



Galveston County Justice System Assessment: Preliminary Findings for Review by Local Officials

June 22, 2017

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*Prepared by the Council of State Governments Justice Center,
with the support of Galveston County*

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About the Justice Center and Project Team

In March 2017, Galveston County requested the Council of State Governments (CSG) Justice Center (JC) to review its county justice system, conduct data analyses, identify major issues negatively impacting operations, and present recommendations to address these issues.

CSG is the oldest national nonprofit organization serving executive, legislative, and judicial officials of both major political parties. The JC is a branch of CSG that conducts policy research and evaluations of state and local justice systems. The Justice Center provides practical, nonpartisan advice and consensus-driven strategies informed by available evidence to increase public safety and strengthen communities.

The Texas JC Office is located in Austin, and is headed by Dr. Tony Fabelo, former director of the Texas Criminal Justice Policy Council with over 35 years of experience in the field. The review team includes Jessy Tyler, local system research expert; Lila Oshatz, former county official and expert in local system review; and, Bob Wessels, former Harris County Court Administrator and national expert in court management and processes.

The JC partnered with the Texas Meadows Mental Health Policy Institute (MMHPI), located in Dallas, to review system responses to justice-involved persons with mental illnesses. Dr. Andy Keller heads the institute and BJ Wagner heads the justice programs within the institute. Ms. Wagner, who is part of the review team, has over two decades of experience working with Texas law enforcement and correctional officials on improving mental health responses.

Galveston County supported this project. Points of view offered in this document are those of the author and do not represent the official position of the sponsors or the Council of State Governments members.

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I. Executive Summary

Galveston County leaders have recognized that it is time to address systemic challenges that are reducing the efficiency and effectiveness of their criminal justice system. In March 2017, Galveston County requested that the Council of State Governments (CSG) Justice Center (JC) to review the county justice system, conduct data analyses, identify major operational issues, and present recommendations to address these issues. County commissioners, the District Attorney, Sheriff, some district judges, all county judges, and the district and county clerks signed a letter of support pledging cooperation with the effort. All parties provided support to facilitate this assessment. While data analyses are still in progress, selected preliminary results are integrated into this report.

The goals of this project are to design an effective pretrial assessment and supervision system, and improve magistration, court processes, and system responses for justice involved mentally ill persons. The ultimate objective is to better manage the growth in the jail population, divert mentally ill persons from jail to community treatment, and reduce recidivism to improve public safety for the citizens of Galveston County.

This report presents the preliminary findings of a county wide assessment that started in mid-March 2017. As reviewed below, the JC team examined how system components work together to facilitate the effective processing of defendants throughout the justice system. The JC also evaluated how pretrial services, programs, and supervision directed at reducing recidivism are provided. In conducting this assessment, the JC team interviewed 66 persons (See Appendix 2 for a list of names).

This report concisely presents findings from the JC assessment in the following areas: magistration and system intake; the process of first appearance; magistration for defendants with mental illnesses; pretrial jail intake assessment and pretrial release supervision; indigent defense appointments; the use of information system to increase processing efficiencies; the impact of the probation system on jail population; interagency functions; and, law enforcement mental health practices and continuum of care.

This report is to be circulated for review by county and judicial officials. The JC team is committed to making sure that the information presented here is accurate, feedback from officials is appropriately integrated into the final report, and there is general consensus among the county and judicial officials that the preliminary recommendations identify the top priorities for system improvements.

A summary of the preliminary findings and recommendations is presented below. Note that the tables and charts are included in an Appendix at this time but will be integrated into the body of the report for the final report.

A. Summary of Findings

An increase in the pretrial population in jail has resulted in a growing jail population and rising costs in Galveston County.

