

Report to the Governor and the
Legislative Budget Board on
Monitoring of Community Supervision
Diversion Funds



December 1, 2006



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Executive Summary

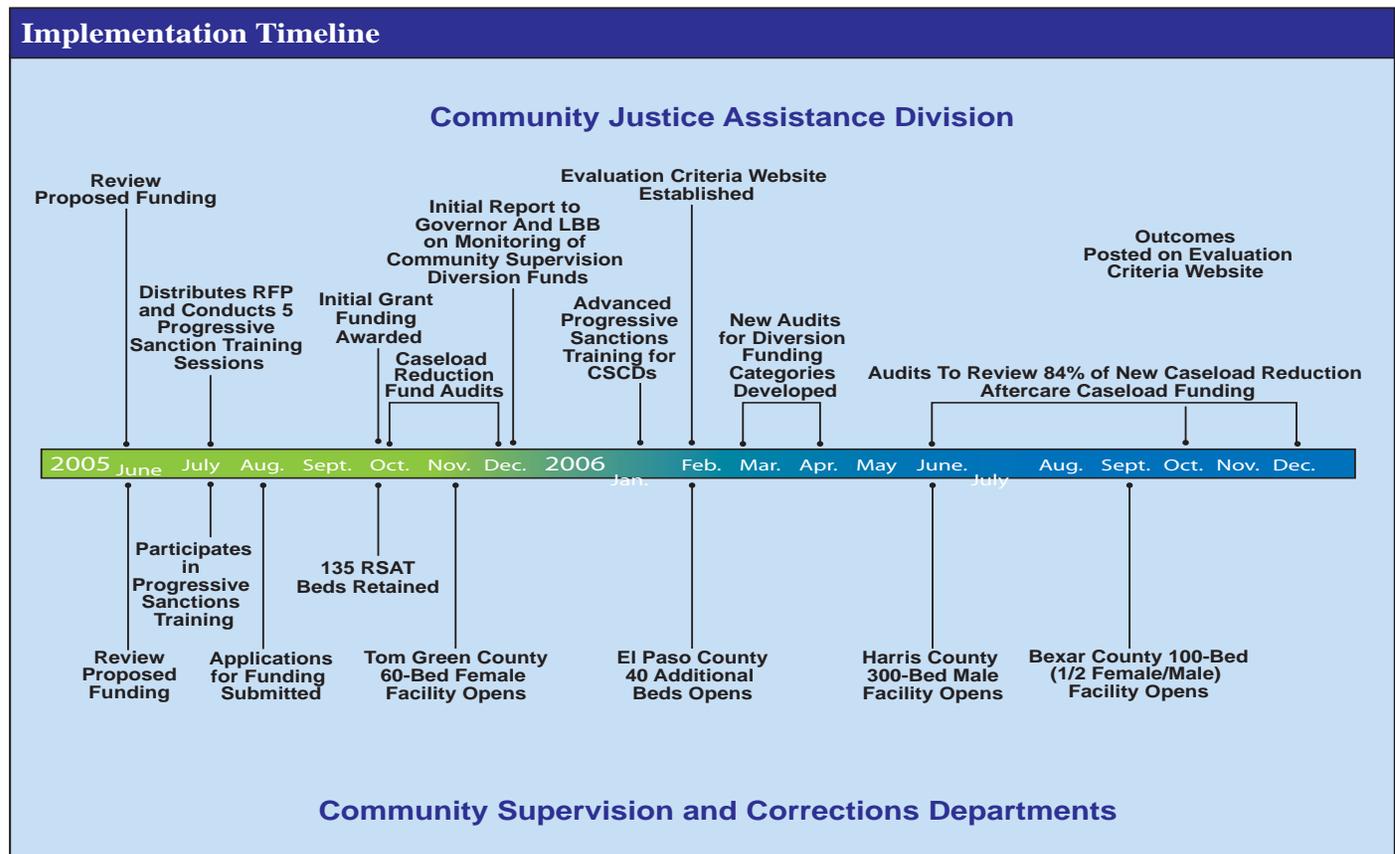
INTRODUCTION

The 79th Texas Legislature allocated approximately \$27.7 million per year in new diversion program (DP) funds to the Texas Department of Criminal Justice-Community Justice Assistance Division (TDCJ-CJAD) to strengthen community supervision by reducing caseloads, utilizing progressive sanctions models, and providing more community supervision options by appropriating funding for residential treatment and aftercare. The legislature established three appropriation riders to direct the utilization of this funding:

- \$14,092,422 per year shall be used to fund additional community supervision officers to reduce caseloads consisting of medium and high risk offenders,
- \$13,637,500 shall be expended each year on additional residential treatment and sanction beds,
- Funding should be given preference to Community Supervision and Corrections Departments (CSCDs) using a progressive sanctions model.

Riders also directed TDCJ-CJAD to establish an accountability system to monitor the effectiveness of the funding.

