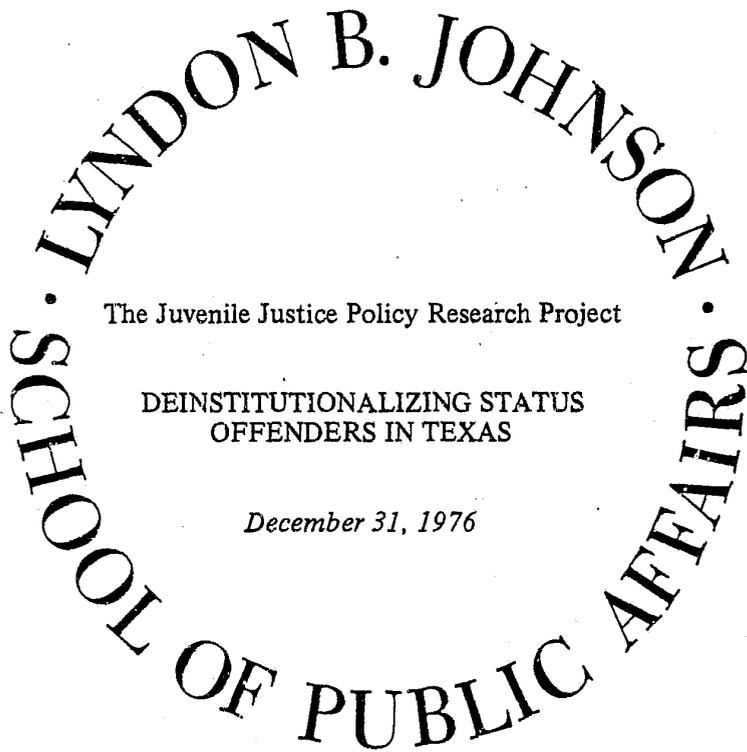


7



68808

Lyndon B. Johnson School of Public Affairs  
The University of Texas at Austin

The Juvenile Justice Policy Research Project

DEINSTITUTIONALIZING STATUS OFFENDERS IN TEXAS

Lyndon B. Johnson School of Public Affairs

December 1976

## TABLE OF CONTENTS

	<u>Page</u>
FOREWORD . . . . .	ii
PREFACE . . . . .	iii
POLICY RESEARCH PROJECT PARTICIPANTS . . . . .	v
I. THE JUVENILE JUSTICE SYSTEM . . . . .	1
II. STATUS OFFENSES AND STATUS OFFENDERS: THE QUANTITATIVE DIMENSIONS OF THE PROBLEM . . . . .	27
III. FACILITIES, SERVICES, AND PROGRAMS PERTINENT TO DEINSTITUTIONALIZATION . . . . .	42
State Agency Facilities, Services, and Programs . . . . .	45
Residential . . . . .	47
Crisis Care . . . . .	50
Counseling . . . . .	52
Testing and Evaluation . . . . .	53
Educational . . . . .	55
Employment . . . . .	55
Preventive Education . . . . .	57
Health . . . . .	59
Legal . . . . .	60
Recreational . . . . .	60
Referral . . . . .	61
Community Resource Development . . . . .	62
Survey of Community-based Facilities, Services, and Programs . . . . .	62
Concluding Observations . . . . .	67

TABLE OF CONTENTS (CONT'D)

	<u>Page</u>
IV. SOME GENERAL OBSERVATIONS ON DEINSTITUTIONALIZATION. . . . .	69
APPENDIX A. . . . .	87
APPENDIX B. . . . .	111
APPENDIX C. . . . .	128

OSJDP

## FOREWORD

Interdisciplinary research projects on policy problems are a distinguishing feature of the core program of the Lyndon B. Johnson School of Public Affairs. These projects involve both first and second year students enrolled in the School's Master of Public Affairs program and members of the faculty, generally in a ratio of about ten to two or about fifteen to three. These are designed, in so far as possible, to deal with issues of concern to a governmental agency. This is the case with the Juvenile Justice Policy Research Project. Supported by a grant from the Criminal Justice Division of the Governor's Office, its focus has been a set of key problems and issues associated with the policy decision to deinstitutionalize juvenile status offenders in the State of Texas.

The LBJ School sees a special value in a client-oriented policy research project. It provides rich opportunities for its graduate students to deal directly with governmental officials, administrators, legislators, voluntary organizations, and others involved in policy formulation, implementation, or evaluation. Moreover, it enables them to acquire or enhance many of the critical skills, competences, and understandings required for effective work on policy issues and problems.

This Final Report of the Juvenile Justice Policy Research Project was preceded by an Interim Report submitted to the Criminal Justice Division in April 1976 to assist it in preparing its Criminal Justice Plan for 1977. The estimates of the volume of recorded status offenses occurring in Texas, by county and region, as well as for the State as a whole, and the information on community-based facilities, services, and programs pertinent to the goal of deinstitutionalizing status offenders by August 1977 presented in the Interim Report have been revised and amplified for this Final Report. Larger issues of deinstitutionalization policy are also treated here in a fashion, it is hoped, that will aid not only the Criminal Justice Division, other State, and local agencies directly concerned with status offenses and offenders but also those institutions and organizations which play key roles in the development of the States' youth.

Jurgen Schmandt  
Acting Dean

## PREFACE

The Criminal Justice Division of the Governor's Office inquired in August of 1975 whether the Lyndon B. Johnson School of Public Affairs could provide it with assistance to achieve the State's goal of deinstitutionalizing juvenile status offenders by August 1977. After initial agreement that a Policy Research Project could be organized to do this, a grant application for support of the effort by the Criminal Justice Division was submitted by the LBJ School through The University of Texas at Austin. Formal award of the grant (No. JP-75-GO2-3330) was made in October 1975. However, the Juvenile Justice Policy Research Project, consisting of first and second year graduate students, two faculty members (Dr. Henry David and Dr. Anthony C. Neidhart), and two participating faculty (Larry J. Craddock and Frances Dodds of the Criminal Justice Division) had already been organized, and had held its first meeting on September 2, 1975.

The Project's overall purpose, according to the grant application, was "to assist CJD in removing some 30,000 juvenile status offenders from detention facilities into community-based resources by August 1, 1977." To fulfill that purpose, the Project planned to undertake a series of tasks, two of which were specifically designed to provide information concerning "the status offender problem and the resources to meet the problem" which could be used in developing the 1977 Criminal Justice Plan for Texas. That objective was served by the Project's Interim Report submitted in April 1976, but the Project devoted considerable effort subsequently to refining its estimates and projections of status offenses and to securing additional and more complete information on state and local facilities, services, and programs relevant to deinstitutionalization.

In order to secure external evaluations of its findings to that point in time, provide an opportunity for additional interaction with and among representatives from the key agencies and institutions concerned with status offenses, and also prompt examination of alternatives to deinstitutionalization, the Project conducted a day and one-half Conference on Deinstitutionalizing Status Offenders in Texas, March 25-26, 1976, at the LBJ School. The Conference program and the list of participants, which appear in Appendix D, indicate how it sought to realize these three purposes. The Conference also provided ample evidence that the agencies and institutions constituting the State's juvenile justice system cannot alone be expected to deal successfully with the status offender problem or with the prevention of delinquency.

The Juvenile Justice Project has been generously aided by staff not only of the Criminal Justice Division but also of the Texas Judicial Council, the Texas Youth Council, all other state agencies concerned with juveniles, by criminal justice planners throughout the State, and numerous other individuals. I am pleased to acknowledge here the Project's indebtedness to them.

Henry David  
Project Director

December 1976

POLICY RESEARCH PROJECT PARTICIPANTS

Leota R. Johnson, B.A., The University of Texas at Austin  
Paul Lauder, B.S., University of Wisconsin  
Joe M. Lopez, B.A., The University of Texas at Austin  
Malcolm C. MacDonald, B.A., University of Notre Dame  
Roy R. McCandless, B.A., M.A., The University of Texas at Austin  
Stephen L. Morgan, B.A., The University of Texas at Austin  
Gregory A. Roberson, B.A., The University of Texas at Austin  
Sarah M. Smith, B.S., The University of Texas at Austin  
George S. Stubbs, B.A., Texas Tech University  
Bonnie M. Young, B.S., Southwest Texas State University

Faculty:

Henry David, Professor of Public Affairs, Lyndon B. Johnson  
School of Public Affairs; B.A., The City College;  
M.A., Columbia University; Ph.D., Columbia University;  
M.A., Cambridge University, England.

Anthony C. Neidhart, Assistant Professor of Political Science,  
Southwest Texas State University; B.A., St. Mary's  
University; M.A., University of Oklahoma; Ph.D.,  
The University of Texas at Austin.

Participating Faculty:

Larry J. Craddock, Program Director of Corrections, Criminal  
Justice Division, Office of the Governor; B.A., The  
University of Texas at Austin; J.D., The University of  
Texas at Austin.

Frances S. Dodds, Director of Planning, Criminal Justice  
Division, Office of the Governor; B.S., The University  
of Texas at Austin

## CHAPTER I

### THE JUVENILE JUSTICE SYSTEM

The juvenile justice system in Texas, as well as elsewhere, is shaped by more than federal and state laws and local ordinances. Social values and mores, which are not uniform throughout the State, affect the public's perceptions of what constitutes inappropriate and impermissible conduct by juveniles and how such conduct should be handled. They are implicit in the juvenile justice system and influence the day-to-day operations of its key components, which are the juvenile courts, probation and youth services, the police, and facilities for detention, correction, and rehabilitation.

Also important is the functioning of the juvenile justice system are the facilities and services in existence for preventing behaviors that bring juveniles into contact with the system and for subsequently aiding, rehabilitating, or punishing them. In addition, what the juvenile justice system does is pervasively affected by all the private and public institutions and organizations that play a part, critical in some instances and marginal in others, in the developmental processes of growing up. These range from such central institutions as the family, the school, and the church to the mass media and a host of voluntary youth organizations. Finally, the juvenile justice system is also

a product of the partial and imperfect knowledge the society has not only about those developmental processes in particular but also about key dimensions of human behavior, both individual and group, of youths and adults.

#### The Legal Framework: Federal Laws

In the operations of the juvenile justice system, the law is at once regulative and highly visible. Since 1961, with the passage of the Juvenile Delinquency and Youth Offenses Act, federal law has exerted a growing influence upon state laws relating to the illegal behavior of juveniles and its treatment.<sup>1</sup> The Juvenile Delinquency and Control Act of 1968 gave the Department of Health, Education, and Welfare the task of formulating a national approach to juvenile delinquency and to encourage the states to develop comprehensive state plans for dealing with it. Under the Act, when HEW approved such plans, the states were eligible to receive federal funds to implement programs of prevention, rehabilitation, training, and research. The first Omnibus Crime Control and Safe Streets Act of 1968 by implication authorized federal funding of state efforts aimed at delinquency prevention and control. This was done explicitly when the law was amended three years later. At that time, an Interdepartmental Council on Juvenile Delinquency was established to

---

1. As early as 1912, the Children's Bureau, created in that year, was charged with investigating and reporting on a host of subjects involving children, including the juvenile courts.

monitor and coordinate all federal programs in the area. This in effect recognized the complexity of juvenile delinquency problems and the variety of federal measures and resources presumably pertinent to their reduction and to youth development. By 1974, it may be noted, a total of 116 such programs were in existence.

Another Juvenile Delinquency Prevention Act was adopted in 1972 which permitted HEW to provide support for prevention programs external to the juvenile justice system. It also clarified the responsibilities in the delinquency field of the Law Enforcement Assistance Administration (LEAA) which had come into being with the Omnibus Crime Control and Safe Streets Act of 1968. That Act was amended in 1973 so as to require state plans for law enforcement and criminal justice to incorporate a component on juvenile delinquency. Meanwhile, increasing attention was being focused on the large proportion of youths who were incarcerated in correctional institutions and jails for conduct or acts deemed illegal because of their legal status as juveniles. For adults, such conduct or acts were not offenses. A 1972 LEAA survey showed that two out of five of the incarcerated male juveniles and seven out of 10 of the females had committed status offenses and not criminal acts.

Concurrently, there was an intensification of concern, on both the federal and state levels, with preventive

measures, with diverting status offenders from the justice system, and with providing them with community-based supportive and rehabilitative services, as an alternative to holding them in secure detention in jails with adult offenders and in large correctional and training institutions. These were some of the considerations that shaped the next major federal law--the Juvenile Justice and Delinquency Prevention Act of 1974. Signed by the President September 7, 1974, with reservations, this complex measure was a product of extensive hearings, initially, competing legislative approaches in the Senate and the House of Representatives, and overwhelming bipartisan support.<sup>2</sup> Its essential provisions were summarized by one of its chief protagonists, Senator Birch Bayh, in submitting the report of the Conference Committee:

It creates a new Office of Juvenile Justice and Delinquency Prevention in LEAA. . . .

It revises the method for the composition of the existing LEAA State and regional planning agencies to guarantee adequate representation on planning boards, at the State and local levels, of specialists in delinquency prevention, including representatives of public and private agencies. . . .

It authorizes a new set of programs of delinquency prevention, diversion from the juvenile justice system, and community-based alternatives to traditional incarceration, all of which are designed to stem the high incidence of juvenile crime and the extremely high incidence of recidivism among juveniles. . . .

It establishes the Coordinating Council on Juvenile Justice and Delinquency Prevention, and it creates a National Advisory Committee appointed by the President to . . .the LEAA. . . .

---

2. See, *Indexed Legislative History of the "Juvenile Justice and Delinquency Prevention Act of 1974"* (Washington, D. C.: Office of General Counsel, Law Enforcement Assistance Administration, October 29, 1974.)

It authorizes direct grants to agencies to develop new approaches to juvenile delinquency prevention and requires that at least 20 percent of these funds must go to private nonprofit agencies. . . .

It establishes within [the] Office [of Juvenile Justice and Delinquency Prevention] a National Institute of Juvenile Justice. . . [with research, clearinghouse, and training functions] .

It improves. . .Federal procedures for dealing with juveniles in the justice system, with the goal of letting Federal standards serve as a working example for improved procedures in the States. . . .

It establishes a National Institute of Corrections within the Federal Bureau of Prisons.

It establishes a Federal assistance program for local, public, and private groups to establish temporary shelter care facilities for runaway youth and their families.<sup>3</sup>

The Act's wide-ranging implications for the juvenile justice system in Texas and its approach to remedial measures and delinquency prevention programs cannot be given the examination here that they deserve. They raise issues that go beyond the scope of the work of the Juvenile Justice Project which was defined by the State's decision to be responsive to the declared policy of the Act. That policy is "to provide the necessary resources, leadership and coordination. . . to divert juveniles from the traditional juvenile justice system and to provide critically needed alternatives to

---

3. *Ibid*, pp. 431-432..

institutionalization. ..."<sup>4</sup>

The law stipulates that for a state to receive federal grants, it must commit itself to plan for and assure "that juveniles who are charged with or have committed offenses that would not be criminal if committed by an adult, shall not be placed in juvenile detention or correctional facilities, but must be placed in [community-based] shelter facilities."<sup>5</sup>

In complying with the terms of the Act, Texas, as well as 40 other states, has undertaken to deinstitutionalize its juvenile status offenders by August 1977--that is, two years after submitting the required State plan. A concomitant commitment by the State is to develop and provide the alternatives to institutionalization--namely, a variety of community-based facilities, services, and programs. Among those mentioned in the Act are "foster-care and shelter-care homes, group homes," counseling services, both individual and family, and health, recreational, occupational, and educational services. The State had been moving toward the goals of diversion from the juvenile justice system and deinstitutionalization of status offenders before the 1974 Act. These objectives were endorsed in the *1971 Criminal Justice Plan for Texas*, which also advocated the development of community-based facilities and resources. So did subsequent

---

4. Sec. 102(b).

5. Sec. 223(12).

Criminal Justice plans. The 1973 Plan even broached the idea of decriminalizing status offenses. The *Supplement to the 1975 Criminal Justice Plan*, submitted by the Criminal Justice Division (CJD) of the Governor's Office, to LEAA after the passage of the 1974 Act, registered the State's formal decision to adopt a policy of deinstitutionalization with the assistance of federal funds.<sup>6</sup>

There were other evidences of a growing conviction that the incarceration of juvenile offenders in jails and large state correctional institutions and training schools was counterproductive. This note was strongly registered in the 1973 investigation by the House Human Resources Committee of the Legislature into the delivery of services to youth in the State. The need for community-based programs serving the ends of delinquency prevention, diversion, and rehabilitation of committed juvenile offenders was a major theme of the report by the Interagency Task Force on Youth Care and Rehabilitation in December 1974.<sup>7</sup> Governor Dolph Briscoe had established this body in October of the preceding year by Executive Order. The fifth of the 14 recommendations made by the Task Force outlined the steps to be taken to meet that need.

Meanwhile, beginning in 1973 significant revisions were being made in State law bearing upon delinquent children

---

6. LEAA approved the grant award August 17, 1975.

7. A Plan for Child and Youth Care in Texas, prepared for Governor Dolph Briscoe (December 1974).

and children in need of supervision. These produced changes in the relationship of such children to and their treatment in the State's juvenile justice system. These developments in State law are covered, together with a description of the way status offenses are defined and status offenders are dealt with in the juvenile justice system, in the following section.

