as family stability and conflict management skills.

Costs, Benefits, and Return-on Investment (Key Strategic Issue B. 2.)

The approach of analyzing the overall costs and benefits of juvenile justice programs to strategically address needs of youth in the juvenile justice system was also recommended by the workgroup and Executive Strategic Planning Committee. This type of approach, when produced in conjunction with rigorous program evaluation results, can determine whether the benefits exceed its costs.

"Since all programs cost money, (the process of calculating return on investment) seeks to determine whether the amount of crime reduction justifies the program's expenditures. A program may have demonstrated an ability to reduce crime but, if the program costs too much, it may not be a good investment – especially when compared with alternatives including incarceration."

-- Victims and Offenders, Vol. 4, No. 1, November 2008: pp. 1-35 Evidence-Based Public Policy Options to Reduce Crime and Criminal Justice Costs: Implications in Washington State

Goal C: Promote communication and collaboration through existing and future cross-agency and cross-system data sharing efforts.

Juvenile Case Management System (JCMS) (Key Strategic Issue C.1.)

The JCMS is a comprehensive juvenile justice information and case management system that will provide for common data collection, reporting, and management needs of Texas juvenile probation departments, as well as the flexibility to accommodate individualized requirements. JCMS will provide statewide data sharing between the 166 local juvenile probation departments, the Texas Juvenile Probation Commission, and the Texas Youth Commission.

Data Sharing Among Youth-Serving Agencies (Key Strategic Issue C.1.)

Coordination and data sharing discussions and planning should include all known youth-serving agencies. Currently, local juvenile probation departments, TYC, and TJPC have partnerships with other state and local agencies that provide multiple benefits to the efficient operation and delivery of services to youth. Some of these partnerships and goals are:

Texas Correctional Office on Offenders with Medical or Mental Impairments (TCOOMMI) – To identify and provide services to juvenile justice youth both in and transitioning from the juvenile justice system who require continued treatment for medical or mental impairments.

Department of Family and Protective Services (DFPS) – To maximize services and ensure proper custodial oversight of youth served in both the juvenile justice and protective services systems.

Department of State Health Services (DSHS) – To maximize resources and ensure proper care of youth who are eligible for Children’s Health Insurance Program (CHIP) and Medicaid programs.

Department of Public Safety (DPS) – To exchange data and calculate juvenile justice recidivism outcome measures.

Representation on state councils and boards including: the Governor’s Juvenile Justice Advisory Board, Council on Children and Families, Interagency Task Force for Children with Special Needs, Task Force on the Integration of Health and Behavioral Health, Community Resource Coordination Groups, and more.

Areas on which to focus future expansion of data sharing to benefit youth and families include: state and local education, health and human services, and workforce systems.

APPENDICES

Appendix 1: Interagency Workgroup Leadership

Appendix 2: Internal/External Survey Results Summary & Survey Questions

Appendix 3: Moving Through the Juvenile Justice System

APPENDIX 1: INTERAGENCY WORKGROUP LEADERSHIP

TJPC	TYC
1A. Population Projections and 1B. Capacity, Program, Funding Needs	
Nancy Arrigona, Director of Research and Statistics Scott Friedman, Director of Field Services Annie Collier, Chief Financial Officer	Chuck Jeffords, Director of Research Dianne Gadow, Director of Assessment and Treatment Services
2. Jointly Developed Intensive Services/Programs Workgroup	
Scott Friedman, Director of Field Services	Kimbla Newsom, Program Development Manager, Youth Services Division Virginia Martinez, Parole Supervisor, Austin District Office
3A. Evaluation of Aftercare and 3B. Planning for Effective Aftercare	
Scott Friedman, Director of Field Services Denise Askea, Director of Special Programs and Residential Placement	Christi Mallette, Director of Quality Assurance and Program Development, Youth Services Division
4. Disparate Treatment	
Nancy Arrigona, Director of Research and Statistics	Tracy Levins, Director of Collaborative Initiatives
5. Cross-Agency Measures	
Vonzo Tolbert, Planning	Chuck Jeffords, Director of Research
6A. Planning For Data Sources and Data Sharing and 6B. Processes and Procedures for Communicating Juvenile Justice Information	
Nancy Arrigona, Director of Research and Statistics Jim Southwell, Director of MIS	Gladys Murray, Director of Information Technology Chuck Jeffords, Director of Research
7. Validated Risk Assessment Instruments	
Nancy Arrigona, Director of Research and Statistics	Chuck Jeffords, Director of Research
8. Effective Programs for Juvenile Justice Youth	
Linda Brooke, Director of External Affairs, Policy Development and Behavioral Health	Dianne Gadow, Director of Assessment and Treatment Services
9. Tracking Performance Measures for Cost-Effectiveness	
Nancy Arrigona, Director of Research and Statistics Annie Collier, Chief Financial Officer	Chuck Jeffords, Director of Research Janie R. Duarte, Budget Director

