

OFFICE OF THE GOVERNOR CRIMINAL JUSTICE DIVISION



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2013-2014 Biennial Report to the 84th Texas Legislature

This document prepared for the legislature is required by Government Code §772.006 and covers Criminal Justice Division activities from September 2012 to August 2014.

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GUIDING PRINCIPLES

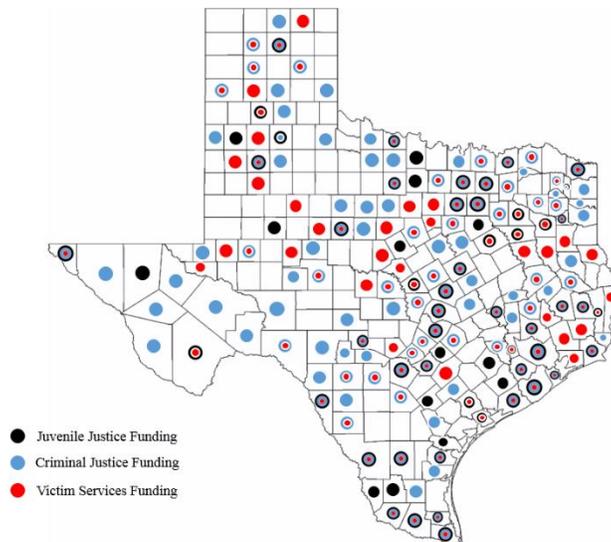
As a trustee program of the Governor's Office, the Criminal Justice Division (CJD) makes Texas safer by establishing, supporting, and improving criminal justice efforts through the use of state and federal grants. To provide comprehensive funding to all parts of our criminal justice system, CJD dedicates resources to programs that prevent crimes from being committed, respond to the needs of crime victims, and ensure offender accountability. CJD does this using the following principles:

- ★ Fiscal responsibility, accountability, and transparency
- ★ Target funding to achieve the greatest impact
- ★ Coordination with local, state, regional, and federal partners

To better serve the diverse needs and population of our state, CJD fosters the creation of priorities that are uniquely Texan. CJD's funding priorities for 2013-2014 include:

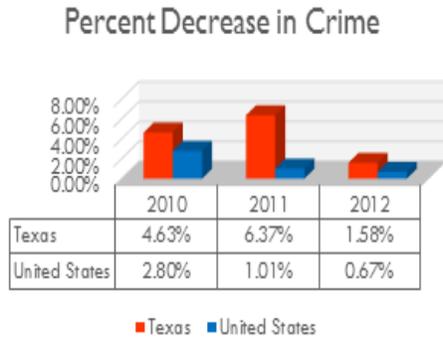
- ★ Support and strengthen border security
- ★ Build law enforcement capacity
- ★ Increase direct services to victims of crime
- ★ Reduce juvenile delinquency
- ★ Enhance public safety

CJD funds those priorities through three primary program areas: Criminal Justice, Victim Services, and Juvenile Justice. The map below shows the geographic distribution of the \$214 million of state and federal grant funds administered by CJD from 2013-2014.

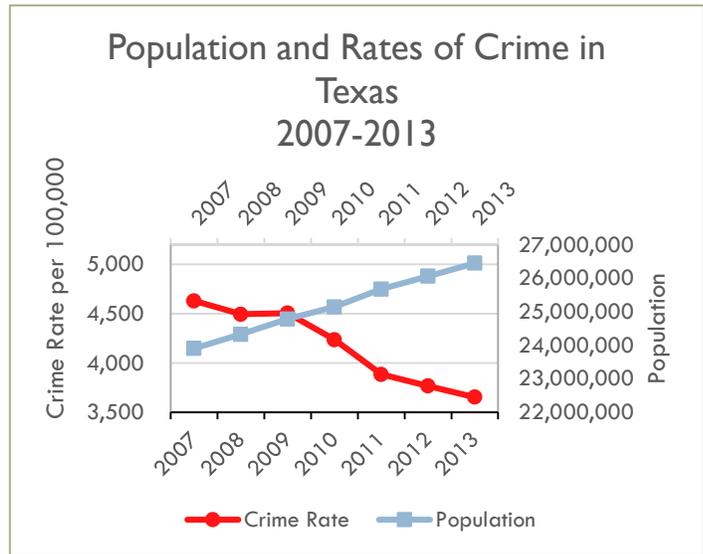


CRIMINAL JUSTICE

CJD uses state and federal funds to meet the objectives of reducing violence, ensuring fair justice, and keeping Texas communities safe. The types of programs supported by CJD include those that enhance border security, prevent violent and organized crime, disrupt and eliminate trafficking of illicit drugs and humans, and provide substance abuse treatment programs designed to help offenders to successfully re-enter society.



