



TN

Department of

**Children's Services**

REPORT TO GOVERNOR BILL HASLAM  
AND  
THE CHIEF CLERKS OF THE SENATE AND HOUSE OF REPRESENTATIVES  
PURSUANT TO PUBLIC CHAPTER 1005

January 31, 2018

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## Introduction

Public Chapter 1005, effective July 1, 2016, requires the Commissioner of the Department of Children's Services to report to the Governor, the chief clerk of the senate, and the chief clerk of the House of Representatives on probation and juvenile justice evidence-based treatment services by January 31 of each year for the previous fiscal year. This report complies with that requirement for the July 1, 2016 to June 30, 2017, Fiscal Year.

PC1005 specifically requests that the report contain the following:

- Probation information
  - The number of children served by state probation.
  - The number of children served by county probation as reported to the department in § 37-1-506(b).
  - The average daily cost per child served by state probation.
- Custodial information
  - The total number of children in juvenile justice placements.
  - The number of children placed in community placements.
  - The number of children placed in youth development centers.
  - The average daily cost per child placed in a community placement.
  - The average daily cost per child placed in a youth development center.
- Evidence-based services information
  - The number of children receiving evidence-based treatment services.
  - The percentage of treatment services that are evidence-based.
  - The number of children receiving prevention services.
  - The number of children receiving evidence-based prevention services.
  - A list of juvenile courts receiving prevention grants or other prevention funding from the department, the amount of funding received, and the percentage of funding being used for evidence-based prevention services.
- Recidivism and system penetration information
  - The number of children receiving probation services who entered state custody.
  - The recidivism rate for children receiving state probation services.
  - The recidivism rate for children receiving county probation services.
  - The recidivism rate for children not receiving probation services.
  - The recidivism rate for children receiving any probation services.

## Juveniles Adjudicated Delinquent in Tennessee- Probation Information

TCA § 37-1-131 (a)(2)(A) 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”.

Probation services in Tennessee are primarily provided in four ways: (1) Local Probation – services funded and provided by local juvenile courts; (2) State Probation - non-custodial supervision services supervised by DCS employees, (3) Grant-funded probation - services supported by DCS-funded grants and (4) Private Probation Agencies- juvenile courts refer juvenile probationers, at the youth/family's expense, to selected private probation agencies for non-custodial supervision services.

For FY 2017, 70 of the 98 juvenile courts (71%) in Tennessee reported providing, locally-funded county probation services, to youth adjudicated delinquent. Of those, 61 also referred some adjudicated delinquent youth to state probation with 20 also having access to DCS grant-funded probation services. The remaining five courts (Cannon, Hamilton, Meigs, Shelby and Trousdale) did not utilize state probation, but one (Meigs) had access to DCS grant-funded probation. Data was not received from six juvenile courts.

Of the 22 courts that did not provide county probation services to youth adjudicated delinquent, 21 sent youth to state probation with nine (9) of those also having access to DCS grant-funded probation. Three courts (Giles, Hawkins and Union) contracted with a private provider for juvenile probation, and one (Giles) did not provide county probation or utilize state probation, but contracted with a private provider for juvenile probation (see Appendix A for a table showing the probation services available and used by each county/court.)

Except where noted, the data provided in this report relates only to youth adjudicated for delinquent offenses in one of the 98 juvenile courts in Tennessee or a subset of such youth.

### Youth Served by State Probation

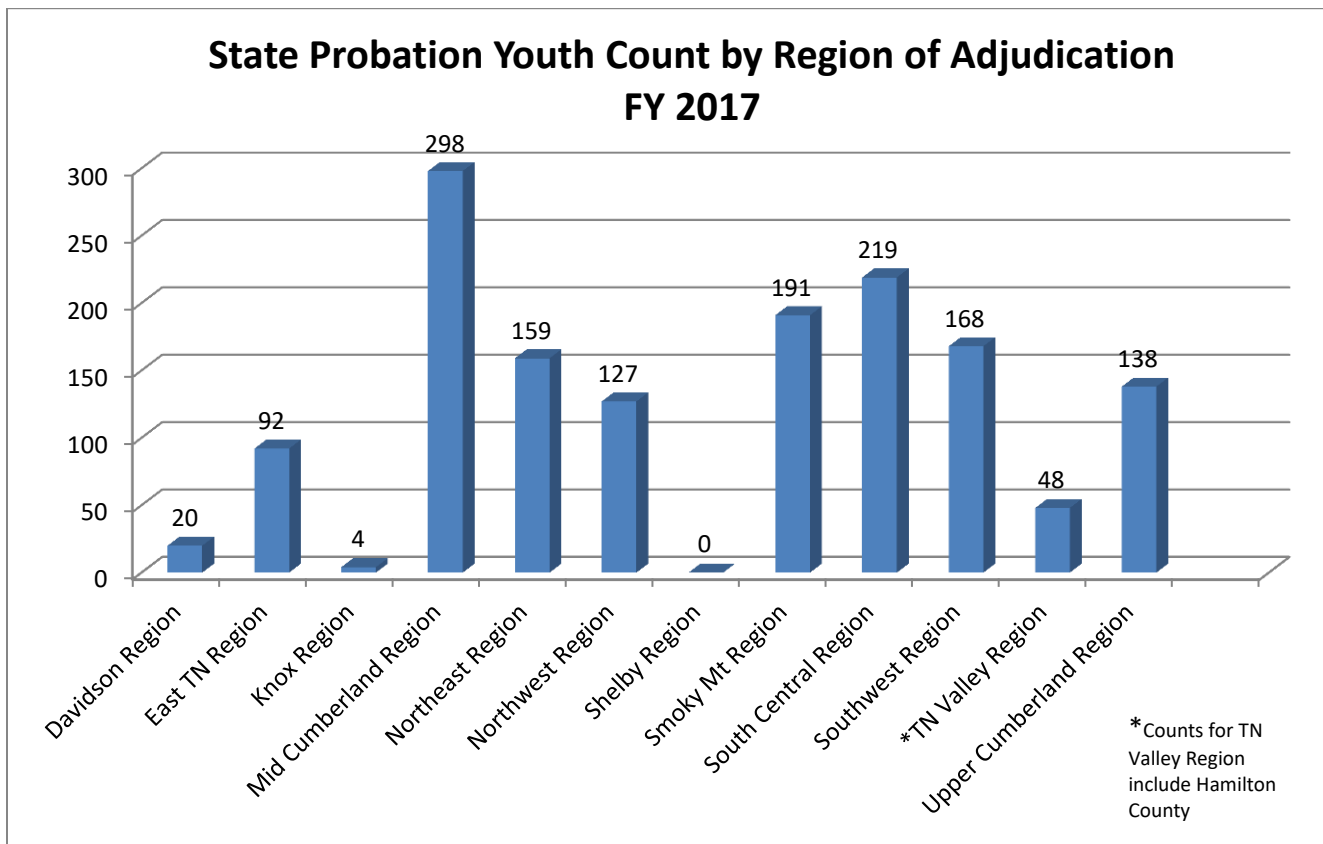
Probation services are provided as preventive measures to divert delinquent youth from entering state custody. State probation services are provided in all 95 counties; but the numbers are low to none for Davidson, Shelby, Knox and Hamilton counties because those courts employ probation officers. DCS Juvenile Justice Family Service Workers (JJ FSWs) are responsible for supervising youth who have been placed on state probation by monitoring compliance with court ordered terms, while following a restorative justice approach, addressing public safety, accountability for offenses and competency development. DCS JJ FSWs are charged with helping youth under their supervision to succeed in becoming law abiding, productive members of their community by:

