

**Strategic Fiscal Review 2016-17  
House Budget Recommendations: HB 1 as Introduced  
Juvenile Justice Department (644)**

**Schedule 1: Agency Overview**

The staff of the Legislative Budget Board conducted the Strategic Fiscal Review in the fall of 2014. The analysis contained in these materials reflects that staff review. The budget amounts for 2016-17 reflect budget recommendations contained in House Bill 1 as Introduced.

**Mission Statement:** The mission of the Texas Juvenile Justice Department is to create a safer Texas through the establishment of a continuum of services that promotes positive youth outcomes through organizational excellence and integrity that earns and promotes public trust; evidence-based performance and accountability that produces results; collaboration and teamwork that builds on partnerships with youth, families and local communities; and innovation and technology that results in efficient systems and services.

**Legal Authority:** Texas Human Resources Code, Title 3, Chapter 63; Title 10; and Title 12; Texas Family Code, Title 3

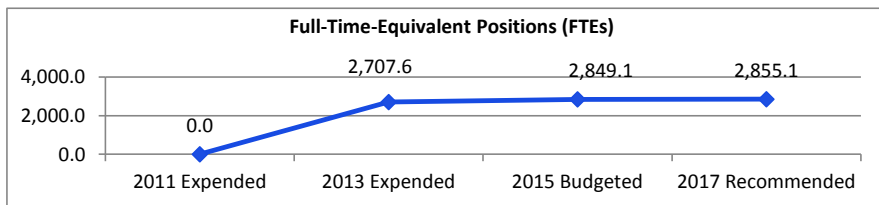
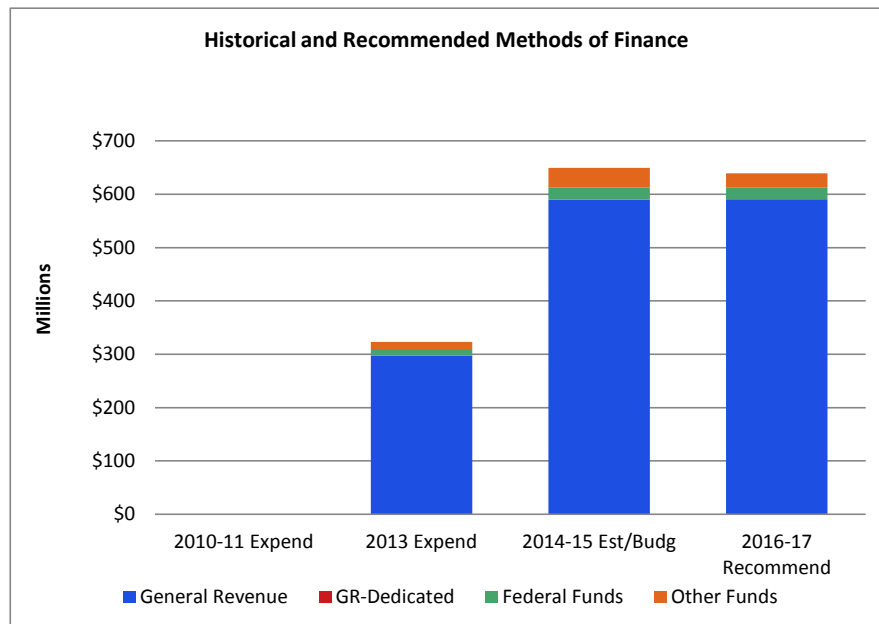
**Total Number of Programs:** 31

**Overview and Significant Findings**

■ **Agency Establishment.** The Texas Juvenile Justice Department (JJD) was created on December 1, 2011 by the Eighty-second Legislature with the abolishment of the Youth Commission and the Juvenile Probation Commission. The statutory basis and enabling legislation for JJD is contained in Title 12 of the Texas Human Resources Code.

■ **SFR Findings.** Reviewing JJD's programs through the Strategic Fiscal Review helped to identify some fundamental and ongoing issues regarding the state's juvenile justice system. Many of these issues relate to whether the state's juvenile justice system, in policy and operation, has adapted quickly and consistently enough to a rapidly changing juvenile justice environment. The following issues have been identified for consideration by the Eighty-fourth Legislature:

- 1) The number, size, and geographic locations of state operated facilities at its current state lacks efficiency and cost effectiveness as the result of excess physical capacity and a non-operational facility maintained by JJD.
- 2) The agency plans to increase to use of contractor-operated facilities in the 2016-17 biennium, which should create savings from state-operated secure facilities, however, the agency has requested a significant amount of funding and FTEs for state operated secure facilities.
- 3) The agency transferred appropriations from Pre- and Post- Adjudication Facilities in fiscal year 2014 in excess of the limitations provided in Article IX, Section 14.01, and subsequently requested to continue the shift in funding into other probation related strategies in fiscal year 2015, including increased funding into Basic Supervision, which should be formula funded.
- 4) The agency has a need for improvement of policies and practices related to safety and security of both youth and staff in residential facilities. The juvenile correctional officer (JCO) turnover rate in fiscal year 2014 was 36 percent, and the agency administration acknowledges that staff feeling unsafe in the workplace has contributed to the high turnover.
- 5) After experiencing significant administrative turnover in recent years, the agency is lacking historical and administrative knowledge, requiring stabilization, clarity in agency vision, and adaptability to the declining population size in order to meet the needs of the juvenile population.



■ **Block Rider Funding in HB 1.** In lieu of appropriations across the current goals, objectives and strategies of the agency, House Bill 1 provides a block funding rider appropriation for the administration and operations of the Texas Juvenile Justice Department. The rider provides \$638.9 million in All Funds (\$590.6 million in General Revenue) and 2,855.1 full-time equivalent positions in the 2016-17 biennium for the purpose of administering the State's juvenile justice functions. The block funding rider is a non-traditional approach designed to provide the Legislature with an opportunity to address policy and administrative challenges, in order to facilitate improved efficiency and stability within JJD.

Notes: The agency indicated that it was unable to provide historical financial data prior to fiscal year 2013 at the level of detail required for the State Fiscal Review; therefore JJD was directed to submit data only for fiscal years 2013 through 2017.

**Strategic Fiscal Review 2016-17  
House Budget Recommendations: HB 1 as Introduced  
Juvenile Justice Department (644)**

**Schedule 2A: Program Listing -- Services and Administration**

Agency Submission		Review and Analysis								
Agency Ranking	Program Name	Year Created	State Authority	Federal Authority	Authority	Mission Centrality	State Service Category	Service Area	Significant Audit and/or Report Findings	Outsourced Services?
1	Office of Independent Ombudsman	2007	Statute	NA	Strong	Moderate	Legal Services & Law Enforcement	Statewide	No	No
2	Office of Inspector General	2007	Statute	NA	Strong	Moderate	Legal Services & Law Enforcement	Statewide	No	No
3	Basic Supervision	1975	Statute	NA	Strong	Strong	Incarceration & Supervision	Statewide	No	No
4	Commitment Diversion Initiative	2007	GAA - Agency Rider	NA	Moderate	Strong	Incarceration & Supervision	Statewide	No	No
5	Community Programs	1982	Statute	NA	Moderate	Strong	Incarceration & Supervision	Statewide	No	No
6	Mental Health Services	2013	Statute	NA	Strong	Moderate	Health Care - Acute Care Services	Statewide	NA	No
7	Pre and Post Adjudication Services	1981	Statute	NA	Strong	Strong	Incarceration & Supervision	Statewide	No	No
8	Prevention and Intervention	2012	Statute	NA	Strong	Moderate	Incarceration & Supervision	Statewide	No	No
9	Juvenile Justice Alternative Education Program: Mandated Counties	1996	Statute	NA	Strong	Moderate	K-12 Education Instruction	Statewide	No	No
10	Juvenile Justice Alternative Education Program: Discretionary Funds	1996	Statute	NA	Strong	Moderate	K-12 Education Instruction	Statewide	No	No
11	State Operated Secure Facilities	1949	Statute	NA	Strong	Strong	Incarceration & Supervision	Statewide	Yes	No
12	Health Care Services	1949	Statute	NA	Strong	Moderate	Health Care - Acute Care Services	Statewide	No	Yes
13	Assessment, Orientation, and Placement	1970	Statute	NA	Strong	Strong	Incarceration & Supervision	Statewide	Yes	No
14	Contract Mental Healthcare	2008	Statute	NA	Moderate	Moderate	Health Care - Acute Care Services	Statewide	No	Yes
15	General Rehabilitation	1949	Statute	NA	Moderate	Strong	Incarceration & Supervision	Statewide	Yes	No
16	Academic Programs	1949	Statute	NA	Strong	Moderate	K-12 Education Instruction	Statewide	Yes	No
17	Psychiatric Treatment	1971	Statute	NA	Strong	Moderate	Health Care - Acute Care Services	Statewide	Qualified	No

**Schedule 2A: Program Listing -- Services and Administration**

Agency Submission		Review and Analysis								
Agency Ranking	Program Name	Year Created	State Authority	Federal Authority	Authority	Mission Centrality	State Service Category	Service Area	Significant Audit and/or Report Findings	Outsourced Services?
18	Sex Offender Treatment	1985	Statute	NA	Moderate	Strong	Incarceration & Supervision	Statewide	No	No
19	Capital Offender Treatment	1987	Statute	NA	Moderate	Strong	Incarceration & Supervision	Statewide	Yes	No
20	Chemical Dependency Treatment	1989	Statute	NA	Moderate	Strong	Incarceration & Supervision	Statewide	Yes	No
21	Vocational Programs		Statute	NA	Moderate	Moderate	NA	Statewide	NA	No
22	Contract Capacity	1988	Statute	NA	Strong	Strong	Incarceration & Supervision	Statewide	Yes	Yes
23	Halfway House Services	1976	Statute	NA	Moderate	Strong	Incarceration & Supervision	Statewide	Yes	Yes
24	Parole Services	1957	Statute	NA	Strong	Strong	Incarceration & Supervision	Statewide	No	No
25	Construction and Repair of Facilities	1957	Statute	NA	Strong	Moderate	Incarceration & Supervision	Statewide	No	No
26	Monitoring and Inspections	1975	Statute	NA	Strong	Moderate	Incarceration & Supervision	Statewide	NA	No
27	Training and Certification	1983	Statute	Public Law	Strong	Moderate	Business & Workforce Development & Regulation	Statewide	Yes	No
28	Health Care Oversight	1986	Statute	NA	Moderate	Moderate	Health Care - Acute Care Services	Statewide	Yes	No
29	Interstate Agreement	1965	Statute	NA	Strong	Strong	Incarceration & Supervision	Statewide	NA	No
30	Information Resources		Statute	NA	Moderate	Moderate	State Government Administration & Support	Statewide	Yes	Yes
31	Central Administration		Statute	NA	Strong	Moderate	State Government Administration & Support	Statewide	NA	No
<b>Program Summary Included</b>										

**Notes:** *Qualified* indicates that there may be issues relating to agency operations that have not been documented in formal audits, reviews or reports, or LBB Staff cannot verify whether recommendations have been implemented.

*Cannot be determined* indicates that LBB Staff cannot make a finding regarding whether services are provided by agency staff or contracted to a third party based on agency submission or independent research.

**Significant Audit and/or Report Findings.** Significant audit findings have been implemented for (11) State Operated Secure Facilities, (16) Academic Programs, (22) Contract Capacity, (23) Halfway House Services, and (28) Health Care Oversight.