IT IS CLEAR TEXAS CONTINUES TO OUTPACE THE NATION'S CRIME RATE DECLINE WITH SOUND PUBLIC POLICY EFFORTS, LAW ENFORCEMENT EFFECTIVENESS, AND LOW RECIDIVISM RATES.



Law Enforcement Capacity

Between 2013 and 2014, CJD provided \$7.9M to the regional councils of governments (COGs) for enforcement training to ensure peace and correctional officers remain well-trained and informed on best practices in the criminal justice field. These law enforcement academies and training programs are the most efficient and cost-effective way for regions in Texas to maintain a supply of qualified peace officers. In FY 2014, more than 1,000 individuals successfully completed basic officer courses offered by 23 COGs and nearly 27,000 individuals passed intermediate or advanced TCOLE-certified courses provided by COGs. In addition to law enforcement training, CJD awarded \$17.5 million to Texas law enforcement programs. These funds were used in part for support personnel, police cruisers and specialty vehicles, records management systems, interoperable radios, training, and surveillance equipment.

ALERRT Activities in FY2014	
Number of Classes Taught by Type	
Level I Active Shooter	74
Level II Active Shooter	15
Breaching	4
Low Light	2
Number of Attendees	
Individuals Receiving Training	3641

TEXAS STATE UNIVERSITY RECEIVED \$3.7 MILLION FROM CJD FOR THE ADVANCED LAW ENFORCEMENT RAPID RESPONSE TRAINING (ALERRT) TO TRAIN LAW ENFORCEMENT OFFICERS ACROSS THE STATE TO RESPOND TO ACTIVE SHOOTER SITUATIONS, THUS REDUCING OUR STATE'S VULNERABILITY TO MASS VIOLENCE.

Border Security

Although securing the border is a federal responsibility, CJD assists the state’s efforts to mitigate the illegal immigration, drug, and human trafficking across our border. CJD focuses on preventing the cascading effects of violence in northern Mexico from spilling over the border and harming Texas citizens. Based on data compiled by the Trans-Border Institute at the University of San Diego, organized crime-style killings represent approximately 30%-50% of homicides in Mexico. The Mexican newspaper *Milenio* reports that in 2013, more than 3,100 homicides related to organized crime groups (OCGs) occurred in the four Mexican states that share the 1,254 mile-long border with Texas.

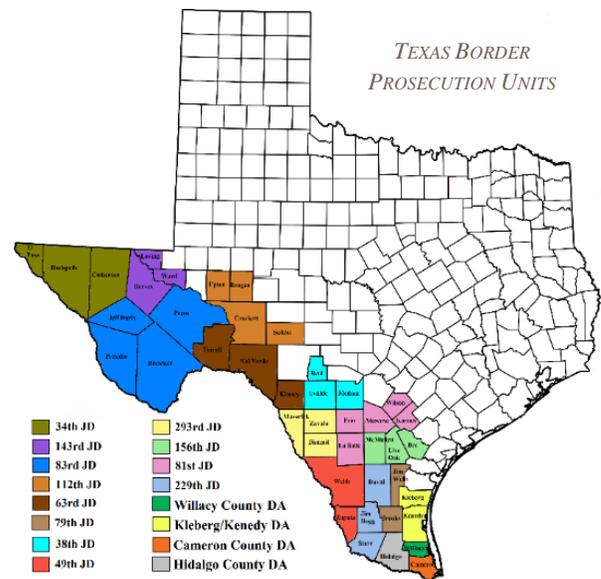
As evidenced by the number of criminal cases filed by federal prosecutors in the Western and Southern districts of Texas¹, border crime remains a pervasive problem². CJD recognizes the need to continue funding border prosecution projects to maintain pace with the evolution of organized, transnational criminal activity along the border.

CJD awarded \$11.7 million to support Operation Border Star, a state initiative that targets violent crime and illegal activities within Texas border counties through coordinated interagency operations and increased patrols.