- Ensuring court ordered stipulations (Rules of Probation) are followed.
- Utilizing the Child and Adolescent Needs and Strengths (CANS) assessment tool to determine the level of supervision and guide interventions.
- Completing the Family Functional Assessment - documenting any prior involvement with DCS, family and youth strength and needs.
- Empowering and engaging the youth and family in the development of an individualized Family Permanency Plan that will chart a “plan of action” on how the needs/concerns identified in assessments will be addressed.
- Maintaining contact with youth, parents/guardians, school officials and service providers

- Maintaining face-to-face contact with youth through home and school visits.
- Monitoring school attendance, behavior and grades.
- Conducting random drug screens.
- Working with local courts

A total of 1,554 individual youth adjudicated delinquent received state probation services during FY 2017. Figure 1 shows this total broken out by DCS region of adjudication. Note: Figure 1 below does not include the 90 youth served on state probation adjudicated by out of state courts. (See Appendix B for a breakdown by each county of adjudication).

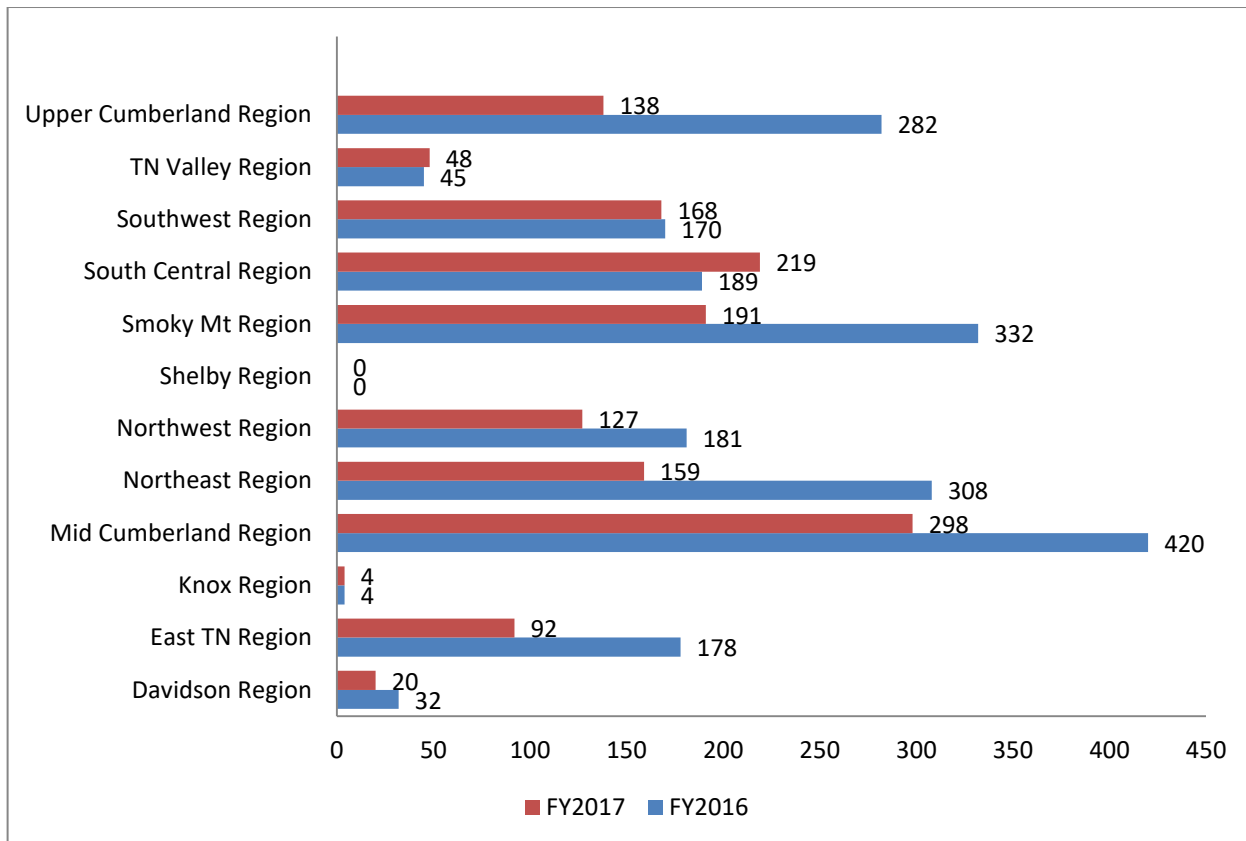
Figure 1: Youth Adjudicated Delinquent on State Probation in FY 2017 by DCS Region of Adjudication



### Average Daily Cost per Child Served by State Probation

The cost of state probation services is primarily driven by personnel expenses for the staff that provides and supervises those services. DCS periodically collects random time samples from relevant staff to determine how their time is allocated. Using that data, the average daily cost per child for state probation services during FY2017 has been estimated at \$19.80.

Figure 2: Comparison of Youth Adjudicated Delinquent on State Probation in FYs 2016 and 2017 by DCS Region of Adjudication



Note: In January 2017, a comprehensive data correction endeavor was undertaken in TFACTS, with more than 43,000 instances of open JJ services being closed. This could account for the difference in the number of delinquent youth on state probation between FY2016-FY2017.

