

TN

Department of
Children's Services



Annual Report (FY23)

Office of Juvenile Justice

Tennessee Department of Children's Services | January 2024



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Introduction

The Office of Juvenile Justice (OJJ) is a division of the Tennessee Department of Children's Services, which provides oversight of custody and non-custodial services for justice-involved youth, including John S. Wilder Youth Development Center and all juvenile justice (JJ) placements. OJJ manages the Interstate Compact for Juveniles (ICJ), Absconder, Electronic Monitoring and Prison Rape Elimination Act (PREA) units in addition, provides funding to juvenile courts and other community programs to help divert youth from entering states custody. This annual report provides an overview of OJJ during the period of July 1, 2022, thru June 30, 2023 (FY23).

Key Findings

- Non-custodial work is the bulk of cases served through the Office of Juvenile Justice. Youth served through State Probation during FY23 increased by 289 from FY22 and by 829 from FY21. A 36% increase in three years.
- Youth served through Aftercare services in FY23 has reduced by 23% since FY21.
- Over a thousand more youth were served through the Juvenile Justice Prevention Grants in FY23 than in the previous year with only 33 youth being placed into state custody and a diversion rate of 99%.
- Tennessee recidivism rate improved by 3.8% with 14.73% for FY23 compared to 18.53% in FY22.

Justice Involved Youth in Tennessee

T.C.A. § 37-1-131 (a)(2)(A)(i) provides that, after a finding of delinquency, the court may place a youth “under the supervision of the probation officer of the court or the Department of Children’s Services (DCS), any person, or persons or agencies designated by the court, or the court of another state as provided in § 37-1-143”.

*For FY23, 2,448
justice involved
youth received
state probation
through DCS*

Probation Services in Tennessee are primarily provided in four ways; local probation through the juvenile court, State Probation through DCS, community probation funded through grants from DCS and private probation agencies.

Youth Served by State Probation

Probation services are provided as a preventative measure to divert justice involved youth from entering state custody. Although state probation services are provided in all ninety-five (95) counties – the numbers of youth served are low in Davidson, Shelby, Knox and Hamilton counties as a result of local probation programs. DCS Juvenile Probation Officers (JPOs) are responsible for supervising youth who have been placed on state probation by monitoring compliance with court ordered terms, addressing public safety, accountability for offenses and competency developments. JPOs are charged with helping youth under their supervision succeed in becoming law abiding, productive members of their community by:

- Ensuring court ordered and/or DCS stipulations (Rules of Probation) are followed;
- Utilizing the Child and Adolescent Needs and Strengths (CANS) assessment to determine the supervision level and guide interventions;
- Empowering and engaging the youth and family in the development of an individualized non-custodial family permanency plan that will chart a “plan of action” on how the needs/concerns identified for the youth and family through assessments and information gathering will be addressed;
- Maintaining contact with youth parents/guardians, school officials and service providers;
- Maintaining face to face contact with youth based upon supervision level;
- Monitoring school attendance, behavior and grades;
- Conducting random drug screens, as needed;

- Working with local courts

During FY23, 2,448 justice involved youth received state probation services. Figure 1 shows this broken out by DCS region of adjudication. (See Appendix A for a breakdown by each county of adjudication). Figure 2 shows a comparison between FY 2023, 2022 and 2021.

Figure 1: Youth Adjudicated Delinquent on State Probation in FY23 by DCS Region of Adjudication

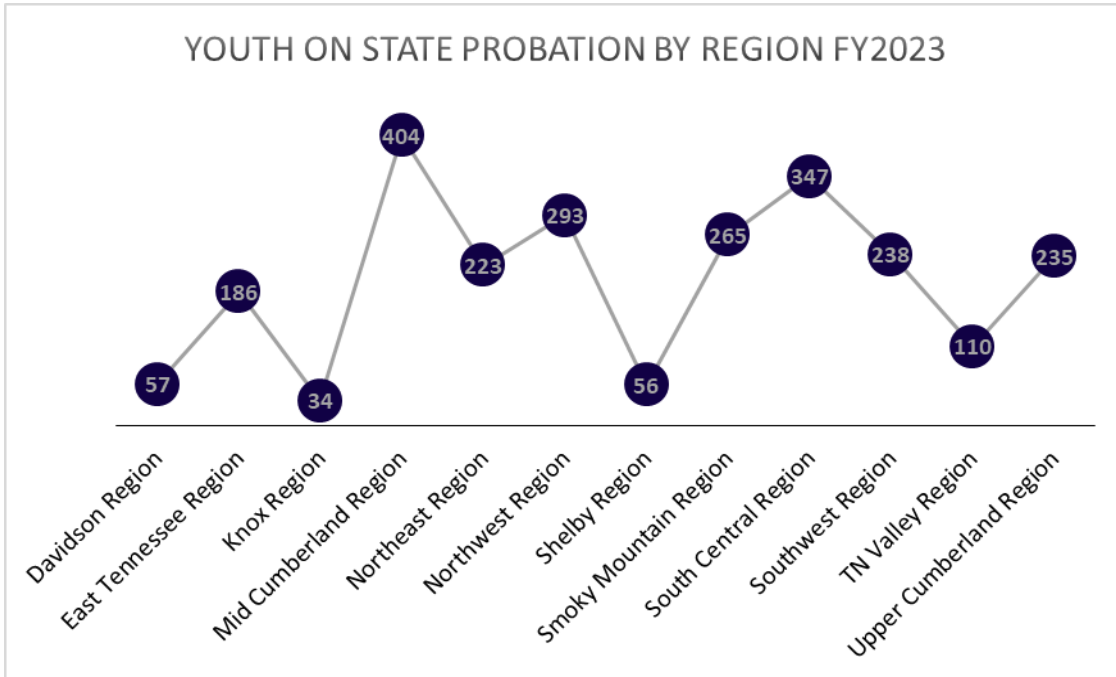
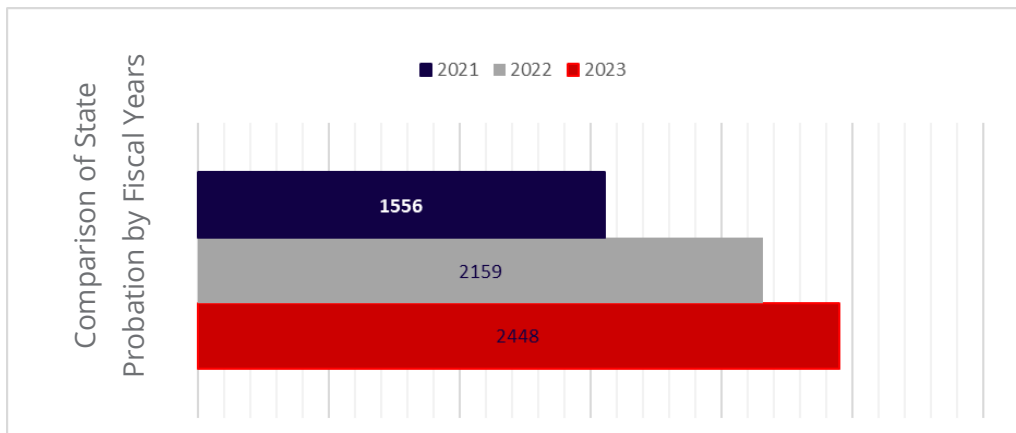


Figure 2: Comparison of Youth Adjudicated Delinquent on State Probation in FYs 2021, 2022 and 2023



Custodial Information

The juvenile court judge has the authority under T.C.A. § 37-1-137 to commit an adjudicated delinquent youth to state custody. Youth can be committed to DCS custody if they are 18 years old or younger. Commitment to DCS is subject to the restrictions in T.C.A. § 37-1-129(c) which, in part, provides that any order placing custody of a child with DCS empowers DCS to make all placement decisions according to determinations made by DCS employees, agents or contractors.

Per TCA § 37-1-137(a)(1)(A) and (B), a juvenile court may impose either (1) an indefinite-indeterminate sentence in which a child is committed to the custody of the department of children's services for treatment and rehabilitation for an indefinite period, up to age 19 or (2) a determinate period up to age 19 and the length of the commitment cannot be greater than the sentence for an adult convicted of the same crime, only when the youth:

- Has been tried and adjudicated delinquent in juvenile court for these serious offenses: first degree murder, second degree murder, rape, aggravated rape, rape of a child, aggravated rape of a child, aggravated sexual battery, kidnapping, especially aggravated kidnapping, aggravated robbery, especially aggravated robbery, aggravated arson, aggravated burglary, especially aggravated burglary, commission of an act of terrorism, carjacking, or violations of § 39-17-417(b),(i) or (j) or an attempt to commit such offenses or
- Has been previously adjudicated delinquent in three (3) felony offenses arising out of separate criminal episodes at least one (1) of which has resulted in institutional commitment to the department of children's services, or
- Is within six (6) months of the child's eighteenth birthday at the time of the adjudication of the child's delinquency.

Once a youth is committed to state custody, a complex process guided by state law and DCS policies takes place to determine placement and services. Case management is provided by JJ FSW for delinquent youth placed in the custody of DCS. Once the youth complete treatment, permission to release the child must be approved by both the DCS Commissioner and juvenile court.