BETWEEN 2013 AND 2014, CJD DEDICATED \$15.7 MILLION TO BORDER INITIATIVES AIMED AT ENFORCEMENT PATROL CAPABILITIES, BORDER PROSECUTION, AND GANG PREVENTION AND INTERVENTION.

Border Prosecution

In 2010, the Legislature appropriated funds to CJD to establish a grant program to provide additional prosecutors for district attorneys to assist with the increased number of cases related to felony crimes in the border region. The Border Prosecution program provides additional prosecutors to assist district attorneys along and near the border with their increased caseloads. The program has been extremely successful. In addition to an increase in the number of prosecutions, the unit has trained prosecutors and local law enforcement agencies on methods to develop solid cases. Local law enforcement agencies have praised the increase in access to prosecutors and have said that the assistance has been valuable in developing and preparing cases for prosecution. Some judicial areas



¹ According to a FY 2013 US Attorneys’ Annual Statistical Report prepared by the US Department of Justice, 20% of the 61,529 cases initiated by federal prosecutors last fiscal year were filed in the two Texas court districts neighboring the Mexican border.

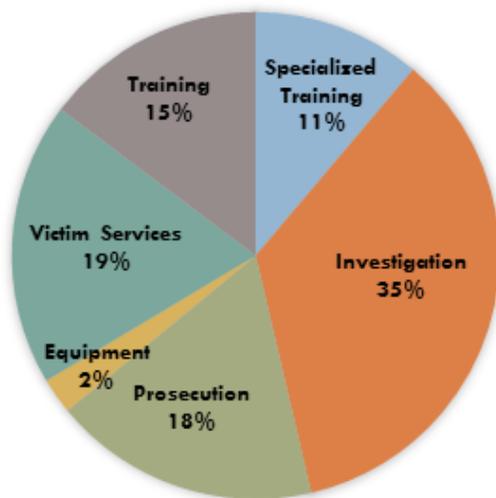
² It is important to note that although UCR statistics may indicate a lower crime rate in border counties compared to the rest of the state, these statistics do not effectively capture the level of criminal activity permeating the area as UCR does not include measures for common border area crimes such as drug trafficking, trespassing, or kidnapping.

have assigned prosecutors to Department of Public Safety offices to improve coordination and work directly with state troopers and investigators.

**CJD FUNDED 16 BORDER PROSECUTION PROGRAMS
RESULTING IN 6,281 CRIMINAL PROSECUTIONS.**

Human Trafficking

Human trafficking involves the recruitment, harboring, transporting, or procurement of a person for labor or services for the purpose of involuntary servitude, slavery, or forced commercial sex acts. Victims of human trafficking can be domestic or international, and can be difficult to identify since they can encompass many different ages, nationalities, socioeconomic statuses, and genders. Domestic victims often include juvenile runaways, foster children, or other at-risk minors and adults who have vulnerabilities that can be exploited by traffickers.



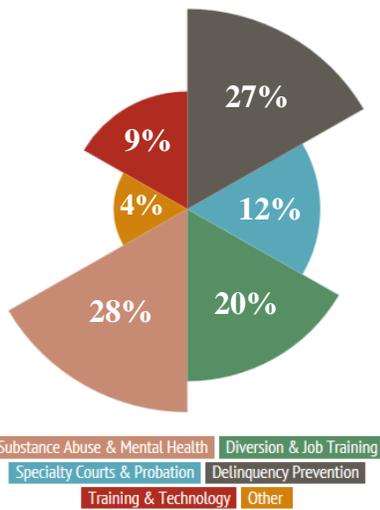
THE CHART ABOVE THIS TEXT REPRESENTS A BREAKDOWN OF ACTIVITIES PERFORMED BY CJD-FUNDED PROGRAMS ADDRESSING HUMAN TRAFFICKING.

Violent gangs are responsible for a disproportionate amount of crime in Texas and are increasingly becoming involved in sex trafficking. Gangs such as Barrio Azteca, MS-13, Bloods, Tango Blast, and Crips have been reported to be involved in human trafficking in Texas. Gangs are attracted to the lucrative nature of human trafficking due to the large, renewable profits and the low risk of detection.

CJD is committed to collaborating with local, state, and federal partners on this issue and will continue to provide funds to protect both domestic and international at-risk populations from being trafficked within Texas. As of September 1, 2014, CJD has provided \$500,000 to the University of Texas at Austin to conduct a statewide human trafficking mapping project that will give data about the extent of human trafficking in Texas. This project's goal is to give a clearer picture of the problem, and form the basis of policy recommendations.

