

Texas Department of Criminal Justice
Community Justice Assistance Division

Bonita White, Director

Overview of TDCJ-CJAD Operations



Presentation to the Sunset Advisory Commission

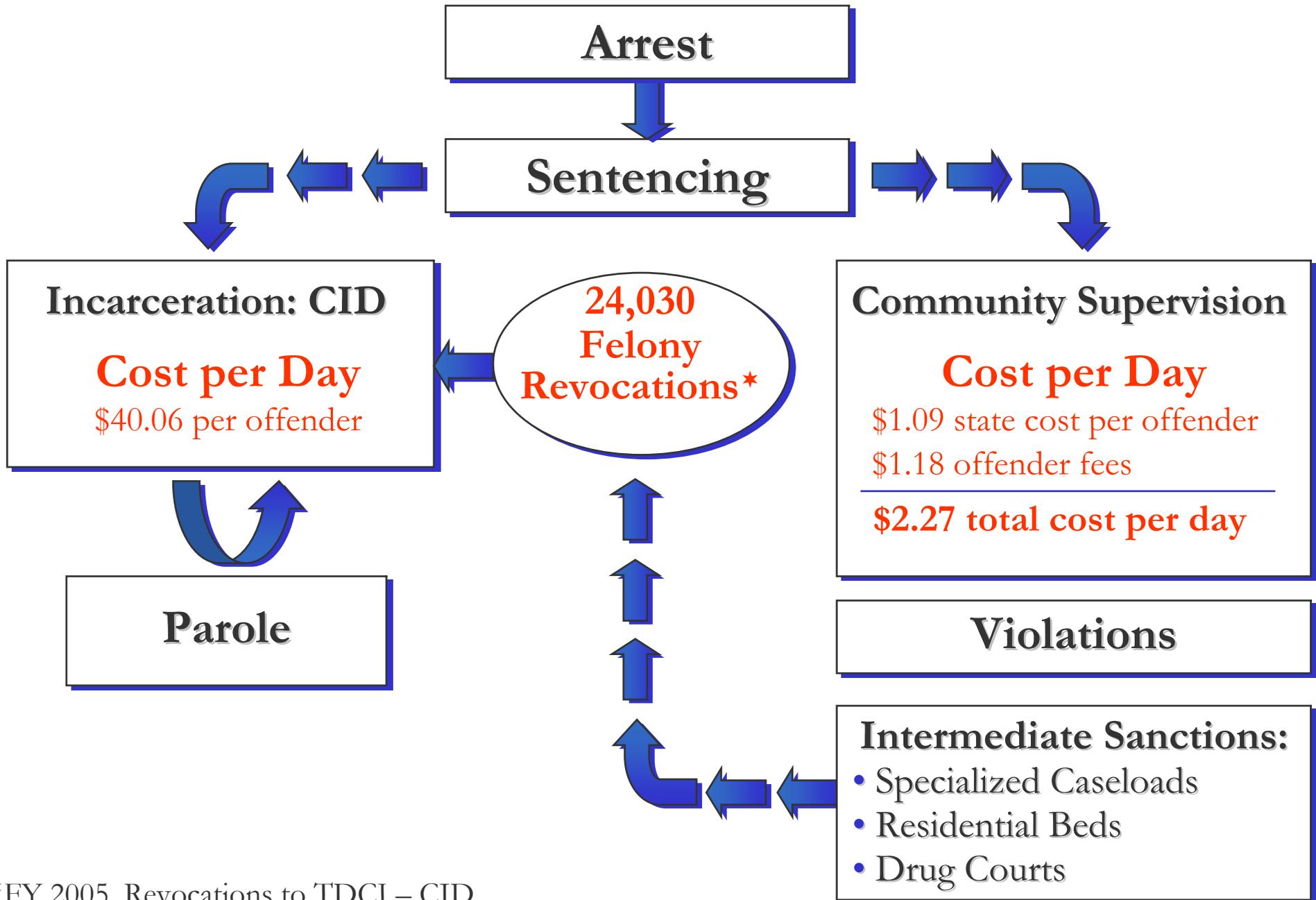
March 3, 2006

National Perspective: Texas has the largest Probation Population in the United States

| Selected States | Probation Population (Bureau of Justice Statistics, 2004) |
|---------------------|---|
| Texas | 429, 857* |
| California | 384,852 |
| Florida | 281,170 |
| Ohio | 227,891 |
| Michigan | 176,083 |
| United States Total | 4,151,125 |