### State Law and Juvenile Justice

Title 3 of the Texas Family Code enacted in 1973 defines a juvenile offender as a person who is ten years of age or older and under 17, or who is 17 years old or older but not yet 18 "alleged or found to have engaged in delinquent conduct or conduct indicating a need for supervision as a result of acts committed" before age 17. (Sec. 51.02) That Title of the Family Code is concerned with children who are delinquent or in need of supervision, but not with those who are dependent or neglected. Juveniles who, for example, are truant from school or run away from home fall into the category of those whom juvenile courts--by law given the authority to act as a wise parent for the welfare of the child--may find to be in need of supervision. Such conduct constitutes an offense simply because of the age of the person engaging in it.

The declared purposes of Title 3 of the Texas Family Code are to provide for the care, protection, and wholesome

moral, mental, and physical development of children; to protect the community by controlling the commission of unlawful acts by children; and to remove the taint of criminality from children committing unlawful acts by substituting a program of treatment, training, and rehabilitation. The Code also states that these purposes should be accomplished within the family environment whenever possible, and that children should be separated from parents only for reasons of their welfare or the maintenance of public safety. In addition, it stipulates judicial procedures for the juvenile courts designed to assure a fair hearing and the application of the constitutional and other legal rights of the parties involved in matters with which they deal.

The Family Code was amended in 1975 to redefine delinquent behavior and conduct indicating a need for supervision.

Section 51.03(b) states that a need for supervision is shown by:

- (1) conduct, other than a traffic offense, that on three or more occasions violates either of the following: (a) the penal laws of this State of the grade of misdemeanor that are punishable by fine only; or (b) the penal ordinances of any political subdivision of this State;
- (2) the unexcused voluntary absence of a child on 10 or more days or parts of days within a six month period or three or more days or parts of days within a four week period from school;
- (3) the voluntary absence of a child from his home without the consent of his parent or guardian for a substantial length of time or without intent to return; or.

(4) conduct which violates the laws of this State prohibiting driving while intoxicated or under the influence of intoxicating liquor (first or subsequent offense) or driving while under the influence of any narcotic drug or of any other drug to a degree which renders the person incapable of safely driving a vehicle (first or subsequent offense).

It should be noted that under the 1975 Family Code amendment dealing with delinquent behavior, a juvenile judge could adjudicate a youth delinquent who had committed a status offense under certain conditions. Thus, where it had been determined that a juvenile had been truant, or had run away from home and had been placed on probation, violation of the probation order by subsequent truant or runaway conduct would be a violation of a court order and a basis for a finding of delinquent conduct. (Family Code, Sec. 51.03(a)).

Not all children whose conduct involves status offenses, as will be seen,<sup>8</sup> are processed through the juvenile justice system in Texas. Many runaways return home before they are reported missing. Probably most truants are not reported to juvenile courts and youth services. Because of the very nature of the offenses, there is an understandable reluctance on the part of parents and others to refer children who run away from home and do not go to school when they should to the juvenile courts.

Children who make contact with the juvenile justice system do so in a number of ways. They may (1) report themselves to a law enforcement official; (2) be referred to the system by

---

8. See below, pp. 12ff., 26.  
-10-

a school or social agency; (3) be referred to the court by a law enforcement system; (4) be referred by a parent, guardian, or a citizen; (5) be referred to a juvenile court by another court; and (6) be referred by an order of a juvenile court. A large proportion of status offenders come to the attention of the juvenile justice system through law enforcement officials who observe their conduct, as in the case of runaways, or are asked to apprehend them.

But law enforcement officials in many counties of the State also exercise wide discretionary authority to divert juvenile offenders from the juvenile justice system.<sup>9</sup> Their personal values, their conceptions of impermissible and permissible behavior on the part of the young, their attitudes toward different socio-economic and ethnic and racial minorities, as do those of the communities in which they serve, influence the ways the discretionary authority of law enforcement authorities is applied. These factors, of course, also affect decisions on referring children to the juvenile justice system made by teachers and school administrators and employees of social agencies.

A law enforcement officer may take a youth into custody when there are reasonable grounds for believing that the conduct observed or reported is delinquent or indicates a need for supervision. There is, however, an alternative to this. A (warning notice) may be issued by a law enforcement

---

9. See below, pp. 17ff.

official when certain conditions are met. These conditions require the existence of guidelines for using warning notices issued by the law enforcement agency which have been approved by the juvenile court of the county. If these conditions are not met, the warning notice option cannot be exercised.

When they are met, a law enforcement official issuing a warning notice has to send copies of it to the child and its parent, guardian, or custodian, describing the status offense or delinquent conduct. A copy also has to be filed with the law enforcement agency, or with an appropriate office or official designated by the juvenile court. If this is not done, a warning notice cannot be used as a basis for future action.

What in fact is likely to happen when a runaway youth or a truant comes into contact with the juvenile justice system? Practices vary in the State, but the typical pattern with runaways is as follows: The law enforcement official encountering a suspected runaway will ask for an ID and check on the youth's age. If the youth lacks identification, will not cooperate, or is in fact a runaway, he or she will be brought to the police station. There the youth is not fingerprinted or interrogated at the regular booking desk, but is taken to the Youth Services Division, if there is one. Until a positive ID is made, the youth is likely to be detained in jail and then transferred to the county detention home, if

there is one, and remain there until a parent or guardian arrives to take him or her home. In the absence of a detention home, the child will remain in the designated jail for juveniles, as will be seen. The great majority of out-of-town runaways appear to be detained for less than two days before they are picked up by parents.

There are occasions when a Youth Services Division or the detaining law enforcement officials conclude that the youth's family is not capable of raising the child properly and refer the case to the child welfare unit of the Department of Public Welfare. (This latter unit, it appears, is generally in a position to deal only with critical cases.)

The pattern for truants is different. In the past it was common for police officers who encountered truants to take them to school. Today, law enforcement officials are likely to ignore truants, unless they are reported by schools or parents. There is evidence that schools frequently avoid reporting truant youths who are also behavior problems, and that teachers and school administrators are relieved to have them temporarily out of school, where their presence tends to be disruptive. When law enforcement officials come into contact with truants, they generally counsel and warn them, frequently without taking them to the police station, and then release them to their parents. It is not known just how effective or ineffective counseling by police, who are not specifically trained for this function, is. Nevertheless,

counseling of this kind is a characteristic element in the diversion of youths from the juvenile justice system.

What happens to those youths who are not runaways and who, having gotten into trouble for some other reason, are taken into custody? In the juvenile justice system law enforcement officials have a set of options for action. They can either (1) release the child to his parent, guardian, custodian, or some other responsible adult upon that person's promise to produce<sup>e</sup> the child before the juvenile court when requested; (2) bring the child before the office or official designated by the juvenile court; (3) bring the child to the detention facility designated by the juvenile court if he or she is (a) a potential runaway, (b) is to be held for proceedings pending in another jurisdiction, (c) is a danger to himself or to the community, or (d) refuses to identify himself; (4) bring the child to a medical facility, if there are indications of a serious physical condition or illness requiring prompt treatment; or (5) release the child and dispose of the case. In addition, the official who takes a child into custody must promptly notify the juvenile authorities and its parents, guardian, or custodian, that this has been done and why. In the majority of cases, notification serves to bring parents to the place where their children are being held and to take them home.

There is considerable uncertainty about the significance to be attached to "taking a child into custody" in Texas, as well as elsewhere. Practices on this score vary from community to community. A number of police agencies lack the authorized guidelines governing the holding of juveniles already referred to. In some cases, it appears, police departments do not feel that guidelines are needed because they deal so infrequently with juveniles. In others, guidelines are rejected because they are perceived as hindering a flexible and individualized mode of dealing with youth who get into trouble. They are viewed as a potential obstacle to diverting children from the juvenile justice system and subsequent rehabilitation.

Not all children who are taken into custody become cases referred to a juvenile court. When certain requirements are met, a case may be disposed of without being referred to the court (Sec. 52.03(a) of the Family Code). These are (1) the existence of guidelines for such disposition issued by the law enforcement agency and approved by the juvenile court; (2) a showing that the particular disposition is authorized by the guidelines; and (3) the filing by a law enforcement officer with the law enforcement agency of a written report on the disposition which identifies the child and specifies why his or her being taken into custody was authorized. If a disposition is made without referral to the juvenile court, the youth may not be kept in the custody of a law enforcement

agency or be required to report periodically to it or an officer. However, the child and its parent, guardian, or custodian may be referred to another agency for counseling.

The warning, counseling, and releasing process which has been described occurs most frequently in the case of first offenders brought to the attention of law enforcement agencies, except for those suspected of violent crimes. The latter are referred to the court. Where a youth has repeatedly violated the law, the chances are that he or she will remain in contact with the juvenile justice system. The majority of youth taken into custody for status offenses who are not referred to the police by parents, a school, or a social agency, are counseled, warned, and released. Referral to the juvenile court is common for those who are referred to the police.

Another form of disposition without a referral to the juvenile court, but rarely used with status offenders in Texas, is "office probation," which is granted by juvenile probation authorities before a petition has been filed with the juvenile court. Under office probation, a youth is required by the probation authorities to report periodically for a period of six months. It is granted without court hearing, must be voluntary, and may be terminated at any time by the youth and his parents by petitioning the court for a hearing of the case.

Under the Texas Family Code (Sec. 52.03(b)), police agencies may not keep the child in law enforcement custody or require

periodic reporting by the child to a law enforcement officer, law enforcement agency, or other agency. The law also requires the police to take the child physically to the juvenile courts' detention facilities, if the child is to be referred to the juvenile court. Other legal provisions governing the handling of cases referred by the police to the juvenile authorities have to do with the information to be supplied to the latter. They may be ignored in this description of the juvenile justice system, even though they are important for developing an adequate legal record of a case.

Juvenile court officials are given broad discretionary power by the Texas Family Code. Consequently, they can and do decide against further proceedings in the majority of cases involving first-time status and other non-violent offenses which come before them. The normal practice is to counsel and release the youth immediately or to refer him or her to a social agency for counseling. While the juvenile court is authorized to waive its exclusive jurisdiction and transfer a youth to the district court or criminal district court, it cannot do so in the case of alleged status offenders. Under the Family Code, moreover, when the decision is against further proceedings, the court may dismiss a case, hold it open, or refer the youth involved to an agency or individual for supervision or service. A decision in favor of the last presumes, first, that there is competence on the part of the juvenile authorities to determine what kind of supervision

or service a juvenile needs and, second, that it can be adequately provided by an agency or individual external to the juvenile justice system. Hard evidence is lacking for a judgment on whether these assumptions are well-grounded for the State as a whole.

The Texas Family Code (Sec. 53.02(b)) does not permit a child to be held in detention without a hearing. The youth must be released immediately, unless there is a finding that (1) he or she is likely to run away; (2) suitable supervision, care, or protection is not being provided by parent, guardian, or custodian; or (3) a parent, guardian, or custodian will not be able to return the child to the court when requested. Such findings, of course, are matters of judgment, and on the question of what constitutes suitable supervision and care, and whether they are likely to be provided, judgments may vary widely. One court might operate on the principle that suitable supervision, care, or protection cannot be provided where there is a broken home, but another might not. Suitable supervision, care, and protection is a concept that does not lend itself to legal definition, and it is not sharply defined in the Texas Family Code. The three conditions under which the juvenile court is permitted to hold a youth in detention is an aspect of its discretionary authority in keeping with the tradition that it has a rehabilitative function and acts in place of the parent.

Where the court determines that a child's release depends upon the judgment that the responsible adult will produce him or her in court on request, the requirements for insuring this must be set forth in writing and filed. A copy of that document must also be given to the child. It should be noted that neither protection of the public or seriousness of the offense is cited as a reason for holding a child in detention.

Many youths, of course, are held in detention. Under the law (Texas Family Code, Sec. 54.01(h)), a child kept in detention past the time of the detention hearing may be held for not longer than 10 days. If the State is unable to proceed with the adjudication hearing by the close of that period, the child must be released or another detention hearing must be held. The Texas Family Code does not permit a child to be detained in or committed to a compartment of a jail or lockup in which adults who are arrested for, charged with, or convicted of a crime are detained or committed. However, temporary detention in a jail or lockup pending juvenile court hearing or disposition is permitted, but only if the facility in question is annually certified, through inspection by the county juvenile board or court, for use for that purpose. The bar against contact with adults appears to be limited to physical contact. The language of the law does not specifically bar verbal communication.

There is a gap between the intentions of the law to prevent children from being held in secure detention in jails in circumstances adverse to their well-being and what happens in practice. This discrepancy is in part attributable to the fact that a significant requirement is not uniformly met. That is the requirement for annual inspection and certification of detention facilities for children by juvenile boards or, where they do not exist, by juvenile courts, as being suitable or unsuitable. Noncompliance with the inspection and certification requirements may in turn be attributed to the fact that there are no legal sanctions for compelling their fulfillment. It may, consequently, be assumed that some status offenders are detained in unsuitable facilities.

The Juvenile Justice Project has been informed of instances where this occurs, but it did not conduct a systematic study of the question. Consequently, no well-supported judgment can be offered here about how large the gap is between intention and fact. Moreover, information is lacking at present to say to what degree the variations in practice in the way status offenses are handled among juvenile court jurisdictions--which is related to their discretionary powers--contribute to the detention of children in unsuitable facilities, thus thwarting the goals of diversion and rehabilitation.

Those children who are not diverted from the juvenile justice system, or whose conduct after diversion brings them back into it, must have their cases adjudicated in juvenile court hearings. These hearings have to result in a finding by a judge or a jury on whether or not the youth engaged in delinquent conduct or in conduct indicating a need for supervision.<sup>10</sup> When the finding is that a child did not engage in delinquent conduct or conduct indicating a need for supervision, the case must be dismissed. When the finding is affirmative, the court or jury must state which of the allegations were judged to be established by the evidence. Then the court must set a date and time for a separate and distinct disposition hearing. At that hearing the youth is not entitled to a jury. It is not necessary, however, that disposition be made by the court at that hearing, unless it finds that the child is in need of rehabilitation or that the protection of the public of the child requires disposition to be made. In the absence of such findings, the court must dismiss the child and enter a final judgment. There is no evidence that differences among juvenile judges in the way they handle dispositions and final judgments where first-time status offenders are involved are influenced by the presence or lack of facilities and services offering alternatives to

---

10. In the past it was the youth and not the conduct which could be found to be delinquent.

detention.<sup>11</sup>

After conducting a disposition hearing the court concludes that disposition is necessary, it may (1) place the child on probation in his own home, or with relatives or other persons, in a foster home, or in a public or private institution or agency; or (2) where there has been a finding of delinquent conduct at the adjudication hearing, also commit the child to the Texas Youth Council. The court must state the reason for the disposition order it issues and provide the child with a copy. Children found to be only in need of supervision may not be committed to the TYC. Nor may those whose status offenses were truancy and running away from home. This prohibition also applies to dispositions in cases in which a previous order of the court involving truants or runaways had been violated.

In the case of status offenses, a substantial proportion of dispositions result in the youths being placed on official probation. The probation period is not to exceed one year. However, it may, following a subsequent period, be extended, but again not for a period exceeding a year. Probation ends at age 18.

How effective being placed on probation is as a mode of rehabilitation with status offenders is currently a

---

11. This point rests on information collected by the Juvenile Justice Project in its survey of facilities, services, and programs pertinent to deinstitutionalization (see below pp. 42-43), and on a discussion at a meeting of the Juvenile Court Judges Subcommittee, State Bar of Texas, November 1975.

matter of controversy. This is easy to understand, given the heavy caseload generally carried by probation officers in the State, the possibilities that children may fail to comprehend fully the terms of the probation under which they have been placed, and the chances that the additional supportive services they might need while on probation may not be recommended or, when indicated, not accessible. Moreover, it is easy to imagine that what appear to be reasonable terms of probation might turn out to be self-defeating. Take, for example, the case of a truant youth, adjudicated as engaged in conduct in need of supervision, who is given a set of rules to adhere to, including one requiring compliance with the compulsory education laws of the State. If the truant behavior is the product of an unrecognized learning disability or a health problem or if it was recognized and no remedial services were available, the chances would be good that the youth would not comply fully. Continued truant behavior could then result in revocation of the probation and adjudication of the conduct as delinquent.

A juvenile court disposition, except for commitment to the Texas Youth Council, may be modified before its expiration and also appealed. The hearing to modify a disposition is conducted without a jury. Juvenile court dispositions may be appealed by the child or by an adult on its behalf to the court of Civil Appeals, and may be carried to the Texas Supreme Court by writ of error or upon certificate.

Appeals from orders which take custody of a child from a parent, guardian, or custodian have precedence over all other cases.

Five types of orders may be appealed. They are those (1) involving transfer of the child to criminal court for prosecution as an adult; (2) finding a child to have engaged in delinquent conduct or conduct indicating a need for supervision; (3) disposing of the case; (4) concerning modification of a previous court disposition; or (5) committing a child to a facility for the mentally ill or mentally retarded.