**DURING THE BIENNIUM, CJD GRANTED MORE THAN \$1.3 MILLION TO 12
PROJECTS DESIGNED TO PREVENT HUMAN TRAFFICKING IN TEXAS.**

JUVENILE JUSTICE



THE ABOVE CHART REPRESENTS TYPES OF PROJECTS FUNDED WITH JUVENILE JUSTICE MONEY OVER THE PAST BIENNIUM.

CJD is committed to helping troubled youth through the use of programs designed to: (1) support vulnerable school populations through early intervention; (2) provide substance abuse or mental health services; and (3) address the disproportionate number of minority youths in the juvenile justice system. While public safety and holding juveniles accountable for their actions are always a consideration, CJD also funds programs designed to protect and educate youth towards becoming productive citizens.

CJD PROVIDED MORE THAN \$17 MILLION TO JUVENILE JUSTICE PROGRAMS BETWEEN 2013 AND 2014.

Juvenile Justice and Delinquency Prevention

CJD annually receives federal grant funds from the Office of Juvenile Justice Delinquency Prevention (OJJDP) tied to the Juvenile Justice and Delinquency Prevention Act of 2002 (JJDP Act). To receive this funding, states must demonstrate compliance with the core requirements of the JJDP Act. These requirements include ensuring (1) juveniles are removed from adult correctional facilities, (2) adult and juvenile offenders are not within sight or sound of one another, (3) that status offenders and non-offenders are not held in secure detention facilities without a permitted exception, and (4) that states work to reduce the disproportionate number of minority youth who come into contact with the juvenile justice system. The first three of these requirements are met through CJD’s compliance monitoring efforts.

Telemedicine Project

In response to school shootings across the country, CJD took initiative to ensure that the mental health needs of troubled youth in our school systems were correctly identified and addressed in a swift and efficient manner. In a 108 county region in west Texas, there are only 20 child psychiatrists available to provide services to youth in need. Recognizing this deficiency, CJD granted Texas Tech University \$486,000 to provide telemedicine support to rural school districts. The program educates school staff on basic mental health signs, provides licensed professional counselors to administer assessments for the use by psychiatrists, and then provides additional services to the juvenile. If psychiatric services are required, the initial services are provided using the telemedicine approach.

DURING THE FIRST SIX MONTHS OF THE PROGRAM, 51 STUDENTS WERE FORMALLY ASSESSED AND 21 WERE TREATED VIA TELEMEDICINE. THE PROGRAM IS ALSO CREDITED WITH HAVING REACHED ONE STUDENT WHO HAD CREATED A LIST OF POTENTIAL VICTIMS AND A PLAN TO OBTAIN A GUN.

Compliance Monitoring³

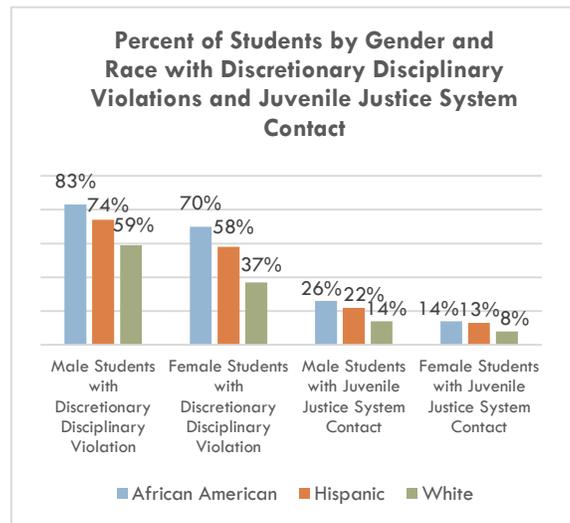
CJD ensures the state’s compliance with the JJDP Act by maintaining a list of all known facilities that can hold juveniles securely and then conducting on-site monitoring of those facilities. The current list contains more than 3,000 facilities, with approximately one-third of these being secure facilities. In Texas, more than 70% of the juvenile population is in the top 20 counties. The remaining counties each have 1% or less. As a result, CJD monitors facilities in the top 20 counties every other year and the remaining 234 counties every fifth year. The table below provides a breakdown of the types and percentage of facilities inspected over the last two monitoring years.

Facility Type	2012 Facilities Identified	2012 Percentage of Facilities Inspected	2013 Facilities Identified	2013 Percentage of Facilities Inspected
Juvenile Detention Centers	48	27.1%	49	26.5%
Juvenile Training Schools	39	33.3%	42	31.0%
Adult Jails	275	15.6%	264	11.4%
Adult Lockups	449	34.3%	439	37.8%
Collocated Facility	2	100.0%	2	100.0%

CJD annually submits a compliance monitoring report to the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP). For the 2013 and 2014 monitoring years, CJD was in full compliance with the JJDP Act.

Disproportionate Minority Contact (DMC)

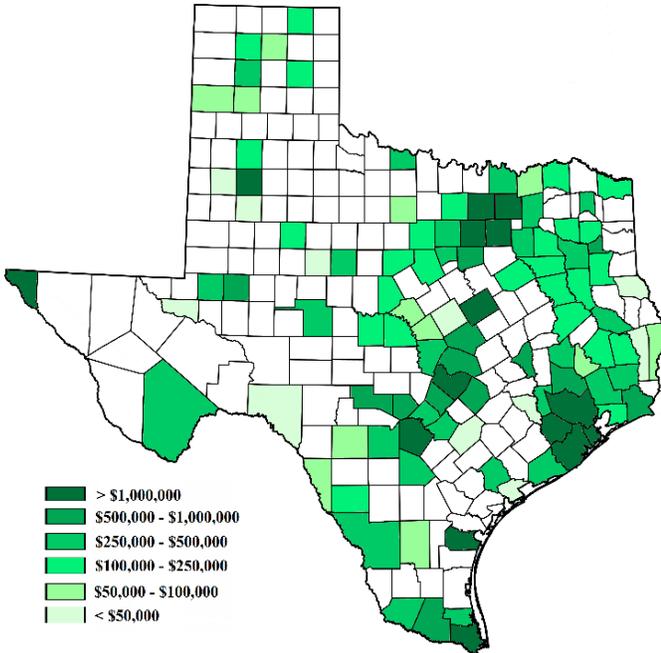
Minority youth continue to be overrepresented at many stages of our juvenile justice system. Over the biennium, CJD has worked to identify and assess jurisdictions that demonstrate higher levels of DMC throughout the juvenile justice contact points⁴. CJD’s analysis indicates DMC was most prevalent for African-Americans. The primary source of referrals into Texas’ juvenile justice system are public schools. As a result, CJD decided to address DMC through a solicitation for programs that offer a tiered sanction approach to school discipline aimed at reducing referrals for African Americans. The evaluation of CJD’s pilot program in the Waco ISD that was similarly aimed at reducing citations, expulsions, and suspensions is due at the end of 2014.



³ This section satisfies the Juvenile Justice and Delinquency Prevention Act of 2002, Section 223 (a)(D)(ii), requiring states to annually report to the chief executive officer and the legislature of the state on compliance monitoring standards.

⁴ The nine juvenile justice contact points include: referral, diversion, detention, petitioned/charges filed, delinquent findings, probation, confinement in secure correctional facilities and transfer to adult court.

VICTIM SERVICES



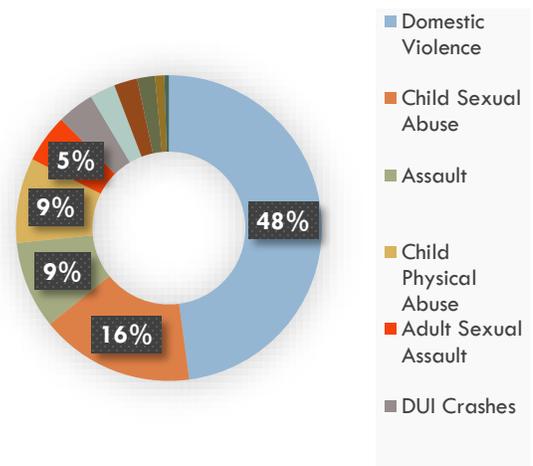
Ensuring a victim’s return to full physical, mental, and emotional health is of paramount importance. CJD maintains and improves victim services such as legal advocacy, crisis services, and protective order assistance while also improving the criminal justice system’s response to victims of crime through increased offender accountability and service availability. Victim assistance providers are encouraged to strengthen ties with criminal justice, medical, and other partners to achieve a seamless, collaborative approach to victim services that expands the scope of assistance.

The map above of this text represents dedicated victim services funds provided to individual counties over the biennium totaling \$75.4 million.