Implementation Timeline



IMPLEMENTATION AND MONITORING

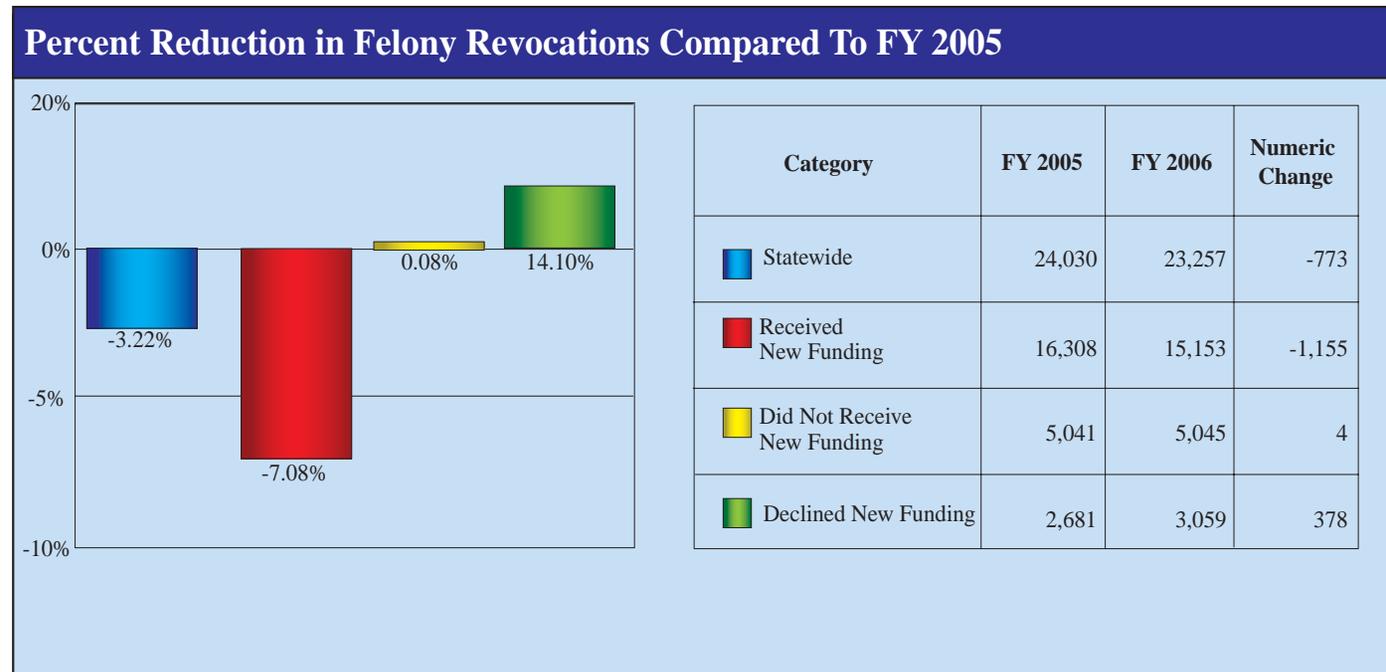
TDCJ-CJAD distributed a Diversion Program Funding Announcement to all CSCDs July 1, 2005, informing the departments of the additional diversion program funding, the appropriation rider requirements, application requirements, special grant conditions, training opportunities regarding the application for funds, and the categories of funding for caseload reduction, residential treatment and sanction beds, and aftercare caseloads.

- 26 caseload reduction and aftercare caseload diversion grants were allocated totaling \$14,092,422 for FY 2006,
- 11 residential treatment diversions grants were allocated totaling \$13,637,500 for FY 2006.

Eight evaluation criteria were established to monitor the effectiveness of the new diversion funds and progress was posted on a website quarterly. The most significant criteria included caseload size reduction, reduction in felony revocations, reduction in felony technical revocations, and increase in early terminations.

New audit procedures were developed to monitor the new diversion funds. The new audits included caseload reduction audits, progressive sanction audits, and aftercare program audits.

CSCDS RECEIVING NEW DIVERSION FUNDING HAD SIGNIFICANT REDUCTIONS IN FELONY REVOCATIONS



Executive Summary

For purposes of analyzing the impact of the new diversion funds, CSCDs were classified into three categories:

- **Received New Funding:** (26) CSCDs that had regular caseload sizes over 95 and accepted new funding.
- **Did Not Receive New Funding:** (72) CSCDs with regular caseload sizes under 95 that were ineligible for new funding.
- **Declined New Funding:** (23) CSCDs eligible to receive diversion funding because regular caseload size was over 95 but declined new funding.

Departments receiving new funding have cumulatively achieved significant levels of revocation reduction. Departments not eligible for funding or declining funding have had increased revocations to prison when comparing FY 2006 revocations to FY 2005. These departments have negatively impacted overall revocation reduction. Departments receiving new funding have accounted for 1,155 fewer revocations in FY 2006 compared to FY 2005. This reduction has been offset by an increase of 378 revocations in departments who declined funding, during the same comparison period.

Departments receiving new funding have exceeded departments not eligible for funding and departments declining funding on the most significant evaluation criteria associated with the new diversion funding. Departments receiving new funding have the largest:

- reductions in caseload size
- reductions in felony revocations
- reductions in technical revocations
- increases in early discharges

The delay of adding new residential capacity contributed to a lower reduction in revocations than the 10% originally targeted.

Expanding this initiative to non-funded departments may result in additional benefits in reducing revocations and lowering recidivism rates for probationers. As additional residential treatment beds become available and new officers become more proficient in supervision, revocations may decrease at a greater rate than the FY 2006 results.

MOVING FORWARD

FY 2006 represents the first 12 months of experience in implementing the new diversion funding provided by the 79th Legislature. The implementation of the progressive sanctions model requires judicial, prosecutorial, and departmental agreement and coordination for implementation. Local jurisdictions (CSCDs, judges, and prosecutors) have begun implementing progressive sanctions models. TDCJ-CJAD will work with local jurisdictions to view their progressive sanctions models as living documents, that expand and evolve as local jurisdictions gain experience and knowledge in their use.



Executive Summary

Revocation reduction goals will be maintained for FY 2007:

- CSCDs will be required to maintain their goal of reducing revocations by at least 10% of the number of FY 2005 revocations,
- CSCDs receiving caseload reduction funding in FY 2006 who did not achieve a 10% reduction will be the focus of additional technical assistance in utilizing progressive sanctions and targeted funding to achieve the 10% revocation reduction goal.

The combination of increased funding and the expanded use of progressive sanctions models to other jurisdictions could further benefit the Texas criminal justice system.



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INTRODUCTION

The 79th Texas Legislature allocated approximately \$27.7 million per year in new diversion program (DP) funds to the Texas Department of Criminal Justice-Community Justice Assistance Division (TDCJ-CJAD) for Strategy A.1.2 Diversion Programs for FY 2006-2007. These funds are intended to strengthen community supervision by reducing caseloads, utilizing progressive sanctions models, and providing more community supervision options by providing funding for residential treatment and aftercare. Rider 79 of the General Appropriations Act, 2005, stipulates that:

“...the Texas Department of Criminal Justice (TDCJ) shall develop a specific accountability system for tracking community supervision funds targeted at making a positive impact on the criminal justice system... The agency shall produce, on an annual basis, detailed monitoring, tracking, utilization, and effectiveness information on the above mentioned funds. This information shall include information on the impact of any new initiatives. Examples include, but are not limited to, number of offenders served, number of residential beds funded, number of community supervision officers hired, and caseload sizes. The agency shall provide documentation regarding the methodology used to distribute the funds. In addition to any other requests for information, the agency shall report the above information for the previous fiscal year to the Legislative Budget Board and the Governor’s Office by December 1st of each year.”

TDCJ provided a report to the Governor’s Office and the Legislative Budget Board on December 1, 2005 detailing the new diversion funds provided, appropriation riders associated with the funds, methodology for allocating the funds, and the monitoring, accountability, and evaluation procedures developed and implemented for this initiative.

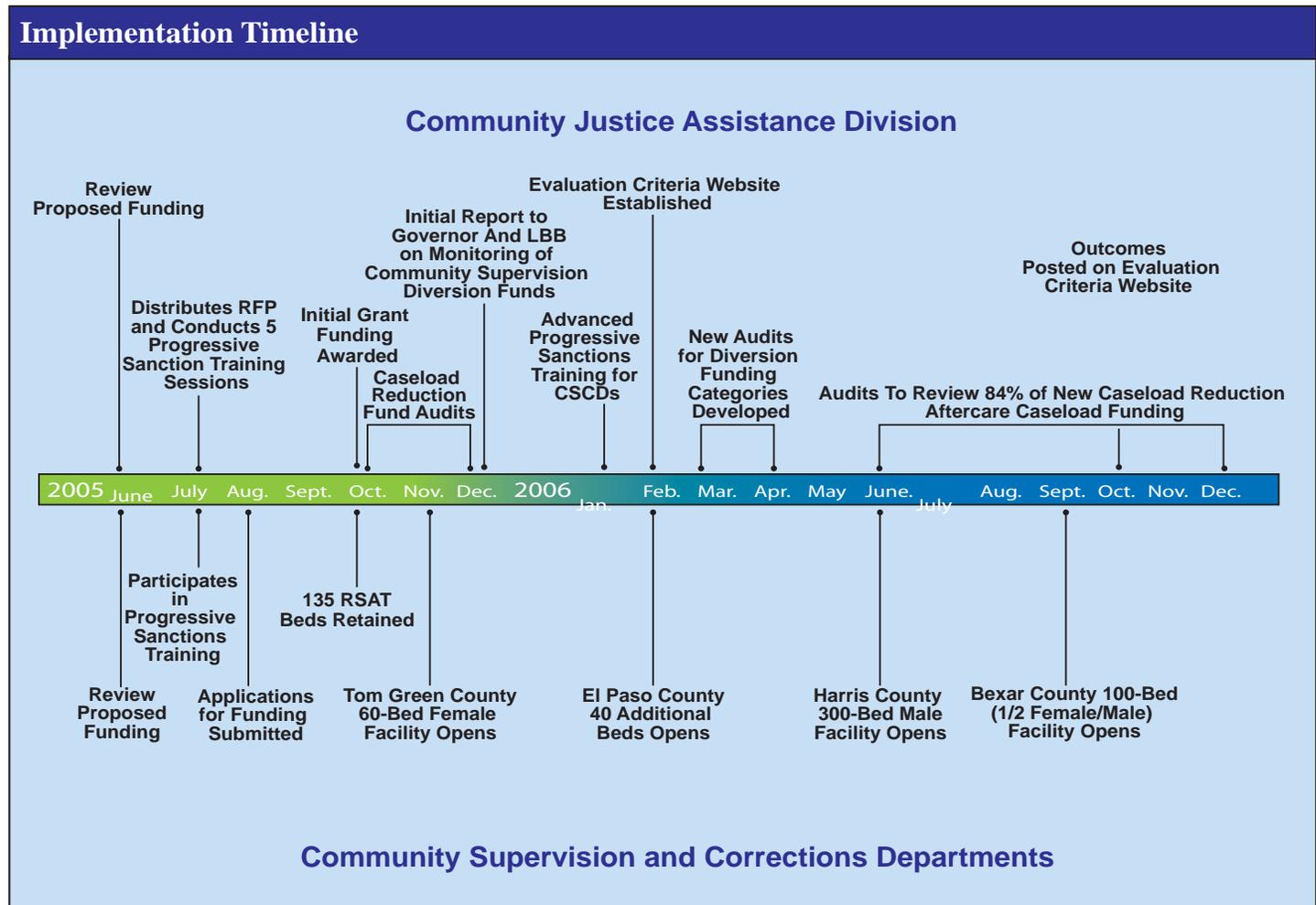
This report will detail the implementation, monitoring, accountability, and evaluation outcomes of the first year of the new diversion funding.



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IMPLEMENTATION

The chart below indicates major milestones achieved in the implementation of the new diversion funds. A more detailed implementation narrative follows the chart.



Detailed Implementation Chronology

May 2005	Legislature approved SB 1, General Appropriations Act, allocating an additional \$27.7 million annually in new diversion funds for TDCJ-CJAD to strengthen community supervision and reduce felony revocations.
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Detailed Implementation Chronology (continued)	
June 2005	The TDCJ Executive Director and the CJAD Director hosted a working group of legislators, the Texas District and County Attorneys Association, and community supervision professionals [including representatives of the Judicial Advisory Council (JAC), Probation Advisory Committee (PAC), the PAC Supervision Officer Committee, and the Texas Probation Association].
July 2005	TDCJ-CJAD distributed diversion grant funding announcement to CSCDs detailing riders and grant conditions. Technical assistance training for applications for funding is conducted in July 2005 and August 2005.
August 2005	Applications for funding are received.
September 2005	Applications for funds are reviewed and grant awards are announced.
October 2005	Initial grant funds are allocated. Funds allocated for new residential beds. Funds initially provided to retain 135 Residential Substance Abuse Treatment (RSAT) beds that would have been eliminated due to a reduction in federal funding.
October 2005 - December 2005	Caseload reduction funding audits conducted.
November 2005	Tom Green County CSCD opened new 60-bed female residential facility.
December 2005	Initial report to Governor and Legislative Budget Board on monitoring of community supervision diversion funds published.
January 2006	Hosted advanced progressive sanctions workshops for CSCDs. CSCDs presented progressive sanctions models.
February 2006	Evaluation Criteria website posted first quarter comparisons between FY 2005 and FY 2006 for 7 measures of impact of new funding. El Paso County CSCD opened 40 new residential beds.
March 2006 - April 2006	New audits designed to review stipulations of new diversion funding riders (caseload reduction funding, aftercare caseloads, and progressive sanctions).
May 2006	Second quarter results posted on evaluation criteria website.
June 2006	Harris County CSCD opened new 300-bed male residential treatment facility.
June 2006 – December 2006	Audits conducted to review 84% of new caseload reduction and aftercare caseload funding.
July 2006	Third quarter results posted on evaluation criteria website.
September 2006	Bexar County CSCD opened 100-bed (1/2 female/male) residential treatment facility.
October 2006	FY 2006 results posted on evaluation criteria website.

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TECHNICAL ASSISTANCE TRAINING

TDCJ-CJAD provided five training sessions on grant requirements, progressive sanctions models and other requirements of the new diversion grant funding in the summer of 2005.

The 3rd Annual Sentencing Conference, hosted by the Judicial Advisory Council and TDCJ-CJAD in November 2005, provided judges, prosecutors, defense attorneys, and CSCD staff training and presentations on the development and implementation of progressive sanction models.

