

**Independent Ombudsman
for the
Texas Juvenile Justice Department**



First Quarter Report FY 16
September 1, 2015 to November 30, 2015

Introduction:

This report is the first Quarterly Report of FY 2016 to be submitted by this office under statute and is intended for the Executive Director of the Texas Juvenile Justice Department (TJJD), the Governor, Lt. Governor, Speaker of the House, members of the Texas Legislature, and the Auditor for the State of Texas. This report will serve to provide a description of the activities of the office during the first quarter of FY 16 spanning September 2015 through November 2015.

Overview of the Work of the Independent Ombudsman

The Independent Ombudsman (IO) was established for the purpose of investigating, evaluating, and securing the rights of the children committed to the Juvenile Justice Department, including a child released under supervision before final discharge. Senate Bill 1630, passed during the 84th Legislative Session, expanded those duties to include county post-adjudication facilities and contract facilities where county post-adjudicated youth are placed. To fulfill the duties of the office, IO staff regularly visit all TJJD secure facilities, halfway houses, parole offices, all county post-adjudication facilities and TJJD and county contract care programs. The IO also tracks Abuse, Neglect and Exploitation (ANE) incidents from all pre/post adjudication county facilities.

The office successfully visited and inspected all secure TJJD facilities, as well as halfway houses, state contract care facilities and parole offices to monitor for compliance with best practices for the safety and security of the youth. In addition, all ANE incident reports from county facilities have been reviewed and tracked for trends.

During the first quarter all additional ombudsman were hired, trained, and assigned their regions of the state. The IO began introductory visits to county post-adjudication facilities and contract facilities, by the end of the quarter eight county facilities had been visited and seven contract facilities had been visited. The IO will continue doing introductory visits and begin regular site visits during the next quarter.

In October, the IO issued a report in response to a disturbance at the Giddings State School and a trend of disturbances occurring at other facilities within TJJD. The purpose of the report was to identify areas of concern and to make recommendations to protect the youth and staff at each of these facilities. In the report, the IO identified the following as contributing factors:

- The agency's inability to attract and retain key staff
- Changes to the Phoenix Program causing it to be less effective
- Ineffective control over youth and failure to issue proper consequences
- Lack of Central Office support and responsiveness

In response to the IO's report, TJJD prepared a Management Action Plan (MAP) to address youth and staff safety in the agency's secure facilities. Both the IO's report and TJJD's MAP are attached to this report.

Accounting of Site Visits, Youth Contact and Individual Cases

	FY15	1st Quarter FY16	FY16 Total
Site Visits	207	45	45
Number of Youth Interviewed	1305	606	606
Number of Youth Interviews Conducted	3004	823	823
Closed Cases	106	9	9

TJJD facilities visited by IO staff during the first quarter

Secure Facilities

Evins Regional Juvenile Center-*Edinburg TX*
Gainesville State School-*Gainesville TX*
Giddings State School-*Giddings TX*
McLennan County State Juvenile Correctional Facility-*Mart TX*
McLennan Residential Treatment Center-*Mart TX*
Ron Jackson State Juvenile Correctional Complex -*Brownwood TX*

TJJD Halfway Houses

Ayres House-*San Antonio TX*
Brownwood Halfway House-*Brownwood TX*
Cottrell House-*Dallas TX*
Edna Tamayo House-*Harlingen TX*
McFadden Ranch-*Roanoke TX*
Schaeffer House-*El Paso TX*
Willoughby House-*Fort Worth TX*
York House-*Corpus Christi TX*

Contract Care Facilities

Amikids, dba Rio Grande Valley-*Los Fresnos TX*
Byrds Therapeutic Group Home-*Houston TX*
G4S Youth Services, LLC-*Brownwood*
Garza County Regional Juvenile Center-*Post TX*
Gulf Coast Trades Center-*New Waverly TX*
Pegasus School RTC-*Lockhart TX*
Specialized Alternatives for Youth (SAFY)-*Arlington TX*
North Texas State Hospital-*Vernon TX*