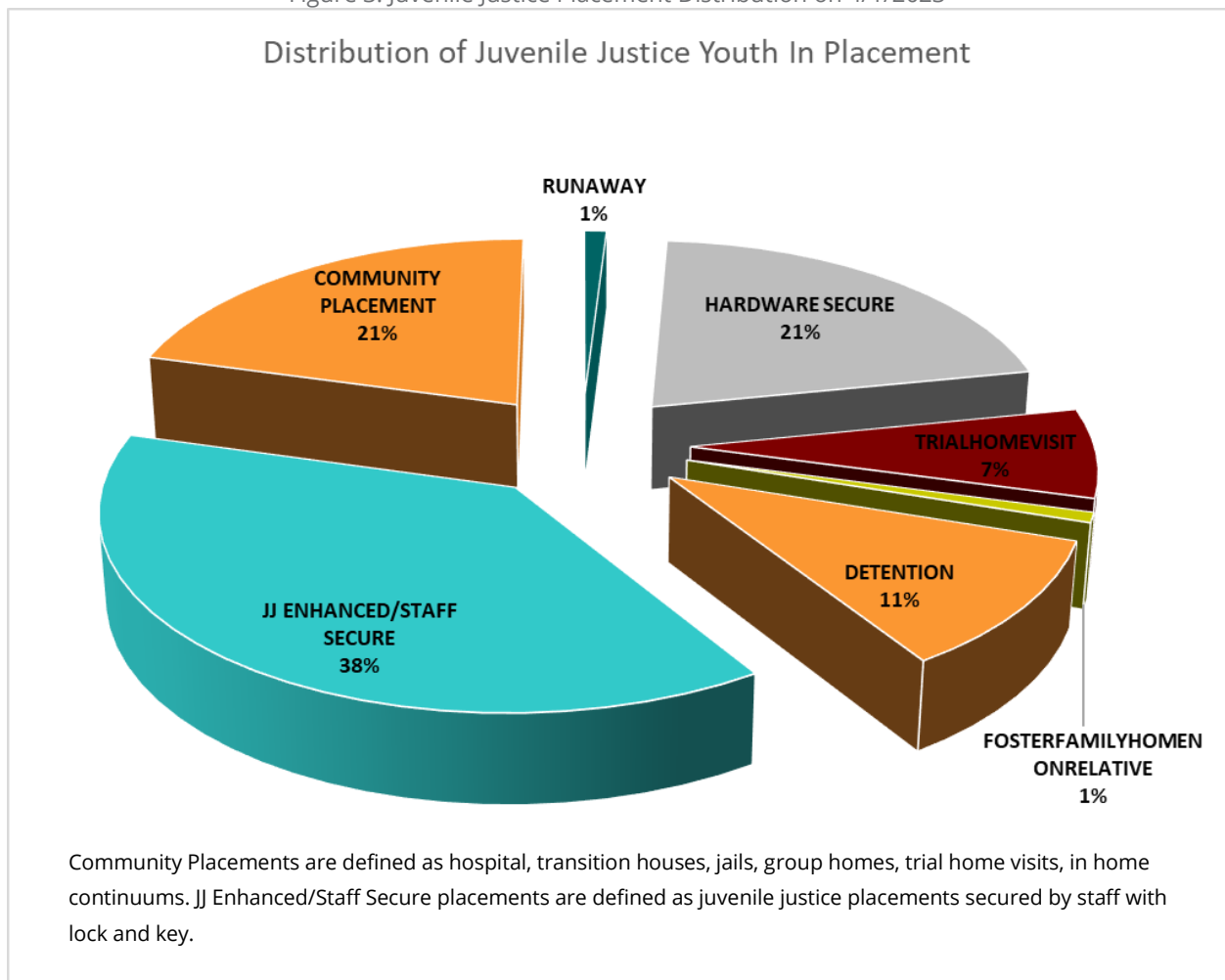
Youth in Juvenile Justice Placements

Residential services for delinquent youth in DCS' custody fall into three categories: Hardware Secure, Staff secure and Community-based. In FY2022, four facilities totaling 127 beds, provided hardware-

secure residential placements with the highest level of supervision and restrictions on the behavior of the youth. For youth appropriate for staff secure residential placement or community setting, DCS contracts with 30 private service agencies for community-based placements at three levels of care varying in the degree of supervision provided.

The number of youths in residential placements fluctuates over the course of a fiscal year. To provide a representative count, April 1, 2023, was selected as a date in time that avoided holidays, variations associated with the school calendar, etc. The graph below shows the distribution of placements for custodial delinquent youth on that date.

Figure 3: Juvenile Justice Placement Distribution on 4/1/2023



Average Daily Cost per Youth in Community Placements

The average daily cost for a youth in community-based placement is specified by the approved rates paid to the providers. The average varies across the levels of supervision with Level 4 supervision the costliest and Level 2 the least costly.

Within a level of supervision, there is additional variation to accommodate specialized services, e.g., for youth with special needs. The average daily rate within each level is as follows:

Level 2: \$136.76

Level 3: \$267.88

Level 4: \$579.71

Youth Development Center/Hardware Secure

One YDC and three hardware secure facilities were operating in FY2023: Wilder, Mountain View Academy for Young Men (Hardware Secure), Hollis Residential Treatment Center (Hardware Secure for females) and CSI-Rockdale Academy (Texas). Of the 368 total youth served in YDC/Hardware Secure, 147 or 40% were in Wilder, 153 or 42% were in Mountain View, 43 or 12% were in Hollis Residential Treatment Center and 25 or 7% were at CSI-Rockdale Academy (Texas).

The number of beds available at each facility:

Wilder: Maximum capacity maintained at 38

Mountain View Academy for Young Men (Hardware Secure) is 72

Hollis Residential Treatment Center (Hardware Secure) is 11

CSI-Rockdale Academy (Texas) is 12

Cost per day per bed:

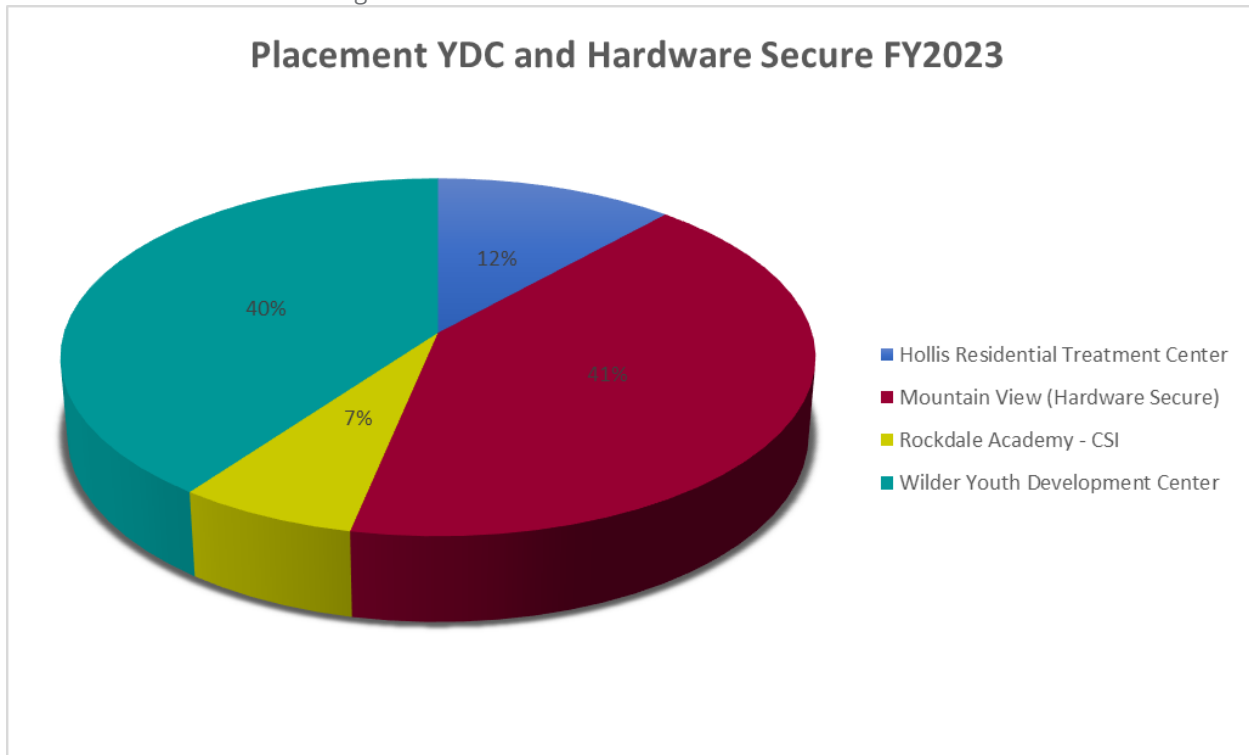
Wilder: \$1,039.42

Mt. View-Hardware Secure: \$505.83

Hollis Residential Treatment Center: \$505.83

CSI-Rockdale Academy (Texas): \$505.83

Figure 4: YDC/Hardware Secure Placement in FY2023



Youth on Aftercare

Custodial youth who complete a successful trial home visit, are automatically placed on aftercare, and released from DCS's Legal at the end of thirty day, unless otherwise ordered by the court. Aftercare supervision is required to ensure the youth continues to successfully transition into the community after the end of the trial home visit. The period of supervision is based on assessed needs of the youth and the family and the reduction of community risk. DCS JSWs are charged with helping youth under their supervision to succeed in becoming law abiding, productive members of their community by:

During FY2023, approximately 655 youth were served through aftercare

- Ensuring court ordered stipulations (Rules of Aftercare) are followed;
- Utilizing the Child and Adolescent Needs and Strengths (CANS) assessment tool to determine the level of supervision and guide interventions;
- Empowering and engaging the youth and family in continuing to follow the family permanency plan and continue to assess needs/concerns identified for the youth and family through assessments and information gathering will be addressed;
- Maintaining contact with youth, parents/guardians, school officials and service providers;
- Maintaining face-to-face contact with youth through home, school and/or office visits;

- Monitoring school attendance, behavior, and grades;
- Conducting random drug screens, as needed;
- Working with local courts.

A total of 655 individual youth adjudicated delinquent received aftercare services. Figure 5 shows this total broken out by DCS region of adjudication. Figure 6 provides a comparison of youth served on aftercare in FY2023, 2022 and 2021.

Figure 5: JJ Youth on Aftercare in FY23

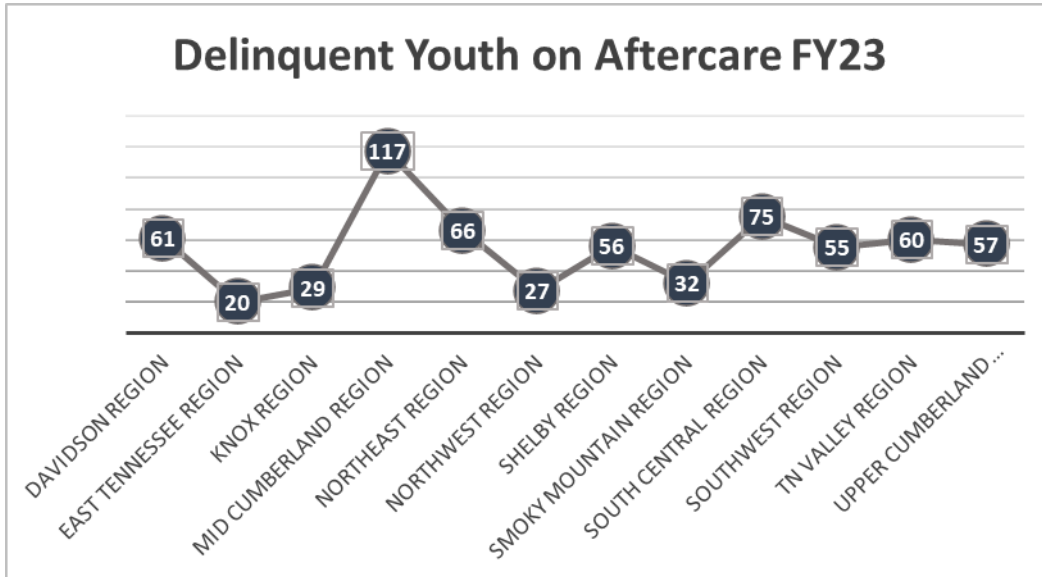
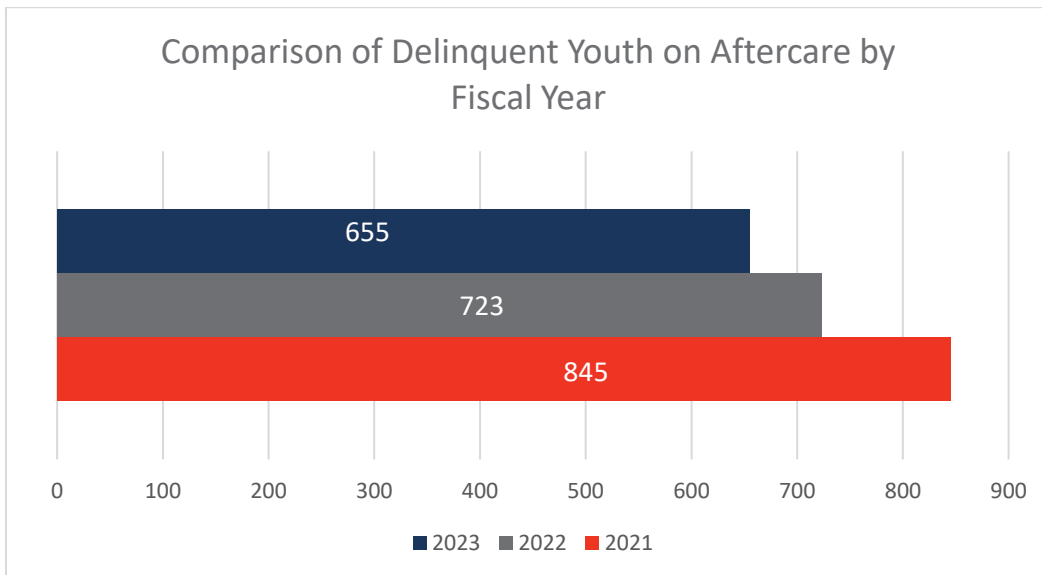


Figure 6: Comparison of Youth Served on Aftercare in FYs 2021, 2022 and 2023



Evidence-Based Services Information

Tennessee Code Annotated § 37-5-121 regarding evidence-based programs for the prevention, treatment or care of delinquent juveniles includes the following requirement:

The Department of Children's Services, and any other state agency that administers funds related to the prevention, treatment, or care of delinquent juveniles, shall not expend state funds on any juvenile justice program or program related to the prevention, treatment, or care of delinquent juveniles, including any service model or delivery system in any form or by any name, unless the program is evidence-based.

"Evidence-based" is defined as policies, procedures, programs, and practices demonstrated by scientific research to reliably produce reductions in recidivism or has been rated as effective by a standardized program evaluation tool.

DCS-Funded Evidence-Based Treatment Services

DCS-funded treatment services include those provided to youth in residential facilities (YDCs and community placements). To comply with the statute requiring evidence-based services, all contracts with private service providers include the requirement that vendors provide documentation verifying the utilization of Evidenced-Based Programming (EBP) throughout its service array.

Delinquent youth in DCS custody receive evidence-based treatment services either through contract provider placements or YDC placements. Some examples of evidence-based interventions currently provided by contract providers are: Functional Family Therapy (FFT), Cognitive Behavioral Therapy (CBT), Aggression Replacement Training (ART), Moral Recognition Therapy, and Thinking for a Change. The evidence-based interventions provided in the YDCs include Aggression Replacement Training (ART), Cognitive-Behavioral Therapy (CBT), Structured Psychotherapy for Adolescents Responding to Chronic Stress (SPARCS) and Dialectical Behavior Therapy (DBT).

DCS-Funded Prevention and Intervention Services

The Office of Juvenile Justice (OJJ) provides funding to prevent youth from entering state custody. Twenty-eight (28) grants totaling \$4.8M were awarded this year to juvenile courts and community agencies that serve youth at risk of entering state custody for delinquency, truancy, and other status offenses. A total of 3155 youth was served this year. 97% of youth served were diverted from state custody. Funded services include juvenile court intake, county probation, intensive probation,

In FY23, 99% of youth served through prevention & intervention services was diverted from custody

intensive aftercare, educational programs that provide an effective learning environment and a continuum-of-care for at-risk students.

In accordance with T.C.A. § 37-1-162, each year the OJJ distributes State Supplement grants to counties for the improvement of juvenile court services. This year, 89 Tennessee counties received state supplement funding.

The following are prevention and intervention services provided to status offenders and/or juveniles who have not yet been adjudicated for a delinquent offense but are deemed to be at risk. In this regard, the youth served by the prevention and intervention services below differ from the other youth represented in this report, all of whom have been adjudicated delinquent.

Table 1 below shows the DCS-funded prevention and intervention programs in FY2023, the counties served, the number of youths served as provided via the grantees' Annual Reports and the contract amounts.

Table 1: DCS-funded Prevention and Intervention Programs in FY2023

Counties Served	Type of Grant and Vendor	Number of Youth Served	FY2023 Contract Amount
Custody Prevention			
Crockett	Alamo Board of Education	21	\$54,817
Benton	Benton County Juvenile Court	109	\$92,617
Blount	Blount County Juvenile Court	10	\$98,668
Bradley	Bradley County Juvenile Court	380	\$66,581
Crockett	Crockett County Schools (Crockett Academy)	43	\$68,520
Knox	Knox County Juvenile Court (Inner Change)	124	\$183,392
Rutherford	Rutherford County Juvenile Court	42	\$46,448
Stewart	Stewart County Juvenile Court	68	\$14,607
Tipton	Tipton County Juvenile Court	55	\$343,970
	Total-Custody Prevention	852	\$969,620
Child and Family Intervention			
Davidson	Davidson County Juvenile Court	766	\$434,333
Madison	Madison County Juvenile Court	376	\$135,375
Montgomery	Montgomery County Juvenile Court	323	\$70,929

	Total-Child & Family	1,465	\$640,637
Truancy Prevention			
Decatur	Decatur County Juvenile Court	106	\$54,817
Dyer	Dyersburg City Schools	109	\$68,520
Henry	Henry County Board of Education	452	\$48,917
Lauderdale	Lauderdale County Juvenile Court	283	\$68,571
Sullivan	Sullivan County Juvenile Court	324	\$53,720
	Total-Truancy Prevention	1,274	\$294,545
Day Treatment/Education			
Carroll, Benton, Weakley, Henry, and Henderson	Carroll County Juvenile Court (Carroll Academy)	156	\$643,884
Montgomery	Montgomery County Juvenile Court	42	\$422,082
Rutherford	Rutherford County Juvenile Court	45	\$417,696
	Total-Day Treatment/Education	243	\$1,483,662
Aftercare Programs			
Anderson, Blount, Campbell, Cocke, Claiborne, Grainger, Hamblen, Jefferson, Knox, Loudon, Morgan, Monroe, Roane, Scott, Sevier, Union	Helen Ross McNabb (EXIT Program)	52	\$296,493
Chester, Decatur, Fayette, Hardeman, Hardin, Haywood, Henderson, Lauderdale, Madison, McNairy, Tipton	Quinco Mental Health (Reunion Program)	52	\$148,208
	Total-Aftercare Programs	104	\$444,701
	Total	4,197	\$4,788,635

1. Nine (9) Custody Prevention Grants:

Grantees under this classification offer program services for status and delinquent youth that include; case management, counseling, supervision, parenting classes, assessment, substance abuse groups and other family services as deemed necessary.