The appeal process itself does not result in a suspension of the order of the juvenile court. Nor does it release the child from the custody of the court or the person, institution, or agency to whose care the child is committed. However, the juvenile court may order the suspension of its order. When it does not, the appellate court may allow personal bond. Even though the appellate court may affirm the adjudication that the child engaged in delinquent conduct or conduct indicative of a need for supervision, it may still affirm, reverse, or modify the judgment or order, including an order of disposition or modified disposition.

#### Observations on the Juvenile Justice System

Any attempt to describe a complex, man-made system in operation involves decisions on what is to be included or

excluded and is, consequently an exercise in selection and simplification. Since the primary concern in representing the juvenile justice system in Texas was to emphasize how it operates with respect to status offenses and offenders, it should be recognized that the description just presented makes no pretense to be complete and does not fully reflect the amount of local variation in the ways juveniles come into contact with the justice system, are diverted from it, and are processed through it. Consequently, it suggests a system with the appearance of greater uniformity and regularity of behavior than the Texas juvenile justice system in fact exhibits.

Questions about how well the juvenile justice system is working in the State from the viewpoint of those youths who are in contact with it have been raised only occasionally in the course of this chapter. This should not be taken to mean an indifference to either the criticisms levied against it as a whole or to the efforts made to improve the functioning of its key components - the juvenile courts, the probation and youth services, the police, and facilities for detention, correction, and training.<sup>12</sup> The aim here

---

12. Some of these issues are treated in the studies of the juvenile justice system and of its effectiveness submitted in draft version to the Criminal Justice Division December 10, 1976. Revised, final versions of the studies will be submitted to CJD January 31, 1977. Both contain quantitative data on the flow of juveniles through the system and, therefore compliment the treatment here. The juvenile justice system study contains a graphic representation of the system in operation which differs from that of Figure 1.

has been to delineate as neutrally as possible the legal basis, procedures, and processes which characterize an operating system. Figure 1 (p. 86) recapitulates the description of the system as it bears on status offenders.

## CHAPTER II

### STATUS OFFENSES AND STATUS OFFENDERS: THE QUANTITATIVE DIMENSIONS OF THE PROBLEM

Uncertainty about the number of status offenses occurring annually in Texas and the size of its status offender population lay behind the Project's effort to obtain more accurate and reliable estimates, than were then available, of the number of *recorded status offenses* for each county, for each of the State's planning regions, and for the State as a whole for 1975, 1976, and 1977. Improved estimates would obviously have significant implications for assessing the adequacy of community-based facilities, services, and programs pertinent to the State's commitment to the deinstitutionalization of status offenders.

#### Problems of Definition and Recording Practice

There are two primary reasons for the lack of certainty about the quantitative dimensions of the status offender problem that also posed difficulties in the development of better estimates. One is the inconsistencies in the way the terms "status offense" and "status offender" are applied in the State. The second reason is the variations from locality to locality in day-to-day practices of recording status offenses. The formal definition of a status offender--derived from the Juvenile Justice and Delinquency Prevention Act of 1974, as has been seen, and used by most federal and state

agencies--is a juvenile who commits an act which would not be illegal if committed by an adult. Under this definition, runaways and truants are the primary groups of status offenders. However, in Texas juveniles who consume alcohol and sniff inhalants, engage in immoral conduct, violate curfew regulations, or commit still other offenses are also recorded as status offenders. It has already been pointed out that running away and truancy are acts included in the provisions of the Texas Family Code dealing with "Children in Need of Supervision"(CINS). Also included under these provisions are other categories of acts, such as misdemeanors punishable by fine only.<sup>1</sup> The conception of a status offender and the laws leading to the labelling of acts as status offenses represent, according to their own assertions, a source of confusion for local and state officials attempting to comply with the Juvenile Justice and Delinquency Prevention Act of 1974.

Other definitional problems arise from the Texas Youth Council's (TYC) offense classifications which have been used for statistical reporting purposes. TYC's reporting form classifies offenses under the following seven categories: (1) alcohol/inhalant violations; (2) disobedience; (3) immoral conduct; (4) malicious mischief; (5) stealing; (6) violence; and (7) other offenses. Running away and truancy are included under "disobedience," but other status offenses are a subset of a combination of other acts or behaviors. Since data on

---

1. See above, pp. 7ff.

status offenses collected by TYC for the past decade had to be used in the estimating procedures developed by the Project, it was necessary to take into account the effects of TYC's classification scheme.

The discretion enjoyed and exercised by police and judges in the State in determining the legal status of individuals with whom they come in contact compounds the problem. Operating under the constraint of inadequate or non-existent community services and facilities, as the Project learned at first-hand, judges may be inclined to "upgrade" a status offense to a more serious violation in order to obtain adequate treatment services. However, it also may be the case that judges "downgrade" a delinquency offense where remedial treatment services are available for status offenders and to avoid stigmatizing a juvenile with the label "delinquent."

Investigation of decisions by juvenile probations officers and local judges showed that probation departments and courts employ a variety of nominal classification systems in assigning status offenders to particular offense categories. The information gathered on status offenses reflects this. It must be recognized, consequently, that entering into the decision processes involved in the recording of status offenses are value judgments likely to be congruent with the social norms of a locality or larger area.

Any procedure for estimating reliably the number of status offenses recorded in the State must take into account

the effects of definitional inconsistencies and differences in local practices. The estimates of the Project reflect ongoing practices which may or may not be at odds with what the law mandates. They also reflect the assumption that downgrading and upgrading decisions in classifying and recording offenses probably tend to balance one another out. This assumption is supported by impressionistic rather than quantitative evidence.

Since January, 1976, the Texas Judicial Council (TJC) has been collecting data on status offenses through a reporting instrument using the definitions in the Juvenile Justice and Delinquency Prevention Act of 1974. The reporting instrument developed by the Project is compatible with that used by TJC. This makes it possible to use TJC data to cross-validate the forecasts made by the Project. TJC's improved surveys and the efforts of the Criminal Justice Division to accomplish the objectives of the 1974 Act, as well as the work of other relevant agencies, promise to reduce the difficulties long impeding an adequate appreciation of the scale of the status offender problem in the State.

#### Data Sources

The estimating procedures employed by the Project used existing data sources and new data collected from a sample of Texas counties. Two existing data sources were particularly valuable: Census data and Juvenile Court statistics.

Demographic information on all counties of the State was secured by the Project from the Population Research Center of The University of Texas at Austin. The Texas Youth Council is the only state agency which had previously collected information on juvenile offenders. Using a mail survey, TYC has surveyed juvenile courts and juvenile probation departments for the past 23 years. Summary analyses are presented annually in *Texas Juvenile Court Statistics*. While incomplete in coverage (response rates rarely run above 50 percent), Texas Youth Council statistical reports are still the best sources of information about juvenile offenders presently available.

The reports for the five years 1970-1974 provided the data base upon which the Project constructed its data-gathering effort. The TYC statistics provided sufficient information about trends in recorded offenses to permit the calculation of expected values for 1975 for many of the counties that had been reporting to TYC. However, since no information was available for almost half of the counties in Texas, additional data were needed to estimate the total number of status offenses recorded by the Texas Juvenile Justice System. The new data were secured from a sample of 44 counties.<sup>2</sup>

---

2. Selection was the result of a stratified two-stage probability sample of the State's 254 counties.

## Sample Design

The first step in designing the sample was to establish basic sampling units (bsu's). These could have been (a) regions within the State--for example, Regional and Metropolitan Councils of Government; (b) juvenile courts and probation departments; or (c) counties. Counties were chosen as bsu's for three reasons. First, demographic information is available on a county-by-county basis. Second, TYC data are available for individual counties. Third, since each county is required by law to arrange for the disposition of juvenile cases, some information on juvenile offenders should have been available for each county in the State.

The second step in the sample design was to stratify the bsu's into two groups: those that consistently returned yearly statistical data to TYC (reporting bsu's) and those that did not (non-reporting bsu's). In 1974, there were 147 reporting bsu's and 107 non-reporting bsu's.

A third step was dictated by the wide range of county populations in Texas. Five counties having the largest populations were excluded from the sample--Harris, Dallas, Tarrant, Bexar, and Travis--on the ground that they have data gathering capabilities which promised acceptable accuracy.<sup>3</sup> This decision reduced the number of reporting bsu's to 142. But it was

---

3. A cluster analysis, performed on demographic and juvenile populations data available for all Texas counties, resulted in the emergence of four distinct clusters of counties. These were: (1) Harris; (2) Dallas; (3) Bexar, Tarrant and Travis; and (4) the remaining counties. This analysis was the first indication of the advisability of treating Harris, Dallas, Bexar, Tarrant, and Travis counties separately.

also decided to contact excluded counties separately in order to determine the reliability of their statistical reports to TYC.

In the second stage of sample design, the first step was to stratify the bsu's into four geographic regions. Next, the selection of the bsu's to be surveyed was done randomly for each stratum. A total of 44 bsu's were selected, half of which had been reporting to TYC and half of which had not. It was thought that this stratification technique would result in selected bsu's that would (1) reflect a geographic region within the State (exclusive of the five metropolitan counties) and (2) provide the basis for checking the reliability of TYC data.

#### Data Collection and Processing

The data were secured from the 44 counties by means of survey forms mailed by TJC to each respondent, with instructions to fill out the form and to hold it until reached by telephone by a member of the Project.<sup>4</sup> The telephone survey saved time and permitted Project members to discuss the data being reported for recording with those providing the information.

Response Rate. The telephone survey achieved a response rate of 93 percent, which means that data were obtained from 41 of the 44 bsu's. Counties not reporting were Palo Pinto, Webb, and Wilbarger. Information was not available for Webb

---

4. Bill Bauml of the Texas Judicial Council designed the survey form.

and Wilbarger counties and officials in Palo Pinto county refused to provide the information requested.

Computation of Estimates. The process for estimating the number of status offenses involved six steps:

Step 1: Survey results for the non-reporting bsu's were compared with contiguous reporting bsu's (excluding the five metropolitan counties). Except for Cameron county, which will be dealt with later, non-reporting bsu's were very similar to contiguous reporting bsu's.

Step 2: All counties of the State fall within the boundaries of, though all are not participants in, 24 Councils of Government (COGs). The boundaries of the COGs are significant. They encompass areas having common problems and characteristics. The COG boundaries are utilized in the computation of estimates. Two hundred forty-eight counties, again excluding the five metropolitan counties, were coded according to COG. Comparability measures were computed within each COG between sampled reporting bsu's and all other reporting counties.

Step 3: On the strength of the comparability computations ( $r = .92$ ), estimates were made for the number of status offenses recorded by the judicial system in each COG. These estimates were calculated using the rates of incidence of status offenses and the juvenile population for each COG.<sup>5</sup>

---

5. Each rate of incidence was determined by dividing the number of status offenses by the juvenile population for each appropriate county in the sample.

Step 4: The sum of the estimates of the 24 COGs, as well as the totals of the five metropolitan counties, constitutes the estimate for the state as a whole for 1975, as Table I shows.

Step 5: The next step involved estimating the number of status offenses recorded in the State for 1976 and 1977 from data obtained from both TYC and the sample.<sup>6</sup>

Step 6: Rates of incidence for the 24 COGs were utilized in one additional way. Estimates were computed for 1975, 1976, and 1977, for each county within each COG. (See Appendix A.)

#### Reliability and Data Analysis

The reliability of the survey was assessed by analyzing the total survey error which could result from sampling and nonsampling errors. Nonsampling or measurement errors could be produced by (1) ambiguities in definitions and survey format; (2) missing or inconsistent information; (3) clerical mistakes; and (4) tabulation errors. The Project survey was particularly vulnerable to inaccuracies resulting from collecting information over the telephone.

---

6. The procedure used was a semilogarithmic nonlinear trend model. It has certain advantages over other trend models. First, it attaches greater significance to recent information. Second, it will accept information significantly different over time. Finally, it will smooth out nonlinear trends, which allows for greater confidence in the computer estimates.

The TYC data were vulnerable to inaccuracies attributable, first, to the structure and content of the survey instruments used and second, to the possibility that the data reported represented estimates rather than information derived from formal record keeping.

The first task was to determine the consistency of the TYC data over the five year time period, 1970-1974. By application of the technique of "test-retest,"<sup>7</sup> the correlation between the results of one year and another was ascertained.<sup>8</sup> The computation of the reliability coefficient "r" between various combinations of years permitted the development of a general estimate of the reliability of the TYC procedures. A correlation of over .90 was found between all the various combinations of years. This indicated that (1) the TYC data have an acceptable amount of error and (2) the TYC procedures were reliable for the Project's purposes. Next, it was necessary to evaluate the reliability of the Project's survey data by measuring the correlation between them and estimates based on the TYC data. The technique of

---

7. Ralph H. Kolstoe, *Introduction to Statistics for the Behavioral Sciences*, (Homewood, Illinois: The Dorsey Press, 1969), p. 174.

8. A correlation coefficient is a measure of association between two variables. A correlation coefficient can range between -1 and +1, with +1 indicating a perfect relationship between two variables that increase or decrease in the same direction together. The relationship depicted by a -1 is also perfect, except that the items vary perfectly in opposite directions. Zero indicates no relationship between the two variables.

"comparable form reliability"<sup>9</sup> was used, and the reliability coefficient "r" was again computed. A correlation of .92 was found to exist between the two sets of statistics.

The other primary component of total survey error is sampling error arising from the difference between the sample surveyed and a census of the entire universe of recorded status offenses. The reliability of the observed numbers was determined by the standard error of measurement ( $S_e$ ).<sup>10</sup> Although  $S_e$  was used to establish confidence intervals, the classical procedure of constructing symmetrical confidence intervals was not followed. Differences in referral procedures across the counties varied because of the discretion allowed to individuals handling status offenders. These differences can be plotted along a continuum that depicts the differences among the counties as a function of their rates of incidence of status offenses and the amount of discretion allowed and exercised in each county. Figure 2 shows that Bexar and Harris counties represent polar extremes.

---

9. The standard error of measurement is "the standard deviation of the distribution of errors of measurement (Kolstoe, p. 178)." These errors exist because there are random variations of measurement error in the results of a sample survey.  $S_e$  estimates the variability to be expected on repeated distributions and allows one to evaluate the consistency of a survey instrument. The formula consists of the following equation:

$$S_e = \sqrt{S_x^2 (1 - r_{xx})}$$

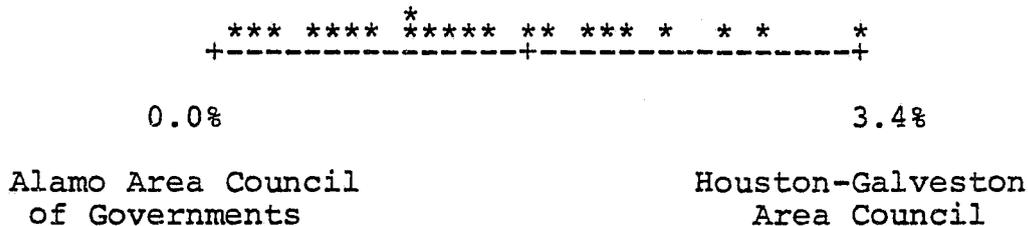
where  $S_x$  = the standard of deviation of the measurements, and  $r_{xx}$  = the reliability of the measuring instrument. Confidence intervals at the .05 significance level were established by the following formula:  $X = \pm 1.96 S_e$ .

10. Kolstoe, *op. cit.*, p. 175.

Bexar county officials permit and encourage the widespread use of discretion by individuals having contact with status offenders. Harris county interprets the Family Code as allowing no discretion whatsoever, i.e., when contact is made with a status offender the case must be formally processed. As can be seen, most counties are positioned somewhat to the left of center on the continuum.

FIGURE 2.

Rates of Incidence of Status Offenses  
for the Planning Regions <sup>/a</sup>



<sup>a/</sup> Each asterisk represents a planning region. The continuum shows relative positions of the 24 planning regions.

Offense and Offender Estimates

Since the task was to ascertain with as much accuracy as possible the number of status offenses recorded in the State, the differences in practice between Harris and Bexar counties and the remaining counties could not be ignored. Consequently, two sets of confidence limits were calculated.

One set was calculated for the data derived from the Project survey and another for a set of data that weighted the Bexar and Harris data, so that their rates of incidence more closely resembled those of the counties positioned in the middle of the continuum shown above. The upper and lower limits were used as the confidence limits of the survey.

As a result, the Project estimates that a maximum of 34,000 and a minimum of 30,000 status offenses were referred during 1975. The best estimate is 31,500 recorded status offenses for the State in 1975.<sup>11</sup> The estimates of referred status offenses for each of the State's planning regions and the State as a whole appear in Table I.

Data collected by the Texas Judicial Council for the first quarter of 1976 have become available for 212 counties. These were correlated with the 1976 estimates as a means of cross-validation. The correlation was .96, and this strongly indicated that the 1976 estimates will greatly resemble the TJC census at the end of this year.

What can be said about the number of *status offenders*, rather than *recorded status offenses*, since a single juvenile may be responsible for several recorded offenses in the course of a year? Testimony from juvenile judges and probation

---

11. Those limits were established for a 95% level of confidence. This means that the probability of the actual number of referrals for status offenses falling somewhere between 30,000 and 34,000 is 95%.

officers underscore the fact that the size of the State's juvenile offender population is substantially smaller than the volume of referred offenses. But how much smaller it is remains far from clear. Some judges have the impression that the number of offenders may be only a third of the number of offenses recorded annually, but others would put the fraction higher.

The Project estimates that the number of status offenders is probably between 21,000 and 24,000 for 1975 and 1976. This estimate is based on a multiple referral rate of 27 percent for the State as a whole. This rate was derived from data obtained from TJC for the first three months of this year and from a sample of referrals in the Houston area. Better estimates of the numbers of status offenders will be able to be made in the future when the TJC data for a full year will be available for analysis.<sup>12</sup>

---

12. Analysis of the TYC data for the period January-June 1976 is presented in the study on the juvenile justice system mentioned above, footnote 11, p. 25, as well as in Chapter 4.

TABLE 1

1975 ESTIMATES OF STATUS OFFENSES  
REFERRED WITHIN EACH PLANNING REGION

<u>Region Number</u>	<u>State Planning Region</u>	<u>No. of Status Offenses</u>
1	Panhandle	1,205
2	South Plains	1,031
3	North Texas	249
4	North Central Texas	4,296
5	North East Texas	922
6	East Texas	508
7	West Central Texas	412
8	Upper Rio Grande	619
9	Permian Basin	776
10	Concho Valley	61
11	Heart of Texas	388
12	Capital	871
13	Brazos Valley	51
14	Deep East Texas	453
15	South East Texas	997
16	Gulf Coast	13,348
17	Golden Crescent	599
18	Alamo	793
19	South Texas	439
20	Coastal Bend	1,093
21	Lower Rio Grande Valley	1,111
22	Texoma	532
23	Central Texas	600
24	Middle Rio Grande	119
TOTAL		31,568

## CHAPTER III

### FACILITIES, SERVICES, AND PROGRAMS PERTINENT TO DEINSTITUTIONALIZATION

When the commitment was made to the policy of deinstitutionalizing status offenders by August 1977, information about State-wide and community facilities, services, and programs either in existence in Texas, being planned, or required in the future to attain that objective was partial and fragmented. This was understandable for several reasons. Among them are the size of the State and the way in which its population is distributed; key features of its government, including the historical development of relevant State agencies and the emphasis upon county, local, and regional responsibility and authority; and the relative newness of an enhanced concern not only with juvenile problems but also with the broader issue of juvenile development.

There is no single State agency charged with responsibility for juveniles and no central source of information about services available to juveniles labeled as status offenders. To identify existing services and programs which are or could be of use to status offenders in each county or combination of counties in the State, consequently, was a task which the Criminal Justice Division asked the Juvenile Justice Project to undertake. Without better information

than was available about such services and programs, sound planning to achieve the goal of deinstitutionalizing status offenders could be frustrated.

The Project adopted a two-pronged approach to secure the desired information. First, its members surveyed, through interviews with staff, those State agencies with programs affecting juveniles. Second, with the assistance of Regional and Metropolitan Criminal Justice Planners, it conducted a mail survey of pertinent facilities, services, and programs on a county-by-county basis. The survey of State agencies was intended to identify state and federally funded services and programs which are State-wide in character. The second survey sought to identify those of a local nature, both public and private. Information on a county basis, it was thought, might provide a basis for checking that secured from State agency sources.

Different services and programs have different degrees of relevance to individuals classified as status offenders. The Project gave primary emphasis to securing information about those services and programs which include all or some groups of status offenders within their stated objectives or descriptions of target populations. However, the Project also had to cover services and programs which do not exclude status offenders and which have some interest in assuring that juveniles are cared for in community settings instead

of being placed in secure detention in large state institutions.

In specifying the range of services and programs pertinent to deinstitutionalization of status offenders, the Project took into account the diverse needs of juveniles so classified and the services noted in the Juvenile Justice and Delinquency Prevention Act of 1974. As a result, the Project developed a set of broad categories for grouping the variety of facilities, services, and programs that could be helpful to status offenders at the community level. These are:

(1) residential, (2) crisis care, (3) individual and family counseling, testing, and evaluation (psychological, educational, vocational, or health), (4) educational, (5) employment, (6) preventive education, (7) health, (8) legal assistance, (9) recreation, (10) referral to community resources, and (11) community resource development.

This or any other typology not only invites objections but also creates problems. Classification of a program providing multiple and diverse services under only one category may misrepresent it. Moreover, under a single program several highly individualistic projects may be funded. Such is the case with Texas Youth Council and Criminal Justice Division programs which fund group homes, volunteer activities, counseling and referral services, and several other projects. Finally, two programs may be entered under a single heading,

even though the services provided are not similar. Such is the case of group halfway houses and adoption services, both of which would fall under "residential."

#### State Agency Facilities, Services, and Programs

By the close of July, 1976, the Project identified programs in nine State agencies and the U. S. Department of Health, Education, and Welfare pertinent to deinstitutionalization. The State agencies are: Texas Youth Council, Texas Department of Public Welfare, Texas Department of Mental Health and Mental Retardation, Texas Commission on Alcoholism, Texas Education Agency, Texas Department of Health Resources, Texas Employment Commission, Texas Rehabilitation Commission, Criminal Justice Division, First Lady's Volunteer Program, and Texas Department of Community Affairs in the Governor's Office. (A summary of the information gathered from these agencies is found in Appendix B.)

For each program, the Juvenile Justice Project sought to determine both the total number of all individuals and the number of status offenders served so as to find out to what degree it may be targeted on status offenders. Here, difficulties were encountered. Each agency has different responsibilities in terms of scope and volume of services, which means that the number of status offenders is often not available. Depending on the eligibility requirements

of a particular program, some or all status offenders may be served. Where it was impossible to learn how many status offenders are served, the Project sought to find out how many juvenile clients are served. Different programs use different data collection methods. The Project identified, when possible, the number of individual cases opened in a program year, and not the incidence of a service being provided. In some instances, the statistics available are from the 1974 or 1975 program year. In a few instances, the statistics represent projections to the end of 1976.

Information about the geographic area served was sought in order to differentiate between facilities, services, and programs available statewide, on the one hand, and those limited to particular counties or communities, on the other. The Project also undertook to find out which services and projects are directly operated by a governmental agency and which are provided through contracts. Some programs are operated through contracts with other state agencies, as well as on a contract basis with local agencies. An attempt was also made to secure information about the level at which programs and services are being funded.

What follows is an overview of facilities, services, and programs that bear upon the deinstitutionalization of status offenders available in Texas as a result of State agency functions and activities.

## Residential

The only State funded residential facilities specifically designed for status offenders are funded by the Criminal Justice Division under Status Offender Deinstitutionalization projects. Of 30 projects under this program, 18 are residential and receive a total of \$1.7 million in support. The residential projects include group halfway houses and group homes. The remaining 12 Status Offender Deinstitutionalization projects include non-residential counseling, education, and referral services. Total support for Status Offender Deinstitutionalization projects currently comes to \$3 million.

The Criminal Justice Division also funds Delinquency Prevention and Treatment projects. Among them are seven community residential facilities and other projects providing crisis care, counseling, employment, or legal assistance. These projects are funded at a level of \$1.5 million, of which \$646,000 go to the residential projects.

Additional residential services are funded by the Texas Youth Council under the Community Assistance Program. Of the 20 projects, nine include residential services. Three of these, however, are limited to serving adjudicated delinquents. The six projects with residential services available to status offenders are contracted to probation offices and serve 12 counties. The probation offices in turn subcontract for residential and other services as needed, and also pro-

vide some direct services, such as volunteers in probation. A projected 4,308 youths will be served by all 20 Community Assistance projects in 1976. Of the total number, it is estimated that about two out of five will be adjudicated delinquents, and the remainder status offenders. Only 500 juveniles are to be provided residential services under the program. It is not known how many of these are likely to be status offenders.

The Texas Youth Council contracts with almost 50 agencies and individuals for the placement of status offenders, dependent and neglected children, and delinquents. Seven of the contracts are specifically for status offender placement.

Emergency shelter for up to 30 days is provided for runaways by five projects funded directly by the U. S. Department of Health, Education, and Welfare. The projects, located in four cities, receive \$335,000 in assistance. Three of the projects were initiated late in 1975, and annual service figures are not available, but 308 young persons are known to have been served in the fourth quarter of that year. These projects also provide intensive counseling services.

The Texas Department of Public Welfare provides for Adoption and Foster Care Services which are available to

status offenders in need. The Department also contracts for Transitional Services for Delinquent and/or Dependent and Neglected Children, for which \$2.4 million are allocated. This program, contracted to the Texas Youth Council, provides partial support to the Community Assistance Program. The remaining services under the program are specific to delinquent or dependent and neglected children. They include contracted community residential services and post-commitment follow-up and parole services.

The Texas Rehabilitation Commission operates 10 halfway houses for juvenile offenders. They do not serve as residences for status offenders exclusively. The juvenile offenders must be diagnosed as having a character/personality disability and be vocationally handicapped. Aside from these 10 houses, TRC also has residences that serve juveniles with primary disabilities - i.e. mental retardation or drug abuse.

In summary, the Criminal Justice Division funds 18 projects giving priority to status offenders and seven projects with services available to delinquents, status offenders, or pre-delinquents. The Texas Youth Council funds six projects which sub-contract for residential services for delinquents, status offenders, and pre-delinquents. TRC also provides more specialized residential services. Community residential facilities for status offenders appear to be available only in the larger communities.

## Crisis Care

Runaways are served by Operation Peace of Mind, a national telephone network for relaying messages to families of runaways. In Texas, the program is the responsibility of the First Lady's Volunteer Program, with funding in the amount of \$149,000 from the Criminal Justice Division. In 1975, more than 13,500 calls from runaways were received. Almost 3,000 messages were relayed to families and about 800 runaways were referred to community services.

Psychiatric crisis services are provided by Community Mental Health Centers and Texas Department of Mental Health and Mental Retardation Hospital Outreach programs. The Community Mental Health Centers are available to about four-fifths of the State's population. Psychiatric crisis services were provided to 390 juvenile (10 through 17 years) clients in 1974. How many of these were status offenders is not known.

The Texas Department of Public Welfare conducts a statewide comprehensive child abuse intervention and prevention program under its Protective Services for Children. The program expects to receive more than 100,000 reports of child abuse or neglect in 1976. To what extent it is useful to juvenile status offenders, rather than children under 10, is not known. An additional, limited

program, Emergency Homemaker Services, is designed to enable children to remain in the home during times of family crisis. The program is designed to aid 845 families in 1976. The Department of Public Welfare also provides \$100,000 funding assistance to Community Mental Health and Mental Retardation Centers for expansion of crisis services. These last two could be pertinent to the deinstitutionalization effort, but information is lacking on where they are in fact.

## Counseling

The Criminal Justice Division funds five Status Offender Deinstitutionalization projects at the level of \$230,000 and two Delinquency Prevention and Treatment projects at the level of \$42,000. These projects have a predominant focus on counseling, but also provide other services which may include volunteer activities, tutoring and testing, and evaluation. Counseling services are also provided by projects under the Criminal Justice Division and the Texas Youth Council. (These are listed under other categories in the summary statement in Appendix B.)

The Texas Education Agency assists school districts in sponsoring Visiting Teacher programs. Some 350 visiting teachers currently provide truancy intervention services available to an estimated 50 percent of the State's school age population.

Counseling services include 72 alcohol and 18 drug treatment services funded, respectively, by the Texas Commission on Alcoholism and the State Program on Drug Abuse of the Texas Department of Community Affairs. Juvenile inhalant and alcohol users are usually labeled as status offenders, as has been seen. In 1975, the 18 drug treatment projects served 611 inhalant users from ages 10 through 17.

The primary providers of counseling services in Texas are the Community Mental Health Centers and the Hospital

Outreach programs and the Texas Research Institute of the Mental Sciences (TRIMS). They provide group, individual, and family counseling, and are available to the great majority of the State's population. In 1974, counseling services were provided to 93,821 individuals of all ages, of whom 16,897 were in the age group 10 through 17.

#### Testing and Evaluation

Of potential use to status offenders are psychological, educational, vocational, and health testing and evaluation services. In 1974, psychological evaluation was provided by the Community Mental Health Centers, Hospital Outreach programs, and TRIMS to more than 26,000 clients of all ages, of whom about 5,600 were juveniles. In that same year, the Texas Employment Commission provided vocational evaluation services to almost 11,400 young persons in the age group 16 through 22. Educational testing is primarily a responsibility of local school districts. Health screening and testing services are provided in 75 counties by local health departments with assistance from the Texas Department of Health Resources. Such services include communicable disease screening, school health examinations, and dental screening. The Texas Rehabilitation Commission also purchases and offers testing and evaluation services.

Psychological, physical, educational, vocational testing is offered for all its clients. This is especially important since the criteria for acceptance of a client into their program is based on whether or not the person has a mental or physical disability which would render him or her occupationally impaired.

Such testing and evaluation services are widely available, but it is not known to what extent status offenders make use of them.

### Educational

Alternative schools are aimed at youths who do not adjust to regular school programs, among whom there may be truants and dropouts, as well as children labeled as behaviorally disordered. The Texas Education Agency sponsors eight alternative education projects. Two in the Houston Independent School District, funded by TEA in the amount of \$76,000 annually, have a capacity of 475 youths in grades seven through 12. There are also alternative school programs within regular schools, but how many there are is uncertain. In any case alternative education opportunities appear to be limited and not available statewide.

### Employment

The Criminal Justice Division funds one project under its Delinquency Prevention and Treatment Program which focuses on vocational rehabilitation services for delinquents and status offenders. However, other Criminal Justice Division and Texas Youth Council projects may also provide employment assistance.

The Texas Rehabilitation Commission assumed responsibility for the Juvenile Correction Program after initial funding by the Criminal Justice Division. It is closely integrated with the Commission's general rehabilitation services. Some 33 counselors across the State provide vocational counseling,

evaluation, and placement services for adjudicated delinquents, status offenders, and pre-delinquents with mental or physical disabilities. The Commission annually expends an estimated \$1 million on the program which in 1974 successfully placed almost 1,500 juveniles in jobs which they held for at least six months, but information on the proportion of status offenders who were helped is lacking.

The Texas Rehabilitation Commission also provides vocational rehabilitation services for physically or mentally disabled individuals. Some 100,000 disabled persons of all ages were served in 1974, of whom 26,000 were successfully rehabilitated. These services were augmented in 1975 with Texas Department of Public Welfare funds. Information on status offenders served is lacking. Summer and In-School Employment for disadvantaged youth are made available by the U. S. Department of Labor under the Comprehensive Employment and Training Act, but how many status offenders are involved is not known.

The Texas Department of Community Affairs, Youth Secretariat Division, also implements a Youth Conservation Corps program which provides a summer conservation and employment experience for some 300 high school age youth in 11 camps across the State. Once again, the number of status offenders participating in the program is unknown.

The principal provider of employment services is the Texas Employment Commission. In 1974, some 44,000 clients

aged 16 through 22 were served by 140 local TEC offices.

Through seven projects funded by the Texas Commission on Alcoholism additional occupational services are available to persons of all ages with a history of alcohol abuse. Whether any status offenders are served by the projects is not known.

As in the case of testing and evaluation services, employment services appear to be relatively widely available in Texas, but, as has been seen, to what extent status offenders make use of them is an unanswered question. Moreover, minimum work-age laws preclude younger status offenders, those below 15 from having access to them.

#### Preventive Education

Preventive education activities are primarily concerned with alcohol and drug use prevention, and are sponsored by the Texas Education Agency, the Texas Commission on Alcoholism, and the State Program on Drug Abuse.

The Texas Education Agency "Becoming" project is a statewide drug prevention effort. Regional Service Centers produce educational materials and lend technical assistance to the schools in their use. The program is active in school districts which serve an estimated 75 percent of the State's school age population.

The State Program on Drug Abuse assists two inhalant

prevention and intervention projects in Austin and Waco with funding in the amount of \$50,300. The projects engage in public information and educational activities and provide intervention counseling to individuals. The State Program on Drug Abuse also funds 13 general drug prevention projects at the level of \$284,000. In theory, all of these projects could assist status offenders, but whether they do so in practice is not known.

The Texas Commission on Alcoholism funds 27 general alcohol education projects throughout the State. The Commission also provides some \$31,500 in assistance to Allied Youth Projects, a youth-oriented alcohol prevention effort in the cities of Dallas, Fort Worth, McKinney, Corpus Christi, and Amarillo. Moreover, the Commission plans to implement a Model Study in alcoholism prevention in conjunction with two governmental agencies--TEA and the Youth Services Division of TDCA--and the National Education Commission, the Wine Institute of America, the Distilled Spirits Association, and the U. S. Brewers Association. With initial funding of \$800,000, the effort is designed to establish 12 projects in 17 counties, the first of which is scheduled to be launched in mid-November, 1977.

Alcohol and Drug Prevention efforts, which are generally available in the more populous areas of the State, are not directed at status offenders. The alcohol prevention efforts, other than the Allied Youth projects, are geared toward all

age groups. The drug prevention projects, other than the two inhalant prevention projects, are oriented to drug use--not normally considered as a status offense for juveniles.