Victims of Crime Act (VOCA)

CJD administers the victim assistance portion of federal VOCA funding to help crime victims rebuild their lives by supporting programs that provide direct services such as crisis intervention, emergency shelter, counseling, and criminal justice advocacy at no cost. VOCA funds represented CJD’s largest fund source over the biennium, with more than \$57 million expended in fiscal years 2013 and 2014. The majority of this was awarded to local and statewide non-profit organizations including women’s shelters, rape crisis centers, children’s advocacy centers, and counseling centers that aid with victim recovery and help guide them through the criminal justice process. Grants awarded to cities and counties also use VOCA funding to fund victim advocates and liaisons in district attorneys’ offices and local law enforcement agencies.

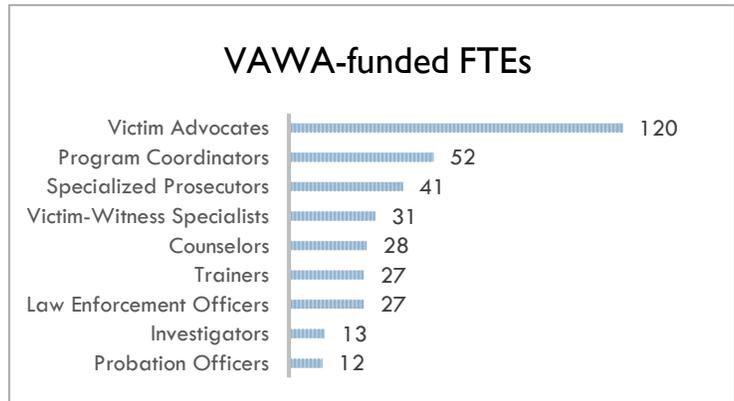
Types of Victims Served by VOCA-funded Projects in 2013



VOCA funds served 337,347 victims in 2013.

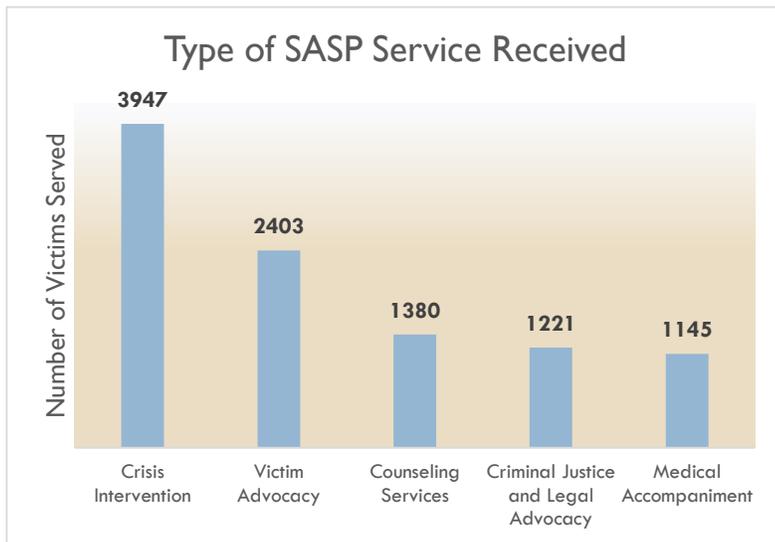
Violence Against Women Act (VAWA)

VAWA grant-supported programs in Texas target the crimes of intimate partner violence, dating violence, sexual assault, and stalking. CJD uses these federal funds to support initiatives that: (1) encourage collaboration among law enforcement, judicial personnel, and victim service providers; (2) investigate and prosecute domestic violence and sexual assault crimes; (3) strengthen victim services including protective order assistance and legal advocacy; and (4) address the needs of underserved populations in the state by providing culturally-specific services. In accordance with federal statutory requirements, CJD allocates VAWA funding among five categories: law enforcement (25%), prosecution (25%), courts (5%), non-profit victim service providers (30%), and discretionary (15%).



CJD FUNDED 206 VAWA PROJECTS IN 57 COUNTIES OVER THE BIENNIUM TOTALING \$16.4 MILLION.

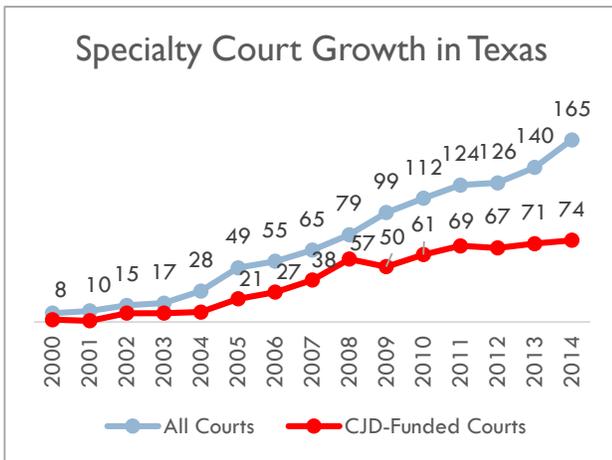
Sexual Assault Services Program (SASP)



SASP was created by the Violence Against Women and Department of Justice Reauthorization Act of 2005 (VAWA 2005) and represents the first federal funding stream solely dedicated to the delivery and establishment of direct intervention and related assistance for victims of sexual assault. The purpose of SASP is to provide intervention, advocacy, accompaniment, support services and related assistance for adult, youth, and child victims of sexual assault, their family and household members, and others affected. SASP funds are designed

to supplement other funding sources such as VAWA. To provide comprehensive services to victims of sexual assault, CJD awarded nearly \$1.2 million in SASP funds to support rape crisis centers and other non-profit organizations.

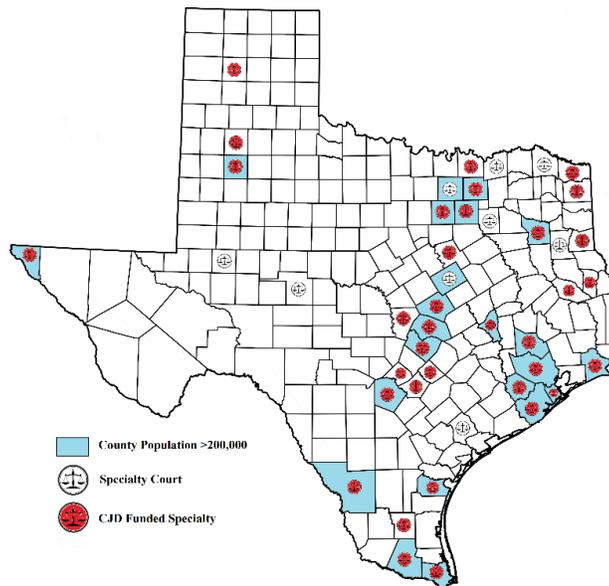
SPECIALTY COURT PROGRAMS



Specialty courts are judicially-supervised substance abuse treatment programs that divert non-violent, repeat offenders away from incarceration. These defendants receive sentences better suited to their individual conduct while completing treatment services and testing that addresses their

root problems, including those with substance abuse or mental health issues. Through a strong specialty court system, Texas has improved public safety.

CHAPTER 121 OF THE TEXAS GOVERNMENT CODE INSTRUCTS COMMISSIONERS COURTS IN COUNTIES WITH A POPULATION OVER 200,000 TO ESTABLISH A SPECIALTY COURT PROGRAM AND APPLY FOR AVAILABLE FEDERAL AND STATE FUNDS TO PAY FOR THE PROGRAM'S COSTS.



Core Components

Traditional Drug Court Programs operating in Texas must comply with the following ten essential core components.

1. Integration of Services
2. Non-Adversarial Approach
3. Prompt Placement
4. Access to a Continuum of Services
5. Abstinence Monitoring
6. Compliance Strategy
7. Judicial Interaction
8. Evaluation
9. Continuing Interdisciplinary Education
10. Partnerships with Public Agencies and Community Organizations

The over 160 specialty courts are evidence that the expanded use of incarceration alternatives has helped reduce the prison population in a fiscally-responsible and safe manner. According to the National Association of Drug Court Professionals (NADCP), every dollar invested in specialty courts nationwide returns an average of \$2.21 in direct benefits.

TYPES OF SPECIALTY COURTS IN TEXAS

- TRADITIONAL DRUG COURTS
- DWI COURTS
- CO-OCCURRING DISORDER COURTS
- FAMILY DEPENDENCY COURTS
- PROSTITUTION COURTS
- REENTRY COURTS
- VETERANS COURTS
- JUVENILE DRUG COURTS

CJD CONTRIBUTED \$17.9 MILLION IN FEDERAL AND STATE FUNDING TO SPECIALTY COURT PROGRAMS THAT SERVED NEARLY 13,000 PARTICIPANTS OVER THE BIENNIUM.