- Benton, Blount, Bradley, Crockett, Knox, Rutherford, Stewart, and Tipton counties had custody prevention programs available
- A total of 852 youth served
- Zero youth were placed in state custody as a delinquent, resulting in a diversion rate of 100%
- The cost per day per youth in Custody Prevention Programs is an average of \$3.12

2. Three (3) Child and Family Intervention Grants:

In recognition of the importance of the intake process in diverting youth from the juvenile justice system, OJJ provides prevention and/or intervention grants to three (3) juvenile courts to enhance the intake process. OJJ funds are used to completely or partially fund additional juvenile court personnel to conduct risk/needs assessments, mental health screenings and make referrals to community-based interventions.

These programs also serve youth who are at imminent risk of entering state custody. These services include county probation, counseling, case management and/or direct delivery of services, transportation, and liaison for educational issues.

- Davidson, Madison, and Montgomery counties provided Child and Family Intervention Programs
- A total of 1,465 youth served
- A total of 17 youth placed in state custody as a delinquent, resulting in a diversion rate 99%
- The cost per day per youth in Child and Family Intervention Programs is an average of \$1.20

3. Five (5) Truancy Prevention Grants:

These programs focus on decreasing truancy and improving academic performance by attendance monitoring, GED classes, and counseling. These programs utilize funds to employ a Truancy Specialist to keep abreast of youth experiencing truancy issues. Diverting juvenile offenders to truancy prevention programs can keep truant youth and less serious offenders from moving deeper into the juvenile justice system and allow the courts to save the most severe and costly sanctions for the most serious offenders.

- Decatur, Dyer, Henry, Lauderdale, and Sullivan counties had Truancy Prevention Programs available
- A total of 1,274 youth served

- A total of 0 youth placed in state custody as a delinquent, resulting in a diversion rate of 100%
- The cost per day per youth for Truancy Programs is an average of \$1.28

4. Three (3) Day Treatment/Education Grants:

Carroll Academy and two programs run by Genesis Learning Centers (Montgomery County Teen Learning Center, and Rutherford County Teen Learning Center), provide educational and therapeutic day treatment services for delinquent youth who have been referred by the local courts. All these youth are at high-risk of state custody and these programs allow the youth to be educated and treated in their communities. In addition to providing Department of Education (DOE) approved education services, these programs provide a therapeutic component utilizing cognitive behavioral intervention, with focus on life skills development, drug and alcohol education/counseling, and anger management. Referrals to these programs are under the supervision of the juvenile court as well as local schools.

- Benton, Carroll, Henderson, Henry, Montgomery, Rutherford, and Weakley County youth had access to a Day Treatment/Education program
- A total of 852 youth served
- Zero youth receiving day treatment services was placed into state custody as a delinquent, resulting in a diversion rate of 100%
- The cost per day, per student to attend a Day Treatment/Education Program is an average of \$33.92

5. Two (2) Aftercare Grants:

OJJ strives to prevent re-entry into state custody by providing funding to community-based aftercare programs that help youth and their families adjust to re-unification following a custody stay. These programs offer intensive wrap around case management, treatment services and are designed to manage cases involving to mental health issues and/or drug and alcohol abuse. Both grants provide case management services before a youth is released from custody which continues when youth return home. In East TN (Knox County/East TN regional area) OJJ contracts with Helen Ross McNabb to administer the EXIT program. In West TN the Reunion program is administered by Quinco Mental Health Center.

In FY 2023, aftercare services were provided to a total of one hundred and four (104) youth with a diversion rate of 98% (2 youth re-committed to state custody). Cost per day per youth in the Aftercare Programs is an average of \$11.71.

² For services funded by DCS grants, the average daily cost per child served can be calculated by dividing the amount of the grant by the total number of service days to the youth served. Note, however, that this figure is based on the grant funds provided by DCS. Local courts supplement this amount with additional resources so the total average daily cost including the local contribution is more than the cost amounts stated here, but local expense data are not available so the total cost per child cannot be estimated

6. Six (6) Community Intervention Services (CIS) Grants:

DCS provides grants to six service providers that deliver intensive probation services, case management, and counseling for delinquent youth who have violated county and/or state probation. The goal of CIS grantees is to reduce the number of commitments to DCS by keeping these delinquent youth in their home and community by providing a blend of intensive supervision and treatment.

- Claiborne, Clay, Cocke, Cumberland, Dekalb, Fentress, Franklin, Grainger, Greene, Hamblen, Jackson, Jefferson, Knox, Macon, Marion, McMinn, Meigs, Overton, Pickett, Rhea, Smith, Sullivan, Warren, and Williamson counties had Community Intervention Services available
- A total of 259 youth served
- A total of 19 youth placed in state custody, resulting in a diversion rate of 93%
- The average cost per day for CIS supervised youth is \$12.45

As noted above, DCS provides grants for intensive county probation services to some juvenile courts and Human Resource Agencies. FY 2022 grants and the number of youths served are itemized in Table 2.

Table 2: DCS-funded Intensive County Intervention Services and Intensive Probation in FY2023

Grant Recipient	Counties Served	Number of Youth Served	FY2023 Contract Amount
Community Intervention Services Grants for Intensive Probation			
East TN Human Resource Agency	Claiborne, Cocke, Grainger, Hamblen, Jefferson	51	\$146,712
Helen Ross McNabb (Home Base)	Knox, Greene, Washington and part of Sullivan	27	\$266,782
Southeast TN HRA	Franklin, Marion, McMinn, Meigs, Rhea	33	\$101,064
Sullivan County Juvenile Court (Project Reach)	Sullivan	12	\$57,494
Upper Cumberland HRA	Clay, Cumberland, Dekalb, Fentress, Jackson, Macon, Overton, Pickett, Smith, Warren	70	\$191,418
Williamson County Juvenile Court	Williamson	26	\$192,000
	Total	219	\$955,470

Multi-Systemic Therapy (MST)

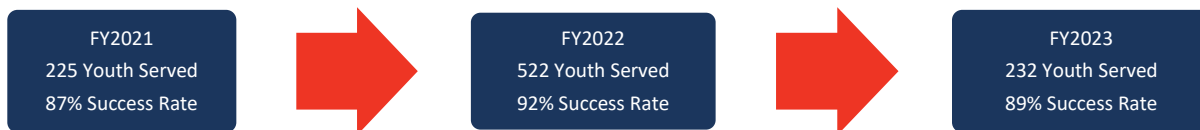
In October 2017, DCS and Youth Villages entered a 5-year, 15-million-dollar contract to provide intensive in-home services and assessment through the Multisystemic Therapy (MST) Program, as well as an MST adaptation for older youth called MST for Emerging Adults (MST-EA) that was provided through 2021. These evidence-based programs reduce delinquent commitments to DCS statewide and reduce the recidivism rate of youth involved with the court and DCS. During the summer of 2021, the Family First Prevention Act (FFPA) became the funding source of this program.

DCS receives MST referrals from our staff and juvenile court officials for youth ages 12-18 that are at-risk of court involvement for delinquent behavior or out of the home placement. In addition, referrals are made for youth who are returning home from state's custody to prevent recommitment.

Each youth and family receive services from a therapist who works directly with the youth and family in the family home and is available 24 hours a day. Therapists work with the families on current behaviors and provide goal directed services including increasing family affection, decreasing association with deviant peers, increasing pro-social peers, engaging youth/family in positive recreational activities, improving school attendance and performance and aiding the family in meeting concrete needs such as housing, medical care, and other resources.

Youth Villages' MST program, which has served 1,557 youth to date, has generated a success rate at discharge of 89%, as defined by those youth living successfully at home or living independently, who received a minimum of 60 days of services.¹

Figure 7: Comparison of Youth Served on MST and Success Rate in FYs 2021, 2022 and 2023



At one-year post-discharge, follow-up surveys conducted show the following outcomes:

- 88% Living with family/independently.
- 95% In school, graduated, or employed.
- 87% No trouble with the law

Additionally, 95% of families reported they were satisfied with MST services upon completion of the program.

¹Only includes enrollments in which the youth received at least 60 days of service before discharging; 186 youth discharged prior to 60 days of services (from FY18 through FY23) and are, therefore, not included in the success rate.

Recidivism and System Penetration Information

The goal of a juvenile justice system is to provide such effective behavior change interventions and supervision to juvenile offenders that they engage in no further delinquent behavior. Recidivism rates, which is the proportion of such treated offenders who reoffend, is, therefore, the preeminent indicator of the performance of a juvenile justice system. The lower the recidivism rate, all else equal, the more effective the juvenile justice system has been for both enhancing public safety and improving the life trajectories of the youth involved.

However, recidivism is a more complex concept than it appears on the surface. First, recidivism is only a meaningful indicator of successful intervention with a juvenile offender if that offender is at risk to reoffend. Many of the youth who enter the juvenile justice system have made mistakes common to many adolescents and are unlikely to reoffend irrespective of juvenile justice intervention. Indeed, there is some evidence that juvenile justice intervention can make the outcomes for low-risk youth worse instead of better. Low recidivism rates for juveniles with little risk to reoffend say nothing about the performance of the juvenile justice system for reducing delinquency.

To be informative, therefore, recidivism rates must be interpreted in the context of the risk levels of the juveniles involved. They are most meaningful for high-risk offenders when they indicate less reoffending after juvenile justice intervention than would have been expected to occur without that intervention. Risk assessment instruments, such as those used by DCS, can differentiate youth according to their risk for further delinquency, but the results of such assessments are not available comprehensively across the state for the youth adjudicated in the local courts.

A further complication in calculating recidivism rates is that there are different indicators of recidivism that carry different kinds of information. To get the best indication of the delinquent offenses' youth engage in, researchers use confidential interviews that ask about such behavior whether it came to the attention of authorities. Collecting recidivism data routinely that way is not practical for a juvenile justice system but measuring recidivism by re-arrest or recorded police contact at the law enforcement level comes closest to representing the actual delinquent behavior of the youth involved. When examined in relation to the risk for reoffending of those juveniles, re-arrest recidivism is the most direct indicator of the performance of the juvenile justice system.

Other recidivism indicators move even further away from youths' actual delinquent behavior and pick up more information about the system's response to that behavior. Recidivism measures restricted to re-adjudication, probation supervision, and state custody as subsequent

events following initial system processing, for example, are indicators of this type. Though indicating that new offenses have been committed and possibly their severity, these are also indicators of the extent of system penetration resulting from those offenses—something that can be as much a function of how the system handles new offenses as it is of youths’ actual delinquent behavior.

Recidivism Rate for Tennessee Juvenile Justice

In this context, it must be recognized that, because Tennessee does not have a consolidated court system, no re-arrest data are produced and compiled statewide, nor is there associated risk assessment data collected prior to recidivism. As a result, it is not possible to report recidivism in the way that is most informative about system performance. The only recidivism data available for delinquent youth at the state level are indicators of DCS involvement after some form of prior involvement with DCS services. That recidivism data, therefore, is limited to a relatively high degree of system penetration and is limited to delinquent youth known to DCS via DCS’s own data system (TFACTS).

The population for the Juvenile Justice System Penetration Report below (Table 3) consists of youth who receive State probation and entered custody with an adjudication of delinquency, or were committed to the TN Department of Corrections, after the end of State probation. The measure looks at penetration event at one (1) year. Hamilton and Shelby County are not included because no youth from those counties received state probation services. districts do not place any eighth-grade students in Algebra I and the number of districts offering Algebra I in eighth grade has declined over time. While this memo does not delve into the reasons why enrollment has declined, we acknowledge that a number of factors could explain this decline including standards shifts, state accountability policy changes, licensure requirements, and teaching capacity.

Table 3: Juvenile Justice Recidivism Regional Summary for FY2022

Court Region	Court County	Total Youth Exiting NC Services	Youth Reentering Within One Year
Davidson Region	Davidson	13	3
Region Subtotals		13	3
East Tennessee Region	Anderson	13	0
	Campbell	14	0
	Loudon	5	0
	Monroe	14	0
	Morgan	2	0

	Roane	7	2
	Scott	10	0
	Union	2	0
Region Subtotals		67	2
Knox Region	Knox	4	0
Region Subtotals		4	0
Mid Cumberland Region	Cheatham	1	0
	Montgomery	50	4
	Robertson	4	0
	Rutherford	142	1
	Sumner	74	3
	Trousdale	4	0
	Williamson	17	1
	Wilson	107	3
Region Subtotals		399	12
Northeast Region	Carter	8	1
	Greene	25	0
	Hancock	1	0
	Hawkins	16	5
	Johnson	14	0
	Sullivan	91	3
	Unicoi	6	0
	Washington	21	1
Region Subtotals		182	10
Northwest Region	Benton	1	0
	Carroll	4	1
	Crockett	2	0
	Dickson	10	0
	Dyer	17	0
	Gibson	38	4
	Henry	4	1
	Humphreys	4	0
	Lake	2	0
	Obion	27	0
	Stewart	2	0
	Weakley	1	0
Region Subtotals		112	6
Smoky Mountain Region	Blount	71	0
	Claiborne	12	0
	Cocke	24	0
	Grainger	3	0
	Hamblen	55	1
	Jefferson	26	1

	Sevier	41	1
Region Subtotals		232	3
South Central Region	Bedford	39	2
	Coffee	20	0
	Franklin	17	1
	Giles	18	1
	Grundy	8	0
	Hickman	2	0
	Lawrence	3	0
	Lewis	3	0
	Lincoln	18	5
	Marshall	29	0
	Maury	24	0
	Perry	2	0
	Wayne	22	1
Region Subtotals		205	10
Southwest Region	Chester	4	0
	Decatur	4	0
	Fayette	6	1
	Hardeman	13	0
	Hardin	12	1
	Haywood	12	0
	Henderson	3	0
	Lauderdale	18	0
	Madison	9	1
	McNairy	13	0
	Tipton	3	0
Region Subtotals		97	3
TN Valley Region	Bradley	9	0
	Marion	4	0
	McMinn	12	1
	Polk	1	0
	Sequatchie	8	0
Region Subtotals		34	1
Unassigned	Out-of-state	89	2
Region Subtotals		89	2
Upper Cumberland Region	Cannon	7	1
	Clay	1	0
	Cumberland	40	1
	DeKalb	11	0
	Fentress	27	0
	Jackson	7	0
	Macon	12	0

	Overton	4	0
	Pickett	3	0
	Putnam	81	1
	Van Buren	3	0
	Warren	56	1
	White	24	0
	Region Subtotals	276	4
	Statewide Totals	1,710	56

Table 4 below, shows as of June 30, 2022, 672 delinquent youth exited custody since July 1, 2021. Of the delinquent youth that exited custody in fiscal year 2022, 99 or 14.73% re-entered custody within 12 months.

Table 4: Recidivism Rates per County for FY2022

Commitment County	Total Youth Exiting DCS Custody	Youth Reentering Within One Year	Youth Reentering Within One Year Percent
Davidson	75	17	22.67%
Anderson	9	3	33.33%
Campbell	3	0	0.00%
Loudon	1	0	0.00%
Monroe	3	0	0.00%
Roane	2	1	50.00%
Scott	1	0	0.00%
Knox	23	6	26.09%
Cheatham	4	1	25.00%
Montgomery	26	4	15.38%
Robertson	7	0	0.00%
Rutherford	3	0	0.00%
Sumner	35	4	11.43%
Trousdale	1	0	0.00%
Williamson	8	2	25.00%
Wilson	14	3	21.43%
Carter	7	2	28.57%
Greene	8	2	25.00%

Hancock	1	0	0.00%
Hawkins	14	2	14.29%
Johnson	1	0	0.00%
Sullivan	19	6	31.58%
Washington	6	0	0.00%
Carroll	1	0	0.00%
Crockett	2	0	0.00%
Dickson	2	0	0.00%
Dyer	1	0	0.00%
Gibson	19	3	15.79%
Obion	2	0	0.00%
Weakley	3	0	0.00%
Shelby	112	6	5.36%
Claiborne	2	0	0.00%
Cocke	3	0	0.00%
Hamblen	14	3	21.43%
Jefferson	1	1	100.00%
Sevier	2	0	0.00%
Bedford	17	1	5.88%
Coffee	4	2	50.00%
Franklin	10	2	20.00%
Giles	8	0	0.00%
Grundy	2	0	0.00%
Lewis	1	1	100.00%
Lincoln	5	1	20.00%
Marshall	15	0	0.00%
Mauy	5	0	0.00%
Wayne	3	0	0.00%
Chester	2	0	0.00%
Decatur	1	0	0.00%
Fayette	1	0	0.00%
Hardeman	1	1	100.00%
Henderson	4	0	0.00%
Lauderdale	4	0	0.00%
Madison	29	4	13.79%
Mcnairy	2	1	50.00%
Tipton	7	2	28.57%
Bledsoe	1	1	100.00%
Bradley	5	0	0.00%
Hamilton	34	7	20.59%
Mcminn	19	2	10.53%

Meigs	2	0	0.00%
Rhea	3	0	0.00%
Sequatchie	1	0	0.00%
Cannon	3	2	66.67%
Clay	1	1	100.00%
Cumberland	6	1	16.67%
Dekalb	2	0	0.00%
Fentress	3	0	0.00%
Jackson	3	0	0.00%
Macon	3	0	0.00%
Overton	5	0	0.00%
Putnam	5	1	20.00%
Smith	2	0	0.00%
Warren	14	3	21.43%
White	4	0	0.00%
Statewide Totals	672	99	14.73%

Interstate Compact for Juvenile (ICJ)

The Office of Juvenile Justice administers the Interstate Compact for Juveniles. The Compact is the only legal means to transfer a juvenile’s supervision from one state to another and to return out of state runaways. ICJ allows for the return of runaway youth (Escapees, Absconders, Accused Delinquent and Non-Delinquent) who cross state lines and provides for the monitoring/supervision of juveniles on probation or parole (aftercare) who move out of state and still have requirements remaining. Tennessee, as part of the compact, also accepts supervision of probation and parole cases from other states when families move into this state. For FY2023 the ICJ program accepted 167 Probation cases and 11 Parole cases for supervision in Tennessee. Tennessee sent 108 Probation cases and 19 Parole cases to other states for supervision. The Office also returned a total of 146 runaway youth to and from Tennessee; this was a slight decrease from previous years. The figures below show the data for FY23 alongside FY22.

Figure 8: TN ICJ Cases Accepted by Other States for Supervision

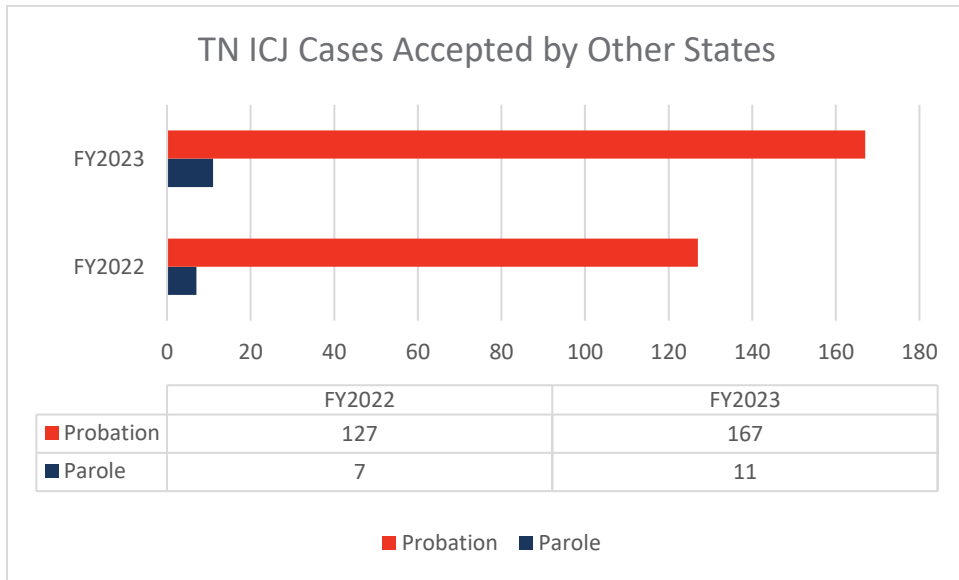


Figure 9: ICJ Cases Sent from TN to Other States for Supervision

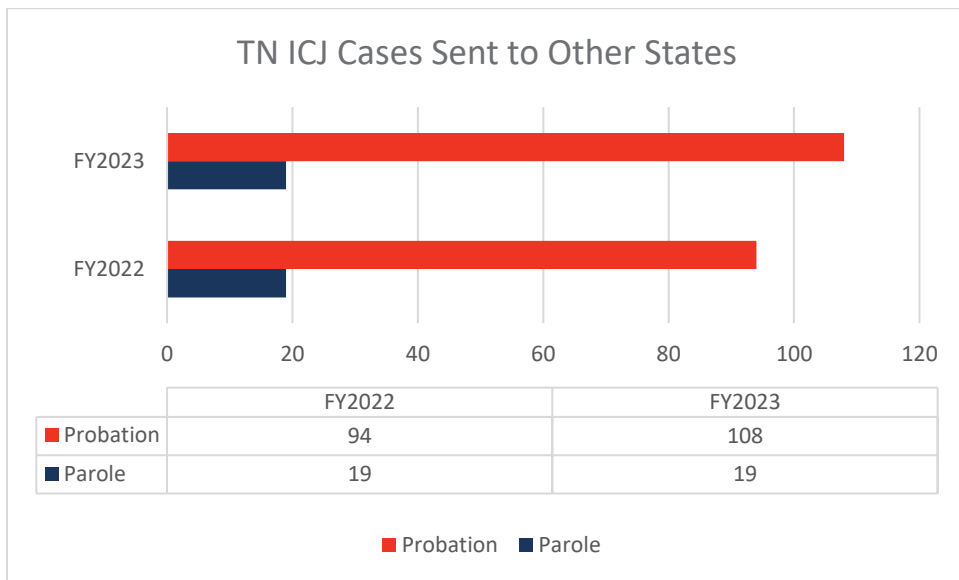
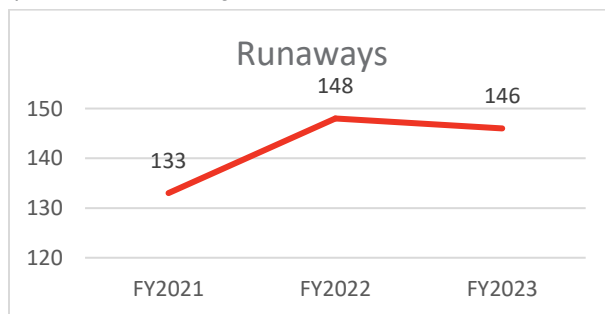


Figure 10: Comparison of Runaways (TO and FROM TN) for FYs 2021, 2022 and 2023



Absconder Unit

The DCS Absconder Unit is under the supervision of the Office of Juvenile Justice. The unit covers the entire state of Tennessee and is divided into three grand regions: West, Middle, East. There are three Absconder Investigators assigned to each grand region. Absconder Investigators are tasked with locating and apprehending DCS custodial youth and assisting in locating and apprehending non-custodial youth upon request. The Absconder Unit (AU) actively searches for youth who have absconded from DCS custody by following leads, teaming with fellow DCS workers, law enforcement, TBI Missing Children of Tennessee (MCOT), National Center for Missing and Exploited Children (NCMEC) and community partners. Daily duties of AU Investigators include:

- Following up on leads.
- Actively working with law enforcement and the TBI.
- Maintain regular contact with the DCS case managers and facilitate monthly regional meetings reviewing all runaways in the region.
- Register and delete youth from the MCOT website.
- Conduct searches for youth information in TFACTS and public data bases.
- Maintain spreadsheets and documentation related to finding children, especially noting human trafficking, mental or physical health risks, etc.

Data

The Absconder Unit began collecting more comprehensive data for this fiscal year (FY). Some data is not available for July 2022 as the unit was informed of additional data to collect and implementing a system to capture the requested data during that month. Data is collected by utilizing the case assignment spreadsheet Absconder Investigators complete with each new case assignment and apprehension. The weekly report submitted by Absconder Investigators every Monday is used to collect the weekly/monthly data. The comprehensive monthly report based on the weekly report is utilized to collect monthly data and to identify issues in specific regions as well as repeat runners and youth identified or suspected of being involved in human trafficking. The Absconder Unit sends monthly data regarding placements where youth absconded to the IQPT team for discussion. It is important to note due to lack of reporting systems to collect data for the unit, data is provided by self-report by the Absconder Investigators. Data may be skewed due to human error in reporting and calculating because of a lack of systematic reports measuring required data.

For FY23, the Absconder Unit apprehended 681 missing youth.

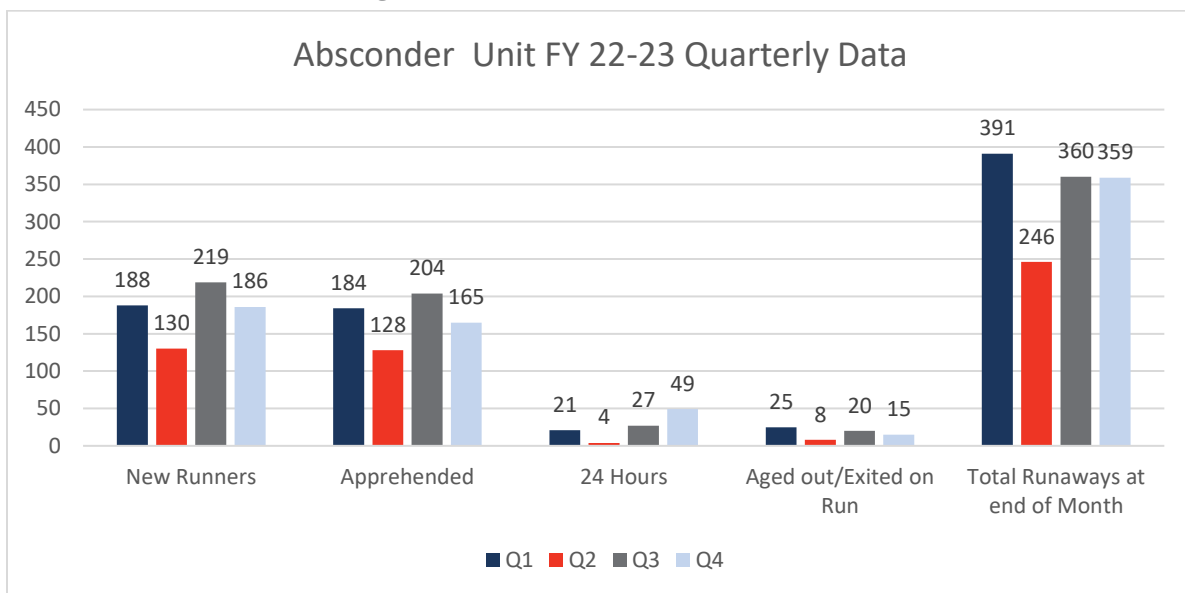
Weekly/Monthly Data for Absconder Unit per weekly/monthly report:

For FY2023, the Absconder Unit received 723 new cases of absconders. The number of new runners increased 5% during FY2023. There were 38 more new runners this FY than the previous year. Of the 723 new cases received, 198 were repeat runners. This makes up 27% of the cases received by the Absconder Unit. Although the number of new cases received by the Absconder Unit increased, the Absconder Unit was able to reduce the total average number of youths on the run at the end of the month from the previous FY by 8%. The average number of youths on runaway status at the end of the month decreased by 13 youth for FY2023. See Table Below.