The Texas Education Agency, as already mentioned, provides assistance for Visiting Teacher projects, which may be viewed as both truancy prevention and intervention. The Texas Education Agency also funds four Community School Relations projects through local school districts that attempt to reduce truancy and delinquency through a preventive education effort.

So far as could be learned, there are no preventive education activities in the State specifically designed to prevent youths from running away from home.

#### Health

The Texas Department of Health Resources, as has been seen, makes available health examinations and screening services in 75 counties through local health departments. Treatment services offered may include immunizations, some dental care, and treatment for venereal disease. The Texas Department of Public Welfare provides Health Related Services on a statewide basis. These are primarily of an information and referral nature, and some 37,000 income eligible clients of all ages are to be served in 1976.

Other than such health services as may be made available

by specific projects, such as group homes, comprehensive health service programs specifically aimed at juveniles are lacking in Texas.

#### Legal

The only State funded program which provides legal services for juveniles is implemented by the Texas Youth Council under contract with the Criminal Justice Division. It is designed to provide legal services for Texas Youth Council charges, which include adjudicated delinquents, status offenders, and dependent and neglected children. The program is funded at a level of \$68,000.

#### Recreational

A number of individual projects sponsored by the Criminal Justice Division and the Texas Youth Council may include recreation within the plan of service for their particular target population groups. In 1975, the Economic Opportunity Division of TDCA provided funds in the amount of \$217,000 for Summer Youth Recreation programs in Lubbock, Victoria, and Webb counties and the Texoma Planning Region, serving about 250,000 disadvantaged youths. No State agency, however, has responsibility for providing recreational services specifically for juvenile status offenders. Moreover, it is not clear how many recreational services are

provided by individual communities which serve the needs of juveniles.

### Referral

Juvenile police units within police departments are heavily involved in referral of young persons to community resources through what are called Diversion to Community Resources projects. In addition, the Criminal Justice Division funds six Status Offender Deinstitutionalization projects in the amount of \$409,000 which may also be classified as "referral" projects. These also may provide counseling, volunteer activities, and community resource development. Moreover, some Criminal Justice Division projects classified under other headings may provide referral services.

Ten Texas Youth Council Community Assistance projects, funded in the amount of \$290,000, may also be classified as "referral" services, even though they provide other services, including counseling, psychological testing, volunteer, and telephone hotlines.

The Texas Department of Public Welfare provides information and referral services on a statewide basis through Social Rehabilitation Services. Some 20,000 income eligible clients of all ages, it is estimated, will be assisted through these services in 1976, but there is no information about the proportion likely to be juveniles.

### Community Resource Development

The Texas Youth Council is sponsoring a Capacity Building Project in San Antonio as a demonstration project to develop and coordinate local resources for youth. It is funded at a level of \$50,000.

On a regional level, related activities are sponsored by the Criminal Justice Division, the Texas Commission on Alcoholism and the State Program on Drug Abuse. They do not, however, focus on status offenders' problems or needs.

### Survey of Community-Based Facilities, Services, and Programs

The Juvenile Justice Project, as has been noted, also conducted a survey, with the assistance of Criminal Justice Planners in the 24 COGs and the six metro areas, to identify community-based facilities, services, and programs pertinent to the deinstitutionalization of status offenders. As a result, information was secured from all except two COGs and one metro.

The survey instrument sought to capture information on a county-by-county basis. It consisted of two forms. One, Form A, asked for information on (1) the type of juvenile detention facility in each county and (2) available juvenile probation services. This served to produce information from each reporting COG and metro--that is, from 220 counties (95 percent) out of 232 in the 22 COGs. Juvenile probation

services are available in 160 counties and all the metro areas reporting.<sup>1</sup> The total number of juvenile detention facilities reported to exist within the 22 COGs is 181. Only 20 of these, however, are specifically designed to serve juveniles. The great majority (161 or 89 percent) are county or city jails which may house both juveniles and adults. All reporting metro areas have detention facilities specifically for juveniles. Form A also called for the name and address of each designated juvenile court, as well as the name of the designated juvenile judge. This information was provided for 220 counties.

Through the second form (Form B) the Project sought to identify community-based services and programs with actual or potential utility for deinstitutionalization. Information was requested on (1) name(s), and address(es) of program(s); (2) type of program; (3) geographic area served; (4) character of facility (residential or non-residential); and (5) services provided by the program. This part of the survey produced useful descriptive information, but also information that is marred by being incomplete or ambiguous. In the information secured, the weaknesses in the quantitative data are more significant than deficient descriptions. About two-thirds of the COG programs and one-third of the metro programs are adequately described. Incomplete information

---

1. No report on juvenile probation services had been made Capital Area, Nortex, and Panhandle COGs, which contain 47 counties.

on the Dallas area means inadequacies in both the descriptive and quantitative data for 70 percent of metro area services and programs.

The quantitative data reported on Form B on annual intake of and clients served by particular programs and number of beds and average daily population for residential facilities are inadequate. For about 40 percent of the COG programs reported quantitative data are lacking. Of the metro programs reported, 13 percent suffer from this deficiency.

Knowledge about the extent to which status offenders are served by various existing programs is essential to determine whether additional facilities and services for status offenders in each county or combinations of counties are needed. What is now known does not prompt secure judgments on that score. The Project secured information on the annual intakes for residential facilities, but very little about the numbers of juveniles involved in non-residential social service programs. Quantitative data were reported for two-thirds of the probations departments, but many local and state social service agencies did not report on annual intakes and on the characteristics of clients served. (A new instrument for county reports on Texas Juvenile Court Cases is now being used by TYC. When the returns are in, information on a number of the points just mentioned will be

available for the year ending December 31, 1974.)

As has been already indicated, halfway houses, runaway homes, group and individual foster care, group living facilities, emergency shelters, and alternative schools are considered directly pertinent to the removal of status offenders from detention in jails and secure institutions. Supportive programs may embrace the following services: individual/family counseling, educational, vocational, health, recreational, crisis care, referral, and legal.

The great majority of all programs reported on in the county survey are supportive. Group living facilities seem to be generally available in the COGs, even though there are relatively few halfway houses. The metro areas generally have a more complete range of programs, and are particularly better off in the number of alternative schools. More detailed investigation might disclose that many of the supportive programs may be found to be capable of playing a more critical role in the deinstitutionalization process. An example of this is the group and individual foster care facilities supported by DPW which were not reported in the survey. A summary statement on its findings appears in Appendix C.

With all its deficiencies, the information on existing community resources in Texas, gathered through the survey described and subsequent follow-up reports, potentially

useful to young people with problems and needing help, seemed sufficiently rich to prompt the Juvenile Justice Project to take an additional step. This was to computerize the information and produce a statewide directory. The resulting *Texas Directory of Community Resources for Youth*, it must be emphasized, is a first approximation--a first edition, so to speak--of what its title suggests. It requires further development to assure completeness and accuracy. Nevertheless, even this first stage constitutes a unique source, for it brings together in one place hitherto scattered and frequently unreported information about facilities, services, and programs currently existing in the State presumably capable of providing some form of help to those youth who, for a variety of reasons, find themselves in trouble. The *Directory's* bulk precludes its inclusion in this report, but copies may be secured from the Lyndon B. Johnson School of Public Affairs.<sup>2</sup>

The *Texas Directory of Community Resources for Youth* presents the following information for each facility, service, or program listed: (1) the name, post office box, and/or street address, and county; (2) the type of service(s) it provides; (3) the area served; (4) the estimated number of people served per year; and (5) the population served.

There are 740 entries in the *Directory*. These show

---

2. An expanded and updated second version of the *Directory* was submitted to CJD December 10, 1976. Requests for copies should be directed to the Publications Office, Lyndon B. Johnson School of Public Affairs, The University of Texas at Austin, Austin, Texas, 78712.

that some kind of resource for youth is available in all except eighteen of the State's counties.<sup>3</sup> The range in the number of entries per county is from a low of one to a high of 41. Even a cursory visual inspection shows the relative concentration of resources in the State's urban areas. Intensive analysis of the information in the *Directory*, which the Project could not undertake, should lead to a better appreciation than now exists of what might be accomplished with existing resources.

#### Concluding Observations

The Juvenile Justice Project has not attempted to estimate how many status offenders either receive or fail to receive services which might be of help to them. What has been accomplished in identifying existing facilities, services, and programs does not, moreover, permit a judgment to be made on their adequacy, in either quantitative or qualitative terms. For example, Houston has two alternative schools, but whether they have sufficient capacity to serve all the students who might benefit from the programs is not known. Nor should it be thought that the information gathered by the Project throws much light on the question of accessibility of services and programs. Thus, even though a program may include the entire state within its service boundaries, there still may be juveniles not being served

---

3. Discrepancies between the number of counties reported as having facilities, services, and programs given above and that in the *Directory* are accounted for by follow-up inquiries after the survey was completed.

because of geographic distance in rural areas or mass transportation deficiencies in urban areas.

A final comment may be made about the difficulty of assessing the applicability of a particular service. For example, compare the counseling services available in projects specifically designed for status offenders with those made available by Community Mental Health Centers. Even if professional competence and counseling styles in both are similar, the settings and the approaches to the juvenile may differ greatly. The fact that a mental health center's services are available to the public generally has a bearing upon the priority it gives to helping juveniles who are in trouble. It is also possible that the provision of counseling services by a mental health center may represent to the young person still another punitive experience. Related questions concerning the fit between categories of services and programs in existence and categories of status offenders--runaways, truants, etc.--also cannot be answered from the information now available. Services and programs are aimed at particular categories of status offenders, but how beneficial they are in fact and whether other kinds of services also available could be substituted for them without any loss in effectiveness are questions which the Project did not address.

## CHAPTER IV

### SOME GENERAL OBSERVATIONS ON DEINSTITUTIONALIZATION

Status offenses are deviant behaviors that are socially and legally proscribed. How many juveniles in the State of Texas engage in such behaviors in the course of a year is in fact unknown. As has been seen, estimates of the numbers of offenses and offenders cover only those which are recorded as a result some contact with the juvenile justice system on the part of the youths. An undetermined number of children who run away from home, are truant from school, drink alcohol, sniff inhalants, violate curfews, or engage in still other acts labelled status offenses are never referred to juvenile law enforcement authorities. Moreover, as has been said, a significant number of youths whose deviant behavior leads to contact with the juvenile justice system are diverted from it without a record being made of the offenses they are alleged to have committed.

It must be emphasized, consequently, that the parameters of deinstitutionalization as an alternative approach to rehabilitation which the State has adopted are set by the number of status offenders who are in fact processed in some measure by the juvenile justice system. That number establishes the basis for determining the scale, variety, and geographic distribution of pertinent community-based

facilities, services, and programs required to achieve the goal of deinstitutionalization.

Unfortunately, gross deficiencies exist in the information available about such community-based resources, about ease of access to them, and even more important about their effectiveness in helping children who are in trouble with the law because of their deviant behavior. Thus far, only the first steps have been taken to remedy these deficiencies, and the ground for making highly specific statements about the number and kinds of community-based facilities, services, and programs that would assure attaining the goal of deinstitutionalization is still lacking. From the little that is known, however, it is safe to say that the development of such resources by the State currently under way is fully warranted and should continue. To go beyond that general observation and to be more precise in specifying what kinds of resources are needed, in what volume, and where, would be imprudent at this juncture. Not until more and fuller information is compiled on a county-by-county basis, is systematized, and analyzed could that be done.

With the new reporting system instituted by the Texas Judicial Council in January 1976, on which further improvements can readily be effected, a better appreciation of some of the significant features of the status offender population and of the patterning of offenses has been made

possible. The information report to TJC for the first six months of 1976 covers about four-fifths of the State's counties in which almost nine-tenths of its juvenile population is found. For that period, the total number of youths recorded as having been referred to the courts for alleged delinquent conduct and status offenses came to more than 28,000.<sup>1</sup> The number of referrals recorded was larger, coming to more than 33,100. Thus the number of children referred for more than one alleged status offense and delinquent conduct was appreciable, but not large enough to support the contention sometimes voiced by juvenile justice authorities that a substantial fraction of offenders are repeat offenders. According to the TJC data, the ratio of offenders to alleged offenses is about 1:1.15. Those data also indicate that more than 24,600 instances of juvenile conduct were brought to the attention of the juvenile courts but were disposed of unofficially and not, subsequently, recorded.

Of all alleged offenses reported to TJC (33,100), status offenses account for 14,000 or about 42 percent. Status offenders, as has been seen, may be found by the juvenile court to be Children in Need of Supervision,<sup>2</sup> and according

---

1. The numbers cited in the text are rounded to the nearest hundred.

2. See above, Chapter I.

to the TJC data the alleged offense most frequently recorded in the CINS category is running away from home. In descending order of frequency were children referred for being truants, liquor law violators, and inhalers. This rank order of frequency, it may be noted, holds roughly for the referrals for white, black, and Spanish surname children. All other CINS offenses, accounting for 27 percent of the total number of CINS referrals are, unfortunately, lumped together and cannot be disaggregated by class of offense.

Data on the incidence of CINS referrals by age, by prior adjudication, by family status, or by school status and academic achievement level are not available.<sup>3</sup> There are data, however, by sex, race, and ethnicity.

Male juveniles accounted for three-fifths of all alleged CINS offenses. By subcategory of offense, males accounted for less than two-fifths of the runaway referrals, for slightly more than two-thirds of the truancy referrals, for about six-sevenths of the liquor law violations, for more than nine-tenths of the inhalant referrals, and for more than seven-tenths of the remaining unclassified CINS offenses. Boys, in short, are far more likely than girls to be referred for status offenses; but girls are much more likely than boys to be referred for running away from home.

---

3. Such data are available for all referrals, i.e., for both delinquent conduct and status offenses, but not for each major category separately.

The majority of status offenses referred during the first six months of 1976 involved white juveniles. They accounted for almost three-fifths of all alleged CINS offenses. Spanish surname juveniles were involved in one-fourth and Blacks in slightly more than one-seventh of all alleged CINS offenses. A relatively small number of referrals involved juveniles belonging to racial or ethnic groups other than white, Spanish surname, or black. Among these, the males accounted for somewhat more than half of all referrals.

Of the white youth who were referred, about 54 percent were males. The distribution of CINS offenses by sex among white juveniles is congruent with that for all referrals in three categories of offenses - running away, truancy, and all other CINS offenses. It differs significantly in two, liquor law violations and inhalants. For these, the male referrals account for three-fourths and four-fifths, respectively, of all white referrals.

Blacks constitute about 12 percent of the State's total juvenile population, and black referrals for alleged status offenses account for 14 percent of all CINS referrals. Spanish surname children are 20 percent of the State's total juvenile population and account for 25 percent of all CINS referrals. Males were 60 percent of all black referrals, and were an even higher proportion of all Spanish surname

TABLE 2

## REFERRALS FOR ALLEGED CINS OFFENSES

Category of Alleged Offense	All Children Referred			
	Total No.	Percent by Offense	Percent by Sex Males Females	
Runaways	5,596	40%	38%	62%
Truants	2,583	18%	64%	36%
Liquor Law Violators	1,448	10%	83%	17%
Inhalers	533	4%	87%	13%
All Other CINS Offenses	3,819	27%	71%	29%
TOTAL	13,979	99% <sup>a</sup>	59%	41%

Category of Alleged Offense	White Children Referrals			
	Total No.	Percent by Offense	Percent by Sex Males Females	
Runaways	3,975	49%	39%	61%
Truants	1,923	17%	65%	35%
Liquor Law Violators	777	10%	78%	22%
Inhalers	124	2%	80%	20%
All Other CINS Offenses	1,860	23%	69%	31%
TOTAL	8,159	101% <sup>a</sup>	58%	42%

a. Due to rounding.

b. Less than 1 percent.

Source: Texas Judicial Council

TABLE 2 CONTINUED

## REFERRALS FOR ALLEGED CINS OFFENSES

Category of Alleged Offense	Total No.	Percent by Offense	Black Children Referrals	
			Percent by Sex Males	Females
Runaways	556	29%	36%	64%
Truants	548	28%	66%	34%
Liquor Law Violators	62	3%	66%	34%
Inhalers	12	b	92%	8%
All Other CINS Offenses	758	39%	72%	28%
TOTAL	1,936	99% <sup>a</sup>	60%	40%

referrals - 68 percent. In both cases, the patterns differ from that for whites, among whom, it will be recalled, males were 54 percent of all white referrals.

The following Table summarizes the data on status offenses reported to TJC for the first six months of 1976. It shows, in addition to what has already been noted, that the proportions of referrals for running away from home are appreciably lower for black and Spanish surname juveniles than for whites, and that there are marked differences by sex among the several components of the juvenile population for each category of CINS offenses.

The TJC data also provide information on the detention experience children referred to the juvenile justice system for alleged status offenses. Almost all the juveniles awaiting investigation, disposition, or adjudication of the alleged offenses for which they were referred were held in designated secure detention facilities. Of the more than 6,100 who were detained in the course of the first six months of 1976, less than 2 percent were held in non-secure residential settings. Of this tiny fraction, 81 percent were runaways.