APPENDIX 2: INTERNAL/EXTERNAL SURVEY RESULTS SUMMARY AND SURVEY QUESTIONS

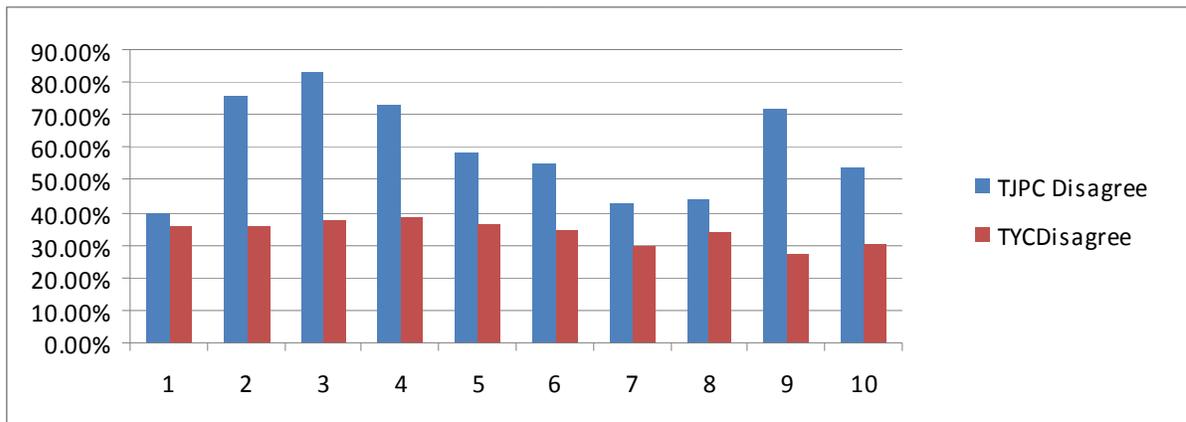
Survey participants included agency staff, TYC volunteers, Chief Juvenile Probation Officers, families of TYC youth, juvenile court judges, and advocacy groups.

QUESTIONS

1. TYC and TJPC collaborate effectively on statewide juvenile justice initiatives.
2. TYC and TJPC collaborate effectively on community-based prevention initiatives.
3. TYC and TJPC collaborate effectively on community-based reentry initiatives.
4. TYC and TJPC collaborate effectively on diversion programs.
5. TYC and TJPC collaborate effectively on leveraging funding from foundations and other granting sources.
6. TYC and TJPC collaborate effectively on training juvenile justice professionals.
7. TYC and TJPC share information about youth.
8. TYC and TJPC share information about programs.
9. TYC provides continuity of care for youth who move between the TYC and juvenile probation systems.
10. TJPC provides continuity of care information and resources to local departments for youth who move between the TYC and juvenile probation systems.