- The county jail population in Galveston increased by 11% from 2015 to 2016, driven largely by an increase in the jail population awaiting trial.
 - The pretrial population comprises 71% of the total jail population, a much higher proportion than in similar counties.
 - The pretrial jail population increased by 25% between 2012 and 2016.
 - In comparison, the Jefferson County pretrial population increased by 19%, Nueces by 9%, and Brazoria by 5%, while the pretrial population in Montgomery County declined by 12%.
- The average length-of-stay in jail increased by 27% in 2016, costing an additional \$7.3 million in incarceration expenditures.
 - The Galveston County adult jail population increased by 8% between 2011 and 2016, but the population growth alone is not projected to impact a need for more jail capacity unless the ineffectiveness cited in this report pushes the incarceration rate to the level of 2010.
 - The Index Crime Rate has declined in Galveston County, as well as the rest of Texas, and should not be a major factor impacting the jail population growth.
- The Sheriff Department budget increased by 21% between 2015-2017, which outpaced the 12% overall county budget increase during the same period.
 - The Sheriff Department budget consumes about 30% of the county's budget (up from 26% of the budget in 2010).
 - \$41.3 million out of the \$139.8 million adopted county budget for 2017 is consumed by the Sheriff Department (figures from Chief Fiscal Officer of the County).
 - If the jail incarceration rate continues to increase and reaches the level of 2010, the jail costs are projected to increase by \$6.6 million by 2020.

Galveston County does not have a fully operational pre-trial office conducting pretrial assessments, making recommendations for personal bond, or providing supervision for defendants on pretrial release, which negatively impacts the ability to release defendants on personal bond and increases recidivism.

- The county does not operate a fully functional pretrial assessment and supervision office able to: appropriately determine the risk of re-offense or failure-to-appear (FTA) in court using standard risk assessment tools or interview protocols; make personal bond recommendations; or, provide pretrial supervision.
 - Quantitative analyses show that 45% of first-time jail releases in 2015 to PR bond and 32% to personal bond were high-risk defendants (high-risk of recidivism) compared to 26% released on cash or surety bond.
 - There were no data available to review the FTA rates for defendants released on personal or surety bonds.
 - To our knowledge, FTA rates are not tracked systematically by county officials to determine the impact of Galveston's pretrial release policies and address public

safety concerns.

- The county pretrial release practices for misdemeanants encourage defendants to plead their case as a way to leave the jail.
 - Preliminary quantitative analyses show that 5% of first-time jail releases in 2015 were released on PR Bond and 22% were released on personal bond.
 - The data available can be used to estimate how many misdemeanor defendants not released on commercial or personal bond may be released quickly after a plea.
 - 68% of the defendants released for a Misdemeanor A or B had a release date within 4 days of their disposition date. This suggests that a large number of misdemeanor defendants were encouraged to plea their cases as a way out of jail during their “jail docket” or first appearance hearing.
 - The Texas Indigent Defense Commission issued a report in June 2017 on how this “jail docket” may negatively impact the “right-to-counsel” for defendants.
- The recidivism rate of persons released from jail is high.
 - The two-year recidivism rate for first time jail releases was 42%, meaning that almost half of persons released from jail in 2014 were rearrested by 2016 and re-admitted to jail.
 - Preliminary quantitative analyses show that 63% of high-risk persons, 40% of medium-risk, and 23% of low-risk first-time releases from jail in 2014 were re-arrested and readmitted to jail within two years.
 - 18% of high-risk releases from jail recidivated with at least one violent offense.
 - Galveston and Dallas County do not have pretrial supervision, and both counties have higher recidivism rates for their pretrial populations released on personal bond than counties that provide supervision.
 - For example, high risk releases to personal or PR bond recidivated after one year at a rate of 47% in Galveston County and 41% in Dallas County compared to 23% in Bexar County and 28% in Harris County, both counties that provide pretrial supervision.
 - The commercial bond recidivism rate is also higher in Galveston County for all risk levels.
 - For example, 43% of high-risk defendants released on commercial bond in Galveston County were re-arrested after one year compared to 31% in Bexar County, the county with the lowest recidivism rate for high-risk commercial bond releases.
 - The recidivism rates were calculated not from a sample of cases, but from the records of all first-time releases from jail in 2014 and 2015.
 - Risk profiles were calculated empirically by the JC using Texas Department of Public Safety pre-release and post-release criminal history data for all releases.
- Galveston does not provide any meaningful “re-entry” services for those serving jail sentences and the two-year recidivism rate of this population is the highest among comparison counties.
 - For example, 49% of those high-risk offenders released from jail after serving a jail sentence were re-arrested after one year, compared to 36% in Bexar County, the lowest of the comparison counties.