Table 5: Absconder Unit Data Per Quarter

AU Metric	Q1	Q2	Q3	Q4	Total	Average
New Runners	188	130	219	186	723	181
Apprehended	184	128	204	165	681	170
24 Hours	21	4	27	49	101	25
Aged out/Exited on Run	25	8	20	15	68	17
Total Runaways at end of Month	391	246	360	359	1356	339

Figure: 10 Absconder Unit Data Per Quarter



The two major metropolitan areas of Davidson Region and Shelby Region consistently have the most youth missing from DCS custody during FY2023. Consistent with the previous FY, most of the youth on runaway status for FY2023 are adjudicated D/N. There were an average of 117 D/N youth on runaway while an average of 10 JJ youth was on runaway status. The Absconder Unit did have an increase in non-custody cases during this FY, but the numbers were not

significant to be represented in the overall data set. See table below for the Average Active End of the Month Runaway Cases by Region and Adjudication.

Table 6: Average Active Runaway Cases by Region and Adjudication Per Quarter for FY2023

Region and Adjudication	Q1 Avg	Q2 Avg	Q3 Avg	Q4 Avg	Average
Davidson					
D/N	22	18	21	23	21
JJ	1	1	1	2	1
East					
D/N	9	9	6	8	8
JJ	0	0	0	0	0
Knox					
D/N	9	7	7	7	8
JJ	1	1	1	1	1
Mid Cumberland					
D/N	9	10	12	14	11
JJ	0	1	1	1	1
non custody	0	0	1	0	1
Northeast					
D/N	5	12	12	9	10
JJ	3	2	2	2	2
Northwest					
D/N	1	1	3	3	2
JJ	0	0	0	1	1
Shelby					
D/N	32	31	27	20	28
JJ	0	0	1	1	1
Smoky Mountain					
D/N	13	11	10	11	11
JJ	2	0	0	0	1
South Central					
D/N	6	2	2	1	3
JJ	1	0	0	1	1
Southwest					
D/N	5	9	6	3	6
JJ	0	0	0	0	0
TN Valley					
D/N	10	8	5	6	7
JJ	1	1	1	1	1
Upper Cumberland					
D/N	4	1	1	1	2
JJ	2	0	1	0	1

As discussed above, the total amount of new runners each month increased for FY23. The data below reflects the region and adjudication of new cases received during this FY. Consistent with previous reports, most of the new youth who ran during FY23 are adjudicated D/N. There was an average of 51 new D/N absconders each month. There was an average of 7 new Juvenile Justice absconders each month during FY23. The Absconder Unit also had an increase in new non-custody absconders, but the numbers were not significant enough to be represented in the data set. See table below for Average New Absconder Cases Monthly by Region and Adjudication.

Table 7: Average Monthly New Absconder Cases by Region and Adjudication Per Quarter for FY23

Region and Adjudication	Q1 Avg	Q2 Avg	Q3 Avg	Q4 Avg	Total Avg
Davidson					
D/N	6	8	14	13	10
JJ	1	2	1	1	1
East					
D/N	2	3	2	2	2
JJ	0	0	0	0	0
Knox					
D/N	4	4	6	4	5
JJ	0	1	1	0	1
Mid-Cumberland					
D/N	1	7	5	6	5
JJ	0	1	1	0	1
Northeast					
D/N	1	10	6	4	5
JJ	2	1	1	0	1
Northwest					
D/N	0	1	2	1	1
JJ	0	0	0	0	0
Shelby					
D/N	8	7	8	9	8
JJ	0	0	0	0	0
Smoky Mountain					
D/N	4	4	3	3	4
JJ	0	0	0	0	0
South Central					
D/N	4	4	1	4	3
JJ	1	1	0	1	1
Southwest					
D/N	1	2	1	1	1

JJ	0	0	0	0	0
TN Valley					
D/N	4	5	4	4	4
JJ	1	0	0	0	0
Upper Cumberland					
D/N	3	1	3	3	3
JJ	1	1	1	3	2
non custody	0	0	0	0	0

Lastly, The Absconder Unit partnered with the Tennessee Bureau of Investigation (TBI) Human Trafficking team and participated in two operations in the Grant East Region to locate high risk missing youth. The operation in Knox County resulted in locating 13 youth. The second operation in Washington and Sullivan counties resulted in locating 5 youth.

Electronic Monitoring Unit (EMU)

DCS may utilize electronic monitoring services for youth who are under custodial and non-custodial supervision. Electronic monitoring is a supervision tool that requires a youth to wear an electronic monitor equipped with GPS. This electronic device enables the worker to monitor and verify a youth's movement, school or work attendance and meeting curfew. DCS uses these monitors to assess if youth are complying with supervision rules and to support community safety. Often monitors are used as a least restrictive tool to prevent placement detention or state's custody. The table below shows the monthly average of youth on electronic monitoring per region in FY23.

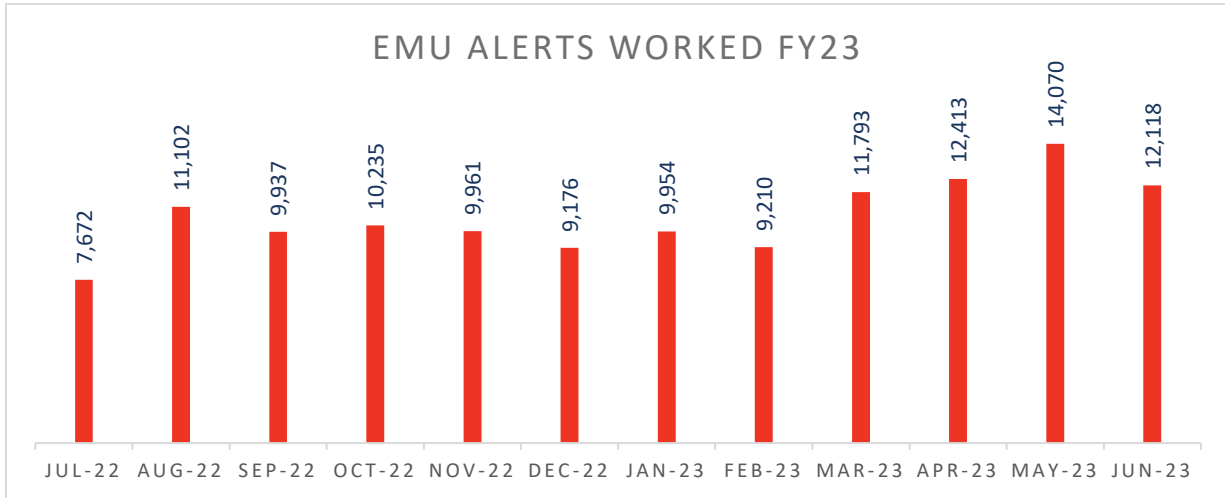
Table 8: Monthly Average of Youth on Electronic Monitoring for FY23

Regions	July 2022	Aug 2022	Sept 2022	Oct 2022	Nov 2022	Dec 2022
Davidson	23	23	20	27	21	20
Davidson-SS	2	1	1	1	1	2
East	15	16	19	20	19	21
East-SS	0	1	1	2	3	4
Knox	13	11	13	13	15	16
Mid-Cumberland	55	63	70	66	57	57
Northeast	33	29	32	28	28	25
Northeast-SS	8	11	4	17	19	25
Northwest	14	20	25	25	30	28
Shelby	19	10	12	12	13	13
Smoky	23	25	23	18	13	10
Smoky-SS	1	3	3	3	5	4

South Central	30	32	37	34	32	30
Southwest	18	20	20	17	13	17
TN Valley	25	24	21	20	17	22
TN Valley-SS	2	5	8	7	9	11
Upper Cumberland	10	11	8	8	14	17
Total for the month	281	278	270	293	302	323
Regions	Jan 2023	Feb 2023	Mar 2023	April 2023	May 2023	June 2023
Davidson	23	20	21	24	23	22
Davidson-SS	4	4	8	16	15	14
East	20	28	26	24	30	33
East-SS	5	4	2	7	9	4
Knox	20	16	12	16	10	9
Mid-Cumberland	58	54	61	64	56	50
Northeast	25	25	28	32	34	31
Northeast-SS	26	21	22	24	21	18
Northwest	27	23	18	20	24	30
Shelby	12	12	14	14	13	10
Smoky	12	14	17	22	23	20
Smoky-SS	6	10	12	14	18	12
South Central	31	33	32	18	18	46
Southwest	26	29	35	33	40	38
TN Valley	16	21	23	28	25	23
TN Valley-SS	10	6	6	3	2	3
Upper Cumberland	21	18	19	21	18	13
Total for the month	293	312	333	371	354	376

The EMU is responsible for responding when alert notifications are received from the VeriTracks Monitoring System. Alerts are generated when there are issues with youth being outside of established perimeters or having equipment concerns. The figure below shows the number of alerts worked monthly for FY22.