*FY 2005, from TDCJ-CJAD

Overview of the Criminal Justice System in Texas



*FY 2005, Revocations to TDCJ – CID

Overview of Community Supervision in Texas

Our Vision

“The heart of an effective community supervision system is a well-trained, experienced community supervision officer who has a manageable caseload and local options to treat and sanction individuals.”

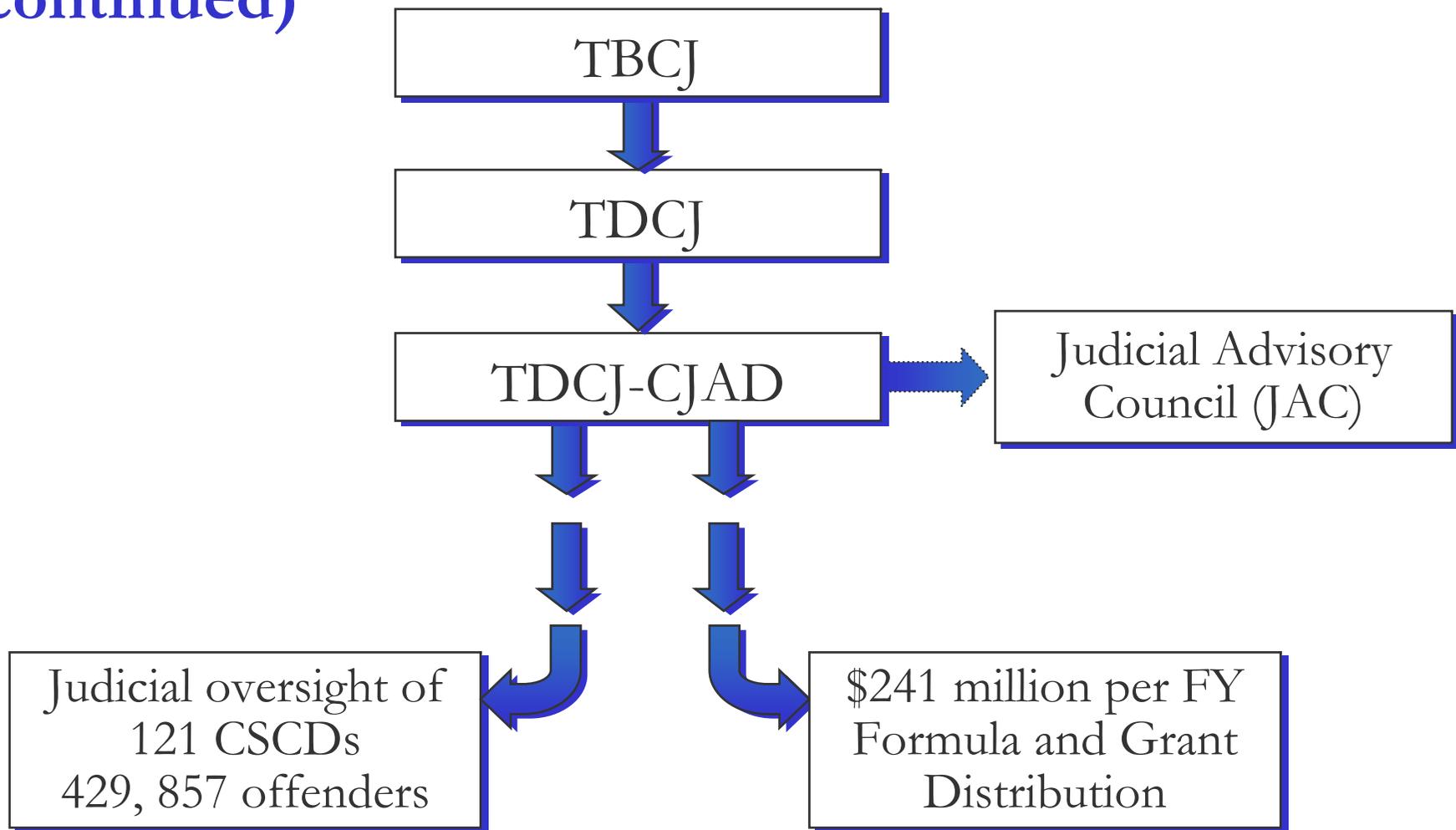
Mission Statement

“Our mission is to help Texas communities protect the public, help rehabilitate offenders and serve the victims of those offenders. We do this by developing sound public policy that leads to effective, community-based programs and services.”