County Post Adjudicated Facilities visited by IO staff during the first quarter

County Operated

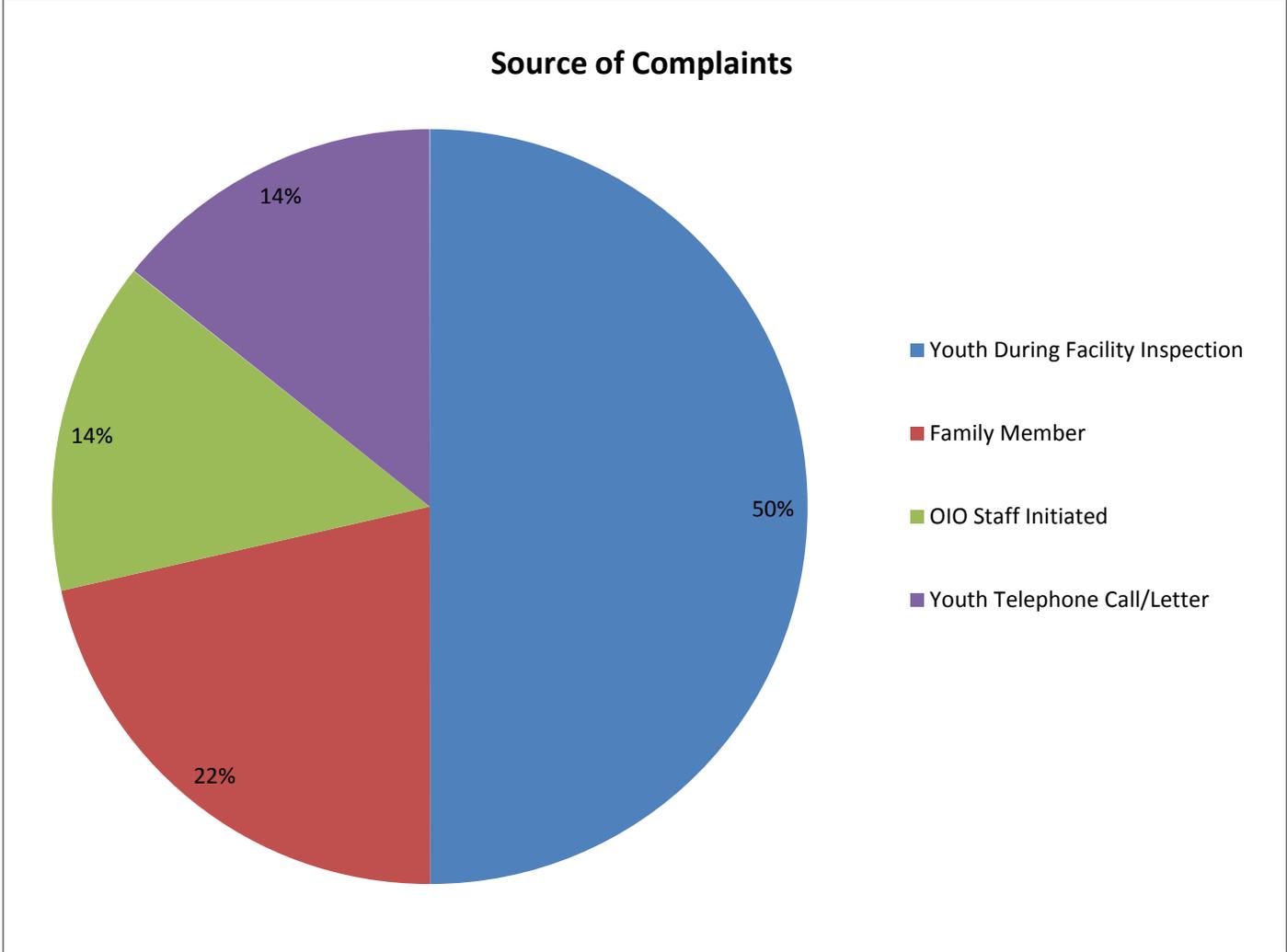
Robert N. Barnes, Nueces County, Corpus Christi
Jerry J Esmond, Galveston County, Dickinson
Brazoria County RTF, Brazoria County, Angleton
Bill Logue JJC, McLennan County, Waco
Meurer Inter. Sanction Ctr, Travis County, Austin
Leadership Academy, Harris County, Katy
Hays County JDC, Hays County, San Marcos
Trinity and Triad Programs, Williamson County, Waco

Contract Care Facilities for post adjudicated

Pegasus School, Lockhart
Methodist Home Boys Ranch, Waco
Brookhaven Youth Ranch, West
Shoreline, Taft
Everyday Life RTC, Bryan
Gulf Coast Trade Ctr., Waverly
Rockdale Regional JJC, Rockdale

Anyone may file a complaint with the IO. Complaints can be made via telephone, mail, fax, email, or in person during a facility inspection. The IO received 14 complaints during the first quarter. The majority of these cases were received directly from the youth during facility inspections.

First Quarter-FY 16



Complaints Received by Facility-First Quarter FY 16*

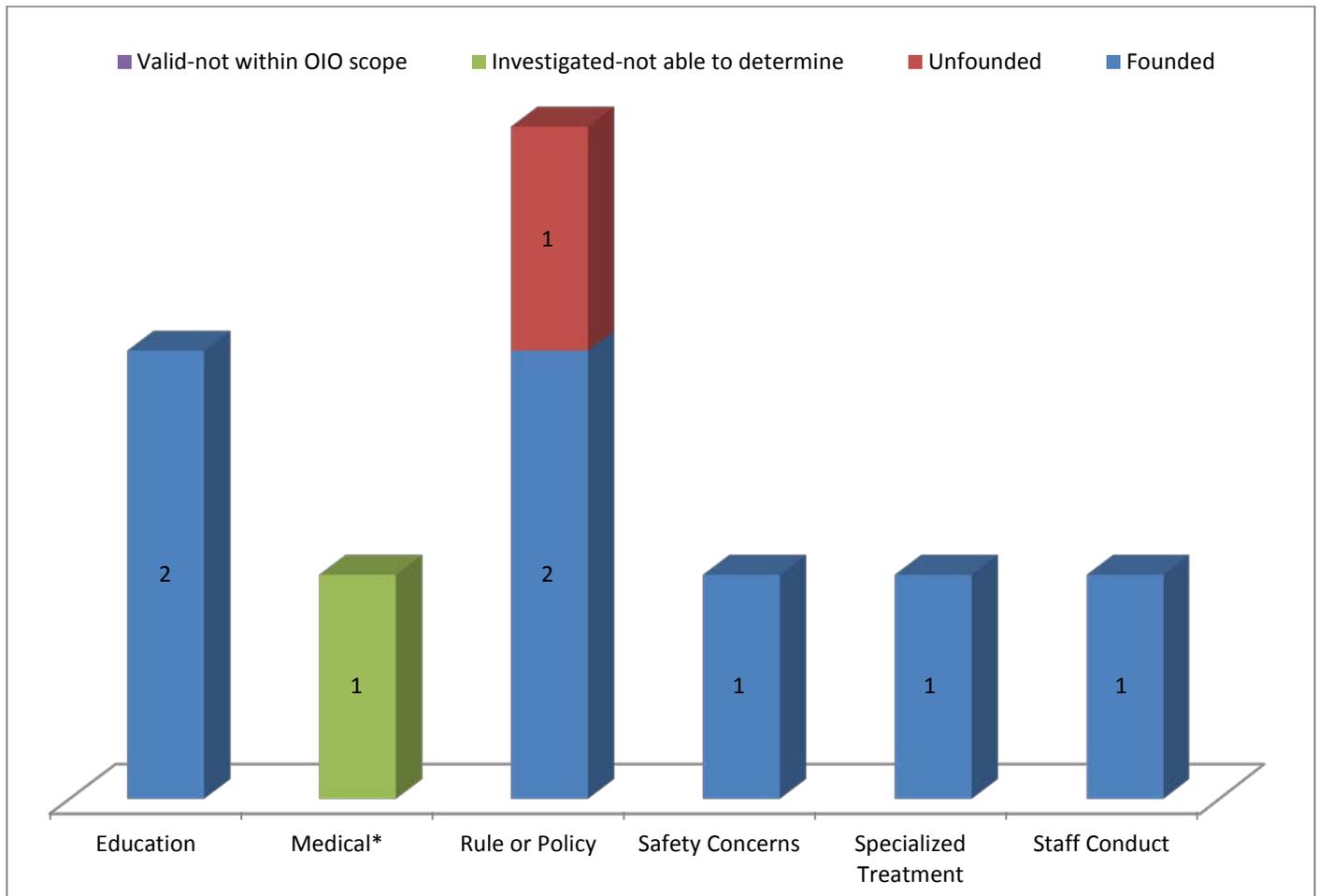
	Total for Facility	Education	Medical	Other	Rule or Policy	Safety Concerns	Specialized Treatment	Staff Conduct
EVINS RJC	1					1		
GAINESVILLE STATE SCHOOL	1	1						
GARZA COUNTY RJC	1					1		
MCLENNAN COUNTY SJCF	6			1	3		1	1
RON JACKSON SJCC	2		1			1		
YORK HOUSE	3			1	2			