### Youth Served by County Probation

PC 1005, which requires DCS to provide this report, also amended Tennessee Code § 37-1-506 (b)(c) and (d) to instruct the clerk and/or Youth Service Officer (YSO) of each juvenile court operating county probation programs to furnish data on the youth served by those programs. Those data are to include the names and birthdates of all youth receiving county probation services and the length of probation for each. There is no other source of systematic, statewide data regarding locally-funded probation services.

In July 2017, pursuant to PC 1005, DCS asked each court to provide this information from whatever data sources they had available by September 1. Because somewhat different definitions of juvenile probation are used in different courts, the following definition was provided:

*Cases in which the youth is adjudicated delinquent or placed on a judicial diversion and is placed on formal/court-ordered supervision with a juvenile court Youth Services Officer/Probation Officer, DCS Family Service Worker (FSW) and/or private contractor and, through the utilization of a supervision plan/Rules of Probation, is provided with case management supervision, monitoring of court ordered conditions, and resource linkage.*

The quality and format of the data provided in response to the DCS request varied across the 70 courts that provide locally-funded county probation services to youth adjudicated Delinquent. The data

presented in Table 1 below shows youth adjudicated Delinquent served by county probation anytime during FY 2017.

Table 1: Self Report - County Probationer Volume

Number of Youth Adjudicated delinquent on County Probation for FY 2017

Juvenile County Court	Youth Adjudicated Delinquent on County Probation	Juvenile County Court	Youth Adjudicated Delinquent on County Probation	Juvenile County Court	Youth Adjudicated Delinquent on County Probation	Juvenile County Court	Youth Adjudicated Delinquent on County Probation
Anderson	39	Giles*	0	Madison	134	Sullivan, Division I	1
Bedford	48	Grainger*	0	Marion	47	Sullivan, Division II	19
Benton	11	Greene	213	Marshall	33	Sullivan, Division IV	25
Bledsoe**	--	Grundy	8	Mauzy	73	Sumner	48
Blount	2	Hamblen	86	McMinn	143	Tipton	94
Bradley	119	Hamilton	90	McNairy	25	Trousdale	1
Campbell	14	Hancock*	0	Meigs	15	Unicoi*	0
Cannon	7	Hardeman	31	Monroe	79	Union*	0
Carroll	1	Hardin	8	Montgomery	184	Van Buren*	0
Carter	8	Hawkins*	0	Moore*	0	Warren*	0
Cheatham	16	Haywood	23	Morgan	10	Washington County	1
Chester	12	Henderson*	0	Obion*	0	Washington County-Johnson City	13
Claiborne*	0	Henry	73	Overton*	0	Wayne	21
Clay *	0	Hickman	3	Perry	16	Weakley	29
Cocke	45	Houston	4	Pickett*	0	White*	0
Coffee	189	Humphreys	4	Polk	35	Williamson	89
Crockett	39	Jackson*	0	Putnam	1	Wilson	15
Cumberland	16	Jefferson*	0	Rhea**	--	TOTAL	4,025
Davidson	339	Johnson*	0	Roane**	--		
Decatur	3	Knox	269	Robertson	13		
DeKalb**	--	Lake	9	Rutherford	187		
Dickson	9	Lauderdale	22	Scott**	0		
Dyer	10	Lawrence*	0	Sequatchie*	0		
Fayette	15	Lewis	4	Sevier	26		
Fentress*	0	Lincoln	41	Shelby	618		
Franklin	37	Loudon	25	Smith**	--		
Gibson	80	Macon	39	Stewart	19		

\* These Juvenile Courts reported that no county probation was provided to youth adjudicated delinquent in FY 2017

\*\* Data for this Juvenile Court were not submitted.

## Custodial Information

The juvenile court judge has the authority under TCA § 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 TCA § 37-1-129(c)(1) and (2) which 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 of time 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, aggravated rape, rape of a child, aggravated sexual battery, especially aggravated kidnapping, aggravated robbery, especially aggravated robbery, aggravated arson, attempt to commit first degree murder, or violations of § 39-17-417(b),(i) or (j) 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 in order to determine placement and services. Case management is provided by JJ FSW for delinquent youth placed in the custody of DCS. Once the youth completes 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 two categories: Youth Development Center and Community-based. In FY 2017, three Youth Development Centers (YDCs) operated by DCS provided hardware-secure residential placements with the highest level of supervision and restrictions on the behavior of the youth. For youth appropriate for a less secure residential placement, DCS contracts with 30 private service agencies for community-based placements at three levels of care varying in the degree of supervision provided.<sup>1</sup>

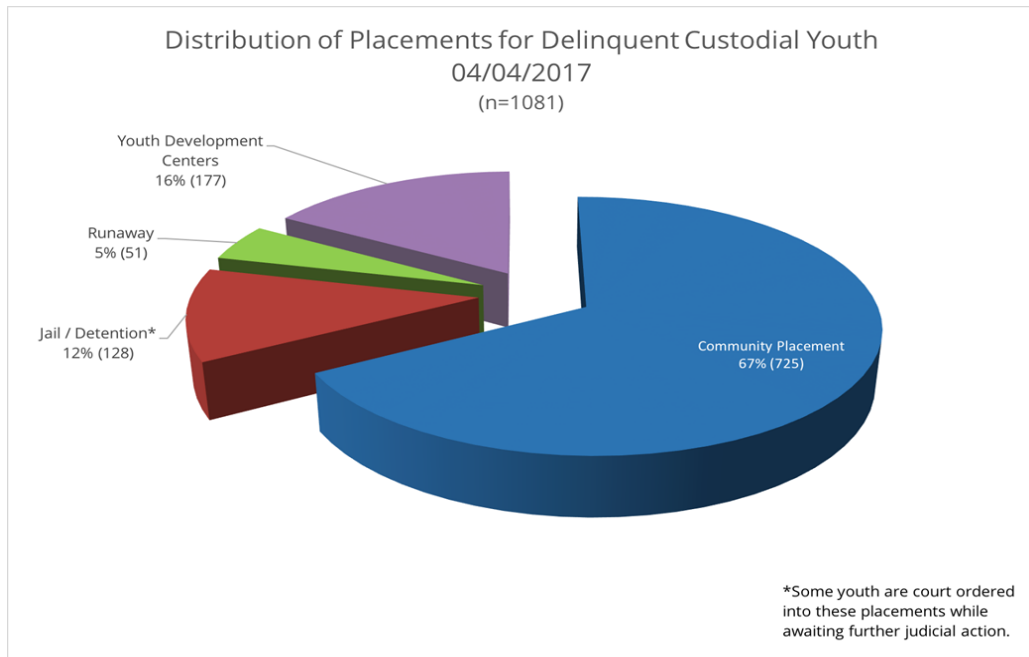
The number of youth in residential placements fluctuates over the course of a fiscal year. In order to provide a representative count, April 4, 2017, was selected as a typical day that avoided holidays, variations associated with the school calendar, etc. (See Figure 3 below).