TEXAS CRIME STOPPERS

Local Crime Stoppers programs are community-based initiatives involving cooperation with police, media, and the public that encourages people to report anonymous information about unsolved crimes and criminal activity. Funding for local Crime Stoppers programs comes from, in most part, private contributions. The programs are run by dedicated volunteers, making it a cost-effective tool in preventing and solving crime. There are currently 131 local and 12 campus Crime Stoppers programs assisting law enforcement agencies across Texas with valuable tips.

The following statistics not only show the strong community support for the programs but also the immediate impact these anonymous tips make on public safety in schools and communities:

Crime Stoppers Activities over the Biennium	
Measure	Outcome
Number of Arrests	11,362
Number of Offenses Cleared	14,838
Value of Property Recovered	\$4,658,501.00
Value of Narcotics Seized	\$72,015,298.43
Amount of Rewards Paid	\$3,221,788.98
Number of Seized Weapons on Campuses	293

OVER THE BIENNIUM, CJD PROVIDED MORE THAN \$528,900 IN FINANCIAL ASSISTANCE TO 75 LOCAL CRIME STOPPERS PROGRAMS ACROSS the state.

Texas Ten Most Wanted Program

The Texas Ten Most Wanted program is a joint project between Texas Crime Stoppers and the Texas Department of Public Safety that identifies select fugitives and sex offenders who are the biggest threat to public safety. Anyone with information on fugitives can provide anonymous tips by calling the Crime Stoppers hotline (1-800-252-TIPS) or by texting the letters “DPS” to the number 274637.

OVER THE BIENNIUM, 62 TEN MOST WANTED FUGITIVES WERE APPREHENDED DUE TO LOCAL CRIME STOPPERS TIPS AND NEARLY \$150,000 IN REWARDS WERE PAID OUT.

History of Crime Stoppers

In 1981, the Texas Crime Stoppers Council (Council) was created in response to the state’s increasing crime rate with the purpose of (1) assisting Crime Stoppers organizations in order to help crime prevention by encouraging citizens to report information about crimes in their communities and (2) advising the Governor on Crime Stoppers operations in Texas. The Texas Crime Stoppers program is administered by a director located within CJD in coordination with the Council and local programs. Crime Stoppers program staff located in CJD is responsible for administering grants awarded to local programs from the state appropriated Crime Stoppers Assistance Fund.

SINCE 1981, MORE THAN 1.3 MILLION TIPS RECEIVED FROM ANONYMOUS CALLERS HAVE RESULTED IN THE APPREHENSION OF NEARLY 200,000 SUSPECTS AND MORE THAN \$1.4 BILLION RECOVERED IN PROPERTY AND SEIZED NARCOTICS.

CJD FUND SOURCES

	In Millions	
	FY 2013	FY 2014
CRIMINAL JUSTICE		
Byrne Justice Assistance Grants (JAG)	\$14.3	\$13.8
Coverdell Forensic Sciences	\$0.542	\$0.592
Residential Substance Abuse Treatment for State Prisoners (RSAT)	\$1.1	\$0.881
*State Criminal Justice Planning Fund (421)	\$9.8	\$24.7
*County Essential Services	UB	UB
*Operators and Chauffer's Account (Border Prosecution)	\$2.0	\$3.3
*Internet Crimes Against Children	\$0	\$0.800
JUVENILE JUSTICE		
Juvenile Accountability Block Grant (JABG)	\$1.2	\$0
Title II Juvenile Justice and Delinquency Prevention Fund (JJDP)	\$1.7	\$3.0
VICTIMS		
Victims of Crime Act (VOCA)	\$33.1	\$35.9
Violence Against Women Act (VAWA)	\$8.2	\$9.1
Sexual Assault Services (SASP)	\$0.540	\$0.580
Vision 21	\$0	\$0.249
SPECIALTY COURTS		
*Drug Courts	\$0.750	\$0.750
TEXAS CRIME STOPPERS		
*Crime Stoppers Assistance Fund	\$0.573	\$0.842
TOTALS	\$74**	\$94**

*Denotes state funds appropriated by the Texas Legislature.

**These amounts reflect state appropriations and federal awards received from 2013-2014; however, CJD administered an additional \$46 million during the biennium in unexpended balances from previous state and federal awards.