* Facilities without complaints are not listed

The IO closed 9 cases in the first quarter. Cases are closed in one of four ways: Founded, Unfounded, Investigated-unable to determine, and Valid-not within IO scope.

Closed Cases

First Quarter FY 16

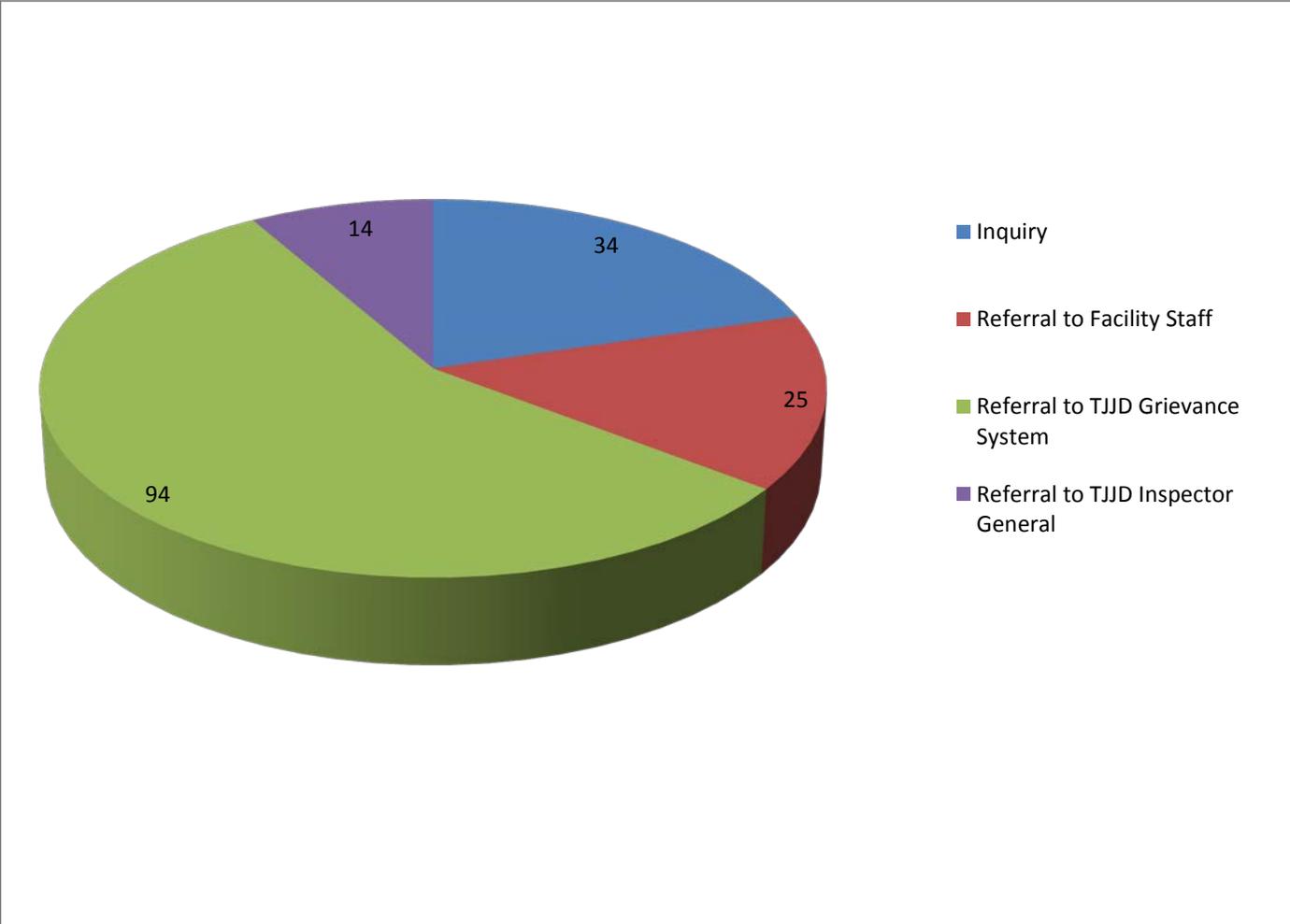


* Note: The Independent Ombudsman generally does not make findings regarding the quality or appropriateness of the care delivered. Unless otherwise noted, the medical cases in this report involve only issues of access to health care services.

In addition to the cases that are investigated by IO staff, the office also receives numerous inquiries and complaints that are referred to the appropriate authority. The IO received 167 inquiries and referrals during the first quarter.

Inquiries and Referrals

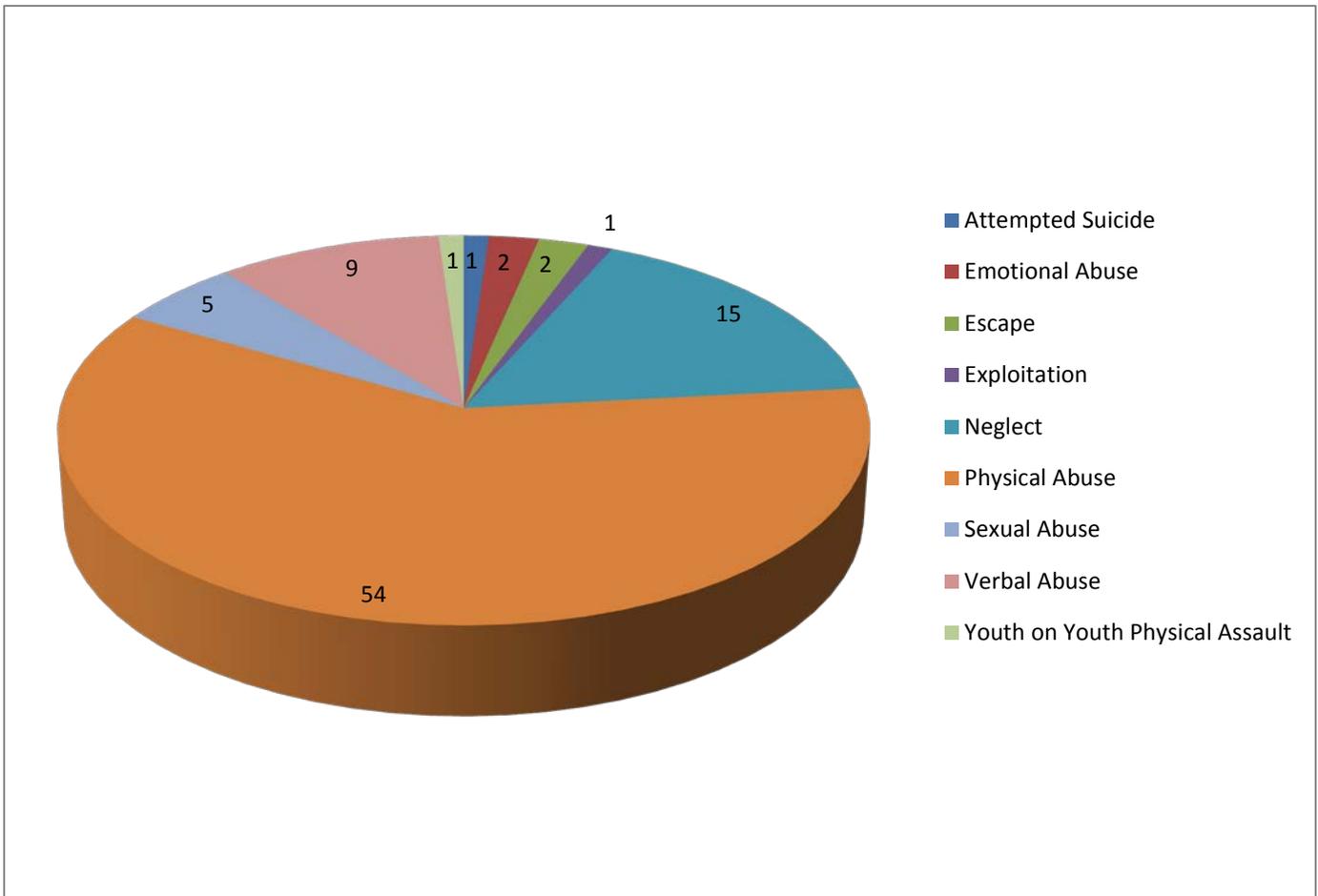
First Quarter FY16



The IO reviewed 90 ANE reports in the first quarter.

Reports of Abuse, Neglect and Exploitation from County Operated Facilities*

First Quarter FY 15



*These reports are reviewed by the IO, but there is no investigation or determination of findings made by the office. The IO tracks these incidents for indications of systemic issues and trends.

Independent Ombudsman

for the Texas Juvenile Justice Department



October 2, 2015
Giddings State School
Final Report

This report is in response to the recent disturbance at the Giddings State School and a trend of disturbances occurring at other facilities within the Texas Juvenile Justice Department (TJJD). The purpose is to further identify areas of concern and to make recommendations to protect the youth and staff at each of these facilities.

Aggressive disturbances are not a new problem at the agency. In the last two months there have been eight disturbances involving seven to 40 youth in each of the five facilities.

Often times in these disturbances youth and/or staff are injured accidentally or by assaultive behavior. In this recent incident there were a total of 4 youth and several staff injured. One youth was injured severely and will require surgery to repair his fractured orbital socket.

The aggressive population tends to be more dangerous and present a security threat to detention facilities (other youth, staff, and themselves). Moreover, they are counterproductive to all programming and safety precautions that are created to help rehabilitate youth in detention.

The OIO does not endorse severe punitive measures as a way to deal with most juvenile behaviors. However, in situations where the protection and safety of all youth and staff on a campus are at risk due to the negative and sometimes dangerous actions of a few, measures have to be taken to ensure all are safe.

Contributing factor:

The agency's inability to attract and retain key staff - Giddings State School has several vacant psychologists' positions, including a Clinical Director, positions that are key factors in the disturbance. Lacking these vital positions played a key factor in the disturbance. The facility has reportedly been short several psychologists for 4-5 months. Ten of the approximate 40 youth involved in the disturbance were eligible to be transitioned to the Texas Department of Criminal Justice (TDCJ) or to parole but had not been evaluated by a psychologist, which is required before their case can be heard by a Judge. Lacking these evaluations prolongs their stay at TJJD by months. Another contributing factor is the shortage of Case Managers (CM); at the time of the

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disturbance Giddings had seven open positions. The purpose of a CM is to work closely with a youth on his or her Individual Case Plan to manage behavior. Absent CMs, a youth's behavior can spiral out of control. The CM may also be the first person to learn of an impending problem between youth. Another key position that has been vacant for months is the Institutional Placement Coordinator. This position plays a pivotal role in the movement of youth throughout the system, including moving youth to halfway houses. Finally, the addition of a new gang intelligence officer position to work closely with the gang members would be beneficial. The purpose of this position is to build trust and rapport with the gang members. This position is very effective in adult prisons and on the streets at curtailing gang issues. The facility currently has a Security Intelligence Officer (SIO) that is employed by the Office of the Inspector General (OIG). The SIO position is responsible for identifying gang members for entry into a national gang database. Up to this point, the SIO has not provided prevention and intervention type services to the facility.

The use of the Phoenix Program – In July 2012, TJJJ implemented the Phoenix Program to address the behaviors of the most aggressive youth. Since its implementation, the program has been altered and has shifted from the intensity that was originally intended causing it to be a less effective tool. Of the 40 youth who participated in the disturbance, several had graduated from the current Phoenix Program and were placed on the Giddings campus. Youth view the program as a reward rather than a consequence for negative behaviors. They express that they receive more attention in the Phoenix Program, there is less chaos, and they feel safer. The practice of moving identified aggressive youth to other dorms or campuses rather than Phoenix has exacerbated the problem. Youth in new dorms or on new campuses immediately establish themselves at their new location by either taking control of or falling into the currently established gang hierarchy.

Ineffective control and consequences – Seven of the youth involved in the disturbance at Giddings had been involved in a similar disturbance just four days earlier at the same facility. Additionally, the facility administration had knowledge of the impending disturbance and had taken some action to prevent the event. One attempt was to shut down the campus (stop all movement) but the requirement of having to get the youth to the school limited the amount of time the youth would remain on shut-down. The purpose of a shut-down is not only to stop the impending event but to address the issues that are contributing to the event. The youth are well aware that they will be removed from shut-down to return to school or to get medication, so they just wait until movement resumes. Current agency practices appear to limit the facility superintendent's authority and ability to enact measures necessary to maintain safety and security. For example, staff at the Giddings facility have identified the leaders and "shot callers" of the major gangs on the campus, but because these leaders delegate to other gang members, there is no evidence of direct physical involvement of the leaders, and the facility is unable to take any preventative measures. The consequences for the destructive and assaultive behavior of the 40 youth who participated in the Giddings disturbance range from loss of privileges for a day up to possible criminal charges. Most of the youth will receive "time served" on loss of privileges due to the time they have spent in security waiting for their hearing. The consequences for this incident do not carry the necessary weight to serve as a deterrent for future negative behaviors.

Central Office Support and Responsiveness – Interviews with staff on the campus over several days indicated that multiple attempts had been made to secure assistance from the central office management team dating back to the spring of 2015. Assistance was requested specifically to address the shortage of clinical staff to evaluate sentenced offenders for the purpose of completing their review packets for court proceedings. The critical shortage of case managers has been an on-going issue for years. The Giddings facility was recently granted a waiver allowing for a reduction in the amount of individual time case managers are mandated to spend with youth on a monthly basis due to the staff shortage. It was also reported that for certain key positions that are hired through central office, applicants wait months before being contacted for an interview. By this time, many of these applicants have taken positions elsewhere. Another issue is the requirement that education be provided in a physical school building, which prevents administrators from restricting problem dorms. An alternative of providing education on the dorms, when necessary, has been presented to central office multiple times and was denied.

Recommendations:

The agency's inability to attract and retain key staff - Stream line the hiring process and prioritize key positions. Interviews should be conducted in a reasonable amount of time, no more than two weeks after the close date of the position. Staff should be interviewed on site and allowed to tour the facility to see what the facility is like. Develop a mentoring program for new hires. The hiring authority should be someone on the campus who has direct knowledge of the needs of the facility and can prioritize those needs. Design a recruiting plan that includes working with the colleges and universities in the area of the facilities to recruit interns and future professionals. Work on improving the image of the agency to make it more appealing to perspective employees. Advertise the new image. Temporarily import psychologists from other campuses to deal with the backlog of determinate sentenced youth and expedite their movement. Make the gang intelligence and intervention officer a priority. Import a placement officer from another campus to move youth in to halfway houses or to parole. If necessary, use central office staff that has knowledge of the process.

The use of the Phoenix Program - The process for moving a youth to the Phoenix Program has become too complicated and time consuming. If a youth needs placement, due process can be conducted on site after arrival. Youth need to understand the Phoenix Program is a place to improve behavior not to coast. Youth who are determinate sentence should not be allowed repeated stays. When every effort has been made and the youth has been given ample opportunity to change but does not, he should be processed for his hearing. Additionally, Phoenix is budgeted for 16 beds, yet generally operates at about 50% capacity. This resource is not being fully utilized.

Ineffective control and consequences – A youth who has been identified as the person who stomped on another youth's head, causing serious bodily injury requiring surgery, should be arrested on site and booked into jail, rather than moved to another facility. Design a procedure where youth who have been involved in previous

disturbances have movement restricted or supervised closely. When there is knowledge of an impending disturbance and the campus is placed on shut down, it should remain on shut down until the players are identified and the threat is eliminated. Develop a procedure to provide education and medication on the dorm when necessary to maintain control while the threat is being assessed. These facilities are correctional and thus safety and security must be maintained. When sufficient evidence is available to believe a youth is responsible for an egregious act, that youth's ability to direct the actions of others should be restricted. Develop a consequence system that has meaning to the youth. If youth are not held responsible for their actions they will leave TJJD believing their bad behaviors are acceptable.

Central Office Support and Responsiveness – There are no better experts on what is needed in a facility than the people who are there on a daily basis. When facilities ask for assistance, central office should make every effort to ensure that these needs are met in a timely manner. Central office should be proactive and respond with assistance rather than reactionary when the problem has escalated out of control. Superintendents should be empowered to place a dorm or an entire facility on shut down if he/she determines such action is necessary to ensure the safety of the campus. The Superintendent is also the best judge of when the campus should be returned to the normal schedule. Every effort should be made to provide education and medication on the dorms until safety and security can be restored. Effective support can also be demonstrated through conducting job interviews with key applicants in an expedited manner. Prevent losing key personnel to other agencies because the interview process took too long.

Debbie Unruh
Chief Independent Ombudsman of TJJD



TEXAS JUVENILE JUSTICE DEPARTMENT

TJJD MANAGEMENT ACTION PLAN (MAP)

The following pages outline the Texas Juvenile Justice Department's (TJJD) Management Action Plan (MAP or Plan) to address youth and staff safety in the agency's secure facilities. The goal of the MAP is to provide a safe environment free of disruptions through improved services, staffing, operations, and communication. Strategies are divided into the immediate-, short-, and long-term; as of November 30, 2015, most of the immediate goals have been accomplished. The Plan is intended to be a living document, changing as needs arise. TJJD has identified an approach operating within currently available budgetary authority to make approximately \$2.5 million available for the goals of the Plan and to mitigate the impact of increased population without the need for legislative or gubernatorial action. The sections of MAP are as follows:

- I. Immediate Actions: Completed or Ongoing
- II. Short Term Actions: Completed by 5/31/16
- III. Long Term Actions: Completed by 11/30/16
- IV. Financing Plan

TJJD faces key large-scale challenges in maintaining safe facilities including the size and layout of campuses, their locations, the size of the local labor force, staffing models that don't meet the needs of the facilities, and salaries not on par with adult corrections. The solutions to these challenges are inherently long-term.

Specifically, this Plan is intended to address the following in the short term:

- Youth climbing roofs and trees.
- Policies and procedures that prevent long-term dorm restrictions.
- Limited gang prevention or intervention tools.
- Staff shortages worsened by lengthy hiring processes.
- Limited rewards in place to encourage positive youth behavior.
- Limited immediate consequences for youth misbehavior.
- An agency wide culture of accommodating current realities to the detriment of constructive change.

Additional detail is available upon request. Please contact Carolyn Beck at (512) 490-7035 or Carolyn.Beck@tjtd.texas.gov for assistance.

I. IMMEDIATE ACTIONS - COMPLETE

This category includes immediate responses designed to reduce campus disruptions and address immediate safety concerns. These steps have been completed unless otherwise noted. Several of these responses involve ongoing efforts.

1. Youth Services

- Instilled consequences on youth involved in September 2015 incidents at Giddings State School.¹
- Reviewed 28 determinate sentenced offenders (DSOs) involved in one or both of the September 2015 incidents at Giddings. Prepared recommendations for transfer to the Texas Department of Criminal Justice (TDCJ) for 15 youth, and scheduled additional interventions for the remainder.
- Reviewed safety plans, including methods of controlling violent youth and protecting nonviolent youth during large scale disruptions. The review resulted in the creation of a work group, and specific staff actions for large scale and isolated disruptions have been added to student unrest plans already in existence. Facilities are in the process of reviewing individual youth safety plans to be completed by 12/15/15.
- Increasing accountability for DSOs without loss of opportunities for rehabilitation. (Ongoing)
 - Communicated clear expectations and provide additional oversight to staff for timely processing of DSOs who qualify for a transfer recommendation.
 - Established an Executive Multi-Disciplinary Team (EMDT) to review each sentenced offender youth who has a true finding in a Level II hearing for a major rule violation.
- Expanding contracted psychology services at Giddings to build upon actions in early 2015 that provided additional internal resources. (Ongoing)

2. Staffing

- Added 48 Juvenile Correctional Officer (JCO) positions as of 9/1/15 across the five secure facilities to address safety concerns caused by increased population, and hiring is in progress.
- Streamlining the hiring process for key direct care staff. Policy changes were made and changes are in the process of being finalized.
 - Reviewed sample of 20 recently hired staff to investigate the cause of any unnecessary delays in the hiring process, and made appropriate changes.
 - Assigned a person to monitor each posting to ensure applicants are screened, interviewed and selected in a timely manner.
 - Developed an online tracking system to allow hiring managers to view the status of each position.
 - Assessing the recent realignment of hiring start dates and pre-service training for impact to staffing strength. (Ongoing – still collecting data.)

¹ A total of 47 Level II hearings were held for youth involved in incidents on 9/20/15 and 9/24/15; 44 were proven true. Eight youth were placed in Phoenix/Redirect programs, and the remainder received stage demotions.

- Improving cohesiveness, communication and teamwork in upper management to address cultural challenges and eliminate the “culture of accommodation.” An executive retreat in November focused on developing a new mission, vision and list of core values. (Ongoing)

3. Facility Operations

- Assessed options for restricting access to facility roofs and trees and determine associated costs. Selected rollers to prevent climbing on roofs. Considering a stainless-steel collar for trees; however trees are secondary to roofs.
- Enhanced gang intervention activities.
 - Expanded gang interventionist contract from Gainesville campus to include assessments of all facilities. Gang specialist has completed assessments of Giddings, Mart and Evins; others forthcoming. Next step is to meet and discuss with him.
 - Assigned senior-level program specialist with expertise in gang interventions to implement gang interventionist recommendations and to liaise between Security Intelligence Officers (SIOs) employed by the Office of the Inspector General (OIG) and Facility Programs division.
 - Continue SIO’s real-time notification of gang confirmations to superintendents and provide weekly security intelligence and gang update briefings to facility management. (Ongoing)
- Empowering superintendents to maintain facility safety and youth accountability, while maintaining effective oversight. (Ongoing)
 - Expanded superintendent authority for initial and extended dorm shutdown.
 - Re-establishing standardized monthly superintendent report to Central Office to communicate challenges and successes. (In the final stages of developing the content of the report.)

4. Communication

- Leadership Offices:
 - Developed criteria for immediate incident reporting to Governor’s Office.
 - Scheduled standing monthly meeting with Governor’s Office.
 - Provided a copy of the MAP; regularly communicating progress. (Ongoing)
- Legislative Offices:
 - Updating governmental relations e-mail distribution list. (Ongoing)
 - Provided a copy of the MAP; periodically communicating progress. (Ongoing)
- Staff:
 - Provided a copy of the MAP; periodically communicating progress. (Ongoing)
 - Continuing practice of monthly messages from Executive Director Reilly to all staff on agency issues. (Ongoing)
 - Conducting routine meetings between David Reilly and superintendents. (Ongoing)
 - Conducting Town Hall Meetings at facilities with David Reilly to provide venue for direct care staff to engage upper management in agency policy discussions. Completed Gainesville, Ron Jackson and Evins; Giddings scheduled for 12/9. Mart is not yet scheduled. (Ongoing)

- Communities: Unveiled Facebook and Twitter accounts to improve community education on the many positive programs and events taking place in the agency.
- Youth: Enhanced the function of student councils. Periodically including David Reilly in council meetings. He has spoken to student council at Gainesville. (Ongoing)

II. SHORT TERM ACTIONS

This category includes programmatic changes necessary to improve agency operations, plan for future requirements and manage areas of highest risk. Several build upon immediate actions described above. These steps will be implemented by May 31, 2016.

1. Youth Services

- Assess appropriateness of Administrative Directives as a tool to expand immediate consequences for youth while broader policy reviews are underway.
 - Determine feasibility of re-implementation of a disciplinary length of stay (repealed in 2008) within constraints of Release Review Panel. (5/31/16)
 - Work with the Special Prosecution Unit on the issue of jailing youth 17 and above who are being prosecuted and filing DSO petitions whenever appropriate. (5/31/16)
- Review DSO policies, including transfer eligibility criteria. (In process)
- Establish dorm-based mentoring programs for youth in orientation.² (3/31/16)
- Explore feasibility of “treatment readiness dorms,” wherein youth are assigned to a more focused dorm setting until they demonstrate treatment readiness and are moved into general population.³ (Plan of action by 5/31/16)
- Expand and enhance the current Pairing Achievement with Service (PAWS) and other animal assistance programs.⁴ (5/31/16)
- Unify, strengthen and standardize the Intramural Program. (12/31/15)
 - Establish program procedures and manual, review and discuss with facility staff, and purchase equipment for initial/limited scope roll out.⁵ (Completed)
 - Determine feasibility of expanding opportunities for participation in program to foster improved campus culture.⁶ (12/31/15)
- Revise and implement dorm restriction program procedures.

² Some facilities currently have either orientation or honor dorms. TJJD will explore a combined approach where youth who have done well will mentor youth who are newer to state facilities, with the intent of improving campus culture.

³ TJJD’s 2015-2019 strategic plan describes this concept in greater detail. This initiative will be explored in conjunction with orientation/mentoring dorms and would likely require enriched staffing for implementation.

⁴ Plans include increasing the size of the program at Ron Jackson, developing PAWS at one or more additional institutions, and establishing PAWS at one or more medium restriction facilities.

⁵ First intramural season should conclude by spring of 2016.

⁶ Experience shows participation in sports leagues and tournaments fosters teamwork, leadership, sportsmanship, and a healthy competitive spirit while promoting good citizenship, self-control, discipline, and a positive attitude. The program will also promote positive interactions between youth and correctional staff and build relational capacity.

- Research law and best practices to determine parameters of possible education and medical delivery on the dorm.⁷ (5/31/16)
- Explore the use of dedicated special education teachers and JCO staff for dorm restriction. (5/31/16)
- Enhance current Phoenix and/or Redirect (RDP) programs.
 - Review current policy and procedures for adequacy, specifically exploring the appropriateness of a minimum length of stay within the Phoenix and/or RDP unit, and draft any proposed policy changes for TJJD Board consideration. (1/31/16)
- Seek technical assistance from national juvenile justice experts to address the unique needs of serious, high-risk juvenile offenders and implement or accelerate systemic change that improves outcomes for those in post-adjudication facilities. (1/31/16)

2. Staffing

- Increase Special Tactics and Response Team (STAR) stipend to attract and retain team members. If possible, the increase will be effective 12/1 for 1/1 paycheck. (12/31/15)
- Review and update Special Tactics and Response Team (STAR) policy and standardize training. (5/31/16)
- Pilot stand-alone STAR team positions to improve capacity to address emerging campus tensions and avoid staffing crises.⁸ (5/31/16)
- Pilot “over hiring” of key JCO staff to strengthen staffing levels. (3/31/16)
- Identify staffing vulnerabilities and improve succession planning. (3/31/16)
- Identify options to improve recruitment and retention among key, hard-to-fill positions. (1/31/16)
- Obtain American Psychological Association accreditation (APA) as an internship site. (1/31/16)

3. Facility Operations

- Pilot rollers on roofs at Giddings campus to prevent climbing on roofs. Explore stainless steel tree collars to prevent climbing on trees. (1/31/16)
- Implement gang interventionist recommendations.⁹ (5/31/16)
- Explore utility and feasibility of additional outdoor cameras to capture major campus disruptions. (2/29/16)
- Explore feasibility of replacing broken windows with a product that resists scratches, tagging or breaking. (2/29/16)
- Rebalance superintendent authority and accountability.¹⁰ (2/29/16)

⁷ Requires coordination with the Texas Education Agency and the University of Texas Medical Branch at Galveston.

⁸ For example, temporary understaffing due to a high number of “call outs.”

⁹ Immediate focus includes evaluating the status of the Giddings campus and implementing related gang interventionist recommendations. Other facilities will be added to the scope with time.

¹⁰ Actions taken since 2007 purposefully reduced the autonomy of facility superintendents. Building on the immediate actions taken by the agency, TJJD will revisit the actions taken over the last eight years to find solutions to appropriately balance superintendent accountability and autonomy.

- Explore utility and feasibility of expanded role for SIOs to include gang prevention and intervention services. (2/29/16)
- Improve gang awareness, culture, behaviors and tendencies through graduated training modules for direct and indirect staff. (5/31/16)
- Restructure facility daily schedules so the population is broken out into smaller groups at a single location at any given time. Currently, all kids are in school at the same time and in treatment at the same time. (5/31/16)

4. Communication

- Examine immediate actions taken for effectiveness. Identify further action needed.
- Staff:
 - Expand opportunities for “bottom-up” communication by re-instituting the staff “bulletin board.”¹¹ (1/31/16)
 - Conduct internal leadership development training with facility management teams. (Ongoing through January 2016)

III. LONG TERM ACTIONS

This section includes long term projects involving fundamental change to agency operations, but with the potential for a significant impact on safety, security and outcomes. Target implementation dates range from six to 12 months.

1. Youth Services

- Complete pilot of Youth in Custody Certificate Program and expand to other facilities.¹² (6/30/16)
- Update disciplinary policies and procedures relating to additional youth consequences.
 - Incorporate elements of restorative justice in alignment with recent procedure updates that have recognized and encouraged reparative behavior from youth. (6/30/16)
 - Continue roll-out of Positive Behavior Interventions and Supports (PBIS) agency-wide. (Ongoing)
- Expand Vocational and Career Technology opportunities. (10/31/16)
 - Develop staffing model to support expansions based on previously identified facility needs¹³ and identify funding strategy.

¹¹ Historically, the bulletin board allowed staff to send questions, comments and/or concerns directly to the executive team.

¹² In July 2015, the agency identified that the current daily schedule and some internal policies present barriers to true individualization of treatment and education plans and adherence to the Risk-Need-Responsivity Principle. The agency initiated a pilot project in conjunction with Georgetown University to address this issue. Proposed changes to student scheduling are intended to make more efficient use of funding, improve treatment effectiveness, rebalance time spent in education versus other programs for youth with a GED or diploma, shorten average lengths of stay, and improve parole outcomes.

¹³ Includes welding or agricultural metal fabrication at Evins facility, horticulture at Giddings, small engine repair at Ron Jackson, and others.

- Conclude current implementation of program enhancements.¹⁴
- Examine workload distribution of case managers to address relational capacity with youth. (11/30/16)
- Implement changes to policies and procedures resulting from immediate and short term actions shown above.

2. Staffing

- Update staffing models with most recent information and needs for all types of youth care positions including case managers, JCOs and dorm supervisors. (8/31/16)
- Determine cost of ideal staffing model. (8/31/16)
- Assess need for salary increases for high priority treatment/professional positions. (8/31/16)
- Examine staffing needs associated with 50% increase in DSO commitments from fiscal year (FY) 2014 to FY 2015 and possible future increase. (8/31/16)

3. Facility Operations

- Complete installation of roof rollers and tree barriers, if applicable. (11/30/16)
- Explore feasibility of Phoenix expansion to one or more other secure facilities based on physical plant and staffing limitations. (6/30/16)
- Rebuild monitoring and inspections tools and processes with a more targeted focus on the safety, security and performance of facilities and services. (8/31/16)
- Consider collaborative supervision schemes for facility staff whose chain of command does not lead to the superintendent. (7/31/16)
- Expand network of contract care options, with an emphasis on expanding urban areas' capacity, to facilitate residential population management, youth movement through the system, alignment of placement with youths' risk and needs, and placement of youth closer to their home communities. (8/31/16)
- Revisit federal court-ordered reform (Morales vs. Turman), and regulations issued by the Department of Justice, Department of Education, and the Texas Education Agency to identify areas of flexibility. Develop a strategy to provide safe and secure facilities within the confines of these legal requirements. (11/30/16)

4. Communication: Examine actions taken to measure effectiveness. Identify further action needed.

¹⁴ For example, Introduction to Telephones and VoIP Training at Mart, partnership with Blinn College to provide dual credit for applicable vocational classes for Giddings, and others.

IV. FINANCING PLAN

A number of the immediate and short term strategies identified in the MAP bear fiscal implications. In addition, as of October TJJD's residential population had risen 9.4% (compared to January), and was 4.4% above the projected population for FY 2016, presenting further budgetary challenges. TJJD has identified a financing plan that operates within current budgetary authority to make up to \$2,524,425 available to address the goals of the MAP. These funds will be tracked separately and reported upon request.

Barring operational calamity, TJJD's plan avoids the question of legislative or gubernatorial action with regard to funding until the convening of the 85th Legislature. However, the impact of this plan on TJJD's 2018-2019 *Legislative Appropriations Request* will likely be an apparent drop off in federal funds spending in FY 2015, a spike in FY 2016, and a return to more normal levels in FY 2017. General Revenue cost per day measures may also appear erratic, while All Funds cost per day measures will be a more accurate representation of the cost of operations.

TJJD staff will brief budget leadership offices in detail on the agency's financing plan, along with other offices upon request, and will stay in frequent communication with leadership offices on this matter as the 85th Legislative Session approaches.