Galveston County screens all individuals at jail intake for mental illness as required by law, but does not follow the procedures related to the magistration of mentally ill persons to PR Bond, also mandated by state law.

- Texas Code of Criminal Procedures (CCP) Article 16.22 and CCP 17.032 set requirements for the early identification and pretrial release to treatment of mentally ill persons booked into Texas jails.
 - Galveston County meets the Texas Commission on Jail Standards and state law requirements regarding early mental health screening for all persons admitted to jail (CCP 16.22).
 - The county does not currently meet the requirements related to the release of mentally ill persons on PR Bond to community treatment (CCP 17.032, PR Mental Health Bond).
 - Approximately 20% of jail intakes are identified as potentially mentally ill during the screening required by the Texas Commission on Jail Standards.

Inconsistencies in magistration policies, as well as the absence of a pre-intake review process for misdemeanor cases to determine if charges will be filed, slows down the processing of cases throughout the justice system.

- Magistration, bail setting, and attorney assignments policies are not consistent or transparent.
- The District Attorney does not screen misdemeanor cases at the time of arrest or before admission to the jail.
 - In 2016, the Galveston District Attorney dismissed nearly half (48%) of all misdemeanor cases. In comparison, Brazoria, Jefferson, Montgomery, and Nueces County all had lower misdemeanor dismissal rates (the second highest rate was in Nueces County at 42% and the lowest was in Brazos County at 19%).
 - On the other hand, the Galveston District Attorney dismissed the lowest rate of felony cases (17%) among the comparison counties above (the highest was Montgomery County at 28%).

The lack of efficient personal bond pretrial release for misdemeanants directly impacts the ability of defendants to retain private counsel or receive a court appointed lawyer. Those with financial resources pay for a commercial bond, while those without financial resources plea immediately (sometimes pro se) to time served and extra days to cover fines and fees and get out of jail faster.

- The Texas Indigent Defense Commission (TIDC) issued a report on June 2017 reviewing the county's indigent defense system.
 - The commission found the county in compliance with conducting prompt and accurate Article 15.17(e) proceedings related to informing of a right to counsel and taking applications for counsel.
 - The commission found problems with the timely appointment of counsel, the waiver of the right to retain counsel, and the continuation of representation and indigent status. The commission also found issues with the reporting of


expenses, the underreporting of the number of cases disposed by appointed attorneys, and the contracting of defense services for its Veteran's Court docket without conforming to the Contract Defender Rules set by the commission.

The jail and the county court system use different computerized case-tracking systems, and these systems cannot interface with each other in a manner that enhances case processing at jail intake or court management and disposition.

- Court rules set time standards and protocols for the processing of cases from filing to disposition, but, operationally, each Court Coordinator tries to manage the standards without effective support from a computerized case-tracking system.
- The county computerized system is not fully utilized to monitor the timing of case processing from first hearing to disposition, and it is not used to support a Differentiated Court Case Management (DCCM) model.
 - DCCM model refers to a management system in which court staff have clear protocols to assign different types of cases into different processing tracks with different time processing standards. A DCCM model also allows for the setting of court events and schedules.

The probation department has been improving policies and seeking additional funding from the state, but probation revocations have increased despite these efforts, and it is unclear if the department and judiciary are following the state mandated "progressive sanctions" model to reduce probation violations and revocations.

- The probation department has aggressively applied for additional discretionary program funding from the state probation agency for treatment and diversion programs. This funding increased from about \$45,000 in 2012 to \$366,914 in 2017.
 - However, probation revocations increased by 21% between 2015 and 2016, and 38% of probation revocations were for technical reasons in 2016 compared to 34% in 2015.
 - Between 2015 and 2016 the number of probationers revoked to serve time in county jail increased by 15%.
 - Quantitative analyses also show that the number of jail beds consumed by those awaiting a decision in a motion-to-revoke probation increased from 119 beds in 2015 to 162 beds in 2016.
 - The length-of-stay in jail of the motion-to-revoke population increased from 73 days in 2015 to 88 days in 2016, which far exceeds the standard processing time of 20 days set by the state.
 - This may be a reflection of the department facing challenges with the judiciary following the "progressive sanctions" model required by state law.
 - The state agency is planning to conduct a review of the utilization of the progressive sanctions in Galveston County during the summer of 2017.
 - The recidivism rate for persons placed on probation in Galveston County was higher than in counties for which the JC routinely conducts recidivism tracking.
 - 52% of high-risk probationers recidivated after two-years compared to 32% in Harris County.