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<sup>1</sup> DCS as a whole has four levels of placement/intensity of services provided. The three referred to here are Levels 2-4 for the agency as a whole. Level 1, typically a foster home where no additional services are needed, is generally not used by delinquent youth.



Figure 3: JJ Youth in Custody on 4/4/2017



### Average Daily Cost per Child 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 most costly 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 range of daily rates within each level is as follows:

- Level 2: \$120-175
- Level 3: \$175-565
- Level 4: \$340-483

### Youth in Youth Development Centers

Three YDCs were operating in FY2017: Mountain View, Wilder and Gateway to Independence (GTI) (formerly Woodland Hills). Of the 549 total youth served in YDCs, 117 or 21% were in Mountain View, 301 or 55% were in Wilder and 131 or 24% were in GTI.

#### The number of beds available at each facility:

- Mt. View: Maximum capacity was 48
- Wilder: Maximum capacity maintained at 120
- GTI: Maximum capacity was 36

#### Cost per day per bed:

- Mt. View: \$502
- Wilder: \$312
- GTI: \$559

The total number of youth served in each facility:

Mt. View: 117

Wilder: 301

GTI: 131

## **Average Daily Cost per Youth in a Youth Development Center**

The cost per day associated with a YDC placement over the course of a fiscal year can be estimated by dividing the total cost of operating the facility by the number of days in the year. Viewed that way, the total FY 2017 expenditure of \$29,795,468 allocated to operating the three YDCs represents a cost of \$81,631 per day.

Please note that the population or the number of youth in residence has very little impact on YDC operating costs. Indeed, staff and facility maintenance costs are much the same when the facility is at full capacity as when it runs at less than full capacity. Considering this, the most valid indication of cost per day per youth is based on the number of beds rather than the number of youth who occupy them on any given day.

## **Evidence-Based Services Information**

Tennessee Code § 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 in this legislation as a program or practice that meets the following requirements:*

- *The program or practice is governed by a program manual or protocol that specifies the nature, quality, and amount of service that constitutes the program; and*
- *Scientific research using methods that meet high scientific standards for evaluating the effects of such programs must have demonstrated with two (2) or more separate client samples that the program improves client outcomes central to the purpose of the program.*

## **DCS-Funded Evidence-Based Treatment Services**

DCS-funded treatment services include those provided to youth in residential facilities (YDCs and community placements). In order 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**

In FY 2017, DCS Office of Juvenile Justice (OJJ) awarded grants totaling \$4.9 million to 31 juvenile courts and community agencies that target youth at risk of entering state custody for delinquency and/or committing truancy and other status offenses. The grants are awarded for three years, after which grantees must re-submit an application for continued funding.

Currently, there are seven major program areas receiving grant funding. There were 4,295 youth served in their communities through DCS funded services in FY 2017 that included: intake, mental health screening, supervision, intensive probation, youth development/competency building classes and Day Treatment programs with on-site schools.

The following are prevention and intervention services applied to status offenders and/or juveniles who have not yet been adjudicated for a delinquent offense, but are deemed to be at risk to commit such offenses. 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.

### 1. Seven (7) Custody Prevention Grants:

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

- Benton, Blount, Bradley, Crockett, Knox, and Weakley counties had custody prevention programs available
- A total of 883 youth served
- A total of 3 youth placed in state custody, resulting in a diversion rate of 99.7%
- The cost per day, per youth in Custody Prevention Programs is an average of \$1.95<sup>2</sup>

### 2. Four (4) 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 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 coming into state custody. These services include: county probation, counseling, case management and/or direct delivery of services, transportation, liaison for educational issues, and assistance working with court orders.

- Davidson, Madison, Montgomery and Stewart counties had Child and Family Intervention Programs available

- A total of 1,497 youth served
- A total of 5 youth placed in state custody, resulting in a diversion rate 99.7%
- The cost per day, per youth in Child and Family Intervention Programs is an average of \$1.20<sup>2</sup>.

### 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 diversion programs can keep 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 1,140 youth served
- A total of one (1) youth in a truancy program was committed to state custody, resulting in a diversion rate 99.9%
- The cost per day per youth for Truancy Programs is an average of \$.85<sup>2</sup>

### 4. Four (4) Day Treatment/Education Grants:

Carroll Academy, Montgomery County Teen Learning Center, Rutherford County Teen Learning Center, and Tipton County Teen Learning Center provide educational and therapeutic day treatment services for delinquent youth who have been referred by the local courts. All of these youth are at high-risk for state custody commitment and these programs allow the youth to be educated and treated in their communities. In addition to providing 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, Tipton and Weakley county youth had access to a Day Treatment/Education program
- A total of 298 youth served
- A total of 11 youth placed in state custody, resulting in a diversion rate of 99%
- The cost per day, per student to attend a Day Treatment/Education Program is an average of \$20.73<sup>2</sup>

### 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. These programs offer intensive wrap around case management, treatment services and are designed to manage difficult cases related to mental health issues and/or drug and alcohol abuse.

OJJ contracts with Helen Ross McNabb to administer the EXIT program to work with youth who were adjudicated delinquent, committed to state custody and who will be returning home to live in Knox County or the East TN regional area.

Another aftercare program funded by OJJ is the Reunion program administered by Quinco Mental Health Center. Youth served by this program generally return to the community from a DCS YDC.

Youth are identified as eligible for the REUNION program from the time they are eligible to be released from a DCS placement.

In FY 2017, aftercare services were provided to a total of 92 youth with a diversion rate of 86% (13 youth re-committed to state custody). Cost per day per youth for the Aftercare Programs is an average of \$13.24<sup>2</sup>.

6. One (1) After school / Summer Program grant:

OJJ also provides funding to one (1) after school/Summer program that provides prevention services for 5-7 year olds (K-2nd grade) at Westhaven Elementary School in Memphis. In FY 2017, the afterschool program and the Summer Program served 30 children each; cost per day, per student, is an average of \$1.58<sup>2</sup>.