**Strategic Fiscal Review 2016-17**  
**House Budget Recommendations: HB 1 as Introduced**  
**Juvenile Justice Department (644)**

**Schedule 2B: Program Listing -- Fiscal**

Agency Submission					Review, Analysis and Funding								Appropriate Use of		Agency
Agency Ranking	Program Name	1st Year Full Implementation	2010-11 Expended	2012-13 Expended	2014-15 Est / Budg	2015 FTEs Budg	2016-17 HB 1 - Intro	2017 FTEs Rec.	Percent Change from Base	FTEs Change from Base	Revenue Supported?	Constitutional and GR-Dedicated Funds?	Funding Alternatives in Recs?		
1	Office of Independent Ombudsman	\$ -	\$ -	\$ 395,548	\$ 1,050,636	7.0	\$ -	0.0	-100.0%	-7.0	No	NA	No		
2	Office of Inspector General	\$ -	\$ -	\$ 1,766,835	\$ 4,346,607	35.0	\$ -	0.0	-100.0%	-35.0	No	NA	No		
3	Basic Supervision	\$ -	\$ -	\$ 73,681,895	\$ 111,783,983	0.0	\$ -	0.0	-100.0%	0.0	No	NA	No		
4	Commitment Diversion Initiative	\$ -	\$ -	\$ 19,657,827	\$ 39,692,108	0.0	\$ -	0.0	-100.0%	0.0	No	NA	No		
5	Community Programs	\$ -	\$ -	\$ 23,316,200	\$ 63,128,207	0.0	\$ -	0.0	-100.0%	0.0	No	NA	No		
6	Mental Health Services	\$ -	\$ -	\$ -	\$ 33,687,059	1.0	\$ -	0.0	-100.0%	-1.0	No	NA	No		
7	Pre and Post Adjudication Facilities	\$ -	\$ -	\$ 29,041,358	\$ 51,643,916	0.0	\$ -	0.0	-100.0%	0.0	No	NA	No		
8	Prevention and Intervention	\$ -	\$ -	\$ 2,516,288	\$ 5,564,507	1.0	\$ -	0.0	-100.0%	-1.0	No	NA	No		
9	Juvenile Justice Alternative Education Program: Mandated Counties	\$ -	\$ -	\$ 6,018,081	\$ 12,039,520	0.0	\$ -	0.0	-100.0%	0.0	No	NA	No		
10	Juvenile Justice Alternative Education Program: Discretionary Funds	\$ -	\$ -	\$ 230,176	\$ 460,480	0.0	\$ -	0.0	-100.0%	0.0	No	NA	No		
11	State-Operated Secure Facilities	\$ -	\$ -	\$ 83,624,555	\$ 160,127,317	1,747.1	\$ -	0.0	-100.0%	-1,747.1	No	NA	No		
12	Health Care Services	\$ -	\$ -	\$ 9,982,036	\$ 17,895,314	0.0	\$ -	0.0	-100.0%	0.0	No	NA	No		
13	Assessment, Orientation, and Placement	\$ -	\$ -	\$ 2,396,052	\$ 4,187,722	46.0	\$ -	0.0	-100.0%	-46.0	No	NA	No		
14	Contract Mental Healthcare	\$ -	\$ -	\$ 1,029,955	\$ 1,775,494	0.0	\$ -	0.0	-100.0%	0.0	No	NA	No		
15	General Rehabilitation	\$ -	\$ -	\$ 8,417,028	\$ 16,465,462	180.0	\$ -	0.0	-100.0%	-180.0	No	NA	No		
16	Academic Programs	\$ -	\$ -	\$ 15,028,636	\$ 26,934,191	210.0	\$ -	0.0	-100.0%	-210.0	No	NA	No		
17	Psychiatric Treatment	\$ -	\$ -	\$ 1,044,390	\$ 2,118,886	24.4	\$ -	0.0	-100.0%	-24.4	No	NA	No		
18	Sex Offender Treatment	\$ -	\$ -	\$ 1,170,783	\$ 2,399,602	20.5	\$ -	0.0	-100.0%	-20.5	No	NA	No		
19	Capital Offender Treatment	\$ -	\$ -	\$ 530,975	\$ 1,069,940	11.3	\$ -	0.0	-100.0%	-11.3	No	NA	No		
20	Chemical Dependency Treatment	\$ -	\$ -	\$ 2,204,100	\$ 4,532,994	49.8	\$ -	0.0	-100.0%	-49.8	No	NA	No		
21	Vocational Programs	\$ -	\$ -	\$ 2,452,310	\$ 4,472,105	33.0	\$ -	0.0	-100.0%	-33.0	No	NA	No		
22	Contract Capacity	\$ -	\$ -	\$ 3,796,338	\$ 9,558,604	8.0	\$ -	0.0	-100.0%	-8.0	No	NA	No		
23	Halfway House Services	\$ -	\$ -	\$ 10,968,443	\$ 20,069,428	196.0	\$ -	0.0	-100.0%	-196.0	No	NA	No		
24	Parole Services	\$ -	\$ -	\$ 5,152,205	\$ 8,411,029	52.0	\$ -	0.0	-100.0%	-52.0	No	NA	No		
25	Construction and Repair of Facilities	\$ -	\$ -	\$ 443,792	\$ 9,836,649	0.0	\$ -	0.0	-100.0%	0.0	No	NA	No		
26	Monitoring and Inspections	\$ -	\$ -	\$ 2,987,917	\$ 6,402,437	53.0	\$ -	0.0	-100.0%	-53.0	No	NA	No		
27	Training and Certification	\$ -	\$ -	\$ 647,350	\$ 2,335,987	17.0	\$ -	0.0	-100.0%	-17.0	No	NA	No		
28	Health Care Oversight	\$ -	\$ -	\$ 938,562	\$ 1,915,753	11.0	\$ -	0.0	-100.0%	-11.0	No	NA	No		

Schedule 2B: Program Listing -- Fiscal

Agency Submission					Review, Analysis and Funding							Appropriate Use of Constitutional and GR-Dedicated Funds?	Agency Funding Alternatives in Recs?
Agency Ranking	Program Name	1st Year Full Implementation	2010-11 Expended	2012-13 Expended	2014-15 Est / Budg	2015 FTEs Budg	2016-17 HB 1 - Intro	2017 FTEs Rec.	Percent Change from Base	FTEs Change from Base	Revenue Supported?		
29	Interstate Agreement	\$ -	\$ -	\$ 220,490	\$ 517,150	4.0	\$ -	0.0	-100.0%	-4.0	No	NA	No
30	Information Resources	\$ -	\$ -	\$ 5,933,711	\$ 11,414,865	45.0	\$ -	0.0	-100.0%	-45.0	No	NA	No
31	Central Administration	\$ -	\$ -	\$ 7,657,667	\$ 13,383,298	97.0	\$ -	0.0	-100.0%	-97.0	No	NA	No
<b>Total</b>			<b>\$ -</b>	<b>\$ 323,251,503</b>	<b>\$ 649,221,250</b>	<b>2,849.1</b>	<b>\$ -</b>	<b>0.0</b>	<b>-100.0%</b>	<b>-2,849.1</b>			
	<b>Program Summary Included</b>												

**Notes:** Data included in the column labeled *1st Year of Full Implementation* may reflect several different fiscal years and therefore it is not summed.

**Qualified** indicates that the agency may be using the funds for the purpose(s) intended or for similar purposes which are not specifically authorized by the constitution or statute, or that there may be conflicts within authorizing laws.

**Partial** indicates that the LBB Recommendations contain some portion of the agency's funding alternative either in terms of amounts or methodology.

**Strategic Fiscal Review 2016-17  
House Budget Recommendations: HB 1 as Introduced  
Juvenile Justice Department (644)**

**Schedule 2C: Program Listing -- Explanation of Recommendations**

Agency Submission		Review and Analysis	
Agency Ranking	Program Name	Funding Compared to 2014-15	Explanation of 2016-17 HB 1 Introduced
1	Office of Independent Ombudsman	↓	Note: In lieu of appropriations across the current goals, objectives and strategies of the agency, House Bill 1 provides a block funding rider appropriation for the administration and operations of the Texas Juvenile Justice Department.
2	Office of Inspector General	↓	
3	Basic Supervision	↓	
4	Commitment Diversion Initiative	↓	
5	Community Programs	↓	
6	Mental Health Services	↓	
7	Pre and Post Adjudication Facilities	↓	
8	Prevention and Intervention	↓	
9	Juvenile Justice Alternative Education Program: Mandated Counties	↓	
10	Juvenile Justice Alternative Education Program: Discretionary Funds	↓	
11	State-Operated Secure Facilities	↓	
12	Health Care Services	↓	
13	Assessment, Orientation, and Placement	↓	
14	Contract Mental Healthcare	↓	
15	General Rehabilitation	↓	
16	Academic Programs	↓	
17	Psychiatric Treatment	↓	
18	Sex Offender Treatment	↓	
19	Capital Offender Treatment	↓	
20	Chemical Dependency Treatment	↓	

**Schedule 2C: Program Listing -- Explanation of Recommendations**

Agency Submission		Review and Analysis	
Agency Ranking	Program Name	Funding Compared to 2014-15	Explanation of 2016-17 HB 1 Introduced
21	Vocational Programs	↓	
22	<b>Contract Capacity</b>	↓	
23	<b>Halfway House Services</b>	↓	
24	Parole Services	↓	
25	Construction and Repair of Facilities	↓	
26	Monitoring and Inspections	↓	
27	Training and Certification	↓	
28	Health Care Oversight	↓	
29	Interstate Agreement	↓	
30	Information Resources	↓	
31	Central Administration	↓	

**Program Summary Included**



**Strategic Fiscal Review 2016-17  
House Bill Recommendations: HB 1 as Introduced  
Schedule 3: Assessments of Mission Centrality and Authority**

**Juvenile Justice Department (644)**

**Mission centrality** is a judgment of how directly connected a program is to the core mission and goals of the agency, as identified in statute, agency strategic plans, or other documents.

**Authority** is an assessment of how strong and explicit the legal basis is for the existence of the program and the way in which the agency is administering it.

		<b>MISSION CENTRALITY</b>		
		Weak	Moderate	Strong
<b>A U T H O R I T Y</b>	Strong		Academic Programs (16) Health Care Services (12) JJAEP: Discretionary Funds (10) JJAEP: Mandated Counties (9) Mental Health Services (6) Office of Independent Ombudsman (1) Office of Inspector General (2) Prevention and Intervention (8) Psychiatric Treatment (17) Training and Certification (27) Monitoring and Inspections (26)	Assessment, Orientation, and Placement (13) Basic Supervision (3) Construction and Repair of Facilities (25) Contract Capacity (22) Interstate Agreement (29) Parole Services (24) Pre and Post Adjudication Facilities (7) State-Operated Secure Facilities (11)
	Moderate		Health Care Oversight (28) Contract Mental Healthcare (14) Vocational Programs (21)	Commitment Diversion Initiative (4) Capital Offender Treatment (19) Chemical Dependency Treatment (20) Community Programs (5) General Rehabilitation (15) Sex Offender Treatment (18) Halfway House Services (23)
	Weak			

**Note: The matrix does not include Indirect Administration programs.**

**Strategic Fiscal Review 2016-17**  
**House Budget Recommendations: HB 1 as Introduced**  
**Juvenile Justice Department (644)**

**Schedule 4: Constitutional and General Revenue-Dedicated Accounts**

Note: The Juvenile Justice Department has no funding from Constitutional or General Revenue-Dedicated accounts.