There is a lack of coordinated training in mental health crisis intervention for law enforcement, limited availability of local mental health crisis services, inconsistent protocols for handling arrestees with mental health issues, and an absence of “drop off” location options for crisis and mental health stabilization in the county.

- Galveston has no “drop-off” center for law enforcement agencies to take potential arrestees experiencing a mental health crisis in lieu of a jail.
- Law enforcement officers have no diversion options for persons arrested for low-level misdemeanors other than taking them to jail.
- Municipal law enforcement agencies follow different approaches to identifying and handling arrestees with potential mental illness; most do not follow evidence-based practices.
- Municipal law enforcement agencies do not work with the local mental health authority to resolve crises and reduce hospitalizations and arrests.
- The local mental health authority utilizes outdated fidelity measures for intensive services that are not outcome driven and do not encourage intensive service provision.

There is a general fragmentation and misalignment of administrative functions that make the system less effective, and no Criminal Justice Coordinating Council to facilitate system planning and implement system-wide solutions.

B. Preliminary Recommendations

1. Create a County Criminal Justice Coordinating Council of top executive and judicial officials to plan, implement, and monitor policies for system wide improvements.
 - The council can create a Criminal Justice Coordinating Committee composed of operational staff from the various agencies that will be in-charge of assisting the council with planning and implementation.
 - The first task of the Coordinating Council is to review the recommendations below and agree on priorities and implementation strategies.
2. Operationally connect the Odyssey computer system with the Jail Management System (JMS) to facilitate processes related to the assignment and management of court cases and the transmission of information to the District Attorney.
3. Create a uniform county-wide magistration system that is centralized, conducts magistration hearings at least once every four hours on a daily basis, and follows standardized county-wide protocols to move the cases as expeditiously as possible.
 - Create processes for the county to meet CCP 17.032 requirements for the magistration of mentally ill defendants to pretrial supervision and treatment. Processes should become effective September 1, 2017.
4. Create a “direct filing” system for misdemeanor cases allowing the District Attorney to review offense reports and decide on charges before the arrestee is taken to jail, as is currently the practice for felony cases.
5. Address the issues related to indigent defense as recommended by the Texas Indigent Defense Commission audit of June 2017.
 - Prepare a grant request to the Texas Indigent Defense Commission (TIDC) to set-up a Public Defender Office to represent mentally ill and veteran defendants at pretrial hearings and in court.
 - The target date for a grant proposal submission should be in FY 2018 with funding to begin in FY 2019. Leave enough time to implement some of the magistration and pretrial improvements recommended here.
 - The proposal should request funds to start a training program for assigned counsel defending mentally ill persons. Once this is implemented, the judiciary should set a “specialized” assigned counsel wheel for representing mentally ill defendants.
6. Create a County Pretrial Services Department in collaboration with the judiciary that can conduct pretrial “risk-informed” assessments, make recommendations for personal bond, and provide pretrial supervision for those granted a personal bond with conditions of supervision.

- Examine policies to facilitate connection to treatment for mentally ill defendants released to personal bond under CCP 17.032.
7. Create a law enforcement mental health “collaborative” council to begin addressing improvements in the identification, treatment, and diversion of justice-involved mentally ill persons from jail and seek philanthropic support for this effort.
- Apply for the Texas Department of Health Services HB12/SB 292 jail diversion and community-collaborative program funds to reduce recidivism, arrest frequency, incarceration of persons with mental illness, and waiting time for forensic commitment of persons with mental illness to a state hospital.
 - Review strategies to increase the number of law enforcement officers that are trained and certified as Mental Health Peace Officers.
 - Review resources needed to set up a “drