



TEXAS  
JUVENILE JUSTICE  
DEPARTMENT

2025  
ANNUAL  
REPORT TO THE  
GOVERNOR AND  
LEGISLATIVE  
BUDGET BOARD

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

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TEXAS  
JUVENILE JUSTICE  
DEPARTMENT

## Annual Report to the Governor and Legislative Budget Board

# COMMUNITY JUVENILE JUSTICE APPROPRIATIONS, RIDERS, AND SPECIAL DIVERSION PROGRAMS

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Published December 2025



## 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 Budget and Policy Division, 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 "Anne Fine", written over a horizontal line.

Signature

**ANNE FINE**

Printed Name

**November 18, 2025**

Date

**Executive Director**

A handwritten signature in black ink, appearing to read "Shandra Carter", written over a horizontal line.

Signature

**SHANDRA CARTER**

Printed Name

**November 17, 2025**

Date

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# INTRODUCTION

The mission of the Texas Juvenile Justice Department (TJJJ) is to transform young lives and create safer communities. Building an effective juvenile justice system requires the agency to develop and maintain constructive relationships with stakeholders; provide a systemwide, evidence-based continuum of services designed to produce optimal outcomes for youth, families, and communities; support the well-being of juvenile justice professionals who, in turn, support youth and fellow staff; and allocate resources based on risk and progress toward strategic goals. Working alongside local governments, courts, and other stakeholders, TJJJ aims to keep youth as shallow as appropriate in the juvenile justice system and ensure public safety by operating secure facilities to rehabilitate youth who cannot be served in another less restrictive setting.

Within state facilities and across Texas communities, TJJJ accomplishes its mission by adhering to three foundational pillars and four core values.

## **Foundational Pillars: How We Work**

- **SAFETY:** Staff take every measure to protect employees, youth, and communities from physical and psychological harm, abuse, neglect, and exploitation.
- **ACCOUNTABILITY:** The juvenile justice system is rooted in accountability for youth and staff, where everyone is held responsible for their actions and outcomes. TJJJ believes that the behavior we, as staff, desire to see in others should first be seen in our own actions.
- **TRANSPARENCY:** TJJJ maintains trust and transparency with all stakeholders through direct, honest, accurate, and proactive communication. The agency does not shy away from difficult conversations.

## **Core Values: What We Believe In**

- **TEAMLINESS:** Working together with trust, shared purpose, and selfless commitment to achieve our mission.
- **INTEGRITY:** Prioritizing honesty and courage over ego and perfectionism.
- **EXCELLENCE:** Showing up each day with energy and pride so we can be our best and make a difference together.
- **GROWTH:** Stretching our systems, skills, and selves so we can move forward collectively.

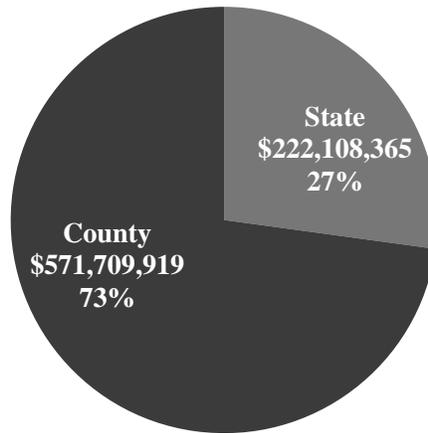
This annual report is provided in compliance with Riders 24 and 25 of TJJJ's 2026-2027 appropriations bill pattern and includes the impact of initiatives such as residential placements and community-based programs and services for youth in the juvenile probation system.

# 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 (JPDs), juvenile detention facilities, and secure correctional facilities, and to assist in providing basic and special services to youth in the juvenile probation system. TJJD allocates these funds to local JPDs through the State Aid and Targeted Grants Contract and General Grant Requirements that include grants to each of the state’s 164 juvenile boards. In fiscal year (FY) 2025, county funding accounted for 73% of total juvenile probation funding while state funding accounted for 27%.

County and State Funding Comparison, FY 2025



Previous departmental funding disbursements by FY and by county for all probation grants are available online at <https://www.tjjd.texas.gov/probation-services/county-grants/#Disbursements>.

Community-based program information by department and grant are located in the TJJD Program and Services Registry, which is available online at <https://www2.tjjd.texas.gov/programregistryexternal/members/searchprograms.aspx>.

### Strategy A.1.1. Prevention and Intervention

Established FY 2012

*Total Amount Appropriated for FY 2025: \$3,012,177*

**Description:** For TJJD grant-funded prevention and intervention programs, the target population includes youth (ages 6 to 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 application guidelines indicated a preference for evidence- or research-based or promising practices.

**Funding Allocation Methodology:** TJJD uses a competitive application process to disburse prevention and intervention grant funding. JPDs submit an application detailing the target population, service methods, and expected outcomes of the program or service they wish to provide. A panel of TJJD staff evaluates each application and makes recommendations for grant funding awards to TJJD’s executive director for final approval. Funded programs include activities or services designed to focus on families, school-based intervention, out-of-school time, mental health needs, and skills- or character-building activities for youth. In FY 2025, 25 JPDs received prevention and intervention grants.

<b>Strategy A.1.2. Basic Probation Services</b> <i>Total Amount Appropriated for FY 2025: \$101,377,566</i>	<b>Established FY 1982</b>
<b>Strategy A.1.3. Community Programs</b> <i>Total Amount Appropriated for FY 2025: \$43,679,896</i>	<b>Established FY 2014</b>
<b>Strategy A.1.4. Pre &amp; Post Adjudication Facilities</b> <i>Total Amount Appropriated for FY 2025: \$30,032,157</i>	<b>Established FY 2014</b>
<b>Strategy A.1.5. Commitment Diversion Initiatives</b> <i>Total Amount Appropriated for FY 2025: \$19,492,500</i>	<b>Established FY 2010</b>
<b>Strategy A.1.7. Mental Health Services</b> <i>Total Amount Appropriated for FY 2025: \$14,178,353</i>	<b>Established FY 2014</b>

## State Aid

**Description:** The State Aid grant is by far the largest source of state funds distributed in support of local juvenile boards to: (1) provide basic juvenile probation programs and services that are effectively delivered and adhere to standards and policies; (2) divert youth from commitment to a state-operated secure correctional facility through new or expanded community-based programs; and (3) increase the availability of mental health services for youth referred to and under the supervision of JPDs, including screenings, assessments, evaluations, programs, and placements. These objectives are achieved through the five component grants of State Aid—Basic Probation Services, Community Programs, Pre & Post Adjudication, Commitment Diversion, and Mental Health Services—which align with TJJD’s appropriations structure.

**Funding Allocation Methodology:** A funding formula determines the largest portion of departmental State Aid grant allocations. TJJD’s formula accounts for each jurisdiction’s juvenile population and referrals, with adjustments made for prior years’ allocations. The agency disburses the majority of each JPD’s total allocation across the five funding categories noted above based on the department’s historical spending patterns. TJJD assigns the remainder of each JPD’s allocation to a “Flexible Funds” category that the JPD may budget under any category.

TJJD may distribute additional funds throughout the course of the FY via the Supplemental and Emergent Needs (S&E) program. The S&E program responds to changing and unanticipated circumstances, principally in support of youth services to avoid increased commitments to TJJD. These funds are allocated to and administered by regional probation associations, with TJJD approving each grant funding distribution to an individual JPD.

The structure and budgeting requirements of the current State Aid program are designed to ensure funding flexibility as well as adherence to TJJD’s budget structure and transfer limits. In FY 2025, TJJD distributed a total of \$208,760,472 through the State Aid program and \$699,942 through the S&E program.<sup>1</sup>

## Other Grant Programs

- **Salary Adjustment Grant:** In accordance with Rider 40, TJJD provides appropriated funds to local JPDs for salary increases. The Salary Adjustment grant provides funding in the amount of \$3,000 or 5%, whichever is higher, for base salary adjustments and up to 20% for fringe benefits for juvenile probation officers, juvenile supervision officers, supervisory administrators, and chief juvenile probation officers. In FY 2025, TJJD distributed \$34,291,769 to local JPDs for salary increases.
- **Vocational Pilot Program:** As directed by Rider 33, TJJD allocates appropriated funds to establish and operate pilot programs in Harris, Hidalgo, and Cameron counties administered by non-profits that provide trauma-informed counseling and life-skills and hands-on vocational training for youth, including those who were previously committed to TJJD. The non-profit must be supported by the counties. In FY 2025, TJJD distributed \$250,000 for these vocational pilot programs.
- **Multisystemic Therapy Program:** Through Riders 35 and 37, TJJD provides appropriated funds to continue front-end Multisystemic Therapy (MST) teams in Harris and El Paso counties<sup>2</sup> to prevent youth and adolescents

<sup>1</sup> Funding disbursement amounts are reflective of a snapshot at the time this report was published, and may not reflect final amounts received and/or awarded.

<sup>2</sup> Williamson County will receive similar funding during the FY 26-27 biennium.

from entering the juvenile justice and child welfare systems. In FY 2025, TJJD distributed \$1,000,000 for these MST programs.

- **Special Needs Diversionary Program:** The Special Needs Diversionary Program (SNDP) increases the availability of effective services to youth with mental health needs. TJJD works in coordination with the Texas Correctional Office on Offenders with Medical or Mental Impairments (TCOOMMI) and in cooperation with local mental health authorities (LMHAs) or other local mental health service providers to implement programs that provide services to youth under JPD supervision. In FY 2025, TJJD distributed \$1,895,175 for SNDP.
- **Border Children’s Justice Project:** The goal of the Border Children’s Justice Project (BCJP) is to reduce delinquency, increase juvenile accountability, and rehabilitate juveniles through a comprehensive, coordinated, community-based juvenile probation system. The BCJP facilitates collaborative efforts by United States and foreign authorities involving juvenile courts, United States Immigration and Customs Enforcement (ICE), law enforcement, United States and other consulates, child protective agencies, and correctional officials. The project is designed to improve the rehabilitative efforts of Texas and foreign authorities and provide a variety of services to juveniles and their families. The objective of the BCJP is to return foreign national juvenile offenders to their respective communities after processing in the Texas juvenile justice system; to assist in the return of US citizen juveniles who have committed offenses in Mexico, Central America, or South America to their home communities in the United States; and to serve foreign nationals residing in the United States. In FY 2025, TJJD distributed \$100,000 for BCJP.
- **Harris County Leadership Academy:** As directed by Rider 31, TJJD allocates appropriated funds for the Harris County Leadership Academy (HCLA), which provides an intensive, cognitive-based residential program to redirect the thinking and behavior patterns of youth and remove barriers to their successful transition back to their families and communities. In FY 2025, TJJD distributed \$1,000,000 for operation of the HCLA.
- **Detention Expansion Project:** The detention expansion project aims to increase the availability of beds in local pre-adjudication detention facilities. By covering the operational costs of certain beds, the detention expansion project provides regional access to pre-adjudication services and maintains public safety. In FY 2025, TJJD distributed \$4,000,000 for these projects.
- **Residential Expansion Project:** The residential expansion project aims to increase the availability of beds in local post-adjudication facilities. By covering the operational costs of certain beds, the residential expansion project provides regional access to post-adjudication services and maintains public safety. In FY 2025, TJJD distributed \$7,048,907 for these projects.

#### Strategy A.1.8. Regional Diversion Alternatives

Established FY 2016

*Total Amount Appropriated for FY 2025: \$22,029,232*

**Description:** During the 84th legislative session, policymakers created Section 203.017, Human Resources Code, which requires TJJD to implement a regionalization plan designed to keep justice-involved youth closer to their homes and to improve outcomes through community-based services. The Regional Diversion Alternatives (RDA) program seeks to build capacity, regional collaboration, and access to programs with the goal to serve more youth closer to their homes and avoid youth commitment to state-operated facilities. TJJD began the planning process for this initiative immediately after the 84th legislative session. This process included the creation of the Regionalization Task Force, a collaborative group of stakeholders tasked with assisting the agency in achieving legislative goals. The task force, which continues to operate each biennium, involves participation from various groups, such as probation practitioners, contract vendors, advocates, legislative stakeholders, judges, prosecutors, and individuals with previous juvenile justice experience. Initial planning concluded in May 2016, and TJJD began implementation of the resulting regionalization plan in June 2016; the agency updates the plan every even-numbered year with assistance from the task force.

During the 84th legislative session, the Texas Legislature also amended Section 223.001, Human Resources Code, by requiring TJJD to set aside a portion of appropriated funds for discretionary state aid to fund juvenile boards’ special needs

or projects. These projects may include services dedicated to specific target populations based on risk and needs, with established recidivism reduction goals.

In response to legislative mandates, TJJD provides funding for RDA grants and for Discretionary State Aid (DSA) grants. The majority of funds are used to reimburse local JPDs for funds spent on community-based treatment services, placement, and aftercare services intended to divert approved youth from commitment to TJJD.

- The RDA grant program (individual youth diversions) supports an array of rehabilitative services for youth, including, but not limited to, community-based, residential, re-entry, and aftercare programs. Any JPD that would otherwise recommend a youth for commitment to TJJD shall propose an individual youth diversion plan for approval by TJJD’s Regionalization Department, unless they meet exclusionary criteria. Individual youth diversion plans submitted by local departments specify the proposed youth programs and services, provide information regarding the JPD’s prior efforts with the youth, and demonstrate how the proposed plan meets the specific needs of the youth in a research-driven way.
- The DSA grant program was created to comply with Section 223.001(c), Human Resources Code, and began in FY 2017. The DSA grant program supports JPD programs and services with a clearly defined target population that use research-driven practices and have well-defined recidivism reduction goals.

Section 221.003(b), Human Resources Code, states that “a JPD must, before the disposition of a child’s case and using a validated risk and needs assessment instrument or process provided or approved by [TJJD], complete a risk and needs assessment for each child under the jurisdiction of the JPD.” In response to this mandate and in support of the JPDs, TJJD uses funds from Strategy A.1.8. Regional Diversion Alternatives to cover the costs of the validated risk and needs assessment tool used by all JPDs.

**Funding Allocation Methodology:** TJJD uses an application process to distribute RDA funding for individual youth diversion plans. A JPD identifies a youth meeting the target population, demonstrates prior efforts to treat the youth locally, and proposes additional programs and services within the region or a nearby region that would help divert the youth from commitment to TJJD. Additionally, the JPD must certify that, if not for the regional diversion program, the JPD would recommend the juvenile court commit the youth to TJJD. Once an individual youth diversion plan is approved and its funding limit is set, the JPD starts providing the indicated services and requests reimbursement against the approved funding amount from TJJD. TJJD also uses a competitive application process to distribute DSA grant funding. JPDs submit an application detailing the target population, service methods, and expected outcomes of the program or service they wish to provide. A panel of TJJD staff evaluates each application and makes recommendations for grant funding awards to TJJD’s executive director for final approval.

For FY 2025, TJJD approved \$11,106,080 to reimburse expenses for RDA individual youth diversions and \$10,200,000 for DSA awards to individual JPDs.<sup>3</sup>

### Strategy A.1.9. Probation System Support

Established FY 2016

*Total Amount Appropriated for FY 2025: \$2,542,653*

**Description:** The Juvenile Case Management System (JCMS) is a comprehensive, web-based juvenile justice information and case management system providing common data collection, reporting, and case management for the majority of the JPDs in Texas. JCMS allows statewide data sharing between 157 juvenile boards, TJJD, 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, and juvenile justice alternative education programs (JJAEP). JCMS facilitates sharing of data between juvenile justice agencies both across and within jurisdictions to improve collaboration, coordination, and service delivery for justice-involved youth.

**Funding Allocation Methodology:** In FY 2025, TJJD allocated \$2.5 million for the continued maintenance and operation costs of JCMS. Operation expenses include fees charged by the managed server hosting provider for hosting, operating, and maintaining the cloud servers; storing and maintaining network components of JCMS for the production, development/test, and conversion environments; upgrading the JCMS application to provide additional functionality; and supporting the dedicated staff who function as the JCMS support infrastructure. Maintenance-related expenses include the costs of correcting deficiencies in the existing programming or functionality of the software application.

<sup>3</sup> Funding disbursement amounts are reflective of a snapshot at the time this report was published, and may not reflect final amounts received and/or awarded.

# JUVENILE JUSTICE SYSTEM EFFECTIVENESS AND OUTCOMES

TJJD disburses funds appropriated by the Texas legislature to local JPDs through grants and reimbursement programs encompassed in the State Aid and Targeted Grants Contract and General Grant Requirements. These funds are used to provide supervision, programs, services, and residential placements to youth under the jurisdiction of the 164 juvenile boards. Because each grant and reimbursement program include specific expenditure requirements and spending limits, JPDs blend funds to support the most appropriate level of supervision or service for each youth.

Youth under supervision include those on informal deferred prosecution supervision as well as those on formal court-ordered probation supervision. During their time under formal probation supervision, youth typically receive numerous services and programs. In addition to the supervision provided by their probation officer, youth who ended formal probation supervision in FY 2025 received the following programs and services during their time on probation:

- 84% had at least one drug test
- 76% participated in at least one community-based program
- 74% had been detained at least once
- 58% received at least one behavioral health service
- 24% had been in a residential placement at least once
- 13% received at least one non-residential service

As described above, each youth was provided supervision and services through numerous TJJD grants and local funding. No singular funding source, program, or service determines success or failure of youth under supervision. The combination of the supervision and services that youth receive while under supervision determines the impact juvenile probation has on the successful rehabilitation of youth.

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

## Measuring Effectiveness

TJJD receives data from all JPDs through the monthly extract process (electronic data submission). JPDs report individual-level data on all youth referred, disposed, detained, placed in a residential facility, and/or provided a program or service. Data reported must conform to TJJD's electronic data interchange (EDI) specifications. Because TJJD receives data on all youth served by JPDs statewide, analysis and evaluation of the juvenile probation system is completed using all statewide data available rather than relying on a sample of youth served.

TJJD evaluates the efforts, effectiveness, and accountability of the JPDs using the following measures—definitions and calculation methodologies can be found in Appendix B:

- Formal referrals to JPDs
- Average daily population (ADP) of youth on deferred prosecution and probation supervision
- Total youth served on deferred prosecution and probation supervision
- Supervision outcomes for youth who ended deferred prosecution and probation supervision
- Number of youth who started programs or residential placements
- ADP of youth in secure and non-secure residential placement facilities
- Recidivism rates for youth who received disposition of supervision or who ended residential placement
- Commitments to TJJD
- Adult certifications

# Juvenile Probation System Outcomes

## Prevention and Intervention Programs

TJJJ funds programs for at-risk youth to prevent or intervene in delinquency, truancy, dropping out of school, or referral to the juvenile justice system. To provide programming to at-risk youth, some JPDs collaborate with service providers to offer educational assistance, mentoring, character development, and skill-building programs after school or during the summer. Other JPDs focus on providing parents of at-risk youth the skills, services, and supports they need to better manage their child’s challenging behaviors. Prevention and intervention programs often focus on truancy intervention and feature partnerships with local 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 engage in delinquency or truancy, drop out of school, and/or be referred to the juvenile justice system.

In FY 2025, 1,348 youth participated in a TJJJ-funded prevention and intervention program. During the FY, 906 youth started a prevention and intervention program. The average age of youth referred to a TJJJ-funded prevention and intervention program was 12 years old, younger than the average age of 15 years old for youth formally referred to JPDs in the FY. Of the youth served in a TJJJ-funded prevention and intervention program, 36% were Hispanic, 27% were White, and 19% were Black. The remaining 18% of youth served comprised the “Other” race category, including Asian and Native American youth. Over half, or 53%, of the youth served were male. A higher proportion of female youth were served in TJJJ-funded prevention and intervention programs compared to the proportion of female youth formally referred to JPDs (47% versus 30%, respectively).

During FY 2025, 915 youth ended a TJJJ-funded prevention and intervention program. While 8% of participants ended the program because they failed to comply with program requirements, 92% of youth completed all program requirements. Youth who ended programs were enrolled for an average of 186 days. Program duration can range from a three-week summer school/social skills class to year-round after school and summer programs.

**Youth Participation in Prevention and Intervention Programs, FY 2024 and 2025**

	2024	2025
Started Program	1,106	906
Ended Program	1,041	915
Completed Program Successfully	994	841
Percent Completed Program Successfully	96%	92%

## Referrals and Dispositions

In FY 2025, there were 48,330 formal referrals to JPDs throughout Texas. This represents a 4% decrease from the 50,482 formal referrals in FY 2024. Of these referrals, 46% were for Class A or B misdemeanor delinquent conduct, 41% were for felony delinquent conduct, 10% were for violations of probation, and 4% were for conduct indicating a need for supervision (CINS). In FY 2025, 13% of formal referrals were for violent felony delinquent conduct. The number of formal referrals for violent felony delinquent conduct reduced by 10 referrals from 6,352 in FY 2024 to 6,342 in FY 2025.

The 48,330 referrals came from 36,828 youth, 70% of whom were male. Of all youth formally referred in the FY, 51% were Hispanic, 28% were Black, and 20% were White. The average age of youth formally referred to JPDs was 15 years old. Of the 36,828 youth referred in FY 2025, a majority, or 82%, had one referral during the FY, while 12% had two referrals and 7% had three or more referrals. Of the youth referred to JPDs in FY 2025, 33% had identified mental health needs.

At the time of referral, 78% of the youth referred were attending regular, charter, home, private, or online school; 9% were attending school in a JJAEP or disciplinary alternative education program (DAEP). Formally referred youth are assessed at the time of intake to determine if they have a need for substance use disorder services. The youth had a known substance use disorder in 18% of referrals in FY 2025; a need for substance use disorder services was suspected in 9% of referrals.

During FY 2025, 46,755 cases resulted in dispositions by JPDs, prosecutors, and juvenile courts. This represents a 4% decrease from the 48,672 dispositions in FY 2024. Juvenile case dispositions include supervisory caution, deferred prosecution supervision, probation supervision, TJJD commitment, or adult certification. Juvenile cases may also be dismissed, transferred, or consolidated with another court disposition.

In the FY, TJJD commitment accounted for 1% of total dispositions. Commitment dispositions increased from 602 in FY 2024 to 615 in FY 2025, a 2% increase. Of the commitment dispositions, 45% were for a violation of a felony probation court order, 40% were for violent felony delinquent conduct, and 15% were for non-violent felony delinquent conduct.

Accounting for less than 1% of all dispositions, 124 youth were certified as adults in FY 2025. Compared with FY 2024, this represents a 16% decline in adult certifications. While all youth certified as adults committed the alleged conduct while under the age of 17, not all cases were referred to juvenile court before the youth turned 18, which is the age at which the juvenile court loses jurisdiction. Of youth certified as adults, 72% were 17 or younger at the time of the referral to juvenile court, while 28% were 18 or older. The average age at certification was 18 years old. Because the juvenile court loses jurisdiction at age 18, the only mechanism to pursue a felony case referred after the person has turned 18 is certification. The case is dismissed if certification is not sought, if certification is sought but not granted, or if the case is ineligible for certification (i.e., not a felony).

### Referrals and Dispositions, FY 2024 and 2025

	2024	2025	Change
Formal Referrals to JPDs	50,482	48,330	-4%
Youth Referred	38,042	36,828	-3%
Referrals for Felony Delinquent Conduct	20,775	19,855	-4%
Referrals for Violent Felony Delinquent Conduct	6,352	6,342	0%
<b>Total Dispositions</b>	<b>48,672</b>	<b>46,755</b>	<b>-4%</b>
Youth Committed to TJJD	602	615	2%
Youth Certified as an Adult	148	124	-16%

## Youth under Supervision

Youth referred to a JPD may be placed under supervision in the community through deferred prosecution or court-ordered probation. In FY 2025, 23,876 youth started deferred prosecution or probation supervision. During the FY, 36,343 youth were served on deferred prosecution or probation supervision. Of the youth served on deferred prosecution or probation supervision, 55% were referred for felony delinquent conduct, with 35% of those youth referred for violent felony delinquent conduct.

Deferred prosecution is a voluntary supervision where the youth, the parent/guardian, the prosecutor, and the JPD agree on conditions of supervision. If the youth violates the conditions of the deferred prosecution agreement, the JPD may decide to proceed with a formal court adjudication and start probation supervision. Deferred prosecution supervision can last up to six months, and youth are eligible to receive services and programming offered by the JPD. Of the 14,330 youth who started deferred prosecution supervision in FY 2025, 63% were assessed as having a low risk to reoffend.

Youth placed on adjudicated probation receive court-ordered supervision and must abide by the conditions of supervision stipulated in their court order. Youth are most often placed on probation supervision for a term of one year but may be placed on probation supervision until their 18th birthday. In FY 2025, 9,546 youth started probation supervision. Of these youth, 22% were assessed as having a high risk to reoffend, and 29% were assessed as having a moderate risk to reoffend. Youth under probation supervision may be served on a regular, specialized, or intensive caseload. Specialized caseloads target youth with special needs by providing additional supervision, contacts, and services. Examples of specialized caseloads include those for youth with mental health needs, youth with substance use disorders, youth who engaged in delinquent sexual conduct, youth who are gang members, and female youth.

### Youth under Supervision, FY 2024 and 2025

	2024	2025	Change
Started Deferred Prosecution Supervision	14,910	14,330	-4%
Started Probation Supervision	9,997	9,546	-5%
<b>Total Started Deferred Prosecution or Probation Supervision</b>	<b>24,907</b>	<b>23,876</b>	<b>-4%</b>
Served on Deferred Prosecution Supervision	20,760	19,562	-6%
Served on Probation Supervision	16,776	16,781	0%
<b>Total Served on Deferred Prosecution or Probation Supervision</b>	<b>37,536</b>	<b>36,343</b>	<b>-3%</b>
ADP on Deferred Prosecution Supervision	6,168	5,871	-5%
ADP on Probation Supervision	8,686	8,929	3%

In FY 2025, 21,475 youth ended deferred prosecution or probation supervision. Possible supervision outcomes include successful completion, termination due to failure to comply with the conditions of supervision, TJJJ commitment, or transfer to the adult system. During the FY, 87% of youth ended deferred prosecution supervision successfully, and 85% of youth ended probation supervision successfully. Of all youth who ended supervision in the FY, only 2% were committed to TJJJ.

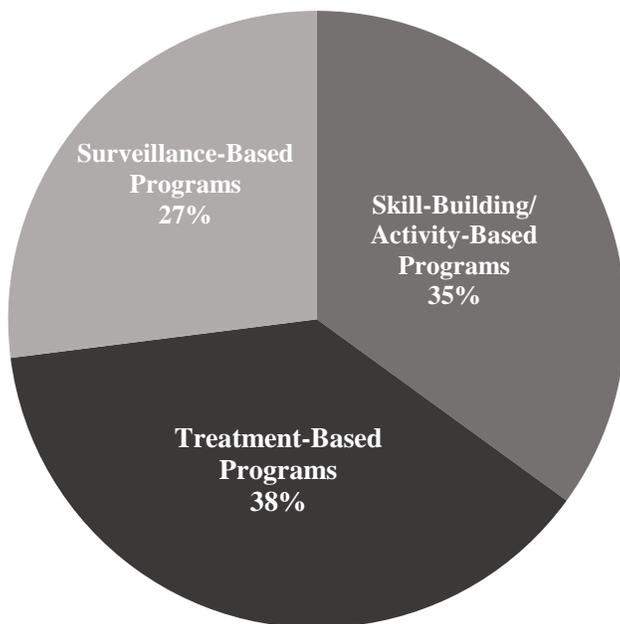
### Youth who Ended Deferred Prosecution and Probation Supervision, FY 2024 and 2025

	2024				2025			
	Successful		Not Successful		Successful		Not Successful	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Deferred Prosecution</b>	13,007	86%	2,121	14%	11,977	87%	1,736	13%
<b>Probation</b>	6,331	84%	1,230	16%	6,582	85%	1,180	15%
<b>Total</b>	19,338	85%	3,351	15%	18,559	86%	2,916	14%

## Youth in Community-Based Programs

To keep youth closer to their home communities, JPDs pair youth with appropriate community-based resources, services, and programming. In FY 2025, JPDs offered 1,375 community-based programs to youth under their jurisdiction, at-risk youth, and the families of these youth.

Community-Based Program Participation, FY 2025



Programs offered by JPDs are designed to meet the needs of a wide array of youth. Of program participants in FY 2025, 38% participated in a treatment-based program, 35% participated in a skill-building/activity-based program, and 27% participated in a surveillance-based program.

JPDs do not always wait until disposition to enroll a youth in needed programming. Across the state, 722 programs allow youth who are awaiting disposition to participate. Of the 9,083 youth enrolled in a pre-disposition program, 41% were under temporary pre-court monitoring or conditional pre-disposition supervision in FY 2025. The most common pre-disposition programs were electronic monitoring and early intervention/first referral.

Of the youth served in a community-based program during FY 2025, 80% were under deferred prosecution or probation supervision. Of the youth under deferred prosecution or probation supervision and enrolled in programming, 59% were referred for felony delinquent conduct and 39% were referred for Class A or B misdemeanor delinquent conduct. On average, these youth had three prior referrals to a JPD and started programming at the age of 15 years old. Youth may participate in numerous programs during their supervision. In FY 2025, 18,084 youth under deferred prosecution or probation supervision added up to 35,199 program enrollments. During the FY, 23% of youth were enrolled in three or more programs.

**Number of Programs Provided to Youth on Deferred Prosecution  
and Probation Supervision by Program Type, FY 2024 and 2025**

<b>Program Type</b>	<b>Program Approach or Delivery</b>	<b>Programs Provided</b>	
		<b>2024</b>	<b>2025</b>
Aftercare Management	Surveillance-Based	455	487
Anger Management	Treatment-Based	1,139	1,031
Border Justice Project	Surveillance-Based	19	32
Counseling Services	Treatment-Based	4,228	4,669
Cognitive Behavioral	Treatment-Based	1,004	944
Extended Day Program/Day Boot Camp	Treatment-Based	100	132
Drug Court	Treatment-Based	270	262
Educational	Skill-Building/Activity-Based	4,239	4,295
Electronic Monitoring	Surveillance-Based	4,862	4,759
Early Intervention/First Referral	Skill-Building/Activity-Based	1,782	1,460
Animal/Equine Therapy	Treatment-Based	233	208
Experiential Education	Skill-Building/Activity-Based	40	27
Family Preservation	Treatment-Based	820	874
Female Offender	Skill-Building/Activity-Based	112	86
Gang Prevention/Intervention	Skill-Building/Activity-Based	110	120
Home Detention	Surveillance-Based	759	652
Intensive Case Management	Surveillance-Based	1,140	973
Intensive Supervision	Surveillance-Based	2,871	2,636
Life Skills	Skill-Building/Activity-Based	1,926	2,024
Mental Health Court	Treatment-Based	100	84
Mentor	Skill-Building/Activity-Based	1,133	1,118
Mental Health	Treatment-Based	3,451	3,462
Other	Skill-Building/Activity-Based	223	305
Parenting (for juveniles)	Skill-Building/Activity-Based	10	3
Runaway/Truancy	Skill-Building/Activity-Based	5	4
Substance Abuse Prevention/Intervention	Skill-Building/Activity-Based	1,806	1,563
Sex Offender	Treatment-Based	979	952
Substance Abuse Treatment	Treatment-Based	1,670	1,237
Victim Mediation	Skill-Building/Activity-Based	138	59
Vocational Employment	Skill-Building/Activity-Based	306	504
Victim Services	Skill-Building/Activity-Based	203	237
<b>Total Programs Participation</b>		<b>36,133</b>	<b>35,199</b>
<b>Total Youth Served*</b>		<b>18,711</b>	<b>18,084</b>

*\*Youth may have participated in more than one program during the FY.*

## Special Needs Diversionary Programs

SNDP provides mental health treatment and specialized supervision to rehabilitate youth with mental health needs and to prevent their further penetration into the juvenile justice system. SNDP is administered in a collaborative model by TJJD and TCOOMMI or local community mental health providers. Juvenile probation officers and local mental health providers coordinate 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 in-home contact with the youth, involvement with the family, and small, specialized caseloads. In FY 2025, SNDP operated in 19 JPDs.

In FY 2025, SNDP served 988 youth with a diagnosed mental disorder other than substance use, intellectual disability, or autism spectrum disorder. During the FY, 640 youth started the program, while 654 youth ended the program. The ADP of youth in SNDP in FY 2025 was 353.

### Youth Participation in SNDP, FY 2024 and 2025

	2024	2025
Started SNDP	615	640
Ended SNDP	571	654
Completed SNDP Successfully	374	431
Percent Completed SNDP Successfully	66%	66%

Of youth participating in SNDP in FY 2025, 37% had three or more referrals prior to starting the program, 72% had felony delinquent conduct in their history, and 7% had a prior residential placement coordinated through a local JPD.

The most frequent diagnoses were Neurodevelopmental Disorders (primarily attention deficit hyperactivity disorder), which accounted for 18% of youth participating in SNDP during FY 2025. Other common diagnoses included Depressive Disorders at 17% and Disruptive, Impulse-Control, and Conduct Disorders at 10%. Of youth served in SNDP, 3% had co-occurring diagnoses involving both a mental health disorder and a substance use disorder.

## Youth in Residential Placements

The ADP of youth in residential placement in FY 2025 was 1,057. This represents 1% decrease from the 1,063 ADP of youth in residential placement in FY 2024. Youth under supervision may be placed in an emergency placement if there is no suitable living arrangement available or into a secure or non-secure residential facility as a condition of their deferred prosecution or probation supervision.

In FY 2025, there were 2,259 youth admitted in emergency, secure, and non-secure residential facilities. Because a youth may start more than one residential placement in a year, those youth accounted for 2,535 total placement admissions during the FY.

Because residential placement removes youth from their home, it is generally reserved for those youth with the greatest need for services or those youth whose conduct and/or prior history warrants a more severe sanction than can be afforded in the community. In FY 2025, 23% of youth placed outside of the home were assessed as having a high need for services, and 42% were assessed as having a high risk to reoffend. Of the youth placed in FY 2025, 45% were placed outside of the home for engaging in felony delinquent conduct; 29% started placement after a referral for the violation of a court order.

### Youth in Residential Placements, FY 2024 and 2025

	2024	2025	Change
ADP in Secure Placement	691	713	3%
ADP in Non-secure Placement	358	336	-6%
ADP in Emergency Placement	13	8	-38%
<b>Total ADP in Residential Placement</b>	<b>1,063</b>	<b>1,057</b>	<b>-1%</b>
Secure Placements Started in FY*	1,416	1,462	3%
Non-secure Placements Started in FY*	878	773	-12%
Emergency Placements Started in FY*	424	300	-29%

\*A youth may start emergency, non-secure, or secure placement more than once during the FY.

Youth may receive general or specialized programming while in the residential placement facility. About 14% of placements started in FY 2025 provided “general correctional” services. More specialized services were provided in placement—10% offered mental health treatment, 20% provided treatment for substance use disorders, and 6% offered sexual behavior specialized treatment.

### Youth who Started Residential Placement by Placement and Service Type, FY 2024 and 2025

Placement Service Type	Non-secure		Secure		Total	
	2024	2025	2024	2025	2024	2025
Boot Camp	0	0	187	236	187	236
Correctional	0	1	322	321	322	322
Female Offender	43	39	45	54	88	93
Mental Health	82	67	154	152	236	219
Other	25	27	10	8	35	35
Pregnant Female	0	0	0	0	0	0
Substance Abuse	367	320	182	134	549	454
General Treatment	293	241	457	498	750	739
Sex Offender	68	78	59	59	127	137
<b>Total</b>	<b>878</b>	<b>773</b>	<b>1,416</b>	<b>1,462</b>	<b>2,294</b>	<b>2,235</b>

### Harris County Leadership Academy

Harris County Leadership Academy (HCLA) provides co-ed, residential correctional programming for adjudicated youth, ages 14 to 17, who have been determined by the court to need a highly structured behavioral management program. HCLA is adaptable to Harris County’s specific needs for treatment and rehabilitation and provides an alternative to TJJD commitment.

HCLA utilizes the Intensive Behavioral Treatment (IBT) program, which is a comprehensive model incorporating evidence-based behavior modification practices with a multidisciplinary team approach. IBT’s focus is to redirect the thinking and behavior patterns of youth by instilling in them a healthy self-concept, regard for others, respect for authority, and personal accountability. HCLA strives to provide youth with the tools for a successful reintegration into the community. Teachers from the Excel Academy Charter School provide educational classes. Therapeutic services include individual and family counseling, as well as group interventions for youth who have a history of trauma. Youth with drug and/or alcohol problems receive treatment provided through Turning Point of Houston. Volunteer- and staff-facilitated programs introduce changes in thinking, promote pro-social behaviors, and reinforce rehabilitation efforts. The facility’s intense physical training program aims to increase the physical fitness level, well-being, self-esteem, and healthy behaviors of youth. HCLA has a capacity of 24 female and 72 male beds.

In FY 2025, HCLA served 185 youth, 62% of whom were placed in HCLA due to felony delinquent conduct. Youth in HCLA during the FY had, on average, five prior referrals and were age 16 at their time of admission. In FY 2025, 153

youth started HCLA, while 130 ended the placement. A youth may participate in HCLA more than once in a year. For youth who ended HCLA in FY 2025, the average length of stay was 114 days, and 91% completed all program requirements while 6% failed to comply. Other youth ended HCLA because they were moved to a less restrictive residential placement or transferred out of the jurisdiction.

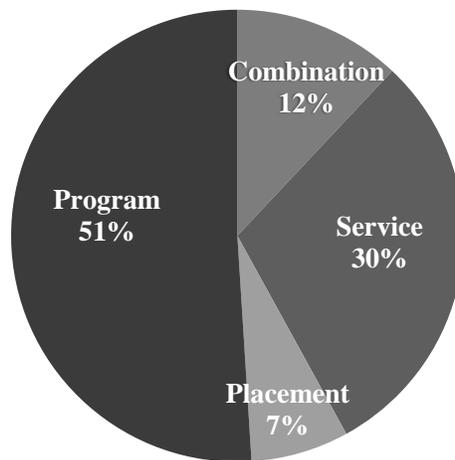
### Youth Participation in HCLA, FY 2024 and 2025

	2024	2025
Started HCLA	93	153
Ended HCLA	95	130
Completed HCLA Successfully	83	133
Failed to Comply	12	8

### Commitment Diversion Initiatives

Commitment Diversion Initiatives include an array of community-based rehabilitation programs and services intended to divert youth from commitment to state juvenile correctional facilities. A program addresses a specific purpose or goal for altering a juvenile’s behavior; has a curriculum and/or follows a strategy or plan; includes planned or coordinated activities; has measurable outcomes; and is typically required and/or tied to supervision. A service is a one-time event that provides help, assistance, or support to meet a juvenile’s immediate needs; has no curriculum or long-term strategy; is not associated with a program; and is not required and/or tied to supervision. For programs and placements funded through Commitment Diversion in FY 2025, the ADP was 671 and the cost per day was \$78.41.

### Youth Participation in Commitment Diversion Funded Activities, FY 2025



In FY 2025, 3,084 youth participated in programs, placements, or services funded completely or in part with Commitment Diversion funds. The majority, or 51%, of youth participated in a program, 7% participated in a placement, 30% participated in a service, and 12% participated in a combination of two or more of these types.

Of the youth served with Commitment Diversion funds in FY 2025, 73% were male and 27% were female. Of the youth served, 50% were Hispanic, 28% were Black, and 21% were White. The average age of youth served by Commitment Diversion funds was 15 years old, which mirrors the age for youth formally referred to JPDs.

Of the youth served by Commitment Diversion funds in FY 2025, 58% were on probation supervision and 27% were on deferred prosecution supervision. Of these youth, 37% were on supervision for non-violent felony delinquent conduct, 35% for Class A or B misdemeanors, and 25% for violent felony delinquent conduct.

During FY 2025, 1,702 youth ended the supervision associated with a program, placement, or service funded by Commitment Diversion. Of the youth who ended supervision, 79% successfully completed their supervision, 13% failed to comply with the terms of their supervision, and 3% were absent without permission. Juvenile courts committed 73 youth to TJJD and transferred 7 youth to the adult system.

Commitment Diversion funded services for 1,257 youth in FY 2025. Of those youth, 39% received two or more grant-funded services. In total, Commitment Diversion funds supported 4,722 services. Of these services, 87% were behavioral health services (e.g., crisis intervention, psychological evaluation, and single counseling session), 13% were non-residential services (e.g., clothing, dental appointments, and educational assessments), and 1% were drug tests.

In FY 2025, 1,691 youth were enrolled in a community-based program funded by Commitment Diversion. Approximately 24% participated in two or more grant-funded programs. In total, Commitment Diversion funded 5,475 programs. Commitment Diversion funds were most often used to support behavioral health treatment, counseling services, and mental health programs. Youth ended 4,623 grant-funded programs during the FY. Of the youth who ended a program, 23% successfully completed their program and 4% failed to comply with program requirements.

Commitment Diversion funded the residential placement of 285 youth during FY 2025. Of these youth, 50% started placement after engaging in felony delinquent conduct and 32% started placement after a violation of probation. During the FY, 2% of youth participated in two or more grant-funded placements. In total, Commitment Diversion funded 297 placements. Of these placements, 91% were in a secure facility and 8% were in a non-secure facility. Youth ended 234 grant-funded placements during the FY. Of the youth who ended a placement, 77% successfully completed their placement, 16% failed to comply with the placement requirements, and the remaining 7% ended for administrative reasons (e.g., changed facility, cost per day, level of care, or unsuitable/not eligible). The average length of stay was 212 days for a Commitment Diversion funded placement. At the end of FY 2025, 147 youth had completed at least 180 days in a secure post-adjudication facility, or were in the sixth month of their placement.

## **Regional Diversion Alternatives Program**

In 2015, the 84th Texas Legislature instructed TJJD, in consultation with local JPDs, to develop and adopt a regionalization plan for keeping youth closer to their home in lieu of committing them to TJJD.

The RDA Program provides resources for JPDs to obtain rehabilitative services for youth including, but not limited to, the following programs: evidence-based, community-based, residential, reentry, and aftercare programs.

The RDA Program diverts appropriate youth from commitment to TJJD to:

- An evidence-based program;
- A post-adjudication secure correctional facility;
- A non-secure correctional facility;
- A residential child-care facility; or
- Any other post-adjudication residential facility.

In FY 2025, the Regionalization Department included one director, seven regional county program administrators, one county grants data analyst, and one planner. This department:

- Approves plans and related protocols to administer the developed regional model;
- Assists in research-based program development;
- Monitors contract and program measures for the regionalization plan;
- Analyzes department data to provide clear guidance to local JPDs on outcome measures;
- Reports on the performance of specific programs and placements to assist in implementing best practices and maximize the impact of state funds;
- Provides training on best practices for all local JPDs affected by the regionalization plan; and
- Provides consultative services, technical assistance, and support to JPDs regarding diversion activities related to mental and behavioral health and other special population programs and services.

## Target Population for Diversion

The goal of regionalization is to safely reduce the number of TJJD commitments and, at the same time, ensure that the most severe juvenile justice dispositions are limited to youth with the highest risks and needs. From a research-informed perspective, the appropriate target population for TJJD commitment is youth with a high risk of recidivism for whom less restrictive alternatives have been attempted prior to TJJD commitment. Consequently, an important focus of regionalization is to divert youth from TJJD commitment, particularly youth with a low or moderate risk to reoffend and rehabilitative needs that can be met at the county level of the juvenile justice system.

The initial target population of youth appropriate for regionalization diversion are all youth who are eligible, and under consideration, for commitment to TJJD. In order to qualify, the JPD must demonstrate a prior effort to provide appropriate intervention, with priority given to the treatment needs of the youth. Interventions should be commensurate with county resources.