Statutory Information

- Government Code 76, Community Supervision and Corrections Departments (CSCDs)
- Government Code 509, Community Justice Assistance Division
- Code of Criminal Procedure, Article 42.12
- CJAD Standards: Texas Administrative Code 161 and 163

Overview of Community Supervision in Texas (continued)



The TDCJ-CJAD is advised by the 12 member Judicial Advisory Council composed of judges and citizens as well as the Probation Advisory Committee composed of CSCD Directors and other professionals in the criminal justice system.

Overview of Community Supervision in Texas (continued)

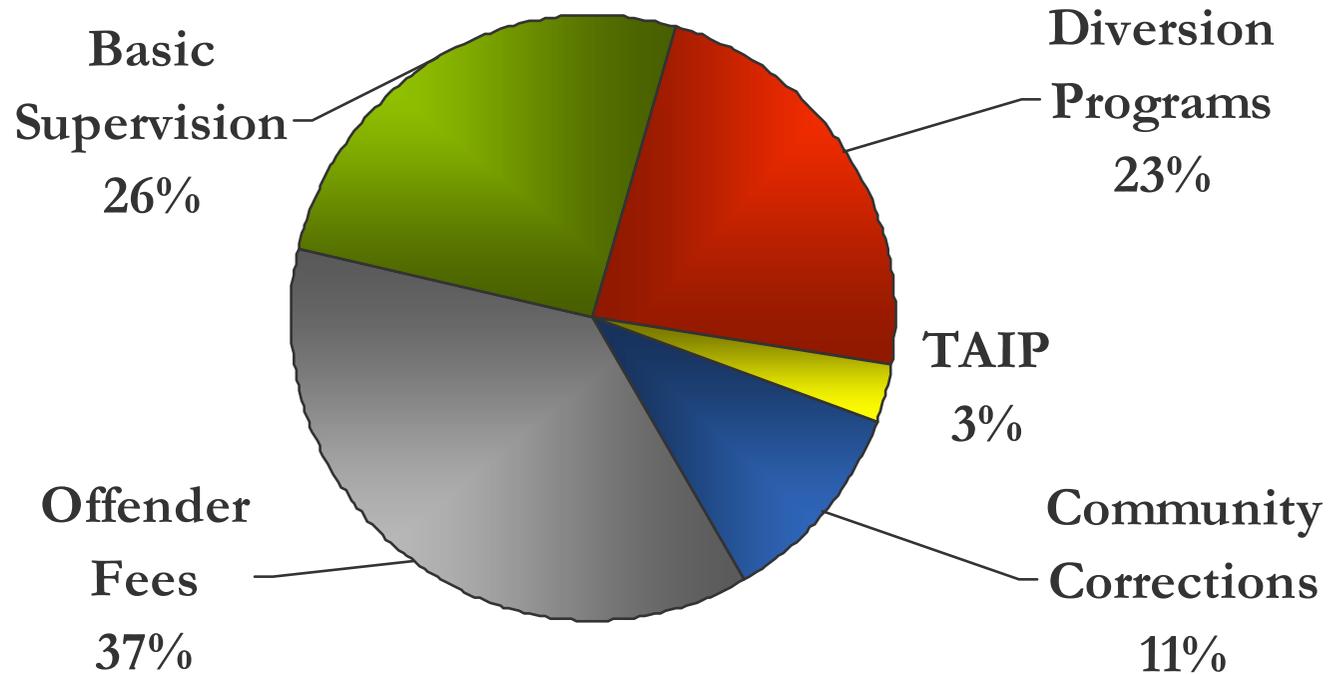
Role of CSCDs:

- Supervise and rehabilitate offenders sentenced to community supervision
- Monitor compliance with court-ordered conditions
- Offer a continuum of sanctions, regular reporting and specialized caseloads, residential confinement/programs, residential and non-residential treatment/correctional programs

TDCJ-CJAD is responsible for:

- Distribution of formula and grant funds
- Developing standards, including best-practice treatment standards
- Approval of Community Justice Plans and budgets
- Conducting program and fiscal audits
- Providing training and certification of community supervision officers

Sources of Funding for Community Supervision



| State of Texas Funding | FY 2006 |
|------------------------|-----------------------|
| Basic Supervision | \$98 million |
| Diversion Programs | \$89 million |
| Community Corrections | \$43 million |
| TAIP | \$11 million |
| Total | \$241 million* |

| Offender Fees Collected | FY 2005 |
|--------------------------------------|----------------------|
| Supervision Fees | \$127 million |
| Program Participation Fees | \$15 million |
| Total Offender Fees Collected | \$142 million |

* The above figures are rounded.

The Substance Abuse Felony Punishment program and the Mental Health Initiative provide substance abuse treatment and mental health services to probationers, respectfully. Those funds are not included in the amounts listed above..

Sources of Funding for Community Supervision (continued)

Formula Funds

- Requirements
 - Must comply with CJAD Standards.
 - Residential programs are evaluated utilizing the Correctional Program Assessment Inventory.
- Basic Supervision (BS)
 - Funds to provide basic community supervision services that meet required levels of supervision.
 - Funds are distributed based on previous calendar year's number of misdemeanor placements, and direct felonies and pre-trial counts of offenders on community supervision for each CSCD, related to the State's totals.
- Community Corrections (CC)
 - Provide aid to community based correctional programs for alternatives to incarceration.
 - Based on the previous calendar year's direct felony offender count and the county's civil population from the latest census.

Sources of Funding for Community Supervision (continued)

Grant Funds

- Requirements
 - Submission of signed special grant conditions
 - ▶ Assures that all funded programs would have the essential components that reduce recidivism
 - Program proposal and budget scores
 - ▶ Level of need for the program within the region
 - ▶ Non-duplication of programs and services
 - ▶ Comparison of projected output data to actual output data
 - Previous program, fiscal and compliance audits
 - Budget and Fiscal Analysis
 - ▶ Fund Balance
 - ▶ Percent capacity (CCFs only)
 - ▶ Proposed allowable overhead and administrative cost

Sources of Funding for Community Supervision (continued)

Grant Funds (continued)

- Treatment Alternative to Incarceration Program (TAIP)
 - TAIP is the primary statewide community-based substance abuse treatment program that targets probationers
- Diversion Program (DP)
 - DP funds target the diversion of felons from incarceration

Grant Funded Programs

Accountability

- Enhanced standards based on research
 - Analysis of risk level and risk factors of offender population and sentencing trends in specific locales
 - Outcome studies (Recidivism rates)
- Monitoring
 - Program Audits
 - Research-based audit tools (Correctional Program Assessment Inventory-validated through recidivism studies)
 - Special grant conditions
- Termination of programs based on:
 - Poor outcomes
 - Program proposal did not indicate the utilization of program components with demonstrated effectiveness as measured by recidivism studies (National Institute of Corrections; National Institute of Justice)

Grant Funded Programs (continued)