Advanced progressive sanctions trainings were provided in January 2006. Dr. Edward Latessa, University of Cincinnati, and Dr. Anne Brockett-Volpe, Texas State University, reviewed progressive sanctions models presented by departments.

ALLOCATION OF FUNDING

On July 1, 2005, CSCDs were advised of the intent of Rider 71 with a list of all the CSCDs eligible for the funding. Rider 71 states that \$14,092,422 per year “shall be used to fund additional community supervision officers to reduce caseloads consisting of medium and high-risk offenders.” Departments were identified as eligible for caseload reduction funding if their average caseload size for regular officers exceeded 95 offenders per officer. Forty-nine (49) CSCDs were eligible to receive caseload reduction funding. Twenty-six (26) departments accepted funding and 23 departments declined. The majority of the CSCDs that declined funding stated that they and/or their judges did not agree with grant requirements specifying the implementation of progressive sanctions or revocation reduction goals. A few CSCDs indicated that they did not want to accept funding that might not be renewed or available after FY 2006-2007.



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MONITORING OF NEW DIVERSION FUNDS

As required by Appropriation Rider 79, TDCJ-CJAD developed an accountability system to track the impact and effectiveness of diversion program funds. TDCJ-CJAD established a website providing quarterly reports for each CSCD and the state summarizing their activities during the quarter and how those activities compared to FY 2005 performance. Performance measures that are monitored include:

- Felony Probation Placements compared to FY 2005
- Average Community Correctional Facility Population compared to FY 2005
- Community Supervision Officers Employed compared to FY 2005
- Felony Revocations compared to FY 2005
- Technical Revocations compared to FY 2005
- Termination Revocation Rate compared to FY 2005
- Early Discharges compared to FY 2005
- Numeric Reduction in Caseload Size compared to FY 2005

The Evaluation Criteria website can be accessed via the TDCJ website (www.tdcj.state.tx.us). Click on the “Adult Probation” Quick Link and then on the icon labeled “Monitoring of Community Supervision Diversion Funds”. The website currently (12/1/2006) reports outcomes on the evaluation criteria for the first year of the initiative.

ACCOUNTABILITY

To monitor compliance with new diversion grant requirements, TDCJ-CJAD developed three new audits:

- Caseload reduction audits
 - Determine the accuracy of caseload reports submitted to TDCJ-CJAD.
- Progressive sanctions audits
 - Determine if departments met all requirements of progressive sanctions model.
 - Determine the extent to which progressive sanctions model has been implemented.
- Aftercare program audits
 - Review compliance with requirements of aftercare caseload program.

The top seven CSCDs (Bexar, Dallas, Travis, Tarrant, Harris, Hidalgo, and El Paso) scheduled to receive caseload reduction funding were audited in the fall of 2005 in order to determine the accuracy of caseload data that departments submitted in December 2004 which were the basis for allocating caseload reduction funds. No substantive discrepancies were discovered in these audits. Between September 2005 through November 2006, 11 CSCDs (Harris, Dallas, Tarrant, Nueces, Travis, Bexar, Collin, Potter, Caldwell, El Paso and Hidalgo) were audited to determine the status of the implementation of the caseload reduction funding. This auditing process included



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verifying the number of new CSOs hired and the subsequent reduction of caseload sizes. These audits cover 84% of the \$14,092,422 allocated for caseload reduction funding.

CSCDs were also audited to review the extent to which the Community Supervision Officers (CSOs) were utilizing the CSCDs' progressive sanctions model. The audits covered a sample of high and medium cases, and included revocation files, to determine to what extent the progressive sanction model was used. The extent to which the CSCDs utilized incentives and early terminations was also reviewed.



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DEPARTMENTS RECEIVING NEW DIVERSION FUNDING HAD SIGNIFICANT REDUCTIONS IN FELONY REVOCATIONS

For purposes of analyzing the impact of the new diversion funds, CSCDs were classified into three categories:

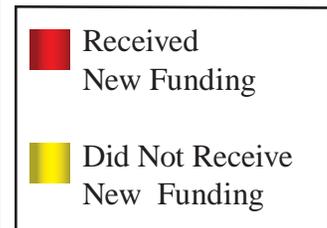
- **Received New Funding:** (26) CSCDs that had regular caseload sizes over 95 and accepted new funding.
- **Did Not Receive New Funding:** (72) CSCDs with regular caseload sizes under 95 that were ineligible for new funding.
- **Declined New Funding:** (23) CSCDs eligible to receive diversion funding because regular caseload size was over 95 but declined new funding.

Of the 26 departments receiving caseload reduction funding, 13 departments reported net declines in revocations totaling 1,538 fewer revocations in FY 2006 than FY 2005 and 13 departments reported net increases of 383 more revocations in FY 2006 than FY 2005. This resulted in a net decline of 1,155 fewer revocations in FY 2006 compared to FY 2005 for departments receiving caseload reduction funding.

There were 1,248 fewer technical revocations for departments receiving new funding comparing FY 2006 to FY 2005 and a 23% increase in early discharges from supervision for low risk offenders complying with supervision requirements.

For the state overall, there were a total of 773 fewer revocations to TDCJ in FY 2006 when compared to FY 2005. This represents a reduction of 3.22% in felony revocations to TDCJ when comparing FY 2006 to FY 2005.

CSCD	FY 2005	FY 2006	Change in Revocations	Percent Change in Revocations
DALLAS	3,183	2,816	-367	-12%
TARRANT	1,733	1,381	-352	-20%
HARRIS	3,549	3,327	-222	-6%
JEFFERSON	454	305	-149	-33%
EL PASO	594	460	-134	-23%
MCLENNAN	311	222	-89	-29%
NUECES	505	441	-64	-13%
CAMERON	357	306	-51	-14%
BOWIE	147	105	-42	-29%
WEBB	100	62	-38	-38%



For a complete listing of CSCDs' revocation reductions, please see Appendix B.

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As a whole, departments receiving new funding have achieved significant levels of revocation reduction. Departments not eligible for new funding or declining new funding have had increased revocations to prison when comparing FY 2006 revocations to FY 2005. These departments have negatively impacted overall revocation reduction. Departments receiving new funding have accounted for 1,155 fewer revocations in FY 2006 compared to FY 2005. This reduction has been offset by an increase of 378 revocations in departments who declined funding, during the same comparison period.

The initial decline in revocations has been achieved primarily through the institution of local progressive sanctions systems required of departments receiving new funding. The implementation of caseload reduction funding and residential treatment beds reflect processes that represent long-term improvements in the system, as officers are employed and trained and new treatment beds become available. The impact of this funding will take longer to demonstrate results than the first twelve months of this twenty-four month funding cycle.

Progressive sanctions can quickly demonstrate revocation reduction results as offenders who previously would have been revoked to prison upon initial violation are systematically sanctioned in a methodology designed to reduce supervision violations without revocation.

Departments receiving new funding have exceeded departments not eligible for new funding and departments declining new funding on the most significant evaluation criteria associated with the new diversion funding. As additional residential treatment beds become available and new officers become more proficient in supervision, revocations may decrease at a greater rate than the FY 2006 results.

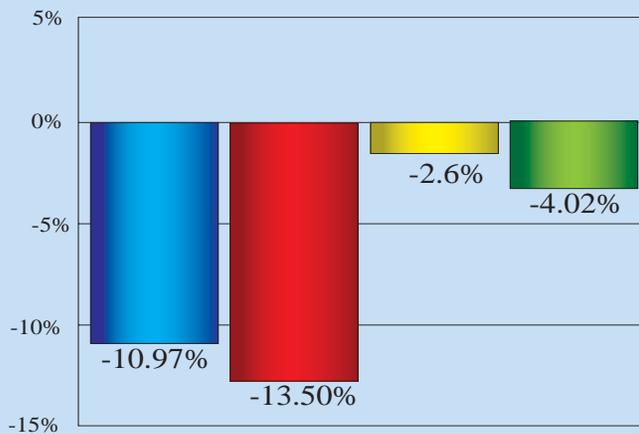
As detailed in the graphs on the following page, departments receiving new funding have the largest:

- reductions in caseload size
- reductions in felony revocations
- reductions in technical revocations
- increases in early discharges



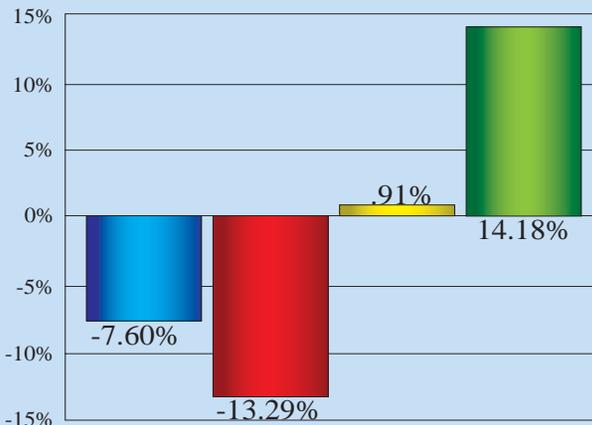
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Reduction in Caseload Size, Compared to FY 2005



Category	FY 2005 (4th Quarter)	FY 2006 (4th Quarter)	Numeric Change
Statewide	121.2	107.9	-13.3
Received New Funding	128.9	111.5	-17.4
Did Not Receive New Funding	99.9	97.3	-2.6
Declined New Funding	114.4	109.8	-4.6

Percent Reduction in Felony Technical Revocations, Compared to FY 2005



Category	FY 2005	FY 2006	Numeric Change
Statewide	13,455	12,432	-1,023
Received New Funding	9,388	8,140	-1,248
Did Not Receive New Funding	2,650	2,674	24
Declined New Funding	1,417	1,618	201



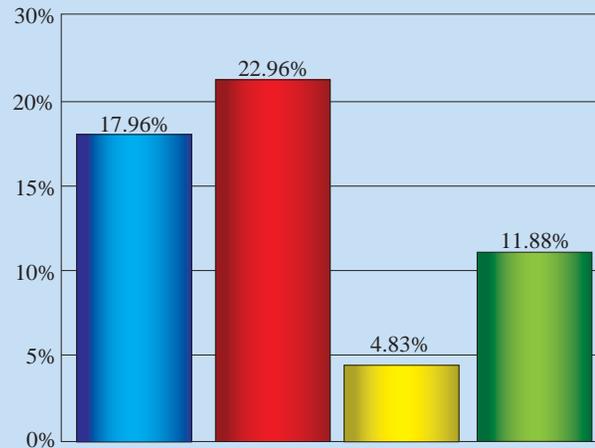
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Percentage Reduction in Felony Revocations, Compared to FY 2005



Category	FY 2005	FY 2006	Numeric Change
Statewide	24,030	23,257	-773
Received New Funding	16,308	15,153	-1,155
Did Not Receive New Funding	5,041	5,045	4
Declined New Funding	2,681	3,059	378

Percent Increase in Felony Early Discharge, Compared to FY 2005



Category	FY 2005	FY 2006	Numeric Change
Statewide	4,249	5,012	763
Received New Funding	2,935	3,609	674
Did Not Receive New Funding	952	998	46
Declined New Funding	362	405	43



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The remaining evaluation criteria are reported below. FY 2005 and FY 2006 data are reported and numeric and percent changes for each of the evaluation criteria are presented.

Felony Probation Placements, Compared to FY 2005

Categories	FY 2005	FY 2006	Change	% Change
Statewide	56,454	56,647	193	0.34%
Received New Funding	37,566	37,459	-107	-0.28%
Did Not Receive New Funding	12,151	12,192	41	0.34%
Declined New Funding	6,737	6,996	259	3.84%

Average Community Corrections Facility Population, Compared to FY 2005

Categories	FY 2005	FY 2006	Change	% Change
Statewide	2,332	2,402	70	3.00%
Received New Funding	1,853	1,925	72	3.89%
Did Not Receive New Funding	409	407	-2	-0.49%
Declined New Funding	70	70	0	0.00%

CSOs Employed, Compared to FY 2005

Categories	FY 2005	FY 2006	Change	% Change
Statewide	3,372	3,449	77	2.28%
Received New Funding	2,207	2,327	120	5.44%
Did Not Receive New Funding	782	751	-31	-3.96%
Declined New Funding	383	371	-12	-3.13%

Felony Revocations (%), Compared to FY 2005

Categories	FY 2005	FY 2006	Change	% Change
Statewide	47.00	46.00	-1.00	-2.13%
Received New Funding	47.50	46.38	-1.12	-2.36%
Did Not Receive New Funding	47.02	49.42	2.40	5.10%
Declined New Funding	46.52	49.04	2.52	5.42%



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CHALLENGES

CASELOAD SIZE REDUCTION

While caseload size for Community Supervision Officers (CSOs) has been reduced from 121 in September 2005 (before caseload reduction funding was allocated) for officers supervising regular caseloads (excludes specialized caseloads with average caseloads of 40) to 108 in July 2006, the targeted goal of 95 has not been achieved. A number of factors have contributed to this:

- When the request for caseload reduction funding was developed in August 2004 for the FY 2006-2007 Legislative Appropriations Request (LAR), caseload size was based on estimated caseload size of 116 offenders per regular officer (the latest data available at that time). The request to reduce caseload size estimated that an additional 391 officers would be required to reduce caseload size from 116 to 95.
 - The baseline caseload survey, conducted in September 2005 indicated that caseload size for regular officers had grown to 121, which would have required an additional 93 officers, or a total of 484 (391 original calculation + 93 additional due to higher caseload sizes) additional officers to reduce caseload sizes to 95.
- The salary and fringe benefit estimate used to determine the exceptional item request for caseload reduction officers was based on a salary of \$28,720 and benefits of \$7,323 for a total of \$36,043 to employ an entry level officer. Again, this was based on salary information available in August 2004 captured in a 2002 survey. FY 2006 salary data for entry level officers indicates salary and fringe benefits of \$41,206. This difference in salaries equates to 39 fewer officers than originally projected.
- The appropriation rider requiring a focus on medium and high-risk offenders resulted in some departments placing a priority on utilizing more experienced officers for these caseloads, who have higher salaries, than the projected entry level funding for caseload reduction officers. No estimate of this impact is available.



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COMMUNITY CORRECTIONS FACILITIES

Harris County CSCD was given a grant for 300 additional residential treatment beds and Bexar County CSCD was given a similar grant for 100 beds. This represented a significant amount of the new diversion funding for residential beds. These beds were delayed due to local government requirements, relocation of existing programs, renovation of facilities, and safety code requirements. Detailed information regarding the Harris and Bexar County opening dates is provided below:

Harris County CSCD

- Harris County identified the Peden facility as the location of their 300 bed residential facility. To utilize the facility, the Harris County CSCD Sex Offender Reporting Unit had to be relocated. In September 2005, the CSCD worked out a tentative agreement to move the Sex Offender Unit to a county owned building located on Lockwood Street, subject to approval by the county commissioner's court.
- In January 2006, the commissioner's court did not approve the move of the Sex Offender Unit to Lockwood Street due to lack of community support and other complications.
- The CSCD determined that they could move the Sex Offender Unit to a different building. In March 2006 the commissioners' court approved the move of the Sex Offender Unit and the retro-fitting needed at the Peden building. The contract for the treatment vendor was awarded on April 6, 2006.
- The first 20 residents were admitted on June 13, 2006. As of 11/20/2006, the Peden Facility (SATF-4) had 173 residents. They continue to admit residents each week and anticipate being at full capacity (300 residents) within 6 months. To date the Peden Facility has had 58 clients successfully discharged from the facility.

Bexar County CSCD

- In October 2005 Bexar County CSCD contacted the Health and Human Services Commission to request a public benefit lease for a building to house the SATF on the grounds of the San Antonio State Hospital. The lease agreement was approved and signed by HHSC on February 1, 2006. To bring the building up to code, however, the lease agreement specified that a fire safety water sprinkler system had to be installed before the building could be utilized.
- Due to delays in determining the actual cost of the sprinkler system, the agreement could not be presented to the commissioner's court until May 16, 2006 at which time it was approved. The contract for the installation of the sprinkler system was awarded on June 2, 2006 and work began the following day. The facility opened on September 18, 2006.



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- As of 11/20/2006, the facility had 46 residents. They continue to admit residents each week and anticipate being at full capacity (100 residents) within 2 months. To date the facility has discharged 5 clients successfully.

Because of the delay in the opening of these residential facilities, these departments were allowed to contract for residential substance abuse treatment services.

REVOCATIONS

The delay of adding new residential capacity contributed to a lower reduction in revocations than the 10% reduction originally targeted.

CSCD directors have noted that jail overcrowding has resulted in efforts to expedite case processing, including felony revocations, in recent months. Exacerbating this impact on felony revocations is the three month Substance Abuse Felony Punishment (SAFP) program waiting list. Efforts to utilize the SAFP program as a progressive sanction, quite often the last available sanction, are undermined by the SAFP waiting list and offenders opting for revocation to State Jail instead of SAFP. The fact that State Jail time is often less time than opting for SAFP placement/treatment often makes a State Jail revocation preferable to SAFP as a progressive sanction, for some offenders.



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MOVING FORWARD

FY 2006 represents the first 12 months of experience in implementing the new diversion funding provided by the 79th Legislature. The implementation of the progressive sanctions model requires judicial, prosecutorial, and departmental agreement and coordination for implementation. Local jurisdictions (CSCDs, judges, and prosecutors) have begun implementing progressive sanctions models. For each local jurisdiction, the implementation of progressive sanctions models requires:

- local leaders that have the leadership, change management, and skills necessary to implement these models,
- involvement of external stakeholders, such as other public safety partners and the community,
- on-going communication regarding planning and implementation throughout the jurisdiction.

TDCJ-CJAD continues to conduct program and fiscal audits monitoring the use of new diversion funds. Assisting departments that have not significantly achieved targeted reductions in revocation will be the focus of TDCJ-CJAD technical assistance, as well as requiring increased accountability for achieving funding goals. The Evaluation Criteria website will be updated quarterly in FY 2007 to continue to monitor and evaluate achievement of diversion funding goals. Additional gains are expected in revocation reductions as the use of progressive sanctions model increases and improves, new officers gain experience in working with offenders, and the new residential capacity begins to extend sanction options for local jurisdictions.

TDCJ-CJAD will continue to encourage local jurisdictions to work more collaboratively, help local jurisdictions to find ways to affect positive change in offender's lives, work with local jurisdictions to view their progressive sanctions models as living documents, that expand and evolve as local jurisdictions gain experience and knowledge in their use. TDCJ-CJAD will accomplish this through conferences and technical assistance trainings that bring together judges, prosecutors, CSCDs and other community supervision stakeholders.

Revocation reduction goals will be maintained for FY 2007:

- CSCDs will be required to maintain their goal of reducing revocations by at least 10% of the number of FY 2005 revocations,
- CSCDs receiving caseload reduction funding in FY 2006 who did not achieve a 10% reduction will be the focus of additional technical assistance in utilizing progressive sanctions and targeted funding to achieve the 10% revocation reduction goal.

The combination of increased funding and the expanded use of progressive sanctions models to other jurisdictions could further benefit the Texas criminal justice system.