Youth who may be especially appropriate for diversion include:

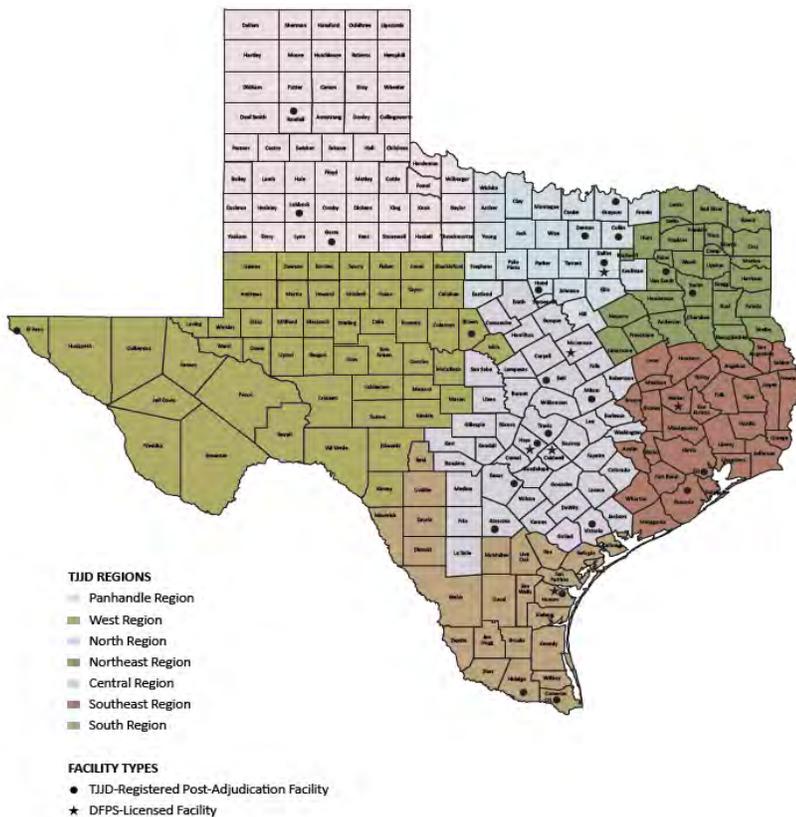
- Younger youth (those between the ages of 10-14);
- Youth with a serious mental illness;
- Youth with a developmental or intellectual disability;
- Youth with only non-violent conduct;
- Youth with low or moderate risk levels for re-offending;
- Youth for whom there is clear concern they have been, will be, or are being sex trafficked, as defined in Section 20A.02, Penal Code;
- Youth who have four or more adverse childhood experiences (ACEs);
- Youth who are/will be parenting;
- Female youth with a specialized treatment need;
- Older youth in need of vocational or educational services; and/or
- Youth in need of substance use disorder services.

As risk and needs assessments increasingly guide programming and placement decisions and local services are developed and enhanced, TJJD expects to see changes in the youth whom counties commit to state juvenile correctional facilities and those whom counties seek to divert to regional alternatives. As these changes occur, TJJD will reevaluate the target population and application parameters for regional diversions to include more high-risk and moderate-high-risk youth.

## The Seven Regions of Texas

Historically, the state’s 164 JPDs have been divided into seven regional associations. These regional associations are the basis for the seven regions used for the regionalization plan. The leadership within each region plays a vital role in successfully implementing regionalization efforts. Each region contains considerable diversity. In more densely populated areas, JPDs often can offer more robust and varied programs and services, while smaller JPDs often have fewer program and service options.

All post-adjudication correctional facilities within each region offer some form of behavioral intervention or therapeutic programming; however, the availability of specialized treatment services or programs varies among facilities. Specialized programming may include substance use, sexual behavior, or mental health treatment or programming for special populations such as female youth, young youth, or youth with intellectual or developmental disabilities. Determining the types of programming and the intensity of the services provided are important factors in appropriately matching the treatment needs of a youth with a program.



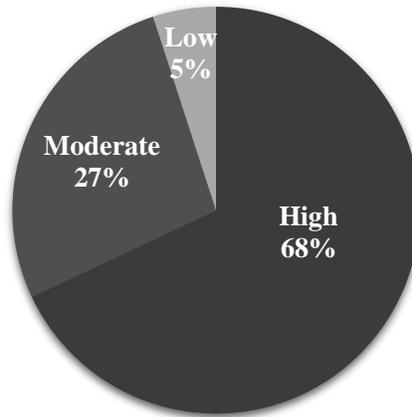
The regions’ JPDs also provide various community programs and services, which are operated directly by the JPDs or through service-provider contracts. Community programs and services vary greatly across JPDs and regions and may include: specialized substance use, mental health, and sexual behavior treatment, programs for female youth or for youth who engage in violent delinquent conduct, and various psychoeducational and skills-building services for youth.

## Regional Diversion Applications

During FY 2025, JPDs submitted 358 regional diversion applications to the Regionalization Department. Of those 358 applications, 256 were approved for the RDA Program; however, not all youth who are approved for the RDA Program are subsequently placed in a residential facility. The final disposition decision remains with the local judiciaries. In FY 2025, there were 212 youth placed in a residential facility using RDA funds. In addition to the traditional RDA Program, facilities in Travis, Randall, El Paso, Nueces, Garza, and Harris counties participated in residential expansion (RE) projects, which increased regional beds and diverted an additional 67 youth from TJJJ commitment.

Of the submitted regional diversion applications, 84% were for male youth while 16% were for female youth, and the average age of the youth was 15 years old. Additionally, 68% of the youth had a high risk to reoffend, while 32% had a low or moderate risk to reoffend. Each of the seven regions of Texas submitted regional diversion applications. Of the 358 applications, 31% came from the Central Region, 16% from the North Region, 12% from the Northeast Region, 3% from the Panhandle Region, 15% from the South Region, 13% from the Southeast Region, and 10% from the West Region.

## Risk to Reoffend for Regional Diversion Applications, FY 2025



### Outcomes for Regional Diversion Alternatives

In FY 2025, there were 210 discharges from an RDA-funded residential placement. Of the youth who ended an RDA-funded residential placement, 74% successfully completed the placement and 19% were subsequently committed to TJJJ. There were 48 discharges from the six placement facilities participating in RE projects. Of the youth who ended a RE-funded placement, 15% were subsequently committed to TJJJ.

### Youth who Ended RDA and RE Placements, FY 2024 and 2025

	2024	2025
RDA Placement Discharges	231	210
Completed RDA Placement Successfully	181	156
Percent Completed RDA Placement Successfully	78%	74%
Received Subsequent TJJJ Commitment	35	39
Percent Received Subsequent TJJJ Commitment	15%	19%
RE Placement Discharges	16	48
Percent Received Subsequent TJJJ Commitment	13%	15%

### Next Steps and Long-Term Planning Efforts

Over the last 10 years, TJJJ’s Regional Diversion Alternatives and the Regionalization Plan have met statewide goals to keep youth as close to home as appropriate. State-level investment and local coordination have allowed nearly 2,100 youth to avoid state commitment since 2016. Overall, this effort lowers recidivism and cuts costs, creating opportunities to reinvest savings into more safety-focused programming. As the system starts its second decade of regionalization work, TJJJ and county JPDs must collaborate in new ways to address known challenges and expand positive outcomes. Two key challenges to these efforts include:<sup>4</sup>

- Rising youth acuity levels:** More youth are entering state care with higher-level offense histories and treatment needs, reflecting local service gaps that must be filled to divert additional youth from commitment. Since the COVID-19 pandemic, referrals to the juvenile justice system for violent felonies have rebounded after a brief decline, but some offenses have increased more than others. Between FY 2018 and 2024, referrals for homicides doubled and offenses involving firearms increased by 58%. Nearly 1 in 12 youth admitted to TJJJ in FY 2024

<sup>4</sup> TJJJ latest Self-Evaluation Report for its FY 2026-27 Sunset review provides more detailed information on barriers to expanding diversion initiatives. The report can be found on TJJJ’s website here [https://www.tjjd.texas.gov/wp-content/uploads/2025/09/TJJJ-SER\\_09-01-25.pdf](https://www.tjjd.texas.gov/wp-content/uploads/2025/09/TJJJ-SER_09-01-25.pdf).

had committed murder, compared to only 1 in 100 in 2018. During the same timeframe, youth admitted with a need for high-level mental health treatment grew by 135%, those with a need for high-level violent behavior treatment grew by 106%, and those with three or more treatment needs grew by 53%. In FY 2025, county JPDs across all seven probation regions noted local service gaps in key specialized programming areas, including sexual behavior treatment, interventions for trafficked youth, programs for female youth, and services for youth with intellectual and developmental disabilities.

- **Limited local capacity:** Serving additional youth with intensifying needs requires greater local capacity across the entire spectrum of youth services. However, increasing private provider capacity remains difficult, with only one contractor currently available to serve the state’s highest-risk youth. As a result, county-operated post-adjudication facilities must shoulder the vast majority of the residential care burden for youth who require around-the-clock custody but are not appropriate for state commitment. Beyond facility capacity, county partners have repeatedly expressed the need for prevention and diversion opportunities in local communities, but demand consistently outstrips supply. For example, during TJJJ’s FY 2026 competitive grant cycle, TJJJ received a total of 36 applications from county JPDs for community-based programming, totaling \$4.5 million in requested funding. TJJJ exhausted available dollars after approving only 14 applications, totaling \$1.75 million.

Implementing a long-term plan for addressing these challenges and diverting more youth from state commitment requires a multi-faceted yet iterative approach. Steps currently underway to address research, strategy, personnel, and funding needs include the following:

- **Research:** To use allocated resources most efficiently, TJJJ and its partners must first pinpoint the service gaps that contribute to state commitments. During the FY 2024-25 biennium, TJJJ applied for and received a federal grant to map regional youth services and identify opportunities for service expansion. In partnership with JPDs and the Meadows Mental Health Policy Institute, TJJJ conducted qualitative and quantitative research to compile resource gaps using the Sequential Intercept Model (SIM), a framework designed to assess service delivery from prevention through post-incarceration. In December 2025, the agency and its partners will complete statewide and regional roadmaps that outline options for increasing local capacity in ways that directly meet JPDs’ needs.
- **Strategy:** Roadmaps produced through the mapping grant will require careful planning to translate research into action. In 2025, TJJJ started partnering with the Health and Human Services Commission (HHSC) to develop the juvenile justice system’s first-ever, 10-year strategic plan. With this plan, the agencies aim to prioritize recommendations from the statewide and regional roadmaps, thoughtfully schedule initiatives across five biennia, and fill gaps in service at the earliest possible stages of the SIM framework. Plan components—such as developing a cross-agency governance infrastructure to amplify prevention initiatives and increasing regional expansion beds across all regions—will be finalized in fall 2026. TJJJ also intends to pursue a federal grant opportunity tailored specifically to broadening local service options for youth with violent offense histories, a population prioritized in the forthcoming strategic plan.
- **Personnel:** In summer 2025, TJJJ launched a substantial reorganization process to increase the number of staff available to support local jurisdictions as they fill youth service gaps and increase diversion. In particular, the agency created two roles designed to assist the juvenile justice continuum at all intervention points for each probation and parole region. These roles are the Regional Community Services Managers (RM) and the Regional Continuum of Care Coordinator (RC). Seven RMs are responsible for helping JPDs find opportunities for diversion from TJJJ commitment, providing technical support, and supervising parole officers responsible for youth in the community. Seven RCs are responsible for providing support and intervention services to youth on parole and their families, aiding JPDs in developing evidence-based programming over time, and building cross-agency and cross-community partnerships among youth-serving entities. Once onboarded by the end of 2025, RMs and RCs in each region—along with other regionalization, parole, and continuum support staff—will strengthen feedback loops between counties and the state to ensure diversion initiatives are implemented in a timely manner. These staff will be critical to the implementation of the agency’s 10-year strategic plan.
- **Funding:** The right incentives must be in place to achieve the outcomes envisioned in TJJJ’s research and strategic planning initiatives. Both internal and external funding processes require review to ensure the state adequately encourages and rewards diversion. For example, TJJJ’s current grantmaking process incentivizes counties to provide services regionally so smaller jurisdictions can benefit from opportunities available in urban

areas. To stretch these dollars further and expand regional programming, TJJD plans to align internal grant processes with best practices in scoring, awarding, and performance oversight. The agency intends to develop and implement these changes across grant cycles scheduled for 2026 and 2027. Additionally, state funding formulas based on referral data require updates to provide JPDs with the resources needed to operate successfully without creating perverse incentives for deeper system involvement. Formula recommendations, including those that aim to align formula outcomes with youth acuity levels, will be developed during 2026 and presented for legislative consideration in 2027.