**Strategic Fiscal Review 2016-17  
Juvenile Justice Department (644)**

**Schedule 5: Program Summary**

All 2016-17 funding recommendations reflect HB 1 as Introduced

**Program: Basic Supervision**

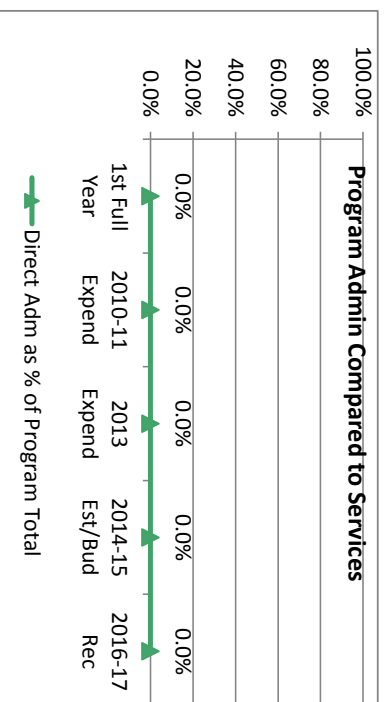
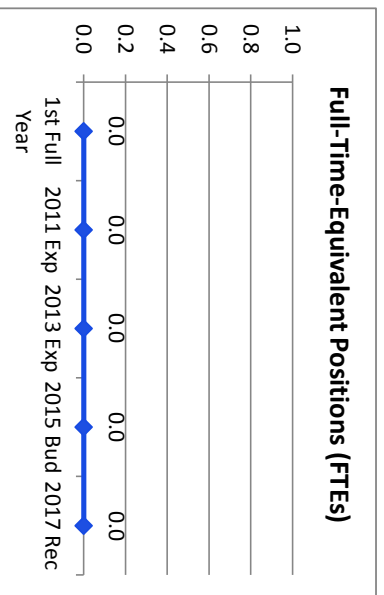
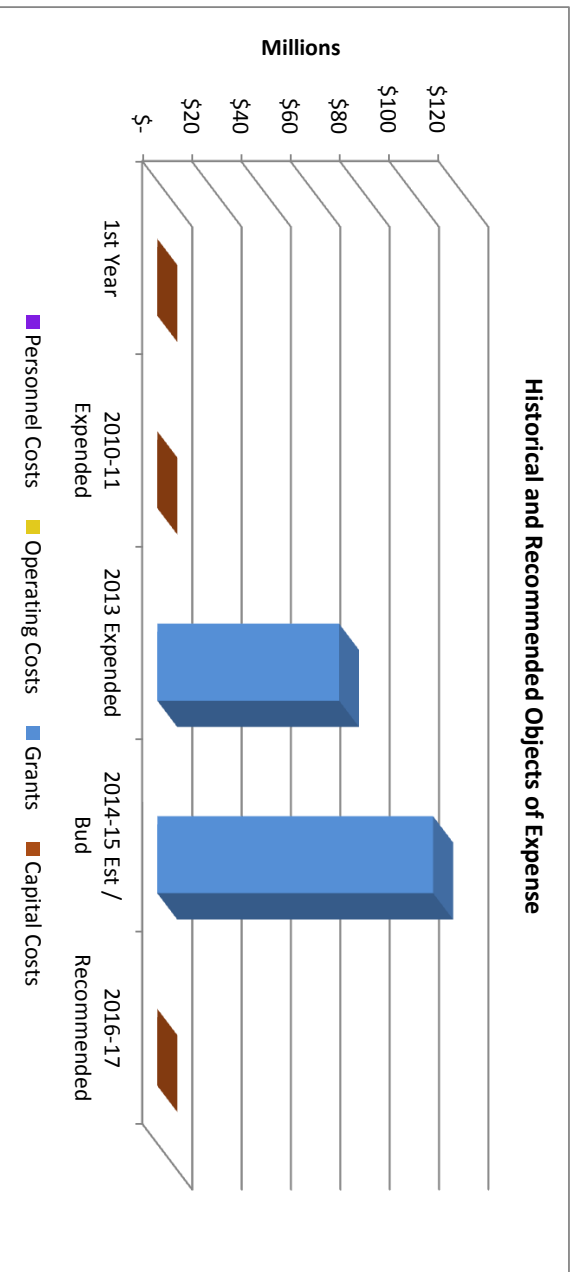
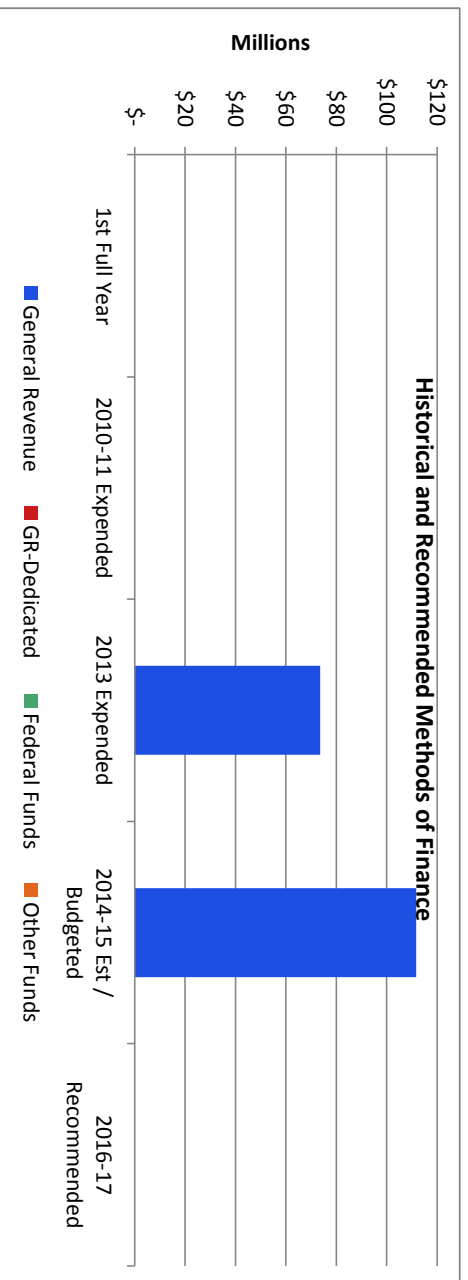
Agency Ranking **3**  
out of 31

Grant funding to local juvenile probation departments for basic probation services for juveniles. The strategy/program ensures basic probation services (including probation services for juveniles under conditional release, under deferred prosecution, and under adjudicated probation) are provided to all Texas counties.

**Legal Authority:** Human Resources Code, Chapter 223

<b>Year Created</b>	1975	<b>Performance and/or Operational Issue Yes</b>	<b>Outsourced Services Revenue Supported</b>	No
<b>Authority</b>	Strong		<b>Use of Dedicated Funds</b>	No
<b>Centrality</b>	Strong			NA
<b>Service Area</b>	Statewide	<b>State Service Category</b>	Incarceration & Supervision	

Major Activities	2014-15 Estimated	2015 FTEs	2016-17 Recommend	2017 FTEs	% of Total
Direct Administration	\$ -	0.0	\$ -	0.0	0.0%
State Financial Assistance Grant (Grant A)	\$ 111,783,983	0.0	\$ -	0.0	0.0%
	\$ -	0.0	\$ -	0.0	0.0%
	\$ -	0.0	\$ -	0.0	0.0%
<b>TOTAL</b>	<b>\$ 111,783,983</b>	<b>0.0</b>	<b>\$ -</b>	<b>0.0</b>	<b>0.0%</b>



**Program: Basic Supervision**

Agency Ranking **3** out of 31

**Summary of Fiscal and Policy Issues**

**1 Formula funding.** LBB staff utilized formula-funding to develop budget recommendations for Strategy A.1.2, Basic Supervision for the 2014-15 biennium. This was to ensure that appropriations to this strategy are limited to only costs associated with the basic supervision of juveniles on probation by juvenile probation officers. Appropriations for additional services to probationers are made in the other Goal A strategies. JJD has not directed probation departments on specific use of funds, but rather records expenditures that the probation departments report to them, causing significant variations from amounts originally appropriated.

**2 Inappropriate Basic Supervision expenditures.** The agency expended \$56.4 million in the Basic Supervision strategy during FY 2014, \$10 million more than the \$46.4 million that was appropriated. This shift in funding is in excess of the limitations of Article IX, Section 14.01, and does not support the intent of formula funding. In the funding alternatives exercise (see item 2 below), JJD stated that if additional funding was made available for this program, it would provide additional funding for initiatives not associated with this program (see underlined portion of item 2 below). These two issues suggest the agency's lack of oversight and direction on expenditures of grants provided to probation departments, and raise questions on the appropriate use of Basic Supervision funds.

**3 Direct Administration.** Because these are grants to probation departments, the agency reported that no direct administrative costs are tracked separately for this program; therefore, no direct administration costs were submitted.

Funding Alternatives Not Included in the Recommendations	Change from Recommendations		2017 FTEs
	GR-Related	All Funds	

<b>1 Reduce General Revenue Funding by 20%</b>	\$ (22,483,301)	\$ (22,483,301)	0.0
<p>The agency provided a funding alternative option to decrease the state funded portion of its program budget by 20% if required. According to the agency, a 20% reduction of funding in this program would likely result in local juvenile probation departments increasing caseload sizes, decreasing the types of services provided, and/or decreasing the frequency or duration of services.</p>			

<b>2 Enhance General Revenue Funding by 20%</b>	\$ 22,483,301	\$ 22,483,301	1.0
<p>The agency provided a funding alternative option to increase the state funded portion of its program budget by 20% if required. According to the agency, a 20% increase in budget in this program would enable JJD to have a greater level of flexibility and responsiveness to the needs of local juvenile probation departments. Departments would be able to decrease caseload sizes for juvenile probation officers, provide additional pay for officers to increase job competitiveness, and increase frequency and duration of services. Besides supporting basic probation services, JJD staff stated that they would likely add one FTE to increase basic probation monitoring, oversight, and technical assistance. <u>Enhanced funding for this program would also likely be applied to supporting probation departments in funding the front end diversion initiatives, providing additional evidence-based services like motivational interviewing, trauma-informed care, wrap-around services, Functional Family Therapy, other community programs to youth and families.</u></p>			

**Strategic Fiscal Review 2016-17  
Juvenile Justice Department (644)**

**Schedule 5: Program Summary**

All 2016-17 funding recommendations reflect HB 1 as Introduced

**Program : Commitment Diversion Initiative**

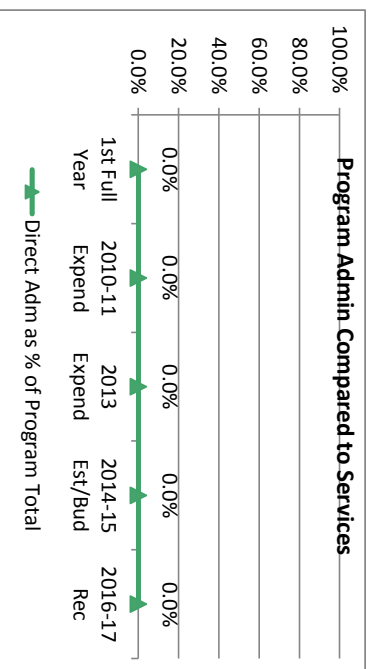
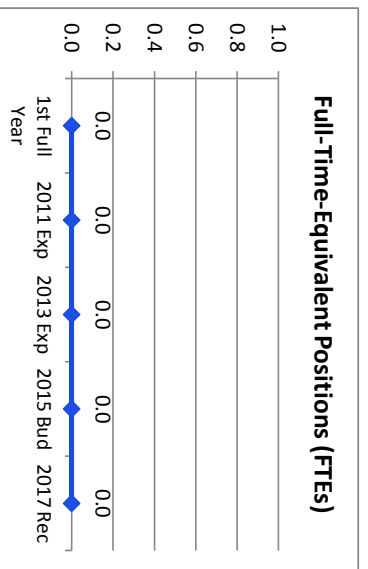
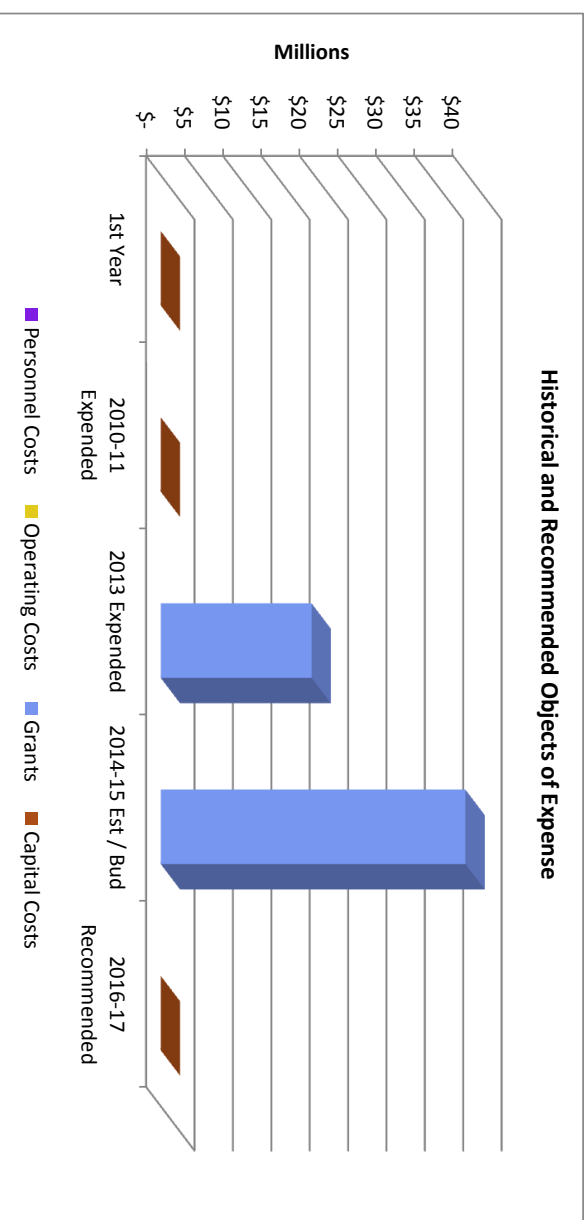
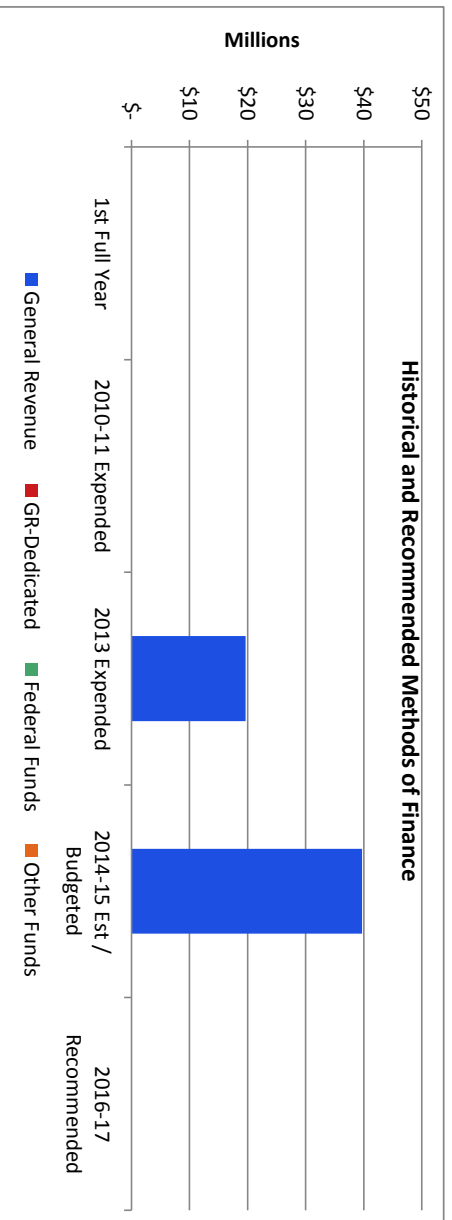
Agency Ranking **4**  
out of 31