APPENDICES

- 25** Appendix A: Funding Distribution
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CASELOAD REDUCTION

Appropriation riders established parameters for allocating diversion program funds for caseload reduction funding:

- Caseload reduction funds shall be used to fund additional community supervision officers to reduce caseloads consisting of medium and high risk offenders
- The General Appropriations Act efficiency measure established a target of reducing regular caseloads to 95
- CSCDs must establish a local progressive sanctions system
- TDCJ-CJAD required CSCDs to establish revocation reduction goals of at least 10% annually to meet legislative intent of reducing revocations

CSCDs with an average regular caseload size of 95 or less were ineligible for funding. The number of officers necessary to reduce average regular caseloads to 95, for CSCDs with average regular caseloads above 95, was calculated. The funds allocated for regular caseload reduction were allocated in proportion to the number of officers needed for each CSCD.

CSCDs with existing CCFs were eligible to apply for caseload reduction funding to employ CSOs for aftercare specialized caseloads for medium and high risk offenders returning to the community from CCF programs.

Departments were required to submit proposals that addressed the parameters detailed above regarding the use of a local progressive sanctions system, establishment of a goal to reduce revocations by 10% or more, employment of additional CSOs, and plans to target medium and high risk offenders.

The chart below details CSCDs receiving caseload reduction funding for FY 2006 as directed by Rider 71:

CSCDs	Caseload Reduction Grant Amount	CSCDs	Caseload Reduction Grant Amount	CSCDs	Caseload Reduction Grant Amount
Angelina	\$ 85,409	El Paso	\$ 744,428 ¹	Nueces	\$ 412,858 ¹
Bexar	\$ 1,887,094 ¹	Harris	\$ 2,440,446 ¹	Orange	\$ 85,408
Brazoria	\$ 170,817	Hidalgo	\$ 1,053,373	Potter	\$ 227,756
Brazos	\$ 199,286	Hill	\$ 28,469	San Patricio	\$ 43,036 ³
Burnet	\$ 28,469	Jefferson	\$ 142,348	Tarrant	\$ 1,366,537
Caldwell	\$ 227,756	Kleberg	\$ 56,939	Taylor	\$ 199,286
Cameron	\$ 309,655 ¹	Lubbock	\$ 434,203 ¹	Tom Green	\$ 127,357 ¹
Collin	\$ 370,104	McLennan	\$ 142,347	Travis	\$1,016,771 ²
Dallas	\$ 2,135,215	Montgomery	\$ 156,235 ¹		
TOTAL					\$14,092,422

¹ Received both the caseload reduction grant and the aftercare caseload grant.

² Received caseload reduction grant and pilot program grant.

³ Only received the aftercare caseload grant.



RESIDENTIAL TREATMENT BEDS

Appropriation riders established parameters for allocating funding for residential treatment and sanction beds funds:

- Preference was given to departments where there were currently existing, unfunded residential treatment and sanction beds
- Preference was given to departments that have higher rates of community supervision technical revocations

Grant conditions similar to the caseload reduction funding were also required:

- CSCDs must establish a local progressive sanctions system
- TDCJ-CJAD required CSCDs to establish revocation reduction goals of at least 10% annually to meet legislative intent of reducing revocations

In addition to funding new residential treatment beds, approximately \$2.79 million was allocated to avoid the loss of federally funded RSAT beds that were not fully funded for FY 2006-2007 (these federal funds do not go through the TDCJ budget). This funding supported approximately 135 of the 277 RSAT beds that would have been closed due to federal funding reductions.

Additional aftercare treatment for substance abuse treatment of medium and high risk offenders was funded in Harris and Montgomery counties.

The table below details residential treatment funding as directed by Rider 73:

Residential Beds as directed by Rider 73	Beds	FY 2006
Funding for New Beds		
Bexar	100	\$ 1,835,274
El Paso	40	\$ 401,624
Harris	300	\$ 5,957,847
Tom Green	60	\$ 1,514,158
Funding to Support RSAT Beds	135	\$ 2,790,856
Additional Funding Allocated for Aftercare Treatment		
Harris (to be utilized throughout the biennium)		\$ 1,092,741
Montgomery		\$ 45,000
Total Allocated	635	\$ 13,637,500

The above chart has been updated to reflect the allocation of \$200,000 (which was unallocated in FY2006) to be used in FY 2007.



APPENDIX B: PROGRESSIVE SANCTIONS SUPERVISION MODEL

(from July 1, 2006 Diversion Program Funding Announcement)

An acceptable Progressive Sanctions Supervision Model or Court must include the following components:

1. Reduced and specialized caseloads for supervision officers, which may include components such as substance abuse testing of defendants;

(Explanation: Medium and High Risk offenders will be supervised on reduced and/or specialized caseloads and may use services such as substance abuse testing only as a tool and not as the primary focus of the program.)

2. The creation, designation, and fiscal support of courts and associated infrastructure necessary to increase judicial oversight and reduce revocations;

(Explanation: Increased use of the courts and judicial intervention is to be used when administering sanctions and incentives.)

3. Increased monitoring and field contact by supervision officers;

(Explanation: Field contacts should be specific as to quantity and quality in accordance with the Special Grant Conditions.)

4. Shortened terms of community supervision, with increased supervision during the earliest part of the term;

(Explanation: Contact and supervision is differential based on Risk and Needs levels which are typically higher at the beginning of the supervision term; therefore, increased supervision should occur at the earliest part of probation. Defendants should not be kept under supervision for excessively long terms if successful completion of probation conditions warrants early termination.)

5. Graduated sanctions and incentives, offered to a defendant by both the departments and courts served by the department;

(Explanation: Sanctions are to be spelled out specifically for each violation and should be graduated according to the severity of the violation, severity of the initial offense and risk to the community. A system of incentives will also be developed by the CSCD in conjunction with the Court, and well defined to the community supervision officer. Both sanctions and incentives should be clear and specific and easily understood by the defendant.)



APPENDIX B: PROGRESSIVE SANCTIONS SUPERVISION MODEL

(from July 1, 2006 Diversion Program Funding Announcement)

6. The use of inpatient and outpatient treatment options, including substance abuse treatment, mental health treatment, and cognitive and behavioral programs for defendants. For identified need areas, TDCJ-CJAD approved assessment/evaluation instruments should be utilized to ensure offender placement into appropriate levels of treatment/intervention.

(Explanation: All available treatment resources should be identified and used.)

7. The use of intermediate sanctions facilities;

(Explanation: ISFs should be used as part of the progressive sanctions when numerous other interventions have been attempted but have failed to prevent the offender from continuing to violate conditions of supervision.

8. The use of community corrections beds; (Explanation: Community corrections beds including various types of treatment facilities and restitution centers will be used as part of the sanctions and services. Jail time should be considered before a defendant is ordered into a community corrections facility.)