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<sup>2</sup>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.

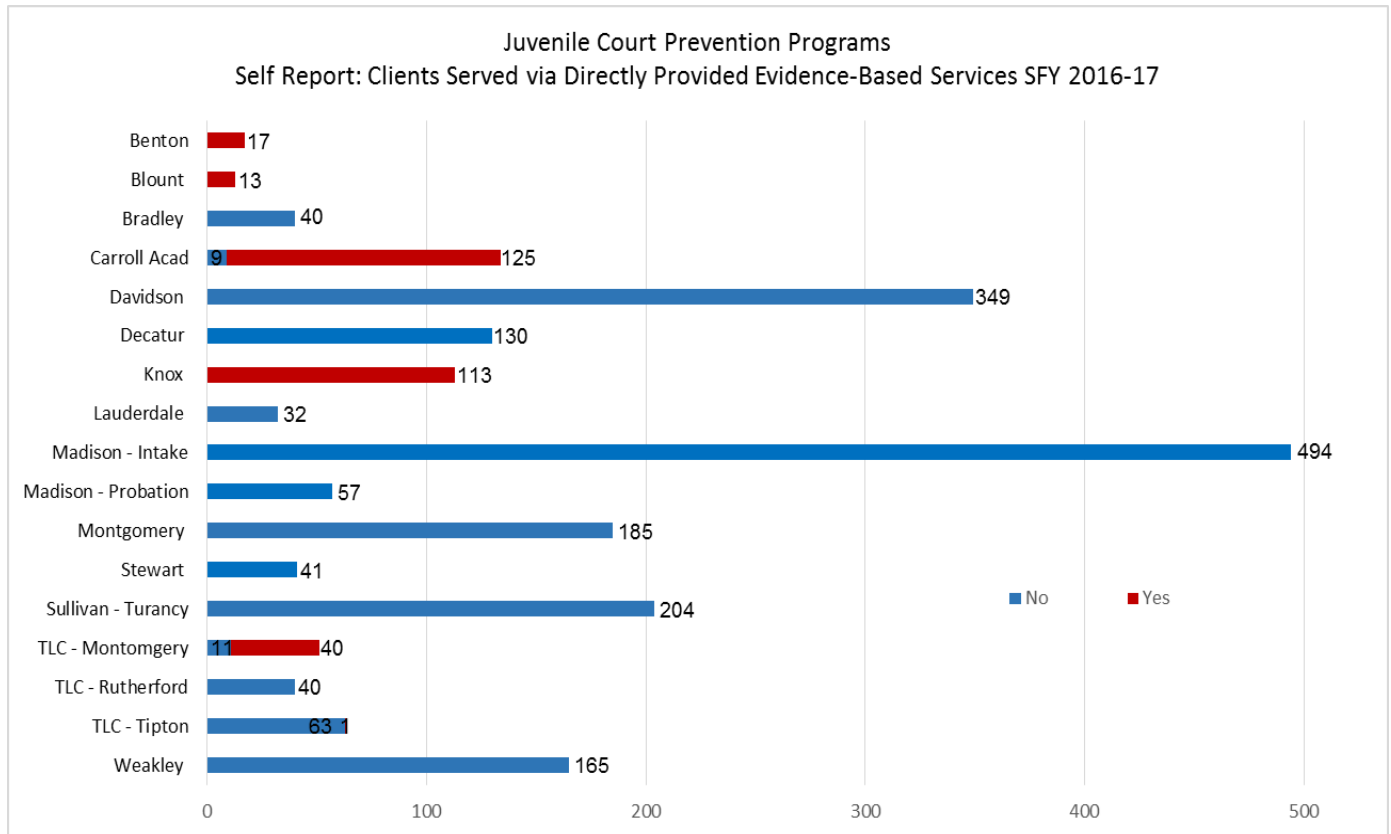
Table 2 below shows the DCS-funded prevention and intervention programs in FY2017, the counties served, the number of youth served as provided via the grantees' Annual Reports and the contract amounts.

Table 2: DCS-Funded Prevention and Intervention Grants

Counties Served	Type of Grant and Vendor	Number of Youth Served	FY2017 Contract Amount
<b>Custody Prevention</b>			
Crockett	Alamo Board of Education	60	\$54,817
Benton	Benton County Juvenile Court	300	\$92,617
Blount	Blount County Juvenile Court	13	\$98,668
Bradley	Bradley County Juvenile Court	43	\$66,581
Crockett	Crockett County Schools (Crockett Academy)	68	\$68,520
Knox	Knox County Juvenile Court (Inner Change)	115	\$183,392
Weakley	Weakley County Juvenile Court	284	\$62,747
	<b>Total-Custody Prevention</b>	<b>883</b>	<b>\$627,342</b>
<b>Child and Family Intervention</b>			
Davidson	Davidson County Juvenile Court	391	\$434,333
Madison	Madison County Juvenile Court	40	\$135,375
Montgomery	Montgomery County Juvenile Court	296	\$70,929
Stewart	Stewart County Juvenile Court	56	\$14,607
	<b>Total-Child &amp; Family</b>	<b>1,497</b>	<b>\$655,244</b>
<b>Truancy Prevention</b>			
Decatur	Decatur County Juvenile Court	144	\$54,817
Dyer	Dyersburg City Schools	135	\$68,520
Henry	Henry County Board of Education	375	\$48,917
Lauderdale	Lauderdale County Juvenile Court	283	\$68,571
Sullivan	Sullivan County Juvenile Court	203	\$53,720
	<b>Total-Truancy Prevention</b>	<b>1140</b>	<b>\$294,545</b>
<b>Day Treatment/Education</b>			
Carroll, Benton, Weakley, Henry and Henderson	Carroll County Juvenile Court (Carroll Academy)	129	\$643,884
Montgomery	Montgomery County Juvenile Court	54	\$447,082
Rutherford	Rutherford County Juvenile Court	47	\$442,969
Tipton	Tipton County Juvenile Court	68	\$343,970
	<b>Total-Day Treatment/Education</b>	<b>298</b>	<b>\$1,877,905</b>
<b>Aftercare Programs</b>			
Anderson, Blount, Campbell, Cocke, Claiborne, Grainger, Hamblen, Jefferson, Knox, Loudon, Morgan, Monroe, Roane, Scott, Sevier, Union	Helen Ross McNabb (EXIT Program)	54	\$296,493
Chester, Decatur, Fayette, Hardeman, Hardin, Haywood, Henderson, Lauderdale, Madison, McNairy, Tipton	Quinco Mental Health (Reunion Program)	38	\$148,208
	<b>Total-Aftercare Programs</b>	<b>92</b>	<b>\$444,701</b>
<b>After school/ Summer Program</b>			
Shelby	Socially Yours	60	\$34,622
	<b>Total</b>	<b>3,970</b>	<b>\$3,934,359</b>

Figure 4 below shows the sixteen juvenile court programs, for which funding is directly provided to the respective juvenile court. The number of clients served in and the evidence-based qualification of the services are illustrated below.

Figure 4: Juvenile Court Prevention & Intervention Programs



DCS also funds intervention services that include adjudicated delinquents with the aim of preventing further delinquent activity that could result in state custody.

7. Eight (8) Community Intervention Services (CIS) Grants:

DCS provides grants to eight service providers that provide 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, Putnam, Rhea, Rutherford, Smith, Warren and Williamson counties had Community Intervention Services available
- A total of 325 youth served
- A total of 56 youth placed in state custody, resulting in a diversion rate of 83%
- The average cost per day for CIS supervised youth is \$8.46<sup>2</sup>

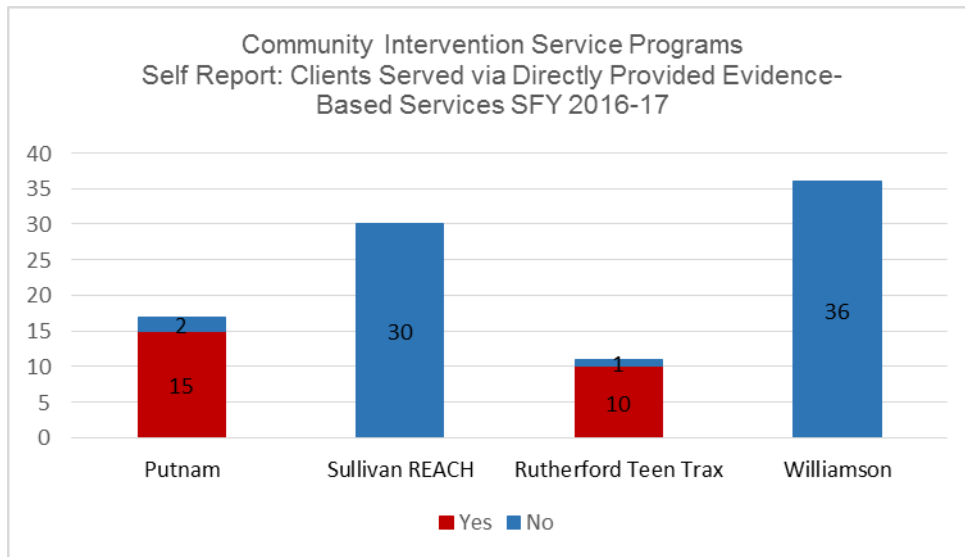
As noted above, DCS provides grants for intensive county probation services to some juvenile courts and Human Resource Agencies. FY 2017 grants and the number of youth served are itemized in Table 3.

Table 3: DCS-Funded Community Intervention Services Grants for Intensive Probation

Grant Recipient	Number of Youth Served	Counties Served	Grant Amount
East TN Human Resource Agency	40	Claiborne, Cocke, Grainger, Hamblen, Jefferson	\$146,712.00
Rutherford County Juvenile Court (Teen Trax)	11	Rutherford	\$46,448.00
Helen Ross McNabb Center (Home Base)	46	Knox, Greene, Washington, & part of Sullivan County	\$266,782.00
Putnam County Juvenile Court	16	Putnam	\$65,656.00
Southeast TN HRA	51	Franklin, Marion, McMinn, Meigs, & Rhea	\$101,064.00
Sullivan County Juvenile Court (Project REACH)	30	Sullivan	\$57,494.00
Upper Cumberland HRA	94	Clay, Cumberland, Dekalb, Fentress, Jackson, Macon, Overton, Pickett,	\$191,418.00
Williamson County Juvenile Court	37	Williamson	\$128,000.00
	325		<b>\$1,003,574.00</b>

Figure 5 below shows the four community intervention service programs, for which funding is directly provided to the respective juvenile court. The number of clients served and whether services provided by the courts were evidence-based services is illustrated below.

Figure 5: Juvenile Court Community Intervention Service Programs





## Recidivism and System Penetration Information

The ultimate 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 actually 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 actually engage in, researchers use confidential interviews that ask about such behavior whether or not 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 Rates 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 are 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 4) consists of youth who receive State Probation and entered custody with an adjudication of delinquency, or were committed to the TN Department of Corrections, subsequent to 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. The category designated Out-of-state refers to the 100 youth served on state probation in FY 2016 adjudicated by out of state courts.

Table 4: Juvenile Justice System Penetration Regional Summary

Youth Exiting State Probation in State Fiscal Year 2016  
Report Generated Date: 12/20/2017

Court Region	Court County	Total Youth Exiting NC Services	Youth entering Within One Year
Davidson Region	Davidson	43	3
<b>Region Subtotals</b>		<b>43</b>	<b>3</b>
East Tennessee Region	Anderson	37	0
	Campbell	18	0
	Loudon	16	0
	Monroe	38	1
	Morgan	3	0
	Roane	7	1
	Scott	20	0
	Union	5	0
<b>Region Subtotals</b>		<b>144</b>	<b>2</b>
Knox Region	Knox	3	0
<b>Region Subtotals</b>		<b>3</b>	<b>0</b>
Mid Cumberland Region	Cheatham	9	0
	Montgomery	61	6
	Robertson	3	0
	Rutherford	77	4
	Sumner	144	6
	Williamson	52	1
	Wilson	37	2
<b>Region Subtotals</b>		<b>383</b>	<b>19</b>
Northeast Region	Carter	4	0
	Greene	22	1
	Hancock	5	0
	Hawkins	7	2
	Johnson	12	0
	Sullivan	53	2
	Unicoi	18	0
	Washington	37	1
<b>Region Subtotals</b>		<b>158</b>	<b>6</b>