Grants targeted towards the diversion of felons from incarceration

■ Short-term Diversion

- Provide a sentencing alternative at the time of conviction
- Provide a sanctioning alternative to revocation when there is a violation of the conditions of supervision

■ Long-term Diversion

- Provide interventions which reduce risk factors and future criminal behavior (risk reduction)
 - ▶ Residential Programs (26 Diversion funded facilities, 2 additional facilities will begin operations in Bexar and Harris Counties during FY 2006)
 - ▶ Non-residential programs (151 Diversion funded programs including specialized caseloads with interventions, drug courts, etc.)
 - ▶ Batterer Intervention and Prevention Programs (30)
 - ▶ Treatment Alternative to Incarceration Programs (29)

Overview of TDCJ-CJAD



Executive Administration

Responsible for the overall management and operation of TDCJ-CJAD

- Reports to the TDCJ Executive Director
- Receives advice from the Judicial Advisory Council
- TDCJ-CJAD sections report to a member of CJAD management within Executive Administration
- Works with other divisions of TDCJ and CSCDs on matters of policy, administration and operations
- Prepares and distributes information to the general public, legislature, and CSCDs regarding all aspects of community supervision in Texas

Administrative Services

Provides daily administrative support to CJAD sections, CSCDs, and the Judicial Advisory Council

- Provides administrative support for the division
- Maintains and distributes information to the field
- Responds to external complaints and inquiries
- Performs human resource management work
- Develops and enhances victim services

Field Services

Primary responsibilities encompass many of the regulatory duties of the division

- Inspects and evaluates programs, operations, and case management practices for CSCDs, residential facilities and other grant recipients.
- Types of audits include:
 - Case Management Audits
 - Eligibility (for funding) Audits
 - Program Audits
 - Process Reviews
 - Transitional Audits for new CSCD directors
 - Audits by request from various sources (i.e. CSCD directors, Administrative Judges, Legislators, etc.)

Field Services (continued)

- Provides technical assistance to the CSCDs
- Analyzes and accepts 121 Community Justice Plans
- Reviews/approves budgets, contracts, and recommends grant funding
- Leads in the development of standards and guidelines
- Provides training to CSCDs regarding the Community Justice Plan and Audit Processes
- Provides training to CSCDs, non-profit agencies, and other divisions within TDCJ regarding areas of interest (i.e. domestic violence and cultural diversity)

Field Services (continued)

- Plans and promotes the delivery of substance abuse treatment services including immersion training
- Administers a statewide Treatment Alternative to Incarceration Program
- During FY 2005, the SAFP Unit made 4,479 offender placements to Transitional Treatment Centers
- Serves as a liaison between the CSCDs and the SAFPF units
- Develops and provides assistance in the delivery of services for sex offenders and special needs offenders

Fiscal Management

Monitors the financial activities of the funding recipients and the division

- Maintains division budget
- Distributes state funding to the CSCDs
- Develops CSCD financial audit guidelines
- Reviews 121 C.P.A. independent audits and follow-up visits to CSCDs on audit recommendations
- Defines and analyzes CSCD financial reporting requirements
- Reconciles Employee Retirement System payments by CSCDs

Fiscal Management (continued)

Responsible for administering health insurance benefits and optional coverage for approximately 6,000 CSCD employees

- There are 120 Benefit Coordinators & 112 Back up Coordinators that we communicate with regarding corrections, data entry and general ERS questions

Budget

Monitors the financial activities of funding recipients

- Ensures compliance with the Financial Management Manual
- Reviews and processes budgets and budget adjustments
- Ensures that contract and lease agreements are in compliance with the Contract Management Manual
- Develops CSCD contract monitoring guidelines

Information Systems Management Unit

Establishes and maintains effective exchanges of information

- Community Supervision Tracking System (CSTS)
 - Statewide automated information system of adult probation offender records on CSTS which includes, but is not limited to: demographic and offense information, transfer, supervision level/status and program participation histories.
- Integrated Database (IDB)
 - Database management system that tracks the financial and statistical records, including, but not limited to: Budget Monitoring, Community Justice Plans, Financial Management, Monthly Community Supervision and Corrections Reports.
- Employee Retirement System (ERS) - Reconciliation Process
 - Provide programming support for system that processes data from the Employee Retirement System for all local community supervision and corrections departments.
- Registrar System
 - Provide database administration support for the division's registrar system that maintains CSO Certification and training hours, as well as specific workshop information.

Research and Evaluation

Evaluates effectiveness of funded programs and maintains agency statistics

- Conducts research and releases reports regarding community supervision
- Reports performance measures to the LBB quarterly and annually on the Diversion Program funding
- Scheduled 15 research and evaluation projects for FY 06
- Responds to approximately 10 state and national surveys per year
- Responds to requests for information from the legislature, other state/national agencies and the news media
- Maintains agency statistics related to community supervision

Training and Staff Development

Responsible for the development and delivery of training and staff development of 3,500 Community Supervision Officers statewide

- Provided 37 trainings to 1,009 persons for a total of 21,380 training hours during FY 2005
- Statutorily responsible for providing CSO Certification and educational training and technical assistance to enhance CSCD operations
- Assesses training needs and develops new training programs for CSCDs and division staff to address evolving requirements for community supervision
- Plans/schedules training events for professional development of CSCD personnel and agency staff
- Collaborates with SHSU on the Resource Training Officer (RTO) program for field assistance with delivery of CSO certification
- Assists in the coordination of Regional Training sites to allow local CSCDs to share in the delivery of training programs

Strengthening Community Supervision



Reports Focusing on Strengthening Community Supervision

- Technical Violations Committee 2001
- House Committee on Corrections Interim Report 2002
- Senate Committee on Criminal Justice Interim Report 2002
- Criminal Justice Policy Council 2003
- Sentencing Survey 2004
- House Committee on Corrections Interim Report 2004
- Senate Committee on Criminal Justice Interim Report 2004
- Report to the Governor and Legislative Budget Board regarding the Monitoring of Community Supervision Diversion Funds 2005

Reports Focusing on Strengthening Community Supervision (continued)

Recommendations

- Reducing caseload sizes for Community Supervision Officers
 - High Caseloads: 116 direct cases
- Increasing residential treatment and sanction resources for prison diversions and increasing outpatient services for offenders needing substance abuse treatment services
 - Declining alternatives to incarceration: The number of community correction facility beds declined by 41% (4,751 to 2,800) from 1995-2004
- Developing a system of progressive sanctions to address technical violations
 - High percentage of technical revocations: 54% of revocations are reported as technical violations of supervision conditions

79th Texas Legislature



New Diversion Program Funding

Appropriation Riders

- Riders in the FY 2006-2007 Appropriation Act specify requirements for allocating new diversion grant funding.
- Rider 71
 - Probation Caseload Reduction: specifies that \$14,092,422 in FY 2006 and \$14,092,422 in FY 2007 shall be used to fund additional community supervision officers to reduce caseloads consisting of medium and high risk offenders.
- Rider 72
 - Progressive Sanctions Model: specifies that it is the intent of the Legislature, that to the maximum extent possible and from funds appropriated for diversion programs, CJAD shall give preference to community supervision and corrections departments using a progressive sanctions model.

New Diversion Program Funding (continued)

Appropriation Riders

■ Rider 73

- Residential Treatment and Sanction Beds: specifies that \$13,637,500 in FY 2006 and \$13,637,500 in FY 2007 be expended for additional residential treatment and sanction beds. TDCJ-CJAD shall give preference to community supervision and corrections departments having access to existing unfunded residential treatment and sanction beds. Preference shall also be given to departments that have higher rates of technical revocations in order to maximize the positive effect on the criminal justice system.

■ Rider 79

- Monitoring of Community Supervision Diversion Funds: specifies that TDCJ-CJAD shall develop a specific accountability system for monitoring, tracking, utilization, and effectiveness of diversion funds.

Monitoring of Community Supervision Diversion Funds

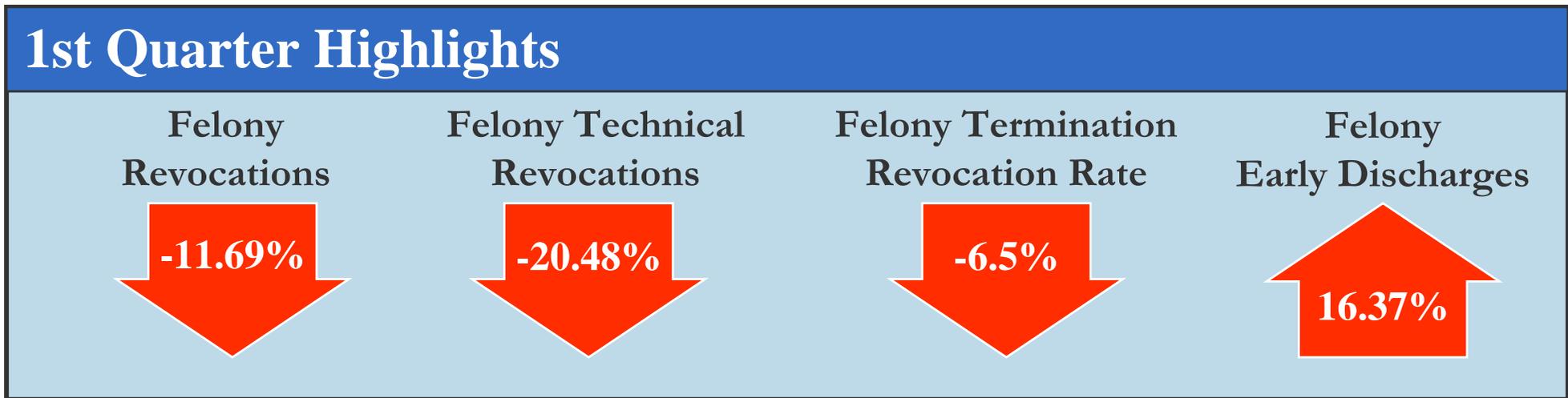
Evaluation Criteria

- Eight evaluation criteria have been established to track the impact and effectiveness of diversion funds.
 - Change in Felony Probation Placements compared to FY 2005
 - Percent Increase in Felony Early Discharges compared to FY 2005
 - Percent Reduction in Felony Termination Revocation Rate compared to FY 2005
 - Percent Reduction in Felony Technical Revocations compared to FY 2005
 - Percent Reduction in Felony Revocations to TDCJ-CID compared to FY 2005
 - Numeric Reduction in Caseload Size compared to FY 2005
 - Numeric Increase in Community Supervision Officers Employed compared to FY 2005
 - Average Community Correctional Facility Population compared to FY 2005
- The measures for FY 2006 will be reported quarterly, contrasting FY 2005 performance to FY 2006 performance.

Monitoring of Community Supervision Diversion Funds (continued)

Highlights

- Highlights of the first quarter evaluation criteria (September – November) are detailed in the chart below:



Monitoring of Community Supervision Diversion Funds

Analysis

- The first quarter of 2006 represents a period prior to full distribution and use of new diversion funds. Therefore, the impact on Community Supervision Officers employed and residential populations was expected to be negligible during this reporting period. Positive growth, however, is noted in both of these areas.
- Departments receiving diversion grants received training in progressive sanctions, established goals of reducing revocations 10% or more, and were initiating efforts to reduce revocations.
- Offenders terminating supervision by early discharge due to successfully meeting supervision conditions also increased.
- A website, reporting these results on a quarterly basis, is currently being used. You can access this website thru the main TDCJ webpage (<http://www.tdcj.state.tx.us/>) , click on the Adult Probation Quick Link and then on the icon labeled “Monitoring of Community Supervision Diversion Funds.”

Goal for Community Supervision



Goal for Community Supervision

Reduced caseloads and enhanced treatment and sanction resources, in conjunction with local progressive sanctions systems incorporating evidence-based practices, should result in revocation reduction.