9. Early termination strategies and capabilities; (Explanation: Early termination strategies should be spelled out specifically, including time frames for judicial review, and used as an appropriate incentive.)

10. Gang intervention strategies; (Explanation: Gang intervention strategies should be developed, including identification of gang members and services used for high risk offenders.)

11. Risk assessment techniques and reassessment techniques; and (Explanation: The type of Risk/Needs assessments and reassessments used will be identified. Determining risk/needs levels is integral to determining the amount of contact and supervision needed and to focusing sanctions and services on medium and high risk offenders.)

12. A method of tracking and reporting revocations. (Explanation: It is crucial to have a method of tracking and reporting revocations as well as successful completions of programs.)



APPENDIX C: REVOCATIONS BY CSCD BY NUMERIC CHANGE

CSCD	FY 2005	FY 2006	Numeric Change	Percent Change in Revocation
DALLAS	3,183	2,816	-367	-12%
TARRANT	1,733	1,381	-352	-20%
HARRIS	3,549	3,327	-222	-6%
JEFFERSON	454	305	-149	-33%
EL PASO	594	460	-134	-23%
MCLENNAN	311	222	-89	-29%
NUECES	505	441	-64	-13%
CAMERON	357	306	-51	-14%
BOWIE	147	105	-42	-29%
WEBB	100	62	-38	-38%
KLEBERG	99	62	-37	-37%
BELL	336	301	-35	-10%
CALDWELL	287	253	-34	-12%
MIDLAND	179	150	-29	-16%
HALE	113	87	-26	-23%
HUNT	132	110	-22	-17%
HOWARD	72	54	-18	-25%
LAVACA	75	58	-17	-23%
ECTOR	219	202	-17	-8%
ANDREWS	37	21	-16	-43%
UVALDE	65	49	-16	-25%
LUBBOCK	433	417	-16	-4%
ORANGE	146	132	-14	-10%
FALLS	82	69	-13	-16%
CHEROKEE	34	22	-12	-35%
ERATH	56	44	-12	-21%
FANNIN	62	50	-12	-19%
GALVESTON	325	313	-12	-4%
NOLAN	54	43	-11	-20%
PALO PINTO	54	43	-11	-20%
MONTAGUE	54	44	-10	-19%
COOKE	38	29	-9	-24%
JACK	65	56	-9	-14%

- Received New Funding
- Did Not Receive New Funding
- Declined New Funding



APPENDIX C: REVOCATIONS BY CSCD BY NUMERIC CHANGE

CSCD	FY 2005	FY 2006	Numeric Change	Percent Change in Revocation
HILL	78	69	-9	-12%
HASKELL	21	13	-8	-38%
REEVES	29	22	-7	-24%
BAYLOR	13	7	-6	-46%
ROCKWALL	94	88	-6	-6%
NAVARRO	79	74	-5	-6%
MATAGORDA	102	97	-5	-5%
WHEELER	10	6	-4	-40%
TYLER	15	11	-4	-27%
CROCKETT	19	15	-4	-21%
EASTLAND	22	18	-4	-18%
PECOS	40	36	-4	-10%
HARRISON	57	54	-3	-5%
UPSHUR	70	67	-3	-4%
LAMB	17	15	-2	-12%
CASS	43	41	-2	-5%
GRAY	42	40	-2	-5%
COMANCHE	60	58	-2	-3%
DEAF SMITH	61	59	-2	-3%
WILBARGER	13	12	-1	-8%
FLOYD	15	14	-1	-7%
MOORE	48	47	-1	-2%
WALKER	109	108	-1	-1%
FAYETTE	67	67	0	0%
HUTCHINS	47	47	0	0%
JIM WELLS	11	11	0	0%
RUSK	20	20	0	0%
BURNET	70	71	1	1%
PANOLA	63	64	1	2%
VAN ZANDT	43	44	1	2%
YOUNG	22	23	1	5%
MAVERICK	18	19	1	6%
HOOD	68	70	2	3%

Received New Funding

Did Not Receive New Funding

Declined New Funding



APPENDIX C: REVOCATIONS BY CSCD BY NUMERIC CHANGE

CSCD	FY 2005	FY 2006	Numeric Change	Percent Change in Revocation
BASTROP	181	184	3	2%
HARDIN	44	47	3	7%
STARR	38	42	4	11%
WINKLER	14	18	4	29%
BRAZORIA	263	268	5	2%
TERRY	24	29	5	21%
BAILEY	5	10	5	100%
CRANE	5	10	5	100%
WILLIAMS	228	234	6	3%
BROWN	79	85	6	8%
HOCKLEY	36	42	6	17%
CORYELL	50	57	7	14%
VAL VERDE	23	30	7	30%
WICHITA	164	173	9	5%
NACOGDOCHES	104	113	9	9%
SAN PATRICIO	86	95	9	10%
MILAM	36	45	9	25%
CHILDRESS	34	43	9	26%
DAWSON	62	72	10	16%
MCCULLOCH	14	24	10	71%
TOM GREEN	233	245	12	5%
ANDERSON	101	113	12	12%
SCURRY	15	28	13	87%
ANGELINA	165	179	14	8%
JONES	20	34	14	70%
BRAZOS	126	142	16	13%
SMITH	316	333	17	5%
ELLIS	183	200	17	9%
BEXAR	816	834	18	2%
LIMESTONE	87	105	18	21%
MORRIS	46	64	18	39%
JASPER	43	64	21	49%

- Received New Funding
- Did Not Receive New Funding
- Declined New Funding



APPENDIX C: REVOCATIONS BY CSCD BY NUMERIC CHANGE

CSCD	FY 2005	FY 2006	Numeric Change	Percent Change in Revocation
PARKER	91	113	22	24%
FORT BEND	158	181	23	15%
WOOD	63	87	24	38%
MONTGOMERY	257	283	26	10%
HOPKINS	131	159	28	21%
GREGG	111	139	28	25%
GUADALUPE	92	120	28	30%
LIBERTY	122	152	30	25%
ATASCOSA	106	136	30	28%
POTTER	360	391	31	9%
LAMAR	89	120	31	35%
POLK	137	169	32	23%
DENTON	294	327	33	11%
JOHNSON	194	227	33	17%
VICTORIA	148	187	39	26%
KAUFMAN	20	63	43	215%
HENDERSON	120	164	44	37%
KERR	119	170	51	43%
TRAVIS	1052	1104	52	5%
TAYLOR	209	268	59	28%
HIDALGO	703	773	70	10%
COLLIN	239	309	70	29%
GRAYSON	138	212	74	54%

- Received New Funding
- Did Not Receive New Funding
- Declined New Funding



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