<b>Court Region</b>	<b>Court County</b>	<b>Total Youth Exiting NC Services</b>	<b>Youth entering Within One Year</b>
Northwest Region	Benton	4	0
	Carroll	6	0
	Crockett	3	0
	Dickson	20	0
	Dyer	17	0
	Gibson	32	0
	Henry	10	1
	Houston	4	0
	Humphreys	1	1
	Lake	4	0
	Obion	35	0
	Stewart	1	0
	Weakley	9	1
	<b>Region Subtotals</b>		<b>146</b>
Smoky Mountain Region	Blount	25	0
	Claiborne	11	0
	Cocke	40	2
	Grainger	8	0
	Hamblen	30	0
	Jefferson	30	2
	Sevier	102	2
	<b>Region Subtotals</b>		<b>246</b>
South Central Region	Bedford	35	2
	Coffee	24	0
	Franklin	21	1
	Grundy	6	0
	Hickman	13	1
	Lawrence	24	1
	Lincoln	16	1
	Marshall	30	0
	Maury	35	1
	Moore	1	0
	Perry	4	0
	Wayne	14	0
<b>Region Subtotals</b>		<b>223</b>	<b>7</b>

<b>Court Region</b>	<b>Court County</b>	<b>Total Youth Exiting NC Services</b>	<b>Youth entering Within One Year</b>
Southwest Region	Chester	18	0
	Decatur	5	0
	Fayette	3	0
	Hardeman	40	1
	Hardin	9	0
	Haywood	8	1
	Henderson	6	0
	Lauderdale	51	3
	Madison	42	3
	McNairy	12	0
	Tipton	10	0
<b>Region Subtotals</b>		<b>204</b>	<b>8</b>
TN Valley Region	Bledsoe	1	0
	Bradley	31	0
	Marion	7	0
	McMinn	6	0
	Polk	2	1
	Sequatchie	6	0
<b>Region Subtotals</b>		<b>53</b>	<b>1</b>
Out-of-state	Out-of-state	100	3
<b>Region Subtotals</b>		<b>100</b>	<b>3</b>
Upper Cumberland Region	Cannon	9	0
	Clay	2	0
	Cumberland	22	5
	DeKalb	15	1
	Fentress	15	4
	Jackson	6	0
	Macon	15	2
	Overton	8	0
	Pickett	2	0
	Putnam	13	1
	Smith	12	1
	Van Buren	6	1
	Warren	65	10
White	10	0	
<b>Region Subtotals</b>		<b>200</b>	<b>25</b>
<b>Statewide Totals</b>		<b>1,903</b>	<b>83</b>

Table 4 above shows 4% of youth exiting State Probation in FY 2016 entered custody with an adjudication of delinquency or were committed to the TN Department of Corrections within one (1) year.

In FY 2016 there were 1,071 delinquent youth in state custody and in FY 2017 there were 1,031; it cannot be determined, at this time, whether or not any of those youth received State probation services before entering custody.

However, we can determine by a TFACTS Data Extract of July 7, 2017 that of the 1,320 total delinquent youth that exited custody in FY2016, there were 283 or 21% that re-entered custody within 12 months.

Table 5: Delinquent Youth Re-entries by County

County	Delinquent		
	Exits FY 2016	Reentries w/in 12	Rate
ANDERSON	18	3	17%
BEDFORD	18	4	22%
BENTON	2	0	0%
BLEDSOE	6	1	17%
BLOUNT	9	0	0%
BRADLEY	23	6	26%
CAMPBELL	5	0	0%
CANNON	3	2	67%
CARROLL	5	1	20%
CARTER	3	0	0%
CHEATHAM	15	3	20%
CHESTER	2	0	0%
CLAIBORNE	1	0	0%
CLAY	2	1	50%
COCKE	20	3	15%
COFFEE	9	3	33%
CROCKETT	1	0	0%
CUMBERLAND	13	5	38%
DAVIDSON	75	20	27%
DECATUR	0	0	0%
DEKALB	6	2	33%
DICKSON	8	3	38%
DYER	5	0	0%
FAYETTE	3	0	0%
FENTRESS	12	3	25%
FRANKLIN	20	5	25%
GIBSON	39	4	10%
GILES	9	1	11%
GRAINGER	2	0	0%
GREENE	31	3	10%

<b>County</b>	<b>Exits FY 2016</b>	<b>Reentries w/in 12</b>	<b>Rate</b>
GRUNDY	2	1	50%
HAMBLEN	28	9	32%
HAMILTON	66	11	17%
HANCOCK	2	2	100%
HARDEMAN	20	5	25%
HARDIN	1	0	0%
HAWKINS	31	6	19%
HAYWOOD	8	2	25%
HENDERSON	9	1	11%
HENRY	3	0	0%
HICKMAN	5	0	0%
HOUSTON	2	1	50%
HUMPHREYS	5	0	0%
JACKSON	1	0	0%
JEFFERSON	14	4	29%
JOHNSON	2	0	0%
KNOX	23	5	22%
LAKE	1	0	0%
LAUDERDALE	5	0	0%
LAWRENCE	15	6	40%
LEWIS	3	2	67%
LINCOLN	8	4	50%
LOUDON	3	0	0%
MACON	9	1	11%
MADISON	20	8	40%
MARION	4	0	0%
MARSHALL	16	4	25%
MAURY	15	5	33%
MCMINN	24	5	21%
MCNAIRY	5	2	40%
MEIGS	1	1	100%
MONROE	8	3	38%
MONTGOMERY	53	16	30%
MOORE	1	0	0%
MORGAN	0	0	0%
OBION	4	1	25%
OVERTON	9	2	22%
PERRY	0	0	0%
PICKETT	1	1	100%
POLK	2	1	50%
PUTNAM	12	3	25%

<b>County</b>	<b>Exits FY 2016</b>	<b>Reentries w/in 12</b>	<b>Rate</b>
RHEA	8	1	13%
ROANE	4	0	0%
ROBERTSON	28	5	18%
RUTHERFORD	8	1	13%
SCOTT	0	0	0%
SEQUATCHIE	10	0	0%
SEVIER	11	2	18%
SHELBY	196	41	21%
SMITH	4	1	25%
STEWART	3	0	0%
SULLIVAN	20	7	35%
SUMNER	38	6	16%
TIPTON	9	3	33%
TROUSDALE	1	0	0%
UNICOI	3	1	33%
UNION	5	1	20%
VANBUREN	2	0	0%
WARREN	26	7	27%
WASHINGTON	20	3	15%
WAYNE	8	0	0%
WEAKLEY	4	0	0%
WHITE	9	3	33%
WILLIAMSON	36	4	11%
WILSON	61	12	20%
(blank)			
<b>Grand Total</b>	<b>1320</b>	<b>283</b>	<b>21%</b>