## Recidivism

To achieve its mission of creating a safer Texas through effective programs and services, TJJD tracks the re-referral/arrest (re-offense) and incarceration rates of youth served by the juvenile probation system. The supervision disposition date, program start date, or placement end date as recorded by the TJJD monthly extract data marks the start of the recidivism tracking period. Matching this data to the Texas DPS criminal history records and the Texas Department of Criminal Justice (TDCJ) records captures referrals and arrests that occur outside the originating JPD as well as arrests and incarcerations that occur in the adult criminal justice system.

A re-offense recidivism event includes a subsequent delinquent conduct (i.e., felony, Class A misdemeanor, and Class B misdemeanor) that resulted in a referral to a JPD, an arrest by a law enforcement agency, or both. TJJD also tracks youth whose subsequent conduct results in a recidivism event of placement in a secure post-adjudication residential facility, commitment to TJJD, or incarceration in a Texas adult prison. Conduct resulting in a subsequent incarceration recidivism event includes felony delinquent conduct and violation of court order, as it is possible to be committed to TJJD for a violation of felony probation.

The following four sections provide recidivism data analysis. The first section includes three-year recidivism rates for youth who received a disposition of deferred prosecution supervision or probation supervision in FY 2022. The second section includes three-year recidivism rates for youth who ended residential placement in FY 2022. The third section includes three-year recidivism rates for youth who started a Commitment Diversion funded program in FY 2022 and for youth who ended a Commitment Diversion funded placement in FY 2022. The fourth section includes three-year recidivism rates for youth who ended a Regional Diversion funded placement in FY 2022, for youth who ended a Commitment Diversion funded placement in FY 2022, and for youth released from a state juvenile correctional facility in FY 2022.

### Recidivism Rates for Youth who Received Disposition of Supervision

Youth who received a disposition of deferred prosecution supervision or probation supervision in FY 2022 were followed for three years from the disposition date. The table below provides re-offense rates, subsequent secure placement, and subsequent incarceration rates as defined above. Of the 15,911 youth who received a disposition of supervision in FY 2022, 46% committed a re-offense, 7% had a subsequent secure placement at a county facility, and 6% had a subsequent incarceration within the three-year tracking period. Of the youth who re-offended after starting supervision, 18% re-offended with violent felony delinquent conduct.

**Three-Year Recidivism Rates for Youth who Received Disposition of Supervision in FY 2022**

	Year One	Year Two	Year Three	Total
Probation Supervision	30%	16%	8%	55%
Deferred Prosecution Supervision	22%	12%	6%	41%
<b>Total Re-offense</b>	<b>26%</b>	<b>14%</b>	<b>7%</b>	<b>46%</b>
Subsequent Secure Placement	4%	2%	1%	7%
Subsequent Incarceration	1%	2%	2%	6%

*Percentages may not sum to total due to rounding.*

## Recidivism Rates for Youth who Ended Residential Placement

Youth in residential placement typically exhibit the greatest need for services and have a history of engaging in serious delinquent conduct, which warrant a more restrictive and intense treatment setting than can be provided in the community. Consequently, youth placed in residential facilities generally have higher re-offense and subsequent incarceration rates than youth on probation in the community.

The table below provides the three-year re-offense and subsequent incarceration recidivism analysis for youth who ended secure or non-secure residential placement in FY 2022. Of the 1,806 youth who ended residential placement in FY 2022, 68% committed a re-offense and 22% were subsequently committed to TJJJ or incarcerated in a Texas adult prison within the three-year tracking period. Of the youth who re-offended after ending residential placement, 24% recidivated with violent felony delinquent conduct.

**Three-Year Recidivism Rates for Youth who Ended Residential Placement in FY 2022**

	<b>Year One</b>	<b>Year Two</b>	<b>Year Three</b>	<b>Total</b>
Ended Secure Placement	50%	17%	6%	72%
Ended Non-secure Placement	41%	15%	6%	62%
<b>Total Re-offense</b>	<b>46%</b>	<b>16%</b>	<b>6%</b>	<b>68%</b>
Subsequent Incarceration	7%	9%	6%	22%

*Percentages may not sum to total due to rounding.*

## Recidivism Rates for Youth Served in a Commitment Diversion Funded Program or Placement

The purpose of Commitment Diversion Initiatives is to divert youth from commitment to state juvenile correctional facilities by focusing additional services on high-risk youth in the community. JPDs use Commitment Diversion funds for community-based programs and services and for residential placements.

The table below provides recidivism analysis for youth served in a Commitment Diversion funded program or placement in FY 2022. These youth were followed for three years from the program start date or placement end date. Youth who ended a Commitment Diversion funded placement had a re-offense rate of 65% while youth who started a Commitment Diversion funded program had a re-offense rate of 59%. Of the youth who re-offended after starting a Commitment Diversion funded program, 23% recidivated with violent felony delinquent conduct.

**Three-Year Recidivism Rates for Youth Served in Commitment Diversion Funded Program or Placement in FY 2022<sup>5</sup>**

		<b>Year One</b>	<b>Year Two</b>	<b>Year Three</b>	<b>Total</b>
Started Commitment Diversion Program	<b>Total Re-offense</b>	<b>41%</b>	<b>12%</b>	<b>6%</b>	<b>59%</b>
	Subsequent Incarceration	2%	6%	5%	14%
Ended Commitment Diversion Placement	<b>Total Re-offense</b>	<b>43%</b>	<b>16%</b>	<b>6%</b>	<b>65%</b>
	Subsequent Incarceration	6%	9%	5%	21%

*Percentages may not sum to total due to rounding.*

<sup>5</sup> Youth served both in programs and placements were included in the recidivism rates both for programs and placements. Analysis includes both secure and non-secure Commitment Diversion funded placements.

## Recidivism Rates for Youth Released from a Regional Diversion Funded Placement, a Commitment Diversion Funded Placement, or a State Juvenile Correctional Facility

Regional Diversion Alternatives seek to build capacity, regional collaboration, and access to programs and services with the goal to treat more youth closer to their homes and to divert youth from TJJD commitment by focusing additional services on youth with a low to moderate risk to reoffend. JPDs use Regional Diversion funds for community-based programs and services and for residential placements.

The table below highlights the three-year re-offense and subsequent incarceration rates for youth who ended a Regional Diversion funded secure or non-secure placement, youth who ended a Commitment Diversion funded secure or non-secure placement, and youth released from a state juvenile correctional facility in FY 2022. All youth served in a Regional Diversion or Commitment Diversion funded placement are included in the analysis if Regional Diversion or Commitment Diversion accounted for more than 50% of the funding.

Youth released from a state juvenile correctional facility in FY 2022 had higher three-year recidivism rates than youth who ended a Regional Diversion or Commitment Diversion funded placement in FY 2022. The re-offense rate was 76% for youth released from a state juvenile correctional facility, compared with 57% of youth who ended a Regional Diversion funded placement and 65% of youth who ended a Commitment Diversion funded placement. Of the youth who re-offended, 44% of those released from a state juvenile correctional facility recidivated with violent felony delinquent conduct, compared with 18% of those who ended a Regional Diversion funded placement and 21% of those who ended a Commitment Diversion funded placement. The subsequent incarceration rate was 42% for youth released from a state juvenile correctional facility, compared with 19% of youth who ended a Regional Diversion funded placement and 21% of youth who ended a Commitment Diversion funded placement.

**Three-Year Recidivism Rates for Youth Released from a Regional Diversion Funded Placement, a Commitment Diversion Funded Placement, or a State Juvenile Correctional Facility in FY 2022**

		<b>Year One</b>	<b>Year Two</b>	<b>Year Three</b>	<b>Total</b>
Ended Regional Diversion Placement	<b>Total Re-offense</b>	<b>35%</b>	<b>17%</b>	<b>5%</b>	<b>57%</b>
	Subsequent Incarceration	10%	6%	3%	19%
Ended Commitment Diversion Placement	<b>Total Re-offense</b>	<b>43%</b>	<b>16%</b>	<b>6%</b>	<b>65%</b>
	Subsequent Incarceration	6%	9%	5%	21%
Ended State Juvenile Correctional Facility	<b>Total Re-offense</b>	<b>49%</b>	<b>20%</b>	<b>7%</b>	<b>76%</b>
	Subsequent Incarceration	24%	10%	8%	42%

*Percentages may not sum to total due to rounding.*

## Long-Term Initiatives to Reduce Recidivism at State and Local Levels

The factors contributing to recidivism are complex and dynamic. Together, they require a multi-pronged approach to ensure a youth’s safe transition out of the juvenile justice system and back into Texas communities. To improve safety across the state, TJJD—in partnership with other child-serving state agencies and local stakeholders—will continue to enhance available youth programming, qualified staff support, and local capacity building.

### Treatment Programming and Reentry Services

In Texas, state-level intervention has historically been reserved for the highest-risk youth who exhausted treatment options locally. However, over time, strategies deployed to ensure the effectiveness of this intervention have evolved to align with youths’ intensifying needs. Between FY 2016 and 2025, the number of youth admitted to state facilities fell by 33% (from 823 youth to 548). During this same timeframe, the number of youth admitted with high-level violent behavior treatment needs rose by 179% (from 127 youth to 354). Those admitted with a high- or moderate-level mental health treatment needs rose by 70% (from 253 youth to 431). The agency has adapted programming to meet service demands and will continue to make adjustments aimed at reducing repeat offenses in facilities and communities.

Program examples in recent years include, but are not limited to, the following initiatives:

- **Dialectical Behavior Therapy (DBT):** DBT is a cognitive behavioral therapy shown to reduce at-risk behaviors in diverse populations. Focused on problem solving, emotion regulation, and interpersonal effectiveness, DBT serves as the foundation of TJJJ's treatment model for youth committed to state care. Implementation requires a team approach through which youth are supported to engage in skillful behavior, held accountable for inappropriate or harmful behavior, and provided access to the tools necessary for safe release. Moving forward, the agency will continue incorporating DBT principles into policies, practices, and procedures that guide a youth's treatment progress.
- **Integrated treatment plans (ITP):** In FY 2025, TJJJ's treatment, operations, parole, education, and medical teams worked closely together to design and roll out ITPs across facilities. Providing each youth with a single ITP consolidates overlapping plans previously used across the agency and, most importantly, ensures youth and staff alike are aligned in their goals to decrease risk factors, identify treatment needs, and plan for effective reentry. By April 2025, all youth in secure facilities had an ITP, and the agency will adjust these plans and related procedures as necessary to meet safe reentry goals.
- **Intensive behavior change initiatives:** In recent years, the agency expanded programming across the Violence Intervention Continuum (VIC) to increase direct services to youth with high-level violent behavior treatment needs. Additionally, the agency developed an egregious behavior protocol to ensure consistency, accountability, and responsiveness when addressing harmful incidents that jeopardize safety. In 2028, the agency intends to open a new facility designed specifically for VIC programs so staff may address high-risk behavior more efficiently.
- **Innovative and specialized programs:** Across secure campuses, the agency offers diverse programs to emphasize behavior change and target specific risk factors. For example, specialized interventions may address youth with a need for substance use services or sexual behavior treatment, while token economies, vocational opportunities, and animal service programs seek to incentivize safe, prosocial behaviors that reduce recidivism. Two facilities have animal-therapy dorms, offering youth the opportunity to take care of and live with animals during their time with TJJJ. As programs demonstrate effectiveness, the agency will expand their use within and between facilities, as well as share implementation findings with county JPDs.
- **Reentry supports:** To increase support for youth as they transition home, TJJJ restructured its parole services by aligning state staffing and protocols with longstanding probation regions. As a result, state and county staff can partner more efficiently on the delivery of aftercare services to youth and their families. Continued reorganization of and county collaboration on certain reentry supports is necessary to maximize use of limited resources designed to wrap around youth exiting residential care.

## Staff Support

Programming to reduce recidivism is only as effective as the staff implementing them. To meaningfully increase public safety, TJJJ must improve staffing strength across facilities. Turnover issues are too urgent to implement only one solution at a time. Over the past several years, TJJJ has executed a variety of initiatives simultaneously—all of which will continue as the agency prioritizes recruitment and retention outcomes.<sup>6</sup> Example initiatives include, but are not limited to:

- Working with the Office of the Governor and Texas Legislature to increase pay for direct-care staff, particularly juvenile correctional officers (JCOs) and certain county-level professionals;
- Implementing recruitment bonuses and higher pay for hard-to-fill or high-risk positions;
- Expanding recruitment and outreach activities in communities surrounding secure facilities;
- Streamlining the hiring process so the agency can better identify qualified job candidates and bring them onto the team as efficiently as possible;

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<sup>6</sup> For a more thorough list of the agency's recruitment and retention strategies, see the Annual HR Management Plan, as required by Rider 35 of TJJJ's bill pattern. [https://www.tjjd.texas.gov/wp-content/uploads/2025/10/TJJJ-HR-Management-Plan-Report\\_Oct2025.pdf](https://www.tjjd.texas.gov/wp-content/uploads/2025/10/TJJJ-HR-Management-Plan-Report_Oct2025.pdf)

- Revamping initial and ongoing training to emphasize youth engagement, de-escalation, and milieu management so staff feel better supported and equipped to meet on-the-job expectations;
- Expanding training for supervisors to strengthen the agency’s bench of leaders and ensure direct reports receive the support they need to fulfill the agency’s mission; and
- Gaining approval of and developing initial designs for two new state secure facilities located near population centers.

These initiatives have helped the agency make significant progress since the height of its staffing crisis in 2022. Between the end of FY 2022 and 2025, TJJJ increased its staffing strength by nearly 300 JCOs. With more staff resources, TJJJ’s secure facilities absorbed 200 additional youth, increasing the ADP from about 550 to 750. At the beginning of October 2025, 73% of needed JCO positions were filled with available staff. In FY 2026, the agency plans to partner with national experts in correctional recruitment and retention to align agency procedures with best practices and expand recent staffing gains.

### Local Capacity Building

Finally, the most effective mechanism for reducing recidivism is meeting a youth’s needs as shallow in the system as possible and appropriate. However, as youth needs rise, keeping them closer to home requires an increase in both community and residential capacity at the local level of the juvenile justice system. Efforts to partner with county JPDs in building out an effective continuum of care include, but are not limited to:

- **Local resource mapping:** In FY 2024, TJJJ applied for and received an 18-month federal grant to map local resources and better identify services gaps that contribute to juvenile offenses. Together with local and state partners, TJJJ has gathered critical information about how capacity needs differ across the state’s seven probation regions, which staff can now use to inform grantmaking priorities, application criteria, funding formulas, and performance monitoring. The agency anticipates completing grant deliverables in early 2026.
- **Long-term strategic planning:** Qualitative and quantitative data gathered through the mapping initiative will serve as the foundation for TJJJ’s 10-year strategic plan. In collaboration with HHSC, the plan aims to prioritize opportunities shallow in the juvenile justice and behavioral health systems that can address youth behavior before it escalates. The agency anticipates releasing the strategic plan in fall 2026.
- **Staff reorganization:** Implementing findings from the mapping initiative and priorities in the strategic plan will require greater state support to local partners. As discussed previously in this report, TJJJ revamped its probation and parole services teams to improve coordination across these critical functions. Moving forward, seven regional managers will support youth in the community, both those served at the county level of the system and those exiting state-level care. Additionally, seven continuum of care coordinators will help each probation region fill the service gaps that contribute to juvenile justice involvement. The new staffing model expands the personnel and expertise available to increase local services and dismantle cross-system silos among providers.
- **Grantmaking:** During the FY 2025 discretionary state aid grant cycle, TJJJ updated its internal processes to improve efficiency. The agency awarded \$1.75M to county JPDs for the development of community-based services; TJJJ also awarded \$1.5M to departments for implementation of new or expanded residential services. Still, demand for grant dollars greatly outstripped supply. To increase the speed of necessary capacity-building efforts, TJJJ intends to find greater efficiencies in its grantmaking process (e.g., improvements to priority-setting procedures) and request additional state funding to fill gaps in the service continuum.

## **Information on Youth Who Commit Assaults While in TJJD Custody**

During the 89th legislative session, Senator Charles Perry filed Senate Bill 1727, which would have enhanced public safety and accountability within the juvenile justice system by restricting community supervision for juveniles age 17 and older who commit new felonies while placed in certain juvenile detention settings. The bill would impact the potential discharge outcomes of juveniles who allegedly commit a felony offense or habitual felony offenses while at a TJJD facility, halfway house, other secure facility, or during a determinate sentence probation to allow for a change in sentence type and in the length of stay as well as the potential immediate transfer to TDCJ without eligibility for community supervision. While the bill was reported favorably from committee during the legislative session, it was pended in May and did not receive a further hearing. During the 90th legislative session, TJJD will continue to work with and educate legislators on the impacts of youth who commit assaults while in TJJD custody.

Internally, TJJD is reviewing policies for youth who commit new felonies while residing in TJJD or other secure facilities. In FY 2025, there were 2,197 youth-on-staff assaults and 1,420 youth-on-youth assaults in state juvenile correctional facilities. Appropriations provided by the Legislature allowed TJJD to increase the pay of JCOs which will assist with recruitment and retention of quality candidates, creating sustainable safety practices. Funding received also allowed TJJD, the Office of Independent Ombudsman, and the Office of Inspector General to hire additional staff to assist with immediate action to address violent incidents in facilities.

# DESCRIPTION OF TRAINING, MONITORING, AND INVESTIGATION

TJJD works in partnership with local juvenile boards and JPDs 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 facilities. Below are descriptions of the agency’s efforts during the FY to provide training; monitor secure pre- and post-adjudication facilities; and investigate abuse, neglect, and exploitation allegations in county-operated facilities and JPD programs.

## Juvenile Justice Training Academy

The TJJD Juvenile Justice Training Academy (JJTA) 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 TJJD’s goals. Two Training Academy team members are dedicated full-time to the professional development of JPD staff, while two other employees work with other aspects of juvenile probation training on a part-time basis.

Many counties still rely heavily on virtual training because they lack adequate staffing, and virtual options offer cost savings. In FY 2025, JJTA provided 51 virtual trainings with 5,254 participants. There were 57 in-person trainings with 1,658 participants.

JJTA Training Events, FY 2025

	Number	Participants
Virtual	51	5,254
In-Person	57	1,658
<b>Total</b>	<b>108</b>	<b>6,912</b>

## Monitoring and Inspections of Secure and Non-secure Community Based Facilities

Before changes made during the 88th legislative session, TJJD was 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 and non-secure facilities—which is updated on an annual basis. The TJJD Monitoring and Inspections Division schedules announced on-site facility inspections in which agency staff verify the facility’s compliance with applicable Texas Administrative Code (TAC) rules (i.e., minimum standards) through a comprehensive review of the facility’s policies, operating practices, resident services, and physical plant. Staff supplement these on-site inspections with pre-visit desk reviews of various facility documents.

At the conclusion of each comprehensive on-site inspection, TJJD issues a web-based suitability report that is sent to the attention of the facility administrator, the jurisdiction’s juvenile board chairperson, and each of the jurisdiction’s juvenile judges. Formal findings of standards non-compliance require the facility to provide a prompt corrective action plan that TJJD monitoring staff review and ultimately substantiate.

Additionally, TJJD has the ability to conduct unannounced on-site inspections of any registered facility and does so based on identified need as determined by individual circumstances that may be brought to TJJD’s attention. While unannounced on-site inspections may be comprehensive in nature, they more frequently have a limited scope of review as determined by the circumstances precipitating the unannounced inspection.

During FY 2025, the TJJD Monitoring and Inspections Division focused on the development of a Risk Based Monitoring Tool to include working with the Advisory Council on Juvenile Services. Moving forward, statute requires TJJD to conduct facility inspections based on risk, rather than a prescribed annual schedule.

## Abuse, Neglect, and Exploitation Investigation

The Office of Inspector General (OIG) investigates allegations of abuse, neglect, and exploitation (ANE) at the county and state levels, including contract care facilities. The Incident Reporting Center (IRC) operated by the OIG receives allegations through various reporting mechanisms, including by phone and email. Juveniles held in county-operated facilities have the right to report allegations of ANE directly to the IRC 24 hours a day, seven days a week. Reports can be made by juveniles, facility staff, parents, or the public. The allegations are assessed and assigned for investigation, if warranted. Once an investigation is initiated, the OIG works closely with facility personnel and local law enforcement to conduct thorough investigations of the allegations.

### OIG - County Referrals by Report Type, FY 2025

	Number	Percent
Grievance	2,250	53%
Serious Incidents	855	20%
Non-Reportable	549	13%
Other/Duplicates/Standards Violation	314	7%
Allegations of ANE	169	4%
Complaints	108	3%
Non-Jurisdiction	29	1%
<b>Total</b>	<b>4,274</b>	<b>100%</b>

Of the 4,274 total reports received by the OIG in FY 2025, 53% of the calls placed to the IRC were grievances that did not meet the definition of ANE and were therefore handled at the local level. The OIG investigated 4% of the calls received by the IRC as allegations of ANE.

### ANE Investigation Dispositions, FY 2025

	Number	Percent
Unfounded	83	44%
Confirmed	76	40%
Unable to Determine	30	16%
Exonerated	0	0%
<b>Total</b>	<b>189</b>	<b>100%</b>

*Investigations are counted by perpetrator and or victim. Therefore, the number may exceed the count of reports received.*

From the 169 reported allegations of ANE received in FY 2025, 212 ANE investigations were opened. Of the ANE investigations receiving a disposition in FY 2025, 44% were *Unfounded* and 16% were *Unable to Determine*. A preponderance of evidence resulted in affirmative findings for 40% of investigations. The average length of time for an investigation to be concluded decreased from 92 days in FY 2024 to 84 days in FY 2025. At the end of the FY, 23 investigations are ongoing.

# FINANCIAL MONITORING OF COUNTY GRANTS

Financial monitoring of all grants awarded to local JPDs is critical to effective grant management at the state level. TJJD'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 TJJD grants have been established for JPDs that receive state funds.

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

- The JPDs shall be responsible for the efficient and effective administration of state funds through the application of sound management and accounting practices; and
- The JPDs 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 Aid and Targeted Grants Contract and General Grant Requirements.

## Expenditure of Grant Funds

JPDs 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 Basic Probation Services, Community Programs, Pre & Post Adjudication, Commitment Diversion, and Mental Health 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 use prevention and intervention, anger management, intensive supervision, family preservation, sexual behavior treatment, electronic monitoring, mentoring, after school programs, psychological and psychiatric evaluation, and therapeutic treatment. JPDs may also expend funds for the placement of youth in non-secure facilities and secure pre- and post-adjudication facilities where youth receive education, treatment, and specialized services.

## Reporting Requirements

Each JPD is required to submit a quarterly expenditure report detailing the utilization of all state funds received by the department and expenditures from local funds as required in the State Aid and Targeted Grants Contract and General Grant Requirements. The quarterly expenditure report gives an assessment of whether expenditure patterns are consistent with the department's approved budget application submitted at the start of each FY. This report identifies expenditures associated with each grant allocated to the JPD. 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 FY, such as unfilled positions and funds not being utilized for juvenile programs and services.

## Monitoring

TJJD staff conduct financial monitoring and compliance activities on all grant funds allocated to local JPDs. The State Aid and Targeted Grants Contract and General Grant Requirements require local JPDs to maintain sufficient records to account for the use of state funds and provide TJJD with reasonable evidence that service delivery is consistent with provisions in the grant requirements. TJJD also provides technical assistance to JPDs and county staff regarding the proper expenditure of and accounting for state funds. During financial monitoring, TJJD staff review financial documents such as payroll reports, general ledger, expenditure detail reports, caseload summary reports, timesheets, and service provider contracts to determine if expenditures are allowable under each grant provision.

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

- Interviewing the chief juvenile probation officer, financial manager, county auditor’s office, and treasurer’s staff;
- Reviewing purchase requisitions for authorization;
- Determining whether expenditures are reasonable;
- Comparing journal entries to actual invoices and costs for accuracy;
- Ensuring expenditures were incurred in the correct grant period;
- Ensuring expenditures comply with all grant requirements;
- Reviewing travel reimbursement documents for compliance with approved state travel rates;
- Determining compliance of juvenile probation officers’ salaries paid out of specialized grants by reviewing TJJD caseload summary reports and timesheets; and
- Reviewing 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 financial monitoring. TJJD follows a schedule that allows staff to review each department approximately once every two 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 FY 2025, fiscal analysts audited 72 JPDs. Staff conducted 72 off-site reviews. 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 based on the outcome of the monitoring process. The JPD must respond to findings with a corrective action plan through the COMETS web-based system.

## **Independent Audit Requirement**

Each FY, JPDs are required to undergo an independent financial compliance audit of funds received from TJJD under the State Aid and Targeted Grants Contract and General Grant Requirements. A JPD may request a waiver to their audit. A certified public accountant conducts the audit in accordance with the most current auditing standards. The audit report is prepared in accordance with Generally Accepted Auditing Standards, Generally Accepted 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 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 any funds in question for each assurance. The independent audit reports for the FY ending August 31st are due on March 1st of the following FY.

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

1. TJJD emails the audit requirements to each county fiscal officer and chief juvenile probation officer, and a copy is published on the agency’s website.
2. The JPD submits one copy of the report, which will be maintained at TJJD. The Fiscal Unit coordinator conducts an initial review of the report after it has been received by TJJD.
3. The initial review of the report, with preliminary information, is entered into a “County Grant Information” document. This form documents the county name, auditor name, date report is received, type of grants received, and whether receipts, expenditures, and budgets reported in the audit report reconcile to TJJD records.
4. After the “County Grant Information” document is complete, the audit report is submitted to the Grants fiscal reviewer for a desk review.

The audit review ensures the following:

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

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

- Statement of revenues, expenditures, and changes in funds balance of all TJJD grant funds;
- Required notes to the financial statements per audit requirements;
- 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
- Schedule of findings and questioned costs for current and prior years.

After the review, each JPD receives an emailed letter containing recommendations from the audit review that may include a request for additional information, a corrective action plan for each finding or questioned cost, and, if applicable, a request for refund. A copy of the letter is emailed 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 14 working days, TJJD 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 financial monitoring of the JPD.

## APPENDIX A: ANNUAL REPORT TO STATE LEADERSHIP

TJJD is required to produce this annual report in accordance with Riders 24 and 25 of the 2026-2027 General Appropriations Act. The text of these riders is shown below.

### **Rider 24 of the 2026-2027 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 LBB. In addition to any other requests for information, the agency shall produce an annual report on the following information for the previous FY 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, Community Juvenile Justice. The report shall include information on the impact of any new initiatives and all programs tracked by JJD. Required elements shall include, but are not limited to:
  - (1) Prevention and intervention programs;
  - (2) Residential placements;
  - (3) Enhanced community-based services for serious and chronic felons such as sex offender treatment, intensive supervision, and specialized supervision;
  - (4) Community-based services for misdemeanants no longer eligible for commitment to the JJD; and
  - (5) Commitment Diversion Initiatives.
- (b) The report shall include a section dedicated to Regional Diversion Alternatives and the Regionalization Task Force. The section shall include regionalization program details, relevant program data, outcome data, Regionalization Task Force updates, and provide a long-term plan for diverting more youth from state to local care.
- (c) The report shall include information on all training, inspection, monitoring, investigation, and technical assistance activities conducted using funds appropriated in Goals A and E. Required elements include training conferences held, practitioners trained, facilities inspected, and investigations conducted.
- (d) The report shall include a summary of data, including performance measure details on programs in Goal B, State Services and Facilities. The information shall include:
  - (1) Data on recidivism for state and local commitments (including re-arrest, re-referrals, and any other LBB performance measures related to recidivism);
  - (2) A long-term proposal to reduce recidivism at the state and local levels; and
  - (3) Data on youth who commit assaults and other violent offenses on staff or youth while in TJJD custody and a plan to expedite transfer of youth serving determinate sentences to TDCJ.
- (e) 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.
- (f) 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.
- (g) 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, the JJD shall report juvenile probation population data as requested by the 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 additions, releases, and end-of-month populations. End of FY data shall be submitted indicating each reporting county to the LBB no later than two months after the close of each FY. JJD will use LBB population projections for probation supervision and state correctional populations when developing its legislative appropriations request for the 2028-2029 biennium.

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

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

## **Rider 25 of the 2026-2027 General Appropriations Act—Commitment Diversion Initiatives.**

Out of the funds appropriated above in Strategy A.1.5, Commitment Diversion Initiatives, \$19,492,500 from the General Revenue Fund in FY 2026 and \$19,492,500 from the General Revenue Fund in FY 2027, may be expended only for the purposes of providing programs for the diversion of youth from the JJD. The programs may include residential, community-based, family, and aftercare programs. The allocation of State funding for the program is not to exceed a daily rate based on the level of care the juvenile receives. JJD shall ensure that the State is refunded all unexpended and unencumbered balances of State funds at the end of each FY.

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

JJD shall require JPDs participating in the diversion program to report to JJD regarding the use of funds within thirty business days after the end of each quarter. JJD shall report to the LBB regarding the use of the funds within thirty business 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 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, Section 54.02.

JJD 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 24, Reporting Requirements to the LBB, to be submitted to the LBB by December 1st of each year. In the report, JJD shall report the cost per day and ADP of all programs funded by Strategy A.1.5, Commitment Diversion Initiatives, for the previous FY.

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

## APPENDIX B: DEFINITIONS AND CALCULATION METHODOLOGIES

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 are reported to TJJJ by local JPDs through the monthly data extract submission process.

### Definitions

**Formal Referral:** An event that occurs only when all three of the following conditions exist: (1) a juvenile has allegedly committed delinquent conduct, conduct indicating a need for supervision, or a violation of probation; (2) the juvenile court served by the JPD has jurisdiction; and (3) the office or official designated by the juvenile board has made face-to-face contact with the juvenile and the alleged offense has been presented as the reason for this contact or the office or official has given written or verbal authorization to detain the juvenile.

**Disposition of TJJJ Commitment:** This occurs when a youth is committed to the care, custody, and control of TJJJ. As of 2007, all commitments to the TJJJ, except those under the determinate sentencing act, are for an indeterminate term not to extend beyond the 19th birthday of the youth.

**Disposition of Certified as an Adult:** This is a situation in which the juvenile court waives its jurisdiction in order for the accused youth 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 youth as young as 14 years of age can be certified to stand trial as an adult.

**Deferred Prosecution:** This is a voluntary supervision in which the youth, parent/guardian(s), prosecutor, and the JPD 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 youth violates any of the conditions of supervision, the department may elect to proceed with formal court adjudication.

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

### Calculations

**ADP of Youth on Deferred Prosecution and Probation Supervision:** This is the average number of youth under active supervision per day during a specified period of time. It is calculated by obtaining the start and end dates of every youth under deferred prosecution and probation supervision in a given FY, summing the total days these youth were under each type of supervision in that year, and dividing that total by the total number of days in the FY. For youth whose supervision started prior to the start of the FY, 09/01/2024 is used for the start date. For youth whose supervision ended after the end of the FY, 08/31/2025 is used for the end date.

**Total Youth Served on Deferred Prosecution and Probation Supervision:** This is calculated by identifying which youth started deferred prosecution or probation supervision during a given FY, which youth started before the FY and ended during or after the FY, and which youth started before the FY and are still currently under supervision. The number of youth in each category is summed to determine the total number of youth served.

**Number of Youth who Started a Program:** This is calculated by identifying which youth started a program during a given FY. 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 youth who are on some type of supervision. It does not include community service restitution or services received while in detention or residential placement. Youth are counted once for each program they participate in during the FY.

**Number of Youth who Started Residential Placement:** This is calculated by identifying which youth started residential placement during a given FY. Residential placement is the placement of youth in a secure or non-secure residential facility. Residential placements include secure placements, non-secure placements, court-ordered placement into a foster-care-

eligible facility, and probation emergency-shelter placements. Child Protective Services (CPS), kinship, hospital, and parental placements are not included in the number of residential placements.

**ADP of Youth in Secure and Non-secure Placements:** This is the average number of youth in placement per day during a specified period of time. It is calculated by obtaining the start and end dates of every youth in residential placement in a given FY, summing the total days these youth were in placement in that year, and dividing that total by the total number of days in the FY. For youth whose placement started prior to the start of the FY, 09/01/2024 is used for the start date. For youth whose placement ended after the end of the FY, 08/31/2025 is used for the end date.

**Supervision Outcomes for Youth who Ended Deferred Prosecution and Probation Supervision:** This is the outcome for the supervision to which the youth received a disposition of deferred prosecution or probation supervision. The frequency and percent of outcomes are calculated based on youth terminating supervision during the FY. The possible supervision termination outcomes are: Completed (sometimes called Successful), Transferred to the Adult System, TJJD Commitment, and Failure to Comply.

To calculate the percent of youth whose outcome is successful, the total number of youth with an outcome of Completed is divided by the sum of the numbers of youth with an outcome of Completed, Transferred to the Adult System, TJJD Commitment, or Failure to Comply.

**Three-Year Re-offense Recidivism Rates:** Calculations track behavior for three years from the supervision disposition date, the program start date, or the placement end date. This rate includes formal referrals to the juvenile justice system and arrests in either the adult or juvenile justice system. The rate includes only subsequent referrals and arrests for felony delinquent conduct as well as Class A or B misdemeanor delinquent conduct. Youth are tracked using TJJD monthly extract data as well as Texas DPS criminal history records to capture referrals and arrests that occur outside of the originating JPD as well as arrests that occur in the adult criminal justice system.

**Three-Year Subsequent Incarceration and Placement Recidivism Rates:** Calculations track behavior for three years from the supervision disposition date, the program start date, or the placement end date. This rate includes commitment dispositions to TJJD for felony delinquent conduct or violation of felony probation as well as incarcerations in the adult prison system, as reported by TDCJ. The subsequent placement rate tracks behavior for three years from the supervision disposition date or the placement end date and includes subsequent placement in a secure residential facility for any conduct.