As would be expected, alleged runaways - because referrals for that offense were so substantial a proportion of all status offenses - accounted for 56 percent of all those held in secure detention facilities. Table 3 details the infor-

TABLE 3

## DETENTION OF CHILDREN REFERRED FOR ALLEGED CINS OFFENSES

Alleged Offense	<del>Total No. Detainees</del>	Detained in Non-Secure Residential Settings		Detained in Designated Secure Facilities		Total No. Detained
		No.	Percent of Detainees	No.	Percent of Detainees	
Runaways	82	81%		3,389	56%	3,471
Truants	3	3		436	7	439
Liquor Law Violators	4	4		575	10	579
Inhalers	0	0		344	6	344
All Other CINS Offenses	12	12		1,296	21	1,308
TOTAL	101	100		6,040	100	6,141

Source: Texas Judicial Council

TABLE 4  
 LENGTH OF DETENTION IN SECURE DETENTION  
 FACILITIES OF CHILDREN  
 REFERRED FOR ALLEGED CINS OFFENSES

Duration	No.	Percent of Total Referred	
Less than 24 hours	2,429	40%	
At least 1 day but not more than 3	2,059	39	74%
At least 3 days but not more than 5	526	9	
At least 5 days but not more than 10	483	8	
More than 10 days	543	10	18%
TOTAL		6,040	101 <sup>a</sup>

a. Due to rounding

Source: Texas Judicial Council

mation reported to the Texas Youth Council on the detention of children referred for alleged CINS offenses.

Data on the length of stay of status offenders in non-secure detention facilities is not available, but it is for those held in secure facilities. Of these, as Table 4 shows, four out of ten were detained for less than 24 hours, and one out of ten was in detention for more than ten days. What the upper limit of stay was is not shown in the TJC data.

At this time it is not possible to explain the patterning of duration in secure detention facilities. Information relating length of detention to type of status offense, age of children referred, or their school status is not available. Subsequent investigation and analysis may make it possible to throw some light on these matters and on the relationship between the way juvenile courts operate in particular communities to the length of childrens' stays in secure detention facilities.

It is possible to add the following information to what is shown in Table 3: White juveniles were 57 percent, blacks 13 percent, and Spanish surname 29 percent of the status offenders held in secure detention during the first six months of 1976. Of the white children alone held in secure detention, while being processed in the juvenile justice system, girls outnumbered boys slightly. White

girls, in fact, accounted for one out of three of all children held in secure detention. This appears to result from the large number of white girls referred for running away from home (some 3,470) during the first six months of 1976. For both black and Spanish surname children, more boys than girls were held in secure detention.

The information reported to TJC on status offenses referred to the juvenile courts and on their detention while their cases are being processed is fuller and richer than that which had been available earlier. It remains, however, limited and partial, for reasons as has been noted, that go beyond the short period covered. It should be noted that the information presented here does not describe what happens to the referred youth as a result of such rehabilitative efforts as are made because they do make contact with the juvenile justice system.<sup>4</sup>

Data for the whole year of 1976, which will be available by the spring of the following year, pursuit of lines of inquiry already mentioned, and a more detailed picture of local variations in the practices of juvenile authorities should contribute significantly to both a sharper and deeper understanding of the status offender problem in the

---

4. Some information on these several counts is provided in the studies prepared for the Criminal Justice Division referred to above, footnote 12, p.25.

State of Texas. How that problem might be more effectively dealt with or managed than it has been to date may depend heavily upon two other considerations. One involves more systematic knowledge of the ways in which juveniles and adults perceive behaviors now proscribed as status offenses and of their attitudes toward components of the juvenile justice system and toward institutions which play critical roles in shaping or controlling the behavior of youth, such as the family and the school. The first step has already been taken to secure such knowledge through the sample social survey being conducted by the Juvenile Justice Research Project.<sup>5</sup> The findings of that attitudinal survey may reveal for example, whether there is community support for adopting as one approach to managing the status offender problem, removing the legal sanctions against deviant behaviors now labelled status offenses. The second consideration involves the preventive, supportive, and even rehabilitative functions that public agencies external to the juvenile justice system, as well as private organizations and institutions, might perform with respect to status offender behaviors.

How much might be done to reduce the annual incidence of status offenses in Texas, and consequently, the number

---

5. The field work for the survey has already been completed. Work on the analysis of responses by the adults and juveniles interviewed will begin early in 1977.

of juveniles referred through policies and programs pursued by institutions and agencies external to the juvenile justice system is at present an open question. It is a question, moreover, that involves issues and problems both larger in scope and more difficult to attack than those relating solely to the policy goal of deinstitutionalization. It may be that the answer to that open question will be found if the State of Texas is willing to develop and adopt a general policy designed to assure the sound development of its youth. This, of course, would transcend in importance the more limited goal of the deinstitutionalizing status offenders.

The strategy for achieving that narrower goal by August 1977 calls for only brief comment here. It has been set forth in the successive Texas Criminal Justice Plans prepared by the Criminal Justice Division of the Governor's Office. It centers understandably, on the key components of the juvenile justice system and on enhancing their operational effectiveness. Thus, CJD has encouraged the diversion of juveniles at the points of their initial contact with law enforcement authorities and of formal referral to the juvenile court. However, only a small proportion of law enforcement officers in the state (probably not more than 3 percent) are assigned to dealing with youth on either a full- or part-time basis. It is

reasonable, therefore, for CJD to promote increases in the number of juvenile officers and together with their training to understand better the behavior of youth and how those who do get into trouble with the law might best be helped. To achieve this dual objective, CJD has been funding a variety of programs. Many counties in the State, however, still lack adequate resources of trained juvenile law enforcement personnel. In the judgment of close observers of the juvenile justice system, the combination of limited resources with local level indifference to the need to improve the system still remain to be overcome in order to capitalize on the State's commitment to the objective of effective diversion.

Successive Criminal Justice Plans also recognize that, if children in trouble with the law are not only to be diverted from the juvenile justice system but also to be given the help they and their families need to reduce deviant behavior, community-based facilities, services, and programs to which status offenders might be referred have to be available and effective. Part of CJD's funding resources, consequently, have been allocated to encourage progress on this front and to build an information base on the existence and accessibility of such facilities, services, and programs.

Juvenile probation services are a critical component of the juvenile justice system. Since 1970, aided by CJD support, there has been a relatively rapid expansion in such services. But it appears that juvenile probation officers are still lacking in about one-third of the counties in the State. According to those who work with children in trouble with the law, a continuing and intensified effort is required on the probation front to achieve the objectives of diversion and deinstitutionalization.

The behavior of the courts in the State with jurisdiction over children is, of course, central to realizing the goal of deinstitutionalization. This is recognized both implicitly and explicitly in the State's Criminal Justice Plans. Only a small number of the juvenile courts are statutory courts,<sup>6</sup> which means that the overwhelming majority of the designated juvenile judges in the State devote only part of their times to juvenile matters and cases. The juvenile boards which are advisory to the juvenile courts appear to vary widely in the levels of their knowledge about and experience with the developmental processes of youth and their behavioral problems. It is understandable, therefore, that CJD has sought, as has the Texas Judicial Council, to enhance the competence of part-

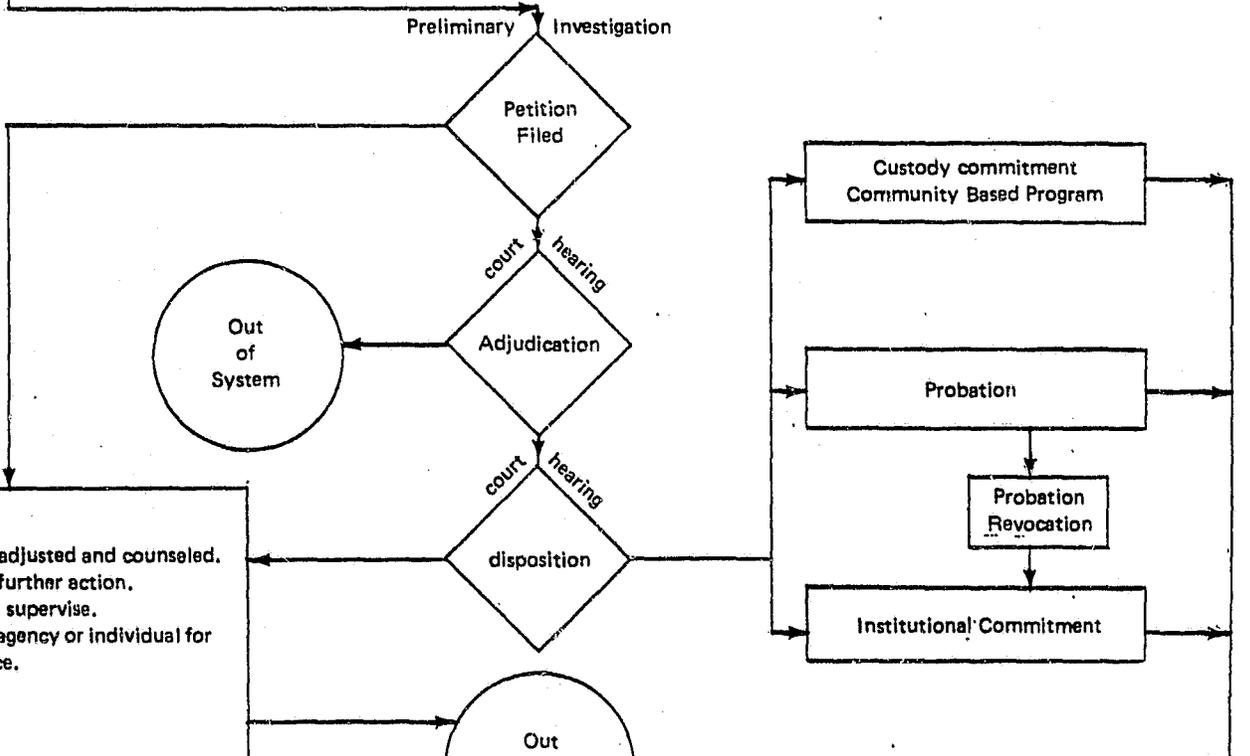
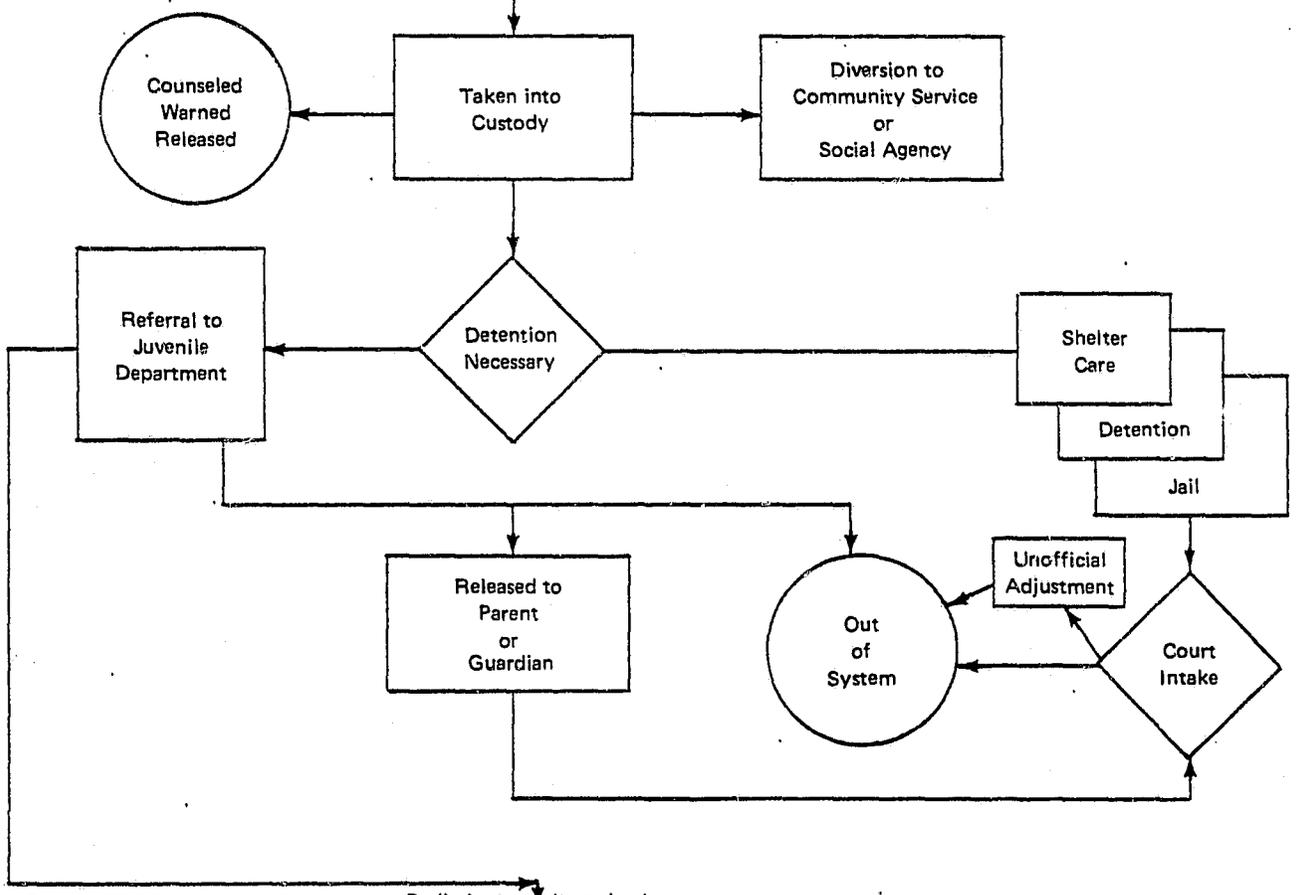
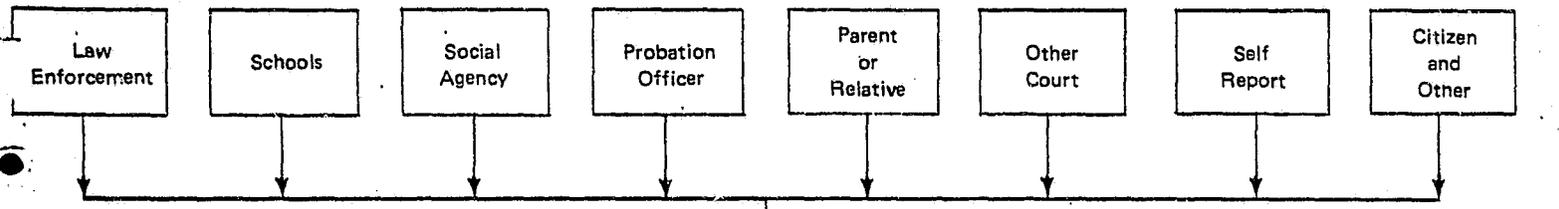
---

6. See above, Chapter I.

time juvenile judges to carry out their distinctive responsibilities for the youth of the State.

In the light of what is known about the ways in which the juvenile justice system operates in Texas with status offenders, CJD's strategic approach to deinstitutionalization cannot be faulted. Whether the scale of State and federal resources being deployed to improve the juvenile justice system in implementing that strategy is, however, another matter, and one which cannot be addressed here.

### STATUS OFFENDERS AND THE TEXAS JUVENILE JUSTICE SYSTEM



1. Dismissed, warned, adjusted and counseled.
2. Held open without further action.
3. Probation officer to supervise.
4. Referral to another agency or individual for supervision or service.
5. Runaway returned.
6. Other.