## Appendix A

County/Court	Provided supervised County probation to youth adjudicated Delinquent in FY2017	Did not provide supervised County probation to youth adjudicated Delinquent in FY2017	State Probation was available in FY2017	Had access to additional DCS funded probation services via grants in FY2017	Juvenile County Probation handled by private agency in FY2017
98 juvenile courts - 22 courts with no Juvenile County Probation for youth adjudicated Delinquent = 76 courts expected to report data; 92% compliance achieved.					
Anderson	X		X		
Bedford	X		X		
Benton	X		X		
Bledsoe	No Data received		X		
Blount	X		X	Home Base	
Bradley	X		X	X	
Campbell	X		X		
Cannon	X		X		
Carroll	X		X		
Carter	X		X		
Cheatham	X		X		
Chester	X		X		
Claiborne		X	X	ETHRA	
Clay		X	X	UCHRA	
Cocke	X		X	ETHRA	
Coffee	X		X		
Crockett	X		X		
Cumberland	X		X	UCHRA	
Davidson	X		X	Juvenile Court grant	
Decatur	X		X		
DeKalb	No Data received		X	UCHRA	
Dickson	X		X		
Dyer	X		X		
Fayette	X		X		
Fentress		X	X	UCHRA	
Franklin	X		X	SETHRA	
Gibson	X		X		
Giles		X	X		Community Prob Services
Grainger		X	X	ETHRA	
Greene	X		X	Home Base	
Grundy	X		X		
Hamblen	X		X	ETHRA	
Hamilton	X		X		
Hancock		X	X		



County/Court	Provided supervised County probation to youth adjudicated Delinquent in FY2017	Did not provide supervised County probation to youth adjudicated Delinquent in FY2017	State Probation was available in FY2017	Had access to additional DCS funded probation services via grants in FY2017	Juvenile County Probation handled by private agency in FY2017
Hardeman	X		X		
Hardin	X		X		
Hawkins		X	X		Alternative Judicial Services
Haywood	X		X		
Henderson		X	X		
Henry	X		X		
Hickman	X		X		
Houston	X		X		
Humphreys	X		X		
Jackson		X	X	UCHRA	
Jefferson		X	X	ETHRA	
Johnson		X	X		
Knox	X		X	Home Base and Innerchange	
Lake	X		X		
Lauderdale	X		X		
Lawrence		X	X		
Lewis	X		X		
Lincoln	X		X		
Loudon	X		X		
Macon	X		X	UCHRA	
Madison	X		X	Juvenile Court grant	
Marion	X		X	SETHRA	
Marshall	X		X		
Maury	X		X		
McMinn	X		X	SETHRA	
McNairy	X		X		
Meigs	X		X	SETHRA	
Monroe	X		X		
Montgomery	X		X	Juvenile Court grant	
Moore		X	X		
Morgan	X		X		
Obion		X	X		
Overton		X	X	UCHRA	
Perry	X		X		
Pickett		X	X	UCHRA	
Polk	X		X		
Putnam	X		X	Juvenile Court grant	

County/Court	Provided supervised County probation to youth adjudicated Delinquent in FY2017	Did not provide supervised County probation to youth adjudicated Delinquent in FY2017	State Probation was available in FY2017	Had access to additional DCS funded probation services via grants in FY2017	Juvenile County Probation handled by private agency in FY2017
Rhea	No Data received		X	SETHRA	
Roane	No Data received		X		
Robertson	X		X		
Rutherford	X		X	Juvenile Court grant (Teen Trax)	
Scott	No Data received		X		
Sequatchie		X	X		
Sevier	X		X		
Shelby	X		X		
Smith	No Data received		X	UCHRA	
Stewart	X		X		
Sullivan, Division I	X		X		
Sullivan, Division II Kingsport	X		X	Juvenile Court grant (Project Reach)	
Sullivan, Division IV City of Bristol	X		X		
Sumner	X		X		
Tipton	X		X		
Trousdale	X		X		
Unicoi		X	X		
Union		X	X		ETHRA
Van Buren		X	X		
Warren		X	X	UCHRA	
Washington	X		X	Home Base	
Washington-Johnson City	X		X		
Wayne	X		X		
Weakley	X		X		
White		X	X		
Williamson	X		X	Juvenile Court grant	
Wilson	X		X		

## Appendix B

Youth Adjudicated Delinquent on State Probation by County of Adjudication  
July 1, 2016 - June 30, 2017 (n=1,554)

Adjudication County	Youth Adjudicated Delinquent on State Probation	Adjudication County	Youth Adjudicated Delinquent on State Probation	Adjudication County	Youth Adjudicated Delinquent on State Probation
Anderson	22	Hamilton	0	Morgan	1
Bedford	56	Hancock	9	Obion	28
Benton	3	Hardeman	35	Overton	12
Bledsoe	0	Hardin	6	Perry	1
Blount	26	Hawkins	2	Pickett	1
Bradley	17	Haywood	6	Polk	8
Campbell	5	Henderson	8	Putnam	7
Cannon	0	Henry	10	Rhea	0
Carroll	3	Hickman	8	Roane	8
Carter	8	Houston	2	Robertson	3
Cheatham	8	Humphreys	8	Rutherford	57
Chester	22	Jackson	6	Scott	20
Claiborne	5	Jefferson	22	Sequatchie	2
Clay	1	Johnson	11	Sevier	96
Cocke	35	Knox	4	Shelby	0
Coffee	18	Lake	3	Smith	2
Crockett	4	Lauderdale	27	Stewart	5
Cumberland	17	Lawrence	16	Sullivan	79
Davidson	20	Lewis	2	Sumner	118
Decatur	2	Lincoln	17	Tipton	8
DeKalb	9	Loudon	12	Trousdale	0
Dickson	13	Macon	15	Unicoi	3
Dyer	29	Madison	38	Union	5
Fayette	9	Marion	11	Van Buren	4
Fentress	4	Marshall	43	Warren	54
Franklin	27	Maury	19	Washington	33
Gibson	13	McMinn	10	Wayne	6
Giles	0	McNairy	9	Weakley	8
Grainger	3	Meigs	0	White	6
Greene	17	Monroe	19	Williamson	53
Grundy	7	Montgomery	43	Wilson	16
Hamblen	15	Moore	6	Out of State	90