Figure 11: Total Monthly Alerts Worked in FY23



Prison Rape Elimination Act (PREA) Unit

The Prison Rape Elimination Act (PREA) is a federal law that was signed on September 4, 2003. The PREA Standards became effective on August 20, 2012. These standards provide directives on how to prevent, detect, and respond to sexual abuse and sexual harassment within correctional systems, including Department of Child Services (DCS) facilities. DCS abides by a Zero-Tolerance PREA policy that demonstrates its commitment to ensuring youth safety. All DCS and Contract Agency staff are mandatory reporters for all sexual abuse and sexual harassment incidents as well as any retaliation for reporting sexual abuse.

DCS employs Statewide PREA Coordinator, and each facility monitored designates a PREA Compliance Manager to ensure ongoing PREA compliance. In April 2023, DCS established a new PREA Unit within the Office of Juvenile Justice to provide additional manpower to conduct sexual abuse/harassment investigations as well as closely monitor PREA compliance at all PREA facilities. Five (5) additional investigator positions were created to report directly to the DCS Statewide PREA Coordinator making it a total of two (2) investigators in each of the three (3) grand regions in Tennessee. The PREA Unit conducts investigations and monitors PREA compliance for one (1) DCS state facility and sixteen (16) contract agency facilities/programs.

DCS remains committed to the safety of youth in its care which includes following PREA standards and TN law. To demonstrate ongoing compliance with PREA, each PREA facility is required to have a Federal PREA audit every three years. Each PREA facility has a Coordinated Response that is followed when a sexual abuse or sexual harassment allegation is reported or becomes known, including making sure the alleged youth victim is safe. Additional treatment

and victim support is available through medical, mental health, and community partners outside facilities.

All youth housed in a DCS state facility or residential contract facility primarily used for juvenile justice are covered under PREA. Additional safeguards DCS has implemented to keep youth safe include:

- Training for staff, contractors, and volunteers that includes how to keep youth safe from sexual abuse and sexual harassment and how to respond to these events.
- Education for youth that includes providing all youth with information on how to recognize sexual abuse and sexual harassment, how to report it if it happens, how the facility will respond, and how youth are protected from retaliation.
- Work to have minimum staffing ratios to ensure an adequate number of staff are always supervising youth.
- Complete risk and housing assessments to evaluate each youth's vulnerability for victimization or their risk of being sexually aggressive or violent. Once assessed youth are placed in appropriate housing and programming within the facility.
- Unannounced rounds to ensure all areas in each facility are monitored during day and night shifts by intermediate or higher-level supervisors at unpredictable times.
- Training provided to security staff on how to conduct cross-gender pat-down searches and searches of transgender and intersex youth in a professional and respectful manner. Cross-gender viewing and pat searches are prohibited except in exigent circumstances.
- All sexual abuse and sexual harassment investigations are conducted by DCS Investigators who have received specialized sexual abuse investigation training.

DCS continues to provide PREA Investigation data to the Department of Justice (DOJ) and the Bureau of Justice Statistics (BJS) for its youth at Wilder Youth Development Center and has done so each year since 2009.

From July 2022 – June 2023, DCS assigned and conducted forty-nine (49) PREA investigations at contracted provider facilities. Of those, twenty-one (21) were for abuse and twenty-eight (28) were for harassment. The findings for the sexual abuse cases were as follows: six (6) substantiated, fourteen (14) unsubstantiated and one (1) unfounded. The findings for the sexual harassment cases were as follows: seven (7) substantiated, eighteen (18) unsubstantiated and three (3) unfounded. Compared to fiscal year 2022, this showed a decrease of two (2) sexual abuse cases, an increase of ten (10) sexual harassment cases.

Figure: 12: PREA Investigations at Provider Facilities in FY23

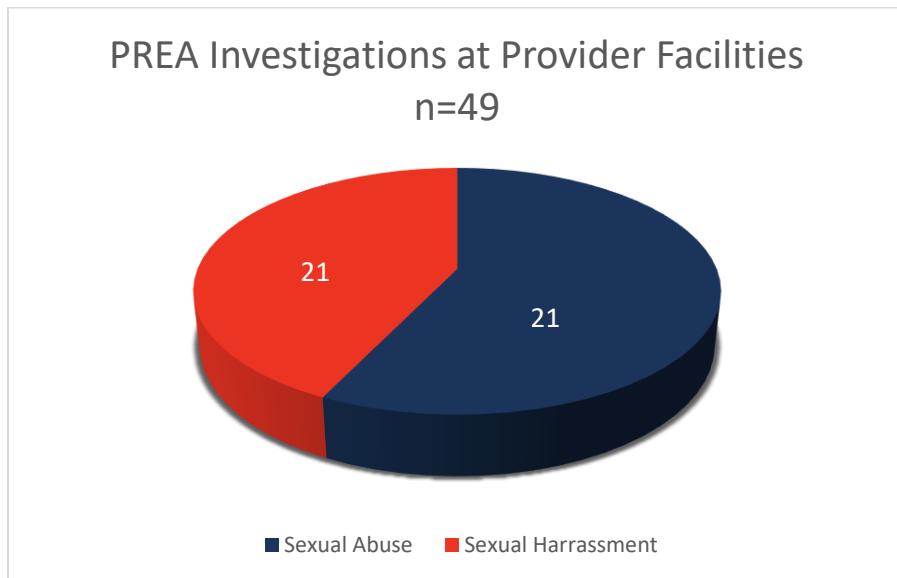
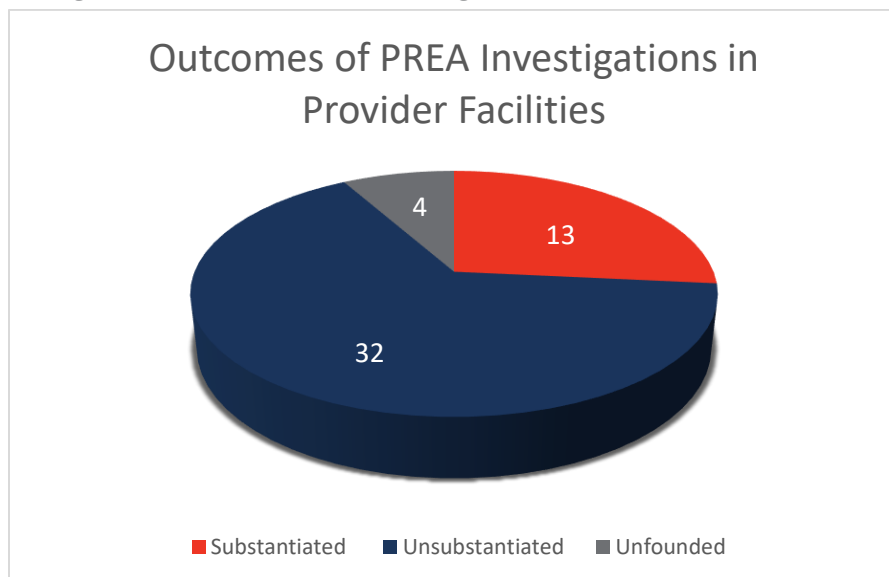


Figure 13: Outcomes of PREA Investigations in Provider Facilities in FY23



From July 2022 – June 2023, DCS assigned and conducted eleven (11) PREA investigations at Wilder Youth Development Center. Of those, eight (8) allegations were for sexual abuse and three (3) allegations were for sexual harassment. The findings for the sexual abuse cases were as follows: five (5) unsubstantiated and three (3) unfounded. The findings for the sexual harassment cases were unsubstantiated. Compared to fiscal year 2022, this showed an increase of three (3) sexual abuse cases and a decrease of four (4) sexual harassment cases.

Figure 14: PREA Investigations at Wilder YDC in FY23

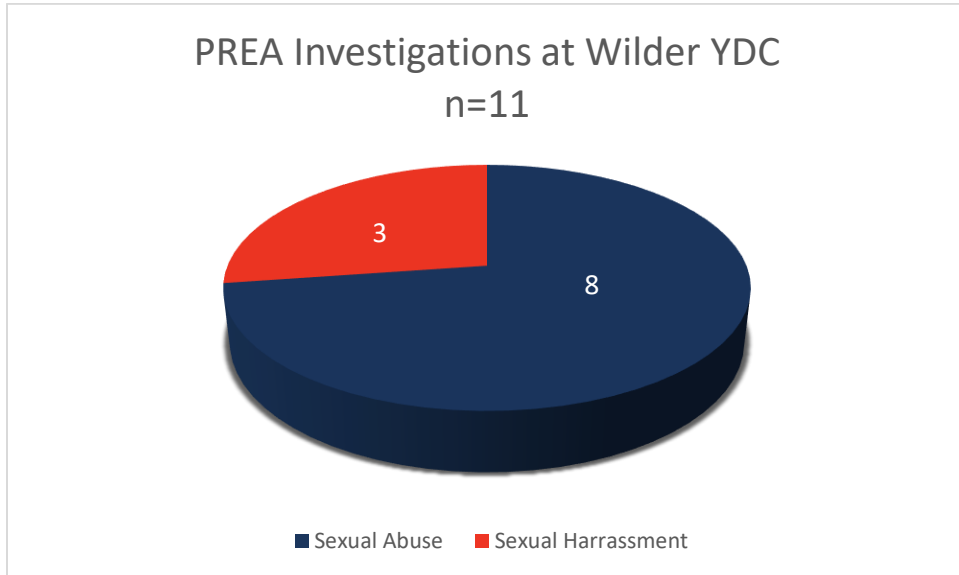


Figure 15: Outcomes of PREA Investigations at Wilder YDC in FY23