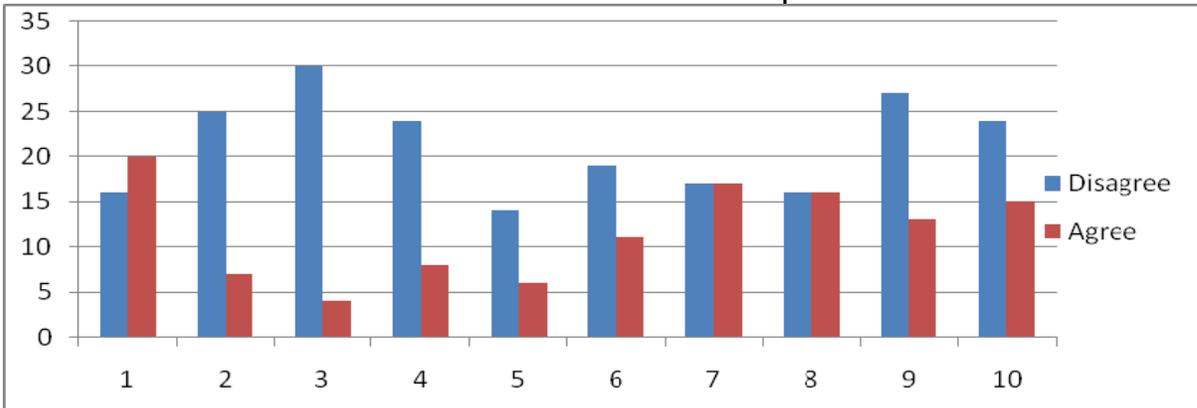
SUMMARY OF SURVEY RESULTS:

Combined Responses: TJPC and TYC



Combined Responses: TJPC and TYC										
	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10
Disagree	150	162	170	160	129	158	141	153	144	129
Agree	262	244	230	219	129	270	312	280	308	263
Total	412	406	400	379	258	428	453	433	452	392
Percent Agree	64%	60%	58%	58%	50%	63%	69%	65%	68%	67%

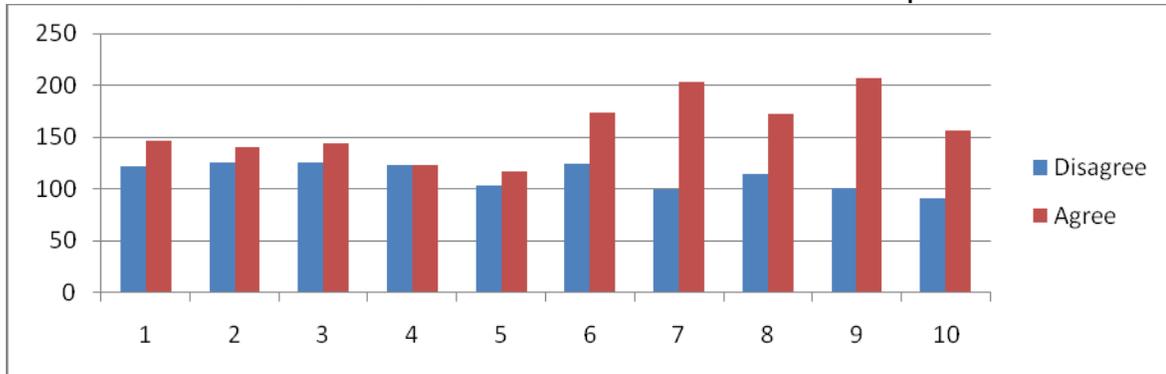
Chief Juvenile Probation Officer Responses



Chief Juvenile Probation Officer Responses

	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10
Disagree	16	25	30	24	14	19	17	16	27	24
Agree	20	7	4	8	6	11	17	16	13	15
Total	36	32	34	32	20	30	34	32	40	39
Percent Agree	56%	22%	12%	25%	30%	37%	50%	50%	33%	39%

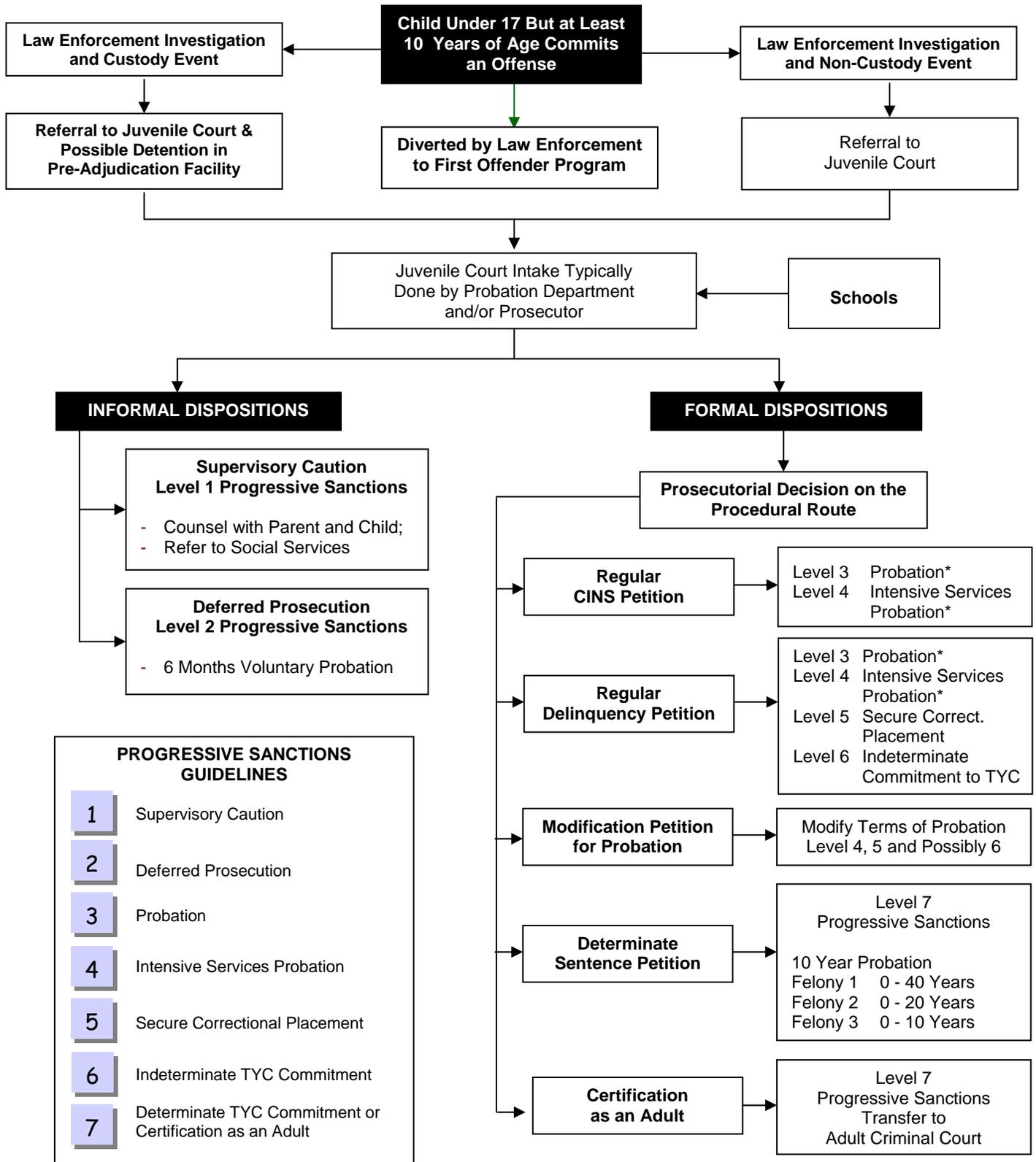
TYC Staff, Families, and Volunteers Combined Overall Responses



TYC Staff, Families, and Volunteers Combined Overall Responses

	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10
Disagree	131	131	135	130	112	136	121	134	111	103
Agree	233	234	223	208	195	256	287	260	292	234
Total	364	365	358	338	307	392	408	394	403	337
Percent Agree	64%	64%	62%	62%	64%	65%	70%	66%	73%	69%

APPENDIX 3: MOVING THROUGH THE JUVENILE JUSTICE SYSTEM



PROGRESSIVE SANCTIONS GUIDELINES	
1	Supervisory Caution
2	Deferred Prosecution
3	Probation
4	Intensive Services Probation
5	Secure Correctional Placement
6	Indeterminate TYC Commitment
7	Determinate TYC Commitment or Certification as an Adult

* may include non-secure residential placement or placement outside of home