Grant funding to local juvenile probation departments to provide programs that are community-based alternatives to the commitment of youth to state-operated correctional facilities.

**Legal Authority:** Rider 31, General Appropriation Act, Eighty-third Texas Legislature, Regular Session, 2013

<b>Year Created</b>	2011	<b>Performance and/or</b>	Operational Issue No	<b>Outsourced Services</b>	No
<b>Authority</b>	Moderate	<b>Operational Issue No</b>		<b>Revenue Supported</b>	No
<b>Centrality</b>	Strong	<b>Use of Dedicated Funds</b>		<b>Use of Dedicated Funds</b>	NA
<b>Service Area</b>	Statewide	<b>State Service Category</b>	Incarceration & Supervision		

Major Activities	2014-15 Estimated	2015 FTEs	2016-17 Recommend	2017 FTEs	% of Total
Direct Administration	\$ -	0.0	\$ -	0.0	0.0%
Commitment Diversion (Grant C)	\$ 39,692,108	0.0	\$ -	0.0	0.0%
	\$ -	0.0	\$ -	0.0	0.0%
	\$ -	0.0	\$ -	0.0	0.0%
<b>TOTAL</b>	<b>\$ 39,692,108</b>	<b>0.0</b>	<b>\$ -</b>	<b>0.0</b>	<b>0.0%</b>



**Program: Commitment Diversion Initiative**

Agency Ranking **4** out of 31

**Summary of Fiscal and Policy Issues**

**1 Probation department participation in commitment diversion.** In 2009, the Eighty-first Texas Legislature created the Community Corrections Diversion Program via the Juvenile Probation Commission's Rider 21 in the General Appropriations Act. The Community Corrections Diversion Program Grant (Grant C) provides funding to local departments that supports an array of rehabilitation services for juvenile offenders including, but not limited to, community-based programs and services, residential placements, as well as transition and aftercare programs. The objective of the program is to increase the availability of community-based programs, placements, and services statewide in an effort to divert additional juvenile offenders from commitment to state residential facilities while maintaining appropriate and adequate community safety.

In FY 2014, 156 of 165 juvenile probation departments accepted Grant C funds, meaning they were participating in commitment diversion programs. The average daily population of juveniles participating in commitment diversion programs was 1,496.

**2 Direct Administration.** Because these are grants to probation departments, the agency reported that no direct administrative costs are tracked separately for this program; therefore, no direct administration costs were submitted.

Funding Alternatives Not Included in the Recommendations	Change from Recommendations		2017 FTEs
	GR-Related	All Funds	

<b>1 Reduce General Revenue Funding by 20%</b>	\$ (7,938,422)	\$ (7,938,422)	0.0
--	----------------	----------------	-----

The agency provided a funding alternative option to decrease the state funded portion of its program budget by 20% if required. According to the agency, the impact of a 20% reduction in funding would vary across the system. JJD estimates as many as 300 fewer youth would be served through commitment diversion programs, which would have a deleterious effect on the continuum of services and positive outcomes. There would also be a greater risk of youth being placed outside their home communities, including a greater risk of commitment to JJD. The exact impact is difficult to estimate due to the varied uses of this grant. As with a possible curtailment of basic supervision funding, counties with greater means may opt to maintain services by increasing their own contributions.

<b>2 Enhance General Revenue Funding by 20%</b>	\$ 7,938,422	\$ 7,938,422	0.0
---	--------------	--------------	-----

The agency provided a funding alternative option to increase the state funded portion of its program budget by 20%. According to the agency, up to an additional 300 youth would benefit from services to prevent further penetration into the juvenile justice system. If the number of youth served does not rise to equal the 20% increase, caseloads could be reduced so youth would receive more intensive services from probation officers.

**Strategic Fiscal Review 2016-17  
Juvenile Justice Department (644)**

**Schedule 5: Program Summary**

All 2016-17 funding recommendations reflect HB 1 as Introduced

**Program: Mental Health Services**

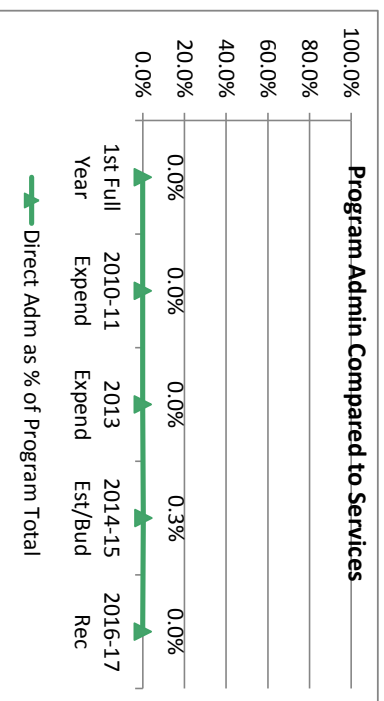
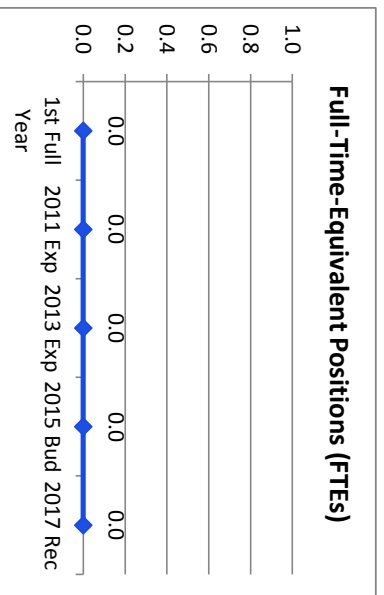
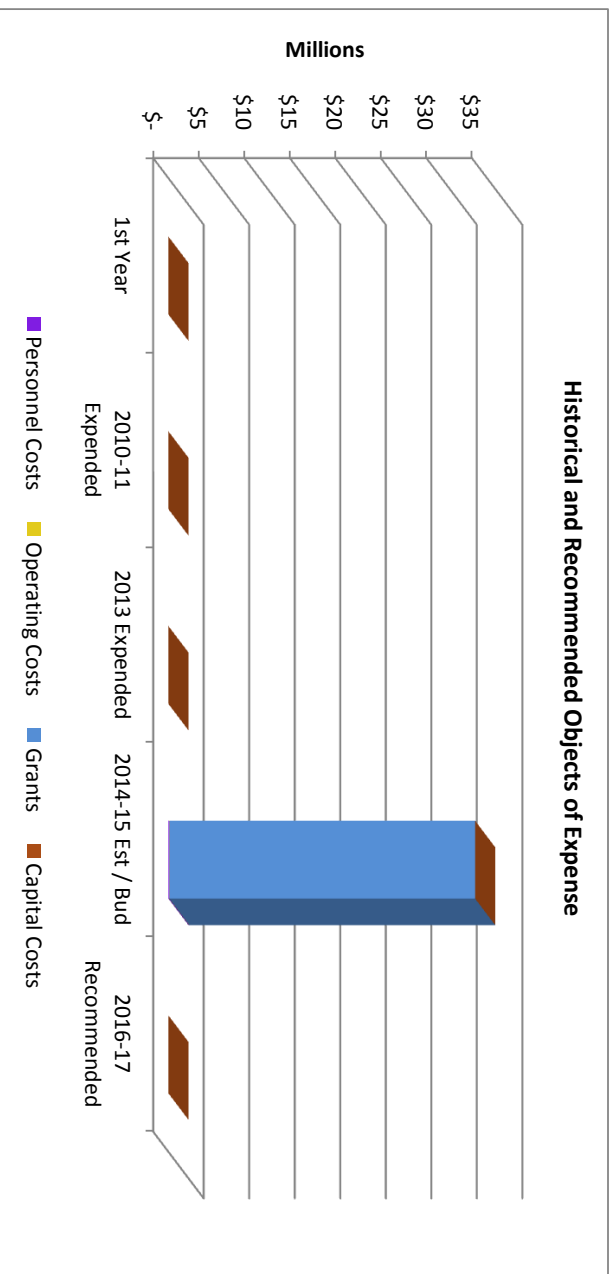
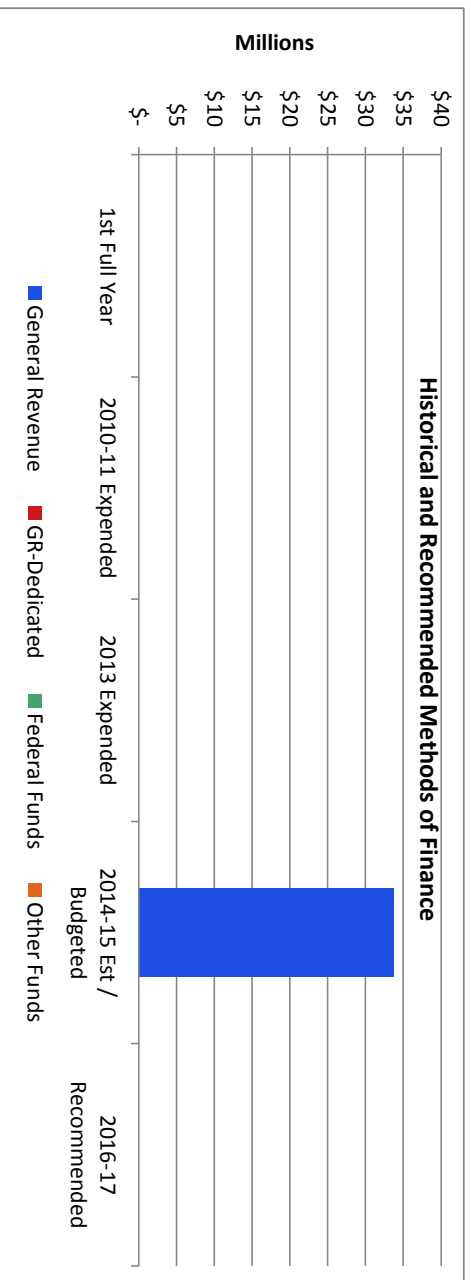
Agency Ranking **6**  
out of 31

Grant funding to local juvenile probation departments for mental health services.