**CONTINUED**

**1 OF 2**

Appendix A

ESTIMATED NUMBERS OF STATUS OFFENDERS HAVING CONTACT WITH  
THE TEXAS JUVENILE JUSTICE SYSTEM

<u>County</u>	<u>Juvenile Population</u>	<u>Panhandle</u>			<u>TJC--Jan. June, 1976</u>
		<u>1975</u>	<u>1976</u>	<u>1977</u>	
Armstrong	255	6	6	6	0
Briscoe	341	8	8	7	0
Carson	998	24	23	22	10
Castro	1879	44	45	46	11
Collingsworth	619	15	4	14	23
Dallam	1086	26	26	26	5
Deaf Smith	2917	92	97	101	40
Donley	429	10	10	10	3
Gray	4017	95	94	93	24
Hall	796	19	19	18	8
Hansford	1200	28	28	29	5
Hartley	219	5	5	5	1
Hemphill	443	10	10	10	0
Hutchinson	3421	81	78	75	35
Lipscomb	532	13	13	13	0
Moore	2058	49	48	47	4
Ochiltree	1579	37	38	38	45
Oldham	734	17	18	18	0
Parmer	1984	47	47	48	
Potter	19066	450	443	436	133
Randall	2039	48	50	52	74
Roberts	133	3	3	3	0
Sherman	684	16	17	17	0
Swisher	1786	42	42	42	19
Wheeler	858	20	20	20	0
TOTALS	51,073	1205	1200	1196	440

South Plains

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Bailey	1334	27	26	26	--
Cochran	875	18	17	16	1
Crosby	1386	28	27	26	13
Dickens	491	10	10	9	3
Floyd	1569	31	31	30	36
Garza	760	15	15	14	1
Hale	5824	116	117	117	68
Hockley	3107	62	61	59	12
King	64	1	1	1	0
Lamb	3636	73	77	81	--
Lubbock	28442	569	578	587	211
Lynn	1392	28	27	26	0
Motley	245	5	5	5	0
Terry	2345	47	47	46	29
Yoakum	127	3	3	3	0
<b>TOTALS</b>	<b>51597</b>	<b>1032</b>	<b>1039</b>	<b>1046</b>	<b>374</b>

North Texas

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Archer	916	8	8	8	0
Baylor	629	5	5	5	1
Childress	767	7	6	6	12
Clay	1114	9	9	9	0
Cottle	402	3	3	3	0
Foard	251	2	2	2	0
Hardeman	882	7	7	7	0
Jack	886	8	7	7	--
Montague	2109	18	18	18	0
Wichita	17620	149	150	151	173
Wilbarger	1863	16	16	15	0
Young	1910	16	16	16	8
TOTALS	29349	249	249	249	194

North Central Texas

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan., June, 1976</u>
Collin	10549	113	117	121	110
Dallas	222175	2377	2458	2541	1097
Denton	12052	129	136	144	149
Ellis	7353	79	79	80	---
Erath	1819	19	20	20	---
Hood	929	10	10	10	---
Hunt	6645	71	72	73	34
Johnson	7852	84	87	90	88
Kaufman	4807	51	52	52	115
Navarro	3925	42	42	41	81
Palo Pinto	4717	50	51	52	0
Parker	4661	50	51	52	59
Rockwall	1196	13	13	13	---
Somervell	353	4	4	4	0
Tarrant	111525	1193	1224	1256	923
Wise	2789	30	30	31	---
<b>TOTALS</b>	<b>403347</b>	<b>4316</b>	<b>4448</b>	<b>4585</b>	<b>2656</b>

North East Texas

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Bowie	10478	309	313	316	130
Cass	5111	151	167	185	46
Delta	667	20	19	19	2
Franklin	534	16	16	16	45
Hopkins	2846	84	85	85	117
Lamar	5100	150	151	152	79
Morris	2200	65	65	65	13
Red River	2233	66	65	65	7
Titus	2090	62	62	62	25
TOTALS	31259	922	943	967	464

East Texas

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Anderson	4199	31	31	31	--
Camp	1274	10	10	10	8
Cherokee	3991	30	30	30	15
Gregg	13235	99	100	101	173
Harrison	7469	56	56	56	68
Henderson	3952	30	30	30	31
Marion	1370	10	10	10	6
Panola	2160	16	16	16	3
Rains	513	4	4	4	8
Rusk	4272	32	32	32	19
Smith	16299	122	124	125	64
Upshur	3102	23	23	24	35
Van Zandt	3302	25	25	25	1
Wood	2537	19	19	19	27
TOTALS	67675	508	511	514	458

West Central Texas

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Brown	3077	33	33	33	24
Callahan	1275	14	14	14	0
Coleman	1170	13	12	12	9
Comanche	1408	15	15	15	0
Eastland	2338	25	26	28	--
Fisher	818	9	9	8	--
Haskell	1014	11	11	10	0
Jones	1989	21	21	20	55
Kent	205	2	2	2	0
Knox	800	9	8	8	3
Mitchell	1326	14	14	14	--
Nolan	2261	24	24	23	74
Runnels	1574	17	16	16	1
Scurry	2368	25	25	24	27
Shackelford	369	4	4	4	--
Stephens	1042	11	11	11	2
Stonewall	302	3	3	3	0
Taylor	14979	160	160	161	199
Throckmorton	229	2	2	2	--
<b>TOTALS</b>	<b>38544</b>	<b>412</b>	<b>410</b>	<b>409</b>	<b>394</b>

Upper Rio Grande

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Brewster	1046	9	9	9	21
Culberson	697	6	6	6	0
El Paso	68546	589	600	610	561
Hudspeth	395	3	3	3	0
Jeff Davis	208	2	2	2	0
Presidio	801	7	7	7	5
TOTALS	71693	617	627	637	587

Permian Basin

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Andrews	1824	27	27	27	65
Borden	128	2	2	2	0
Crane	608	9	9	9	2
Dawson	2354	35	34	33	40
Ector	16080	241	243	244	253
Gaines	2244	34	34	34	5
Glasscock	216	3	3	3	--
Howard	5637	85	85	84	72
Loving	23				--
Martin	708	11	11	11	--
Midland	11764	176	177	177	22
Pecos	2555	38	39	40	15
Reeves	3194	48	48	48	72
Terrell	265	4	4	4	0
Upton	716	11	10	10	0
Ward	1870	28	27	26	18
Winkler	1572	24	23	23	18
TOTALS	51769	777	775	774	582

Concho Valley

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Coke	470	2	2	2	0
Concho	312	1	1	1	0
Crockett	575	2	2	2	1
Irion	139				--
Kimble	543	2	2	2	0
McCulloch	1088	4	4	4	0
Mason	398	1	1	1	1
Menard	236				7
Reagan	554	2	2	2	0
Schleicher	302	1	1	1	--
Sterling	161				--
Sutton	450	2	2	2	0
Tom Green	11317	42	42	43	99
TOTALS	16545	61	61	61	108

Heart of Texas

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan., June, 1976</u>
Bosque	1278	15	15	15	3
Falls	2367	29	28	28	--
Freestone	1550	19	19	18	--
Hill	2805	34	34	34	2
Limestone	2302	28	28	27	86
McLennan	21657	262	262	262	246
TOTALS	31959	387	386	385	337

Capital

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Bastrop	2583	34	34	34	27
Blanco	512	7	7	7	4
Burnet	1599	21	21	21	5
Caldwell	2631	34	35	35	4
Fayette	2076	27	27	26	--
Hays	4438	58	59	61	31
Lee	1182	15	15	15	--
Llano	647	8	8	9	--
Travis	45297	589	613	639	485
Williamson	5656	74	74	75	4
TOTALS	66621	866	893	921	560

Brazos Valley

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Brazos	7904	22	23	23	269
Burleson	1488	4	4	4	0
Grimes	1930	5	5	5	---
Leon	1330	4	4	4	---
Madison	995	3	3	3	---
Robertson	2084	6	6	6	---
Washington	2531	7	7	7	---
TOTALS	18262	51	52	52	269

Deep East Texas

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Angelina	7668	105	107	109	103
Houston	2464	34	34	34	36
Jasper	4341	59	60	61	39
Nacogdoches	4863	67	68	69	49
Newton	1767	24	25	25	7
Polk	2309	32	32	32	4
Sabine	1014	14	14	14	2
San Augustine	1283	18	18	18	2
San Jacinto	1034	14	14	14	--
Shelby	2988	41	41	41	0
Trinity	1196	16	16	16	4
Tyler	2152	29	30	30	24
TOTALS	33079	453	458	462	270

South East Texas

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Hardin	5852	99	102	104	36
Jefferson	39822	677	679	681	172
Orange	12983	221	224	228	--
TOTALS	58657	997	1005	1013	208

Gulf Coast

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Austin	1816	62	62	62	0
Brazoria	20647	702	726	752	95
Chambers	1984	67	68	69	36
Colorado	2802	95	94	93	9
Fort Bend	9865	335	346	358	161
Galveston	33148	1127	1152	1177	288
Harris	293338	9973	10347	10736	2171
Liberty	5837	198	200	201	119
Matagorda	5115	174	176	177	21
Montgomery	9700	330	342	355	88
Walker	2781	95	98	101	55
Waller	2175	74	75	76	19
Wharton	6051	206	203	201	29
TOTALS	395259	13439	13890	14358	3091

Golden Crescent

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Calhoun	3668	91	92	93	38
DeWitt	3388	84	83	83	18
Goliad	784	19	19	19	0
Gonzales	2519	62	62	62	13
Jackson	2066	51	50	49	1
Lavaca	1853	46	45	45	2
Victoria	9968	246	250	254	42
TOTALS	24246	599	602	604	114

Alamo

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Atascosa	3392	16	16	16	36
Bandera	614	3	3	3	0
Bexar	135669	650	662	675	472
Comal	4339	21	21	22	143
Frio	2263	11	11	11	15
Gillespie	1485	7	7	7	0
Guadalupe	5991	29	29	29	69
Karnes	2295	11	11	11	29
Kendall	1075	5	5	5	0
Kerr	2390	11	12	12	0
Medina	3768	18	18	18	90
Wilson	2180	10	10	11	3
TOTALS	165461	793	806	820	897

South Texas

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Jim Hogg	811	18	17	17	--
Starr	3530	76	76	76	--
Webb	15227	329	334	338	145
Zapata	725	16	16	16	--
TOTALS	20293	438	442	447	145

Coastal Bend

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Aransas	1338	19	20	20	43
Bee	3837	56	56	56	60
Brooks	1473	21	21	21	27
Duval	2195	32	32	31	--
Jim Wells	5212	76	74	73	56
Kenedy	135	2	2	2	0
Kleberg	4895	71	72	73	110
Live Oak	1062	15	15	15	4
McMullen	182	3	3	3	0
Nueces	44330	643	650	657	479
Refugio	1554	23	22	21	0
San Patricio	9180	133	133	133	107
TOTALS	75393	1093	1099	1105	886

Lower Rio Grande Valley

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Cameron	22707	418	408	399	372
Hidalgo	35118	646	640	635	75
Willacy	2680	49	48	46	16
TOTALS	60505	1113	1096	1080	463

Texoma

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Cooke	3832	108	108	109	43
Fannin	2613	74	73	73	51
Grayson	12447	351	355	359	47
TOTALS	18892	532	537	541	141

Central Texas

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Bell	17691	372	387	403	179
Coryell	5291	111	116	122	51
Hamilton	689	14	14	14	.0
Lampasas	1211	25	25	25	43
Milam	2669	56	55	55	--
Mills	477	10	10	10	2
San Saba	723	15	15	15	--
TOTALS	28751	604	623	644	275

Middle Rio Grande

<u>County</u>	<u>Juvenile Population</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>TJC--Jan.- June, 1976</u>
Dimmit	1548	10	10	10	--
Edwards	502	3	3	3	-
Kinney	345	2	2	2	-
La Salle	851	5	5	5	5
Maverick	5145	32	36	40	23
Real	121				--
Uvalde	3150	20	20	20	11
Val Verde	4965	31	32	32	67
Zavala	2268	14	14	13	
TOTALS	18895	119	123	127	106

APPENDIX B

SUMMARY STATEMENT

Residential Facilities

CRIMINAL JUSTICE DIVISION, GOVERNOR'S OFFICE

Deinstitutionalization of Status Offenders

--Eighteen projects operated under contracts with total funding of \$1.7 million.<sup>2</sup>

--Priority given to status offenders; number of status offenders to be served is not available.

Delinquency Prevention and Treatment

--Seven projects operated under contracts with total funding of \$646,000.<sup>3</sup>

--The projects serve delinquents, CINS, and pre-delinquents; number of status offenders to be served is not available.

TEXAS YOUTH COUNCIL

Community Assistance

--Six projects operated under contracts with probation offices, which sub-contract for residential and other services; total funding, \$157,000; projects initiated in early 1976.<sup>4</sup>

--500 delinquents, CINS, and pre-delinquents to be served in 12 counties through residential services;<sup>5</sup> number of status offenders to be served is not available.

--Residential services purchased may include foster care and group facility placement; non-residential services may include individual, group, or family counseling, psychological testing, and day care.

Contracted Residential

--The Texas Youth Council contracts on an individual basis for placement of delinquent, status offender, and dependent and neglected children.

--Of some 45 contracts with individuals or agencies, some 7 are specifically for status offenders.

OSJD P

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Runaway Shelter

--Five projects operated under contracts in four cities with total funding of \$335,000; three projects initiated late 1975.

--308 runaways under age 18 were served in the fourth quarter of 1975.<sup>6</sup>

--Services include counseling and up to 30 days emergency shelter.

TEXAS DEPARTMENT OF PUBLIC WELFARE

Adoption Services

--Services may include counseling, legal assistance, transportation or referral; total funding of \$1.6 million.

--795 children to be served; number of status offenders to be served, if any, is not available.

Foster Care for Children

--Services may include counseling, transportation, or referral; total funding, \$4.5 million.<sup>8</sup>

--7,868 children to be served; number of status offenders to be served is not available.

Transitional Services for Delinquent and Dependent and Neglected Children

--Program is contracted to the Texas Youth Council and partially supports the Community Assistance Program;<sup>9</sup> total funding, \$2.4 million.

--307 income eligible children, and 3,599 children without regard to income to be served.<sup>10</sup>

## Crisis Care

### FIRST LADY'S VOLUNTEER PROGRAM, GOVERNOR'S OFFICE

#### Operation Peace of Mind

- Toll-free, runaway hotline relays messages to parents and refers runaways to community resources; funded at \$149,000.
- Received 13,559 calls from runaways in 1975; relayed 2,947 messages; made approximately 800 referrals to community resources.<sup>11</sup>

### TEXAS DEPARTMENT OF MENTAL HEALTH AND MENTAL RETARDATION

#### Community Mental Health and Mental Retardation Centers

- Services of 27 community operated centers are available to more than 80 percent of the population of Texas.
- 373 clients of ages 10-17 received emergency care in 1975.

#### Hospital Outreach Programs

- In 1975, 17 youth of ages 10-17 received emergency care services.<sup>12</sup>

### TEXAS DEPARTMENT OF PUBLIC WELFARE

#### Protective Services for Children

- Toll-free hotline receives reports of abuse and neglect of children 17 and under and provides remedial services; total funding, \$31.8 million.
- 105,039 reports to be received and investigated; 45,000 to receive counseling and referral services; 3,000 children to be reunited with families; 1,000 children to be provided emergency shelter;<sup>13</sup> 10,000 children to receive court-related services; number of status offenders to be served is not available.

#### Emergency Homemaker Services

- Program enables children to remain in the home or keeps families together in times of crisis; implemented by direct services and contracts; total funding, \$200,000.

--845 families receiving AFDC to be served;<sup>14</sup> number of status offenders to be served is not available.

#### Crisis Services

--Services provided by contracts with Community Mental Health Centers; total funding, \$100,000.

--151 income eligible clients and 1,355 clients of all ages without regard to income to be served.<sup>15</sup>

#### Counseling

##### CRIMINAL JUSTICE DIVISION, GOVERNOR'S OFFICE

#### Deinstitutionalization of Status Offenders

--Five projects operated under contracts with total funding of \$230,000.

--Priority is given to status offenders; number of status offenders to be served is not available.

--Services may include testing and evaluation; individual and family counseling, and tutoring.<sup>16</sup>

#### Delinquency Prevention and Treatment

--Two projects operated under contracts with total funding of \$42,000.<sup>17</sup>

--Projects serve delinquents, CINS, and pre-delinquents; number of status offenders to be served is not available.

##### TEXAS DEPARTMENT OF MENTAL HEALTH AND MENTAL RETARDATION <sup>18</sup>

#### Community Mental Health and Mental Retardation Centers

--1,400 clients ages 10-17 received individual, group, or family counseling services in 1975; number of status offender clients is not available.

#### Hospital Outreach Programs

--2,332 clients ages 10-17 received individual, group, or family counseling services in 1975; number of status offender clients is not known.

#### Texas Research Institute for Mental Sciences

--565 clients ages 10-17 were served in 1975.

TEXAS DEPARTMENT OF COMMUNITY AFFAIRS, STATE PROGRAM ON  
DRUG ABUSE

Drug Treatment

--Eighteen projects operated under contracts, chiefly with Community Mental Health Centers; total funding, \$3.0 million.

--2,995 clients of all ages served daily in 1974;<sup>19</sup>  
a total of 745 inhalant users were served in 1975,  
of which 611 were ages 10 to 17.<sup>20</sup>

TEXAS COMMISSION ON ALCOHOLISM

Alcoholism Treatment

--72 projects operated under contracts;<sup>21</sup> number of status offenders served is not available.

TEXAS EDUCATION AGENCY

Visiting Teachers

--350 visiting teachers work in school districts serving an estimated 50% of school age children,<sup>22</sup> providing truancy intervention, counseling, and referral services.

TEXAS DEPARTMENT OF PUBLIC WELFARE

Outreach Services

--Services provided by contracts with Community Mental Health Centers; total funding, \$2.6 million.

--Persons to be served include emotionally disturbed, mentally retarded, and alcohol or other drug users; 1,069 income eligible clients and 9,601 clients of all ages without regard to income are to be served; information on status offender clients not available.

--Services may include case finding, intake, evaluation, individual, group or family counseling, therapy, or referral.<sup>23</sup>

Community Services

--Services provided by contracts with Community Mental Health Centers; total funding, \$7.9 million.

--Persons to be served are the same as by Outreach Services; 5,185 income eligible clients and 46,669 clients of all ages without regard to income are to be served;<sup>24</sup> information on status offender clients is not available.

--Services to be provided are the same as by Outreach Services.

Testing and Evaluation

TEXAS DEPARTMENT OF MENTAL HEALTH AND MENTAL RETARDATION

Community Mental Health and Mental Retardation Centers

--4,667 clients aged 10-17 received a psychological evaluation of services in 1975.<sup>25</sup>

Hospital Outreach Programs

--675 clients aged 10-17 received psychological evaluation in 1975.<sup>26</sup>

Texas Research Institute for Mental Sciences

--266 clients of ages 10-17 were served in 1975.

TEXAS EMPLOYMENT COMMISSION

Employment Services

--Services are directly provided through 140 local offices.

--11,382 youth of ages 16-22 received vocational evaluation services in 1974.<sup>27</sup>

TEXAS DEPARTMENT OF HEALTH RESOURCES

Local Health Departments

--Services are provided to <sup>75</sup>68 counties by contract with 68 local departments.<sup>28</sup>

--School health examinations were provided to 10,199 persons in 1975, visual screening--50,834, audiometer testing--36,634, dental screening--15,085.

--Information is not available on status offenders served.

## TEXAS DEPARTMENT OF PUBLIC WELFARE

### Diagnostic and Evaluation Services

--Services provided by contract with the Texas Rehabilitation Commission may include psychiatric or vocational evaluation for employment purposes; total funding, \$1.1 million.

--15,500 income eligible clients with physical or mental disability to be served; minimum age is 15.<sup>29</sup>

### Educational

## TEXAS EDUCATION AGENCY

### Alternative Schools

--Eight schools, operated under contracts with school districts, for students who do not adjust well to the regular school program.

"The Community as a School," Houston, serves 200 youth grades 10-12 with \$52,250 funding assistance.

"Ethnic Arts Center," Houston, serves 275 youth, grades 7-12 with \$23,750 funding assistance.

The "Carver Learning Center" in Amarillo serves 150 youth grades 9-12 with \$85,550 funding assistance.

The "Alternative Education Center" in Corpus Christi serves some 325 youth.

Remaining projects are in Odessa, Pasadena, San Antonio, and Dallas.<sup>30</sup>

--How many status offenders attend these schools is not known.

CRIMINAL JUSTICE DIVISION, GOVERNOR'S OFFICE

Deinstitutionalization of Status Offenders

--Alternative school<sup>31</sup> operated under contract;  
total funding of \$166,000.<sup>32</sup>

Employment

CRIMINAL JUSTICE DIVISION, GOVERNOR'S OFFICE

Delinquency Prevention and Treatment<sup>33</sup>

--Individual Rehabilitation project provides employment  
services under contract; total funding, \$56,000.<sup>34</sup>

TEXAS REHABILITATION COMMISSION

Juvenile Correction Program

--33 counselors across Texas provide vocational counsel-  
ing, evaluation and placement services to delinquents,  
CINS, and pre-delinquents with mental or physical  
disability; total funding, \$1.0 million.

--5,199 youth of ages 15-17 referred to agency in 1974;  
1,489 youth subsequently held employment for 60  
days or more.

Rehabilitation Services

--Persons with physical or mental disability receive  
vocational counseling, evaluation, training, and  
placement services.

--141,338 persons of all ages served in 1975; 26,154  
clients subsequently held employment for 60 days  
or more;<sup>35</sup> information is not available on status  
offenders served.

TEXAS DEPARTMENT OF COMMUNITY AFFAIRS, MANPOWER SERVICES

Summer Youth Program

--Serves 150 non-metropolitan counties through local  
contracts.<sup>36</sup>

--Provided summer employment for 10,828 disadvantaged  
youth ages 14-22 in 1974.<sup>37</sup>

Employment

CRIMINAL JUSTICE DIVISION, GOVERNOR'S OFFICE

Delinquency Prevention and Treatment<sup>33</sup>

--Individual Rehabilitation project provides employment services under contract; total funding, \$56,000.<sup>34</sup>

TEXAS REHABILITATION COMMISSION

Juvenile Correction Program

--33 counselors across Texas provide vocational counseling, evaluation and placement services to delinquents, CINS, and pre-delinquents; total funding, \$1.0 million.

--5,199 youth referred to agency in 1974; 1,489 youth subsequently held employment for six months or more.

Rehabilitation Services

--Persons with physical or mental disability receive vocational counseling, evaluation, training and placement services.

--141,338 persons of all ages served in 1975; 26,154 clients subsequently held employment for six months or more;<sup>35</sup> information is not available on status offenders served.

TEXAS DEPARTMENT OF COMMUNITY AFFAIRS, MANPOWER SERVICES

Summer Youth Program

--Serves 150 non-metropolitan counties through local contracts.<sup>36</sup>

--Provided summer employment for 10,828 disadvantaged youth ages 14-22 in 1974.<sup>37</sup>

In-School Work Program

--Serves 150 non-metropolitan counties with local contracts.

--Served 2,000 disadvantaged youth ages 14-18 in 1974.<sup>38</sup>

TEXAS DEPARTMENT OF COMMUNITY AFFAIRS, YOUTH SECRETARIAT

Youth Conservation Corps

- Provided summer employment and conservation experience at 11 camps to 300 high school youth age 15-19 in 1974.<sup>39</sup>

TEXAS EMPLOYMENT COMMISSION

Employment Services

- Provides employment counseling, evaluation, referral, and placement services through 140 local offices.
- Served 1.4 million clients of all ages in 1974; 43,544 youth ages 16-22 served;<sup>40</sup> no information is available on status offenders served.

TEXAS COMMISSION ON ALCOHOLISM

Occupational Services

- Seven projects operated through local contracts aid persons with alcohol abuse history with employment services.<sup>41</sup> Status offender figures not available.

TEXAS DEPARTMENT OF PUBLIC WELFARE

Vocational Rehabilitation, Training and Support Services

- Programs operated under contracts with the Texas Rehabilitation Commission; total funding of \$9.8 million.
- Persons with physical or mental disability of all ages to be served; 16,600 to receive vocational counseling; 16,937 to receive evaluation services; 2,769 to receive placement services; 3,983 to receive pre-vocational training; 5,721 to receive vocational training; 8,852 to receive vocational support services.<sup>42</sup>

Preventive Education

TEXAS EDUCATION AGENCY

Community-School Relations

--Four projects operated under contract with school districts to reduce truancy and delinquency with community preventive education activities

"Becoming"

--Twenty Regional Service Centers produce drug use prevention materials and lend assistance to schools in their use.

--Services are available to 75% of the Texas student population.<sup>43</sup>

TEXAS DEPARTMENT OF COMMUNITY AFFAIRS, STATE PROGRAM ON DRUG ABUSE

Inhalant Prevention and Intervention

--Projects implemented in Austin and Waco under contracts; total funding, \$50,300.

--Projects implemented in late 1975; projected total 4,523 clients, primarily youth, to be served; information = 814; telephone hotline = 336; education and training = 3,373.

Drug Prevention

--Thirteen projects operated under contracts; funding, \$284,000.

--Inhalant use prevention is a component of general preventive services.

TEXAS COMMISSION ON ALCOHOLISM

Education, Information and Referral<sup>45</sup>

--24 projects operated under local contracts.

--Projects serve all ages.

--Of these projects, seven either are focused on youth or serve young persons as a specific activity.

### Model Studies

- Twelve five-year studies of prevention, directed at all ages, operated under contract in coordination with Texas Education Agency; total funding, \$800,000.<sup>46</sup>

### Allied Youth Projects

- Projects in five communities with total funding of \$31,500.<sup>47</sup>
- Projects are aimed at persons age 17 and under.

## Health

### TEXAS DEPARTMENT OF HEALTH RESOURCES

#### Local Health Departments

- Services are provided to 75 counties by contract with 68 local health departments.
- Most health department services are of a screening nature (See "Testing and Evaluation"); 22,445 persons ages 5-17 received dental services in 1975; 28,871 persons of all ages received venereal disease treatment, and more than 1.4 million persons of all ages were immunized.<sup>48</sup>

### TEXAS DEPARTMENT OF PUBLIC WELFARE

#### Health Related Services

- Health related counseling, resource identification and referral services<sup>49</sup> are available statewide through both contracts and direct operations; total funding, \$5.4 million.
- 37,053 income eligible clients of all ages are to be served.<sup>50</sup> No information available on status offenders.

## Legal

### CRIMINAL JUSTICE DIVISION, GOVERNOR'S OFFICE

#### Delinquency Prevention and Treatment

- Program contracted to Texas Youth Council to provide legal consultation for TYC charges; total funding, \$68,000.<sup>51</sup>

Recreation 52

TEXAS DEPARTMENT OF COMMUNITY AFFAIRS, ECONOMIC OPPORTUNITY  
DIVISION

Summer Youth Recreation

- Projects in Lubbock, Victoria and Webb Counties and the  
Texoma Planning Region served 260,432 disadvantaged  
youth in 1975.

Referral

CRIMINAL JUSTICE DIVISION, GOVERNOR'S OFFICE

Deinstitutionalization of Status Offenders

- Six projects are operated under local contracts; total  
funding, \$409,000.
- Activities may include counseling, referral to or  
development of local resources or volunteer  
activities.<sup>53</sup>

Diversion to Community Resources

- Eighteen juvenile police units are funded to divert  
delinquents, CINS, and pre-delinquents from the  
justice system to community resources; total  
funding, \$600,000.<sup>54</sup>

TEXAS YOUTH COUNCIL

Community Assistance

- Ten projects serving 23 counties are operated under  
local contracts, chiefly with probation officers  
which may sub-contract; total funding, \$290,000;  
projects implemented early 1976.
- Estimated 3,808 juveniles to be served; delinquents  
(39%), CINS (7%), and pre-delinquents (54%).<sup>55</sup>
- Services may include counseling, screening, psycho-  
logical evaluation, referral, training, volunteer,  
and telephone hotline activities.

TEXAS DEPARTMENT OF PUBLIC WELFARE

Social Rehabilitation Services

- Services directly provided by DPW; total funding,  
\$2.5 million.

--Income eligible clients of all ages to be served;  
22,222 to receive social assessment; 22,172 to  
receive individual or family counseling; 11,111  
to be assisted in obtaining needs and rights.<sup>56</sup>

Community Resource Development

TEXAS YOUTH COUNCIL

Capacity Building

--San Antonio demonstration project to enhance local  
youth resources through planning, coordination  
and technical assistance; total funding, \$50,000.<sup>57</sup>

## Notes

1. When the data are for a year other than 1976, the particular year is given.
2. Funding amount is for residential projects only. Source: Criminal Justice Division, Governor's Office.
3. Funding amount is for residential projects only. Remaining projects are listed under "Counseling," "Education," "Employment," and "Referral." Source: Criminal Justice Division, Governor's Office.
4. Funding amount is only for those residential projects which serve status offenders. Remaining projects are listed under "Counseling," and "Referral." Source: Texas Youth Council.
5. The figure for "number served" includes three residential projects specifically for delinquents, funded at \$250,000. Source: Texas Youth Council.
6. Source: U. S. Department of Health, Education, and Welfare, Office of Human Development; Dallas Region VI.
7. Source: Texas Department of Public Welfare, Title XX Comprehensive Annual Services Program Plan for Texas, 1975-1976.
8. Source: DPW, Title XX Plan.
9. Community Assistance Projects are entered under "Residence" and "Referral." Other transitional Services include post-commitment and contracted residential services which are not applicable to status offenders.
10. Source: DPW, Title XX Plan.
11. Source: First Lady's Volunteer Program.
12. Sources: Texas Department of Mental Health and Mental Retardation, Data Book 1974.
13. Source: DPW, Title XX Plan.
14. Source: DPW, Title XX Plan.
15. Source: DPW, Title XX Plan.
16. These five projects differ in character and several could be grouped with Status Offender Deinstitutionalization projects listed under "Referral."

17. Source: Criminal Justice Division, Governor's Office.
18. Source: TDMHMR
19. The National Institute on Drug Abuse directly funds an additional six projects which served 3,256 clients of all ages daily.
20. Source: State Program on Drug Abuse.
21. Source: Texas Commission on Alcoholism.
22. Source: Texas Education Agency.
23. Source: DPW, Title XX Plan.
24. Source: DPW, Title XX Plan.
25. Source: TDMHMR,
26. Source: TDMHMR,
27. Source: Texas Employment Commission.
28. Source: Texas Department of Health Resources..
29. Source: DPW, Title XX Plan.
30. Source: Texas Education Agency.
31. Note that Criminal Justice Division and Texas Youth Council projects listed under "Residence," "Counseling," or "Referral" may include such educational activities as tutoring.
32. Source: Criminal Justice Division, Governor's Office.
33. Note that Criminal Justice Division and Texas Youth Council projects listed under "Residence," "Counseling," or "Referral" may include employment assistance activities.
34. Source: Criminal Justice Division, Governor's Office.
35. Source: Texas Rehabilitation Commission.
36. Note that the U. S. Department of Labor directly contracts with other prime sponsors in the remaining Texas counties.
37. Source: Texas Department of Community Affairs, 1974 Annual Report.

38. Source: Manpower Services, Texas Department of Community Affairs.
39. Source: TDCA, 1974 Annual Report.
40. Source: Texas Employment Commission.
41. Source: Texas Commission on Alcoholism.
42. Source: DPW, Title XX Plan.
43. Source: Texas Education Agency.
44. Source: State Program on Drug Abuse, Texas Department of Community Affairs.
45. Note that these projects could readily be listed under "Referral."
46. Source: Texas Commission on Alcoholism.
47. Source: Texas Commission on Alcoholism.
48. Source: Texas Department of Health Resources.
49. Note that this program could readily be listed under "Referral."
50. Source: DPW, Title XX Plan.
51. Source: Criminal Justice Division, Governor's Office.
52. Criminal Justice Division and Texas Youth Council projects entered under "Residence," "Counseling," or "Referral" may include recreational activities. Additionally, a number of municipalities provide for recreational services for youth.
53. Activities of these projects are often similar to CJD projects listed under "Counseling" and "Residence."
54. Source: Criminal Justice Division, Governor's Office.
55. Source: Texas Youth Council. Some of these individuals will receive non-residential services through TYC projects listed under "Residence." Additionally the number to be served includes four projects which were eliminated from this table because they are specifically for adjudicated delinquents.
56. Source: DPW, Title XX Plan.
57. Source: Texas Youth Council.

Appendix C  
RESOURCES FOR DEINSTITUTIONALIZATION AND DIVERSION

<u>State Planning Region</u>	<u>Counties Reporting</u>	<u>Probation Services</u>	<u>Juvenile Detention Facilities</u>	<u>Halfway Houses</u>
Panhandle	23			0
South Plains	15	12	9	0
North Texas				
North Central Texas	15	11	15	0
North East Texas	9	9	1	0
East Texas	14	14	18	0
West Central Texas	19	11	19	0
Upper Rio Grande	5	5	15	0
Permian Basin	17	17	17	2
Concho Valley	13	12	12	0
Heart of Texas	6	3	4	0
Capital				
Brazos Valley	7	3	7	0
Deep East Texas	12	12	10	0
South East Texas	3	3	3	0
Gulf Coast	4	4	4	1
Golden Crescent	7	7	2	0
Alamo	11	11	11	1
South Texas	4	1	4	0
Coastal Bend	9	8	7	0
Lower Rio Grande	3	2	3	2
Texoma	3	3	3	0
Central Texas	7	5	8	1
Middle Rio Grande	9	7	9	0
Bexar Metro	1	1	1	1
El Paso Metro	1	1	1	0
Tarrant Metro	1	1	1	0
Travis Metro	1	1	1	1
Dallas Metro	1	1	1	13
<b>TOTALS</b>	<b>220</b>	<b>165</b>	<b>186</b>	<b>22</b>

<u>State Planning Region</u>	<u>Group/Individual Foster Care Facilities</u>	<u>Group Living Facilities</u>	<u>Emergency Shelters</u>	<u>Alternative Schools</u>	<u>Number of Sup- portive Programs</u> *
Panhandle	4	2	1	1	24
South Plains	0	0	0	0	7
North Texas					
North Central Texas	0	0	0	0	6
North East Texas	0	0	0	0	9
East Texas	3	0	0	0	38
West Central Texas	0	3	0	0	5
Upper Rio Grande	0	0	0	0	0
Permian Basin	0	3	1	1	64
Concho Valley	0	1	0	0	2
Heart of Texas	0	0	0	0	2
Capital					
Brazos Valley	1	0	0	1	6
Deep East Texas	0	0	0	0	8
South East Texas	1	1	0	0	40
Gulf Coast	0	1	0	0	4
Golden Crescent	0	1	0	0	6
Alamo	6	4	1	1	13
South Texas	0	0	0	0	0
Coastal Bend	0	2	0	0	2
Lower Rio Grande	2	2	1	1	1
Texoma	0	0	0	0	27
Central Texas	1	0	0	0	5
Middle Rio Grande	4	0	0	0	35

Bexar Metro	0	8	0	3	35
El Paso Metro	0	0	0	0	2
Tarrant Metro	1	1	1	0	5
Travis Metro	0	5	0	0	3
Dallas Metro	<u>0</u>	<u>0</u>	<u>1</u>	<u>7</u>	<u>124</u>
TOTALS	23	34	6	15	473

\* Programs may provide these services: Individual/family counseling, educational, vocational, health, recreational, crisis care, referral, legal. (Does not include the following programs: public hospitals, independent school districts, probation departments, detention facilities.)

TABLE V

PERTINENT PROGRAMS

(For 22 State Planning Regions and 5 Metro Areas)

Halfway Houses	9
Runaway Homes	1
Group & Individual Foster Care	7
Group Living Facilities	13
Emergency Shelters	2
Alternative Schools	6

**END**