**Legal Authority:** Texas Human Resources Code, Chapter 223.001

<b>Year Created</b>	2013	<b>Performance and/or Authority</b>	Strong	<b>Operational Issue No</b>		<b>Outsourced Services Revenue Supported</b>	No
<b>Centrality</b>	Moderate	<b>Service Area</b>	Statewide	<b>State Service Category</b>	Health Care - Acute Care Services	<b>Use of Dedicated Funds</b>	NA

Major Activities	2014-15 Estimated	2015 FTEs	2016-17 Recommend	2017 FTEs	% of Total
Direct Administration	\$ 99,943	0.0	\$ -	0.0	0.0%
Mental Health Services (Grant N)	\$ 33,581,472	0.0	\$ -	0.0	0.0%
Set-asides	\$ 5,644	0.0	\$ -	0.0	0.0%
	\$ -	0.0	\$ -	0.0	0.0%
<b>TOTAL</b>	<b>\$ 33,687,059</b>	<b>0.0</b>	<b>\$ -</b>	<b>0.0</b>	<b>0.0%</b>



**Program: Mental Health Services**

Agency Ranking **6** out of 31

**Summary of Fiscal and Policy Issues**

- 1 Recent creation of Mental Health Services program.** The Mental Health Services program for the Juvenile Justice Department was added by the Eighty-third Legislature, 2013. This action combined existing mental health funding with \$15.0 million new dollars to create this program. The Mental Health Services program (Grant N) provides funding to local juvenile probation departments for mental health services to juveniles under their jurisdictions, including juveniles housed in pre- or post-adjudication facilities and in community settings.
- 2 Rider 36, Mental Health Services.** In the 2014-15 biennium, this rider required that \$25.6 million, the entirety of funds appropriated to the program, be expended by local juvenile probation departments to provide mental health services to juvenile offenders. JJD increased expenditures in the program to \$33.7 million and requested \$33.8 million in base funding for the same purpose in the 2016-17 biennium.
- 3 Direct Administration.** Because these are grants to probation departments, the agency reported that no direct administrative costs are tracked separately for this program; therefore, no direct administration costs were submitted.

Funding Alternatives Not Included in the Recommendations	Change from Recommendations		2017 FTEs
	GR-Related	All Funds	
<b>1 Reduce General Revenue Funding by 20%</b> The agency provided a funding alternative option to decrease the state funded portion of its program budget by 20%, if required. According to the agency, a 20% reduction in funding for the mental health services grant would result in a decrease in the number of youth under the supervision of local juvenile probation departments able to receive mental health services (an estimated reduction of 10,000 to 8,000 youth served through the grant).  In addition to reducing grant funding, JJD would eliminate the new mental health professional position which is being added in FY 2015 to assist counties in identifying and providing services, evaluating outcomes, developing plans to pool resources, and otherwise make more effective use of mental health funding. If this position was funded with appropriations for the Mental Health Services program, it would reduce the amount of funding granted to local juvenile probation departments to provide mental health services to juvenile offenders.	\$ (6,759,225)	\$ (6,759,225)	(1.0)
<b>2 Enhance General Revenue Funding by 20%</b> The agency provided a funding alternative option to increase the state funded portion of its program budget by 20%. According to the agency, approximately 20% (or 2,000) more youth would be served, with a greater breadth and depth of services, including an increased number of full-time, in-house mental health professionals being hired by local departments, and increased forms and intensity of specialized services to youth and their families.  The agency indicated it would also likely hire a second mental health professional to assist counties in identifying and providing services, evaluating outcomes, developing plans to pool resources, and otherwise make more effective use of mental health funding.	\$ 6,759,225	\$ 6,759,225	1.0



**Strategic Fiscal Review 2016-17  
Juvenile Justice Department (644)**

**Schedule 5: Program Summary**

All 2016-17 funding recommendations reflect HB 1 as Introduced

**Program: Prevention and Intervention**

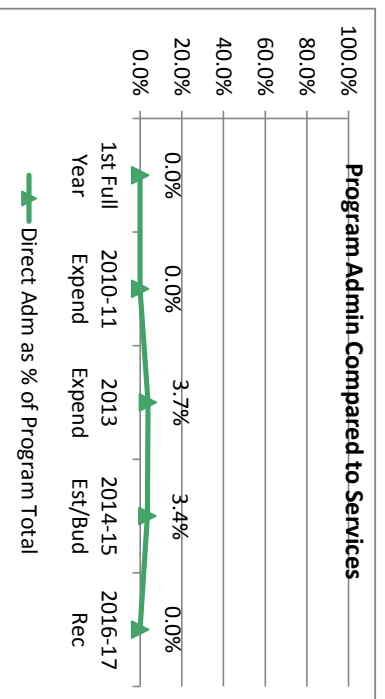
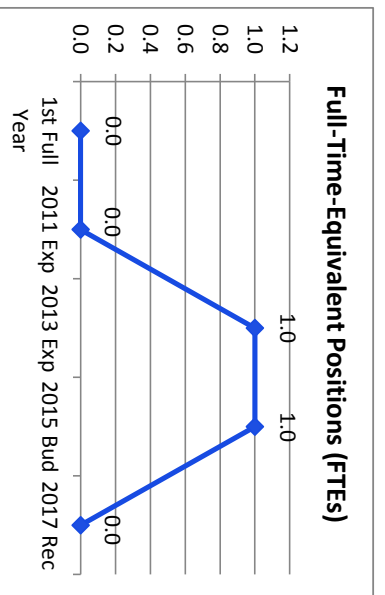
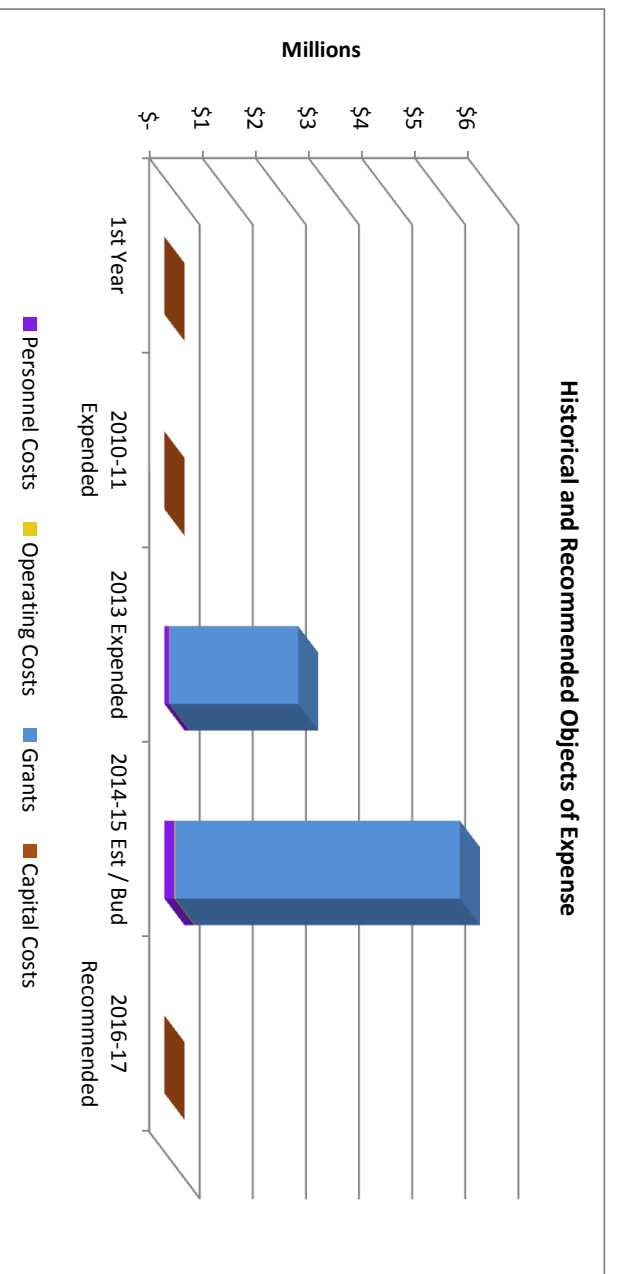
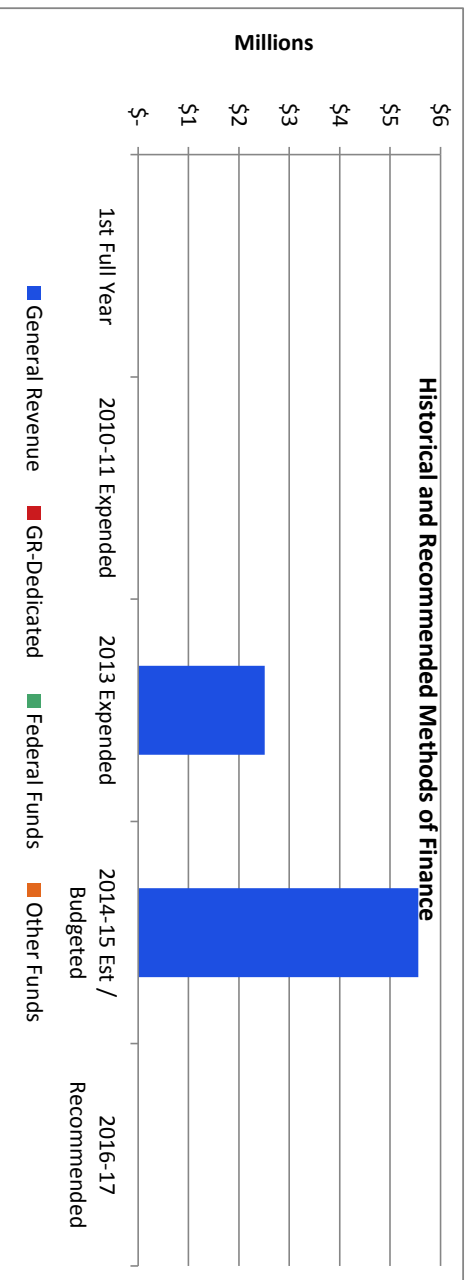
**Agency Ranking**  
**8 out of 31**

Grant funding to local juvenile probation departments intended to prevent or intervene in at-risk behaviors that lead juveniles to delinquency, truancy, dropping out of school, or referral to the juvenile justice system.

**Legal Authority:** Human Resources Code, Sec. 203.0065

<b>Year Created</b>	2012	<b>Performance and/or Authority</b>	Strong	<b>Operational Issue No</b>		<b>Outsourced Services Revenue Supported</b>	No
<b>Centrality</b>	Moderate	<b>Service Area</b>	Statewide	<b>State Service Category</b>	Incarceration & Supervision	<b>Use of Dedicated Funds</b>	NA

Major Activities	2014-15 Estimated	2015 FTEs	2016-17 Recommend	2017 FTEs	% of Total
Direct Administration	\$ 191,004	1.0	\$ -	0.0	0.0%
Demonstration Grants (Grant S)	\$ 4,828,965	0.0	\$ -	0.0	0.0%
School Attendance (Grant T)	\$ 532,132	0.0	\$ -	0.0	0.0%
Set-asides	\$ 12,406	0.0	\$ -	0.0	0.0%
<b>TOTAL</b>	<b>\$ 5,564,507</b>	<b>1.0</b>	<b>\$ -</b>	<b>0.0</b>	<b>0.0%</b>



# Program: Prevention and Intervention

Agency Ranking **8** out of 31

## Summary of Fiscal and Policy Issues

**1 Creation of Prevention and Intervention program.** In 2011, Senate Bill 653 (Eighty-second Texas Legislature) amended Section 203.0065 of the Texas Human Resources Code to authorize the Juvenile Justice Department (JJD) to provide prevention and intervention services.

**2 Grant S.** In fiscal year 2012, JJD awarded \$1.4 million in grant funds (Grant S) to 24 probation departments to implement prevention and early intervention programs for youth who were not under departmental supervision, but who were identified at an increased risk of delinquency, truancy, dropping out of school, or referral to the juvenile justice system.

**Grant T.** In 2014, JJD authorized the use of unused Grant S funds for a new prevention program, Grant T: School Attendance Improvement Project. The purpose of this initiative is to provide seed money for programs to increase school attendance for students with low attendance rates and decrease the students' later likelihood of involvement in the juvenile justice system.

All probation departments receiving Grant S and Grant T funds are required to collect data related to juvenile justice referrals for the participants.

Funding Alternatives Not Included in the Recommendations	Change from Recommendations		2017 FTEs
	GR-Related	All Funds	
<b>1 Reduce General Revenue Funding by 20%</b>	\$ (1,197,047)	\$ (1,197,047)	(1.0)
The agency provided a funding alternative option to decrease the state funded portion of its program budget by 20% if required. According to the agency, this would reduce youth served by 300 to 400 and require the elimination of the program oversight and administration position. This would result in more youth being formally referred to the juvenile justice system (as opposed to receiving services prior to engagement with the system).			
<b>2 Enhance General Revenue Funding by 20%</b>	\$ 1,197,047	\$ 1,197,047	0.0
The agency provided a funding alternative option to increase the state funded portion of its program budget by 20%. JJD's 2016-17 LAR sets a higher level of baseline spending for this program than in 2014-15, and requests an additional \$250,000 as an exceptional item to continue expanding funding for this purpose. A 20% increase in baseline budget in this program would exceed the exceptional item request and may be difficult to fully allocate in the first year. By the second year of the biennium, the agency estimates it could fully allocate the additional funding in support of services to an additional 400 youth over the baseline budgeted figure of 2,000.			

**Strategic Fiscal Review 2016-17  
Juvenile Justice Department (644)**

**Schedule 5: Program Summary**

All 2016-17 funding recommendations reflect HB 1 as Introduced

**Program: State-Operated Secure Facilities**

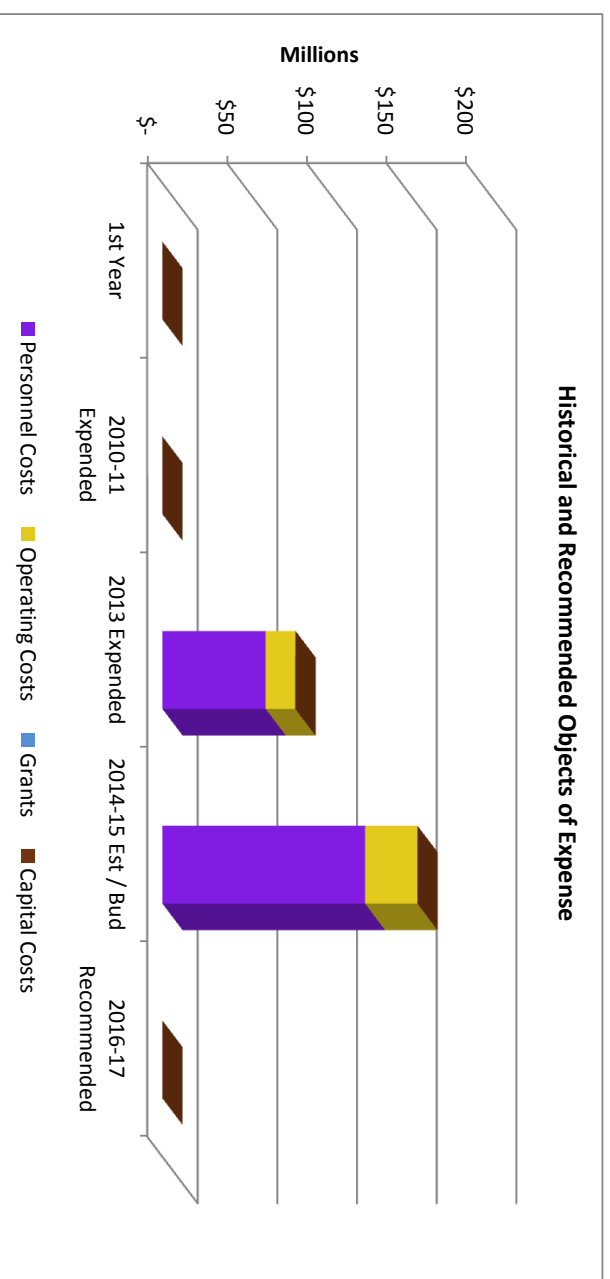
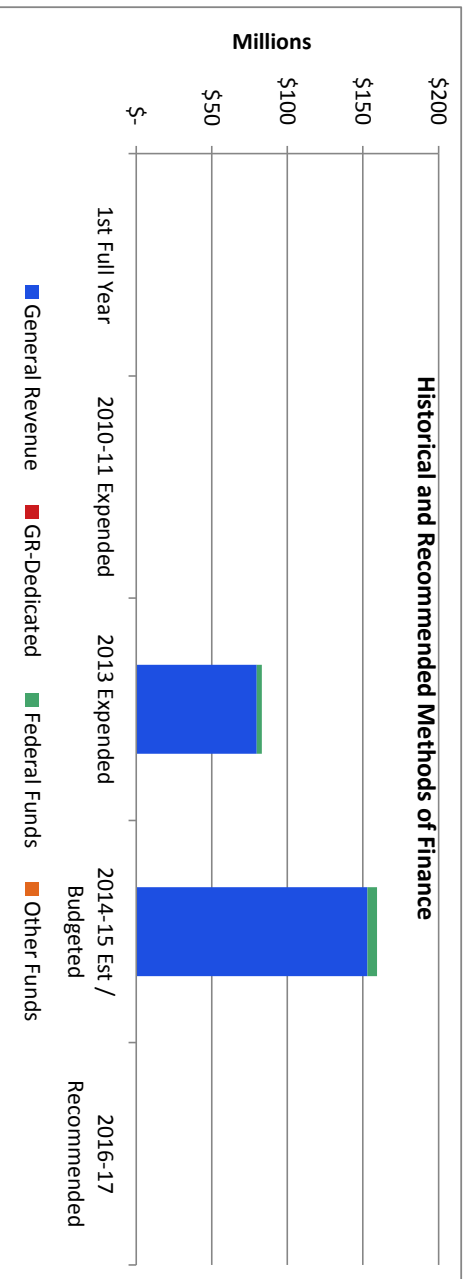
**Agency Ranking**  
11  
out of 31

The daily operation of state-operated secure facilities that provide 24-hour residential custody of delinquent juveniles. Provides for direct supervision, housing, food, clothing, security and other administrative activities for facility operation.

**Legal Authority:** Human Resources Code, Sec. 242.051

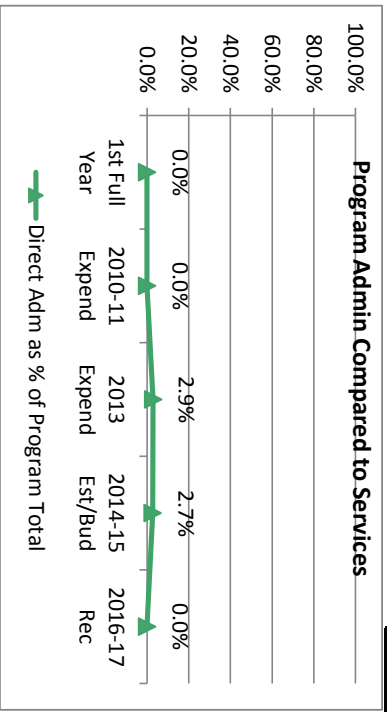
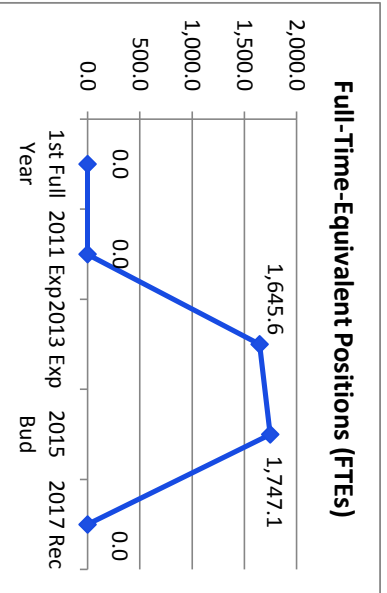
<b>Year Created</b>	1949	<b>Performance and/or Operational Issue</b>	Yes	<b>Outsourced Services Revenue Supported</b>	No
<b>Authority</b>	Strong	<b>Operational Issue</b>	Yes	<b>Revenue Supported</b>	Yes
<b>Centrality</b>	Strong	<b>Use of Dedicated Funds</b>	NA	<b>Use of Dedicated Funds</b>	NA
<b>Service Area</b>	Statewide	<b>State Service Category</b>	Incarceration & Supervision		

Major Activities	2014-15 Estimated	2015 FTEs	2016-17 Recommend	2017 FTEs	% of Total
Direct Administration	\$ 4,265,522	20.3	\$ -	0.0	0.0%
Youth Rights	\$ 720,617	10.1	\$ -	0.0	0.0%
Training: Field	\$ 1,218,328	13.2	\$ -	0.0	0.0%
Facility Administration	\$ 3,338,036	34.5	\$ -	0.0	0.0%
Maintenance	\$ 6,443,020	61.9	\$ -	0.0	0.0%
Field Overhead	\$ 10,022,244	0.0	\$ -	0.0	0.0%
Business Operations: Field	\$ 2,993,513	48.7	\$ -	0.0	0.0%
Human Resources: Field	\$ 2,028,998	24.4	\$ -	0.0	0.0%
Quality Assurance	\$ 592,682	5.1	\$ -	0.0	0.0%
IT Operations: Field	\$ 2,642,466	17.8	\$ -	0.0	0.0%
Youth Care	\$ 105,906,013	1,441.1	\$ -	0.0	0.0%
Food Service	\$ 9,882,831	70.0	\$ -	0.0	0.0%
Youth Incentives	\$ 90,607	0.0	\$ -	0.0	0.0%
Set-asides	\$ 9,982,440	0.0	\$ -	0.0	0.0%
<b>TOTAL</b>	<b>\$ 160,127,317</b>	<b>1,747.1</b>	<b>\$ -</b>	<b>0.0</b>	<b>0.0%</b>



**Program: State-Operated Secure Facilities**

Agency Ranking **11** out of 31



**Summary of Fiscal and Policy Issues**

**1 Senate Bill 103.** Implemented significant reforms to the juvenile justice system in Texas, including disallowing the commitment of youth for misdemeanor offenses and lowering the maximum age through which JJD may maintain supervision over a youth from age 21 to 19. This caused a rapid decrease in the residential population of the agency and the subsequent closure of eight facilities.

**Facility Closures.** The following is a chronology of facility closures since 2007 reforms:

Name of Unit	Location	Closure Date
Marlin Unit	Marlin	August 2007
San Saba State School	San Saba	August 2007
Sheffield Boot Camp	Sheffield	March 2008
West Texas State School	Pyote	August 2010
Victory Field Correctional Academy	Vernon	August 2010
Ron Jackson (Unit II)	Brownwood	August 2011
Al Price Juvenile Correctional Facility	Beaumont	August 2011
Crockett State School	Crockett	August 2011

**2 Current Facilities.**

1. Evins Regional Juvenile Center (ERJC), Edinburg
2. Gainesville State School (GNS), Gainesville
3. Giddings State School (GSS), Giddings
4. McLennan County State Juvenile Correctional Facility (MCSJC), Mart
5. Ron Jackson State Juvenile Correctional Complex (RJSJCC), Brownwood
6. Corsicana Residential Treatment Center, Corsicana

Note: Corsicana Residential Treatment Center currently houses no juveniles and is not staffed. In December 2013, the agency moved all youth from this facility to McLennan County State Juvenile Correctional Facility.

**Performance and/or Operational Issues**

**1 Safety and Security.** In recent years, safety and security in JJD facilities has been an ongoing concern. There have been incidents of JCOs not having control of youth, JCOs allowing youth to fight, a head injury to a youth requiring staples, significant destruction of Jled property by youth, injury to a youth, and a youth suicide. The current and previous Executive Directors have reported that staff do not feel safe and are afraid of youth. The agency cites this as one of the reasons for high turnover and absenteeism rates: the instability of the agency appears to be a contributing factor to the safety and security of the youth in its care and agency staff.

**2 Use of Capacity.** JJD has not recently tracked capacity in a meaningful way. During the interim, LBB staff met extensively with state facilities staff in an attempt to determine total JJD physical capacity, both permanent and temporary, in order to produce the reports *Adult and Juvenile Correctional Population Projections: Fiscal Years 2014 to 2019*, and *Overview of the Texas Juvenile Justice Department's Secure Institutions and Placement Process*: the latter report was included in the *Texas State Government Effectiveness and Efficiency Report, January 2015*. Through the SFR process, LBB staff has come to a better understanding of JJD physical capacity, which significantly exceeds current and projected populations. The agency also plans to shift populations to an increased number of contract capacity and halfway house beds, meaning fewer secure facility beds would be in use in the 2016-17 biennium. Despite this, JJD has requested \$26.0 million and 404 FTEs to reduce the staff-to-youth ratio to 1:8. Excess capacity may not be an efficient use of state funds and may provide the opportunity for the closure of secure facilities. Use of JJD physical capacity and the disconnect between the agency's planned use of capacity and its funding request is a policy issue that the Eighty-fourth Legislature may choose to address.

**3 American Correctional Association (ACA) audits.** One of the reforms mandated by Senate Bill 103 included the development of a plan to achieve American Correctional Association (ACA) accreditation of all TYC facilities. The Orientation and Assessment Unit at the McLennan County State Juvenile Correctional facility was accredited in 2011. With a change in agency leadership in September 2012, accreditation for the remaining facilities was not pursued, nor have the accredited facilities undergone the re-accreditation review.

On July 7, 2014 the Executive Director suspended using ACA accreditation for the agency. Instead, TJJD policy would be to model most policies and practices by ACA standards, and to monitor adherence to policies through the Monitoring and Inspections unit, Administrative Investigation Division, Office of Inspector General and the Office of Independent Ombudsman.

**Program: State-Operated Secure Facilities**

Agency Ranking 11 out of 31

**4 JJD Internal Audit of McLennan County State Juvenile Correctional Facility (March 2014)  
Gatehouse Entry Searches**

All three shifts on 11/5/13 completed searches in a similar manner; however, their practices did not adhere to policy requirements.

**OC Spray**

Unauthorized JCO's were carrying OC Spray.

**Strip searches after youth visitation are not always documented**

Of 19 youth identified as receiving visitation between October 21 and November 3, 2013, there was documentation that 3 of the 19 youth were strip searched, but those documents do not include the names of the youth searched. Therefore, staff cannot account for the youth that are receiving strip searches and whether appropriate staff conducted the procedure.

**5 JJD Internal Audit of Giddings State School (October 2013)**

**Oversight of the Campus Work Program**

- 1) Youth workers without a GED or Diploma are working during scheduled class time.
- 2) Giddings staff could not identify which youth were approved to participate in the Campus Work Program.

<b>Funding Alternatives Not Included in the Recommendations</b>	<b>Change from Recommendations</b>		<b>2017</b>
	<b>GR-Related</b>	<b>All Funds</b>	<b>FTEs</b>
<b>1</b> Limit the staff-to-youth ratio in each secure correctional facility to statutorily mandated ratio of one juvenile correctional officer performing direct supervisory duties for every 12 persons committed to the facility.	\$ (7,452,333)	\$ (7,452,333)	(105.0)
<b>2</b> Fund this program at staff-to-youth ratios considered "optimal" according to agency staff.	\$ 21,616,324	\$ 21,616,324	404.0



**Strategic Fiscal Review 2016-17  
Juvenile Justice Department (644)**

**Schedule 5: Program Summary**

All 2016-17 funding recommendations reflect HB 1 as Introduced

**Program: Contract Capacity**

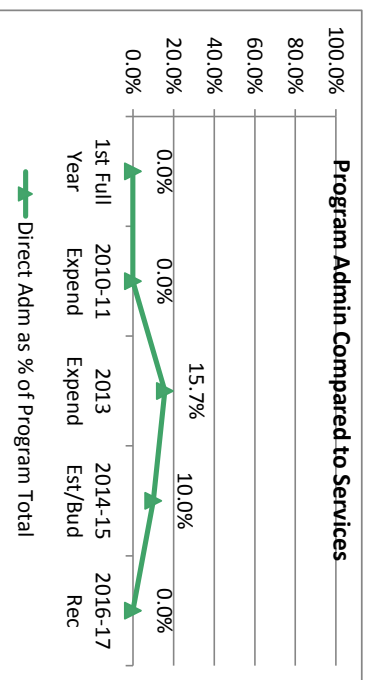
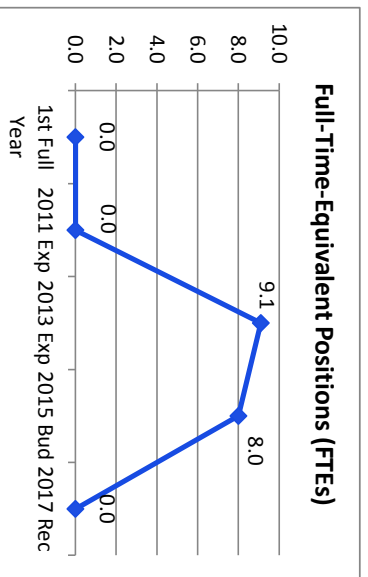
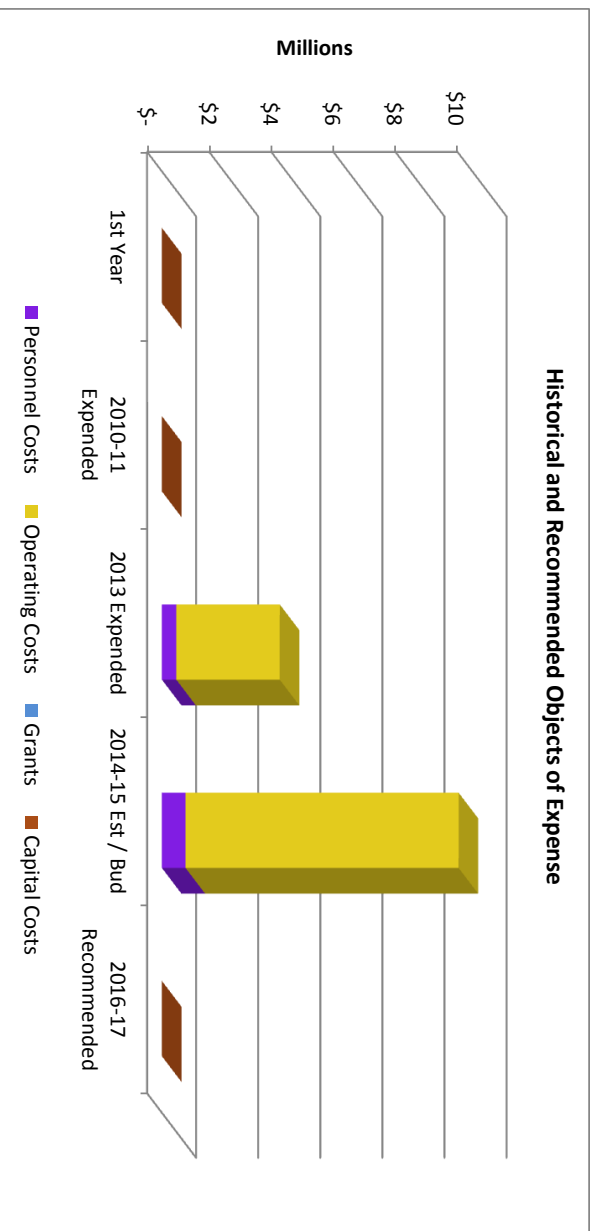
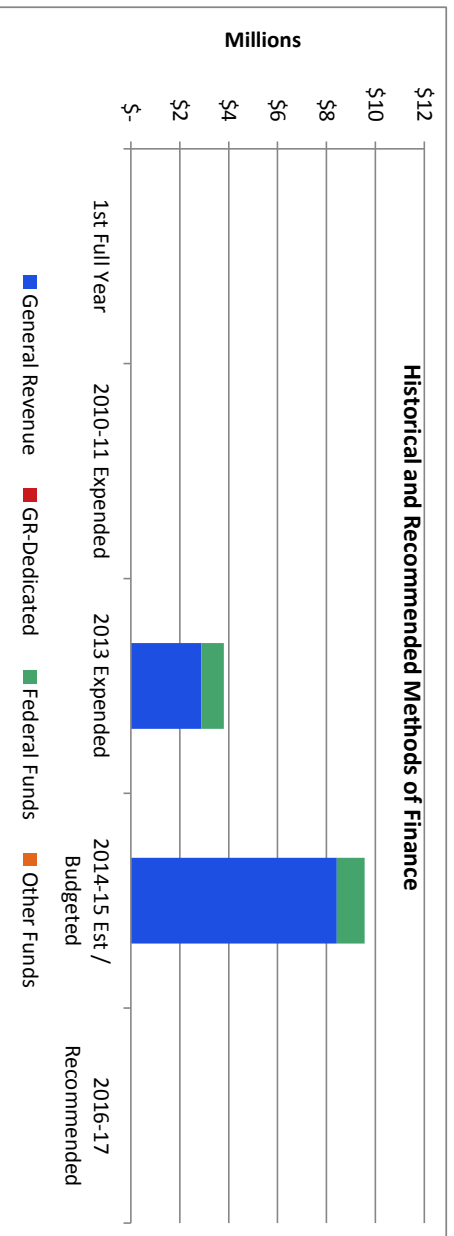
**Agency Ranking**  
22 out of 31

The Contract Capacity program provides additional secure and non-secure residential capacity through contracts with private service providers. Provides for the direct supervision of juveniles, including housing, food, clothing, and security.

**Legal Authority:** Human Resources Code, Sec. 242.053

<b>Year Created</b>	1988	<b>Performance and/or Authority</b>	Strong	<b>Operational Issue</b>	Yes	<b>Outsourced Services Revenue Supported</b>	No
<b>Centrality</b>	Strong	<b>Service Area</b>	Statewide	<b>State Service Category</b>	Incarceration & Supervision	<b>Use of Dedicated Funds</b>	NA

Major Activities	2014-15 Estimated	2015 FTEs	2016-17 Recommend	2017 FTEs	% of Total
Direct Administration	\$ 956,480	8.0	\$ -	0.0	0.0%
Residential Placements	\$ 8,553,535	0.0	\$ -	0.0	0.0%
Set-asides	\$ 48,589	0.0	\$ -	0.0	0.0%
	\$ -	0.0	\$ -	0.0	0.0%
	\$ -	0.0	\$ -	0.0	0.0%
<b>TOTAL</b>	<b>\$ 9,558,604</b>	<b>8.0</b>	<b>\$ -</b>	<b>0.0</b>	<b>0.0%</b>



**Program: Contract Capacity**

Agency Ranking **22**  
out of 31

**Summary of Fiscal and Policy Issues**

1 **Outsourced Services.** The agency outsources all services (i.e. basic care, treatment and counseling, food service, education, housing, transportation) rendered by its contract residential providers for JJD youth. The agency pays a daily rate per youth to residential programs based on services provided and staffing needed to provide those services.

**Performance and/or Operational Issues**

1 **Use of Capacity.** Contract residential facilities currently serve about 10 percent of JJD's residential population. In fiscal years 2014-15, JJD used contract capacity to a greater degree than was planned at the time of the appropriations process. This was in an effort to reduce expenditures as well as provide committed youth with specialized services. The agency has stated it's intention to increase the use of contract capacity over current usage in the 2016-17 biennium. The Average Daily Population (ADP) in contract capacity for FY 2014 was 99. The agency's LAR indicates planned contract capacity use of 120 for FY 2016 and 168 for FY 2017. This shift in policy should create savings in the state operated facilities program. Despite this, JJD has requested funding for an additional \$26.0 million and 404 FTEs in that program to reduce staff-to-youth ratios to 1:8. Use of JJD physical capacity and the disconnect between the agency's planned use of capacity and its funding request is a policy issue that the Eighty-fourth Legislature may choose to address.

**2 JJD Internal Audit of Garza County Regional Juvenile Center (May 2014)**

**Garza's "segregation" practices are contrary to policy.**

- 1) Garza Administration stated that staff conduct all cool downs behind locked doors, which is contrary to JJD policy. When the youth is behind a locked door, policy deems the youth "isolated" and further documentation of the segregation activities is required.
- 2) For youth who have been isolated, policy requires that permanent logs be maintained for documentation, including the name of the staff authorizing the confinement, the name and times of each person that checks on the youth every 15 minutes, and the date and time of admission and release. Garza documents only the cell number of a youth that is segregated, but the youth name is not documented within the entry and neither is the name of the staff that authorized the isolation.

	Change from Recommendations		
	GR-Related	All Funds	2017 FTEs
<b>Funding Alternatives Not Included in the Recommendations</b>			
<b>1 Reduce General Revenue Funding by 20%</b>	\$ (2,877,718)	\$ (2,877,718)	0.0
The agency provided a funding alternative option to decrease the state funded portion of its program budget by 20% if required. According to the agency, this would significantly limit contract placement options. Achieving the reduction would require the agency to reduce contract capacity by approximately 20 beds in FY 2016 and approximately 30 beds in FY 2017.			
The agency stated, "In order to absorb the remaining youth at state facilities and maintain statutory staffing ratios, JJD would be forced to reduce program/treatment staff in favor of increasing correctional staff."			
<b>2 Enhance General Revenue Funding by 20%</b>	\$ 2,877,718	\$ 2,877,718	0.0
The agency provided a funding alternative option to increase the state funded portion of its program budget by 20%. According to the agency, a 20% increase in funding would support an estimated 15 to 20 additional contract placement beds in FY 2016 and 25 to 30 additional contract beds in FY 2017.			

**Strategic Fiscal Review 2016-17  
Juvenile Justice Department (644)**

**Schedule 5: Program Summary**

All 2016-17 funding recommendations reflect HB 1 as Introduced

**Program : Halfway House Services**

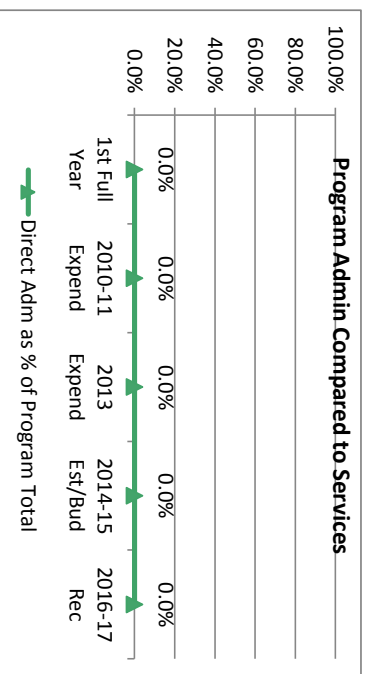
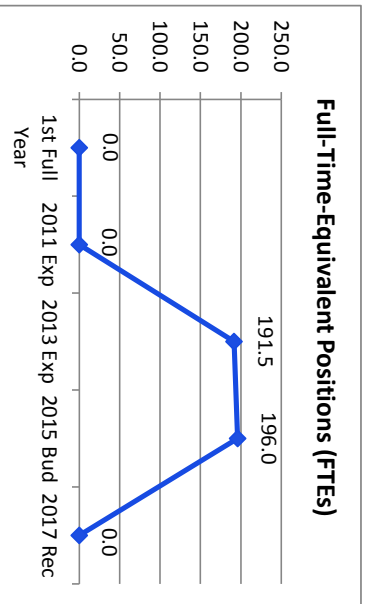
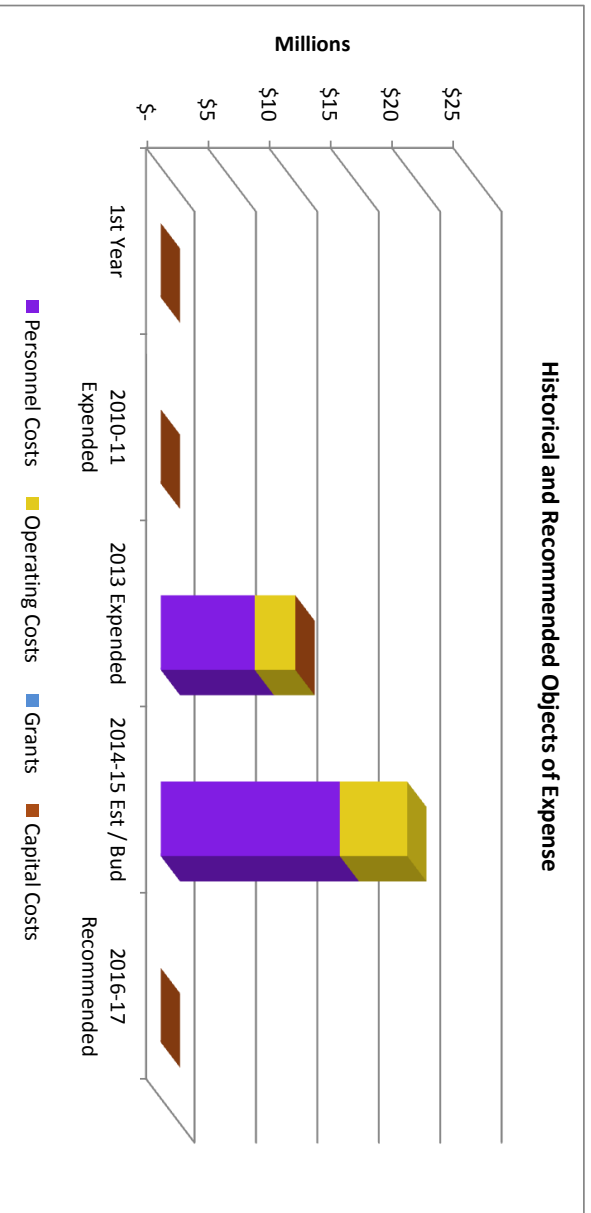
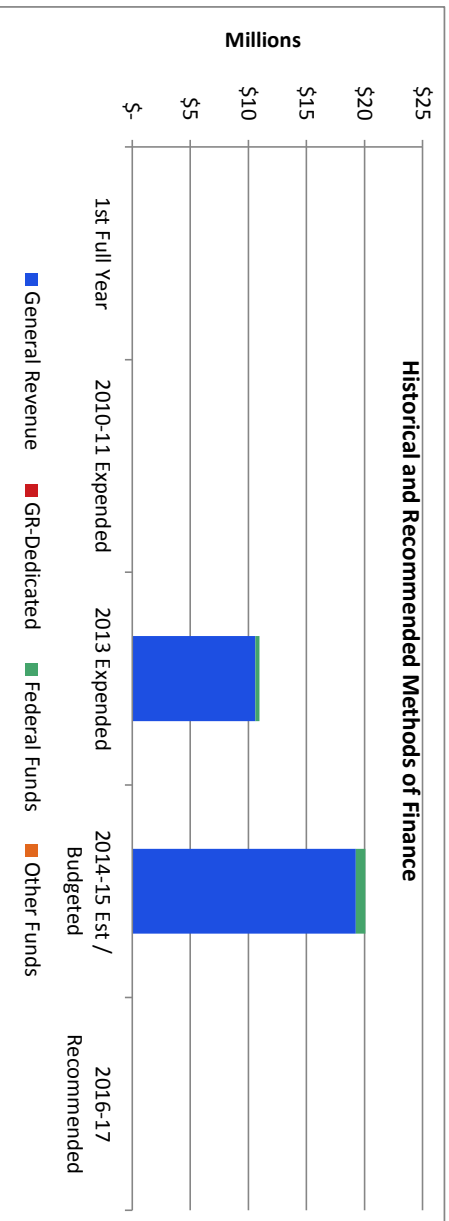
**Agency Ranking**  
**23 out of 31**

Halfway Houses are medium security facilities serving state-committed juveniles who are re-entering the community and participating in school and/or work activities. Certain juveniles are able to attend public school and also have employment in the community.

**Legal Authority:** Human Resources Code, Sec. 244.005

<b>Year Created</b>	1976	<b>Performance and/or Authority</b>	Moderate	<b>Operational Issue Yes</b>	No	<b>Outsourced Services Revenue Supported</b>	No
<b>Centrality</b>	Strong	<b>Service Area</b>	Statewide	<b>State Service Category</b>	Incarceration & Supervision	<b>Use of Dedicated Funds</b>	NA

Major Activities	2014-15 Estimated	2015 FTEs	2016-17 Recommend	2017 FTEs	% of Total
Direct Administration	\$ -	0.0	\$ -	0.0	0.0%
Business Operations: Field	\$ 921,864	18.3	\$ -	0.0	0.0%
Youth Care	\$ 16,328,042	159.4	\$ -	0.0	0.0%
Food Service	\$ 1,807,176	18.3	\$ -	0.0	0.0%
Youth Incentives	\$ 55,886	0.0	\$ -	0.0	0.0%
Set-asides	\$ 956,460	0.0	\$ -	0.0	0.0%
<b>TOTAL</b>	<b>\$ 20,069,428</b>	<b>196.0</b>	<b>\$ -</b>	<b>0.0</b>	<b>0.0%</b>





**Program: Halfway House Services**

Agency Ranking **23**  
out of 31

**Summary of Fiscal and Policy Issues**

**1 Location and Capacity.** Halfway House services are provided on a state-wide level to allow the provision of services to youth in closer proximity to their families and homes. Currently the eight halfway house programs are located in Harlingen, Corpus Christi, San Antonio, El Paso, Dallas, Fort Worth, Roanoke, and Brownwood (female). Current physical capacity is 176.

**2 Halfway House Services.** Juveniles residing in Halfway Houses are provided high school educational services, including GED preparation, through the local independent school district. Youth who qualify may enroll in on-line college and certification courses or attend college/vocational courses outside the halfway house.

Youth also participate in life skills groups, anger management groups, specialized treatment, and aftercare.

**3 Direct Administration:** According to the agency, direct administrative costs are not tracked separately for this program; therefore, no direct administration costs were submitted.

**Performance and/or Operational Issues**

**1 Use of Capacity.** In fiscal year 2014, JJD used halfway house capacity to much lesser degree than was planned at the time of the agency's LAR submission. In fiscal year 2014, the agency planned for an average of 196 beds, but used only an average of 135 beds. JJD plans to use an average of 146 of its 176 operational halfway housed beds in the 2016-17 biennium. Not utilizing the full capacity may not be an efficient use of state funds and may provide the opportunity for the closure of halfway house facilities. Use of JJD physical capacity and the disconnect between the agency's planned use of capacity and its funding request is a policy issue that the Eighty-fourth Legislature may choose to address.

**2 JJD Internal Audit of Schaeffer Halfway House (May 2014)**

**Student Trust Funds.** Three of five youth listed on the Student Fund Escheatment Report have funds on account that were not transferred to their next placement location. One youth had funds on account who was discharged and sentenced to the adult prison. Staff indicated that they were unsure how to process these funds.

**Youth Grievances.** One grievance was re-numbered by the Youth Rights Specialist (YRS). Per policy, youth should have access to pre-numbered grievance forms. Another grievance shows a youth date on the grievance form was altered; however, there is no youth initial to acknowledge the change.

Funding Alternatives Not Included in the Recommendations	Change from Recommendations		2017 FTEs
	GR-Related	All Funds	
<b>1 Reduce General Revenue Funding by 20%</b> The agency provided a funding alternative option to decrease the state funded portion of its program budget by 20% if required. According to the agency, this would force JJD to close two halfway houses, resulting in a loss of capacity of 30 to 40 beds and 50 FTE's. At projected population levels, it is possible that the closure of one house could be accommodated through placements at other halfway houses. The closure of a second halfway house would result in absorbing the displaced population into state secure facilities.	\$ (3,949,690)	\$ (3,949,690)	(50.0)
<b>2 Enhance General Revenue Funding by 20%</b> The agency provided a funding alternative option to increase the state funded portion of its program budget by 20%. According to the agency, the enhanced funding would be applied to further enhance programming in halfway houses, improving the available amount of funding for online college courses for eligible youth, independent living skills, and supplementation assistance for youth transitioning on parole to live independently. The agency did not indicate a need to increase halfway house capacity or assignments.	\$ 3,949,690	\$ 3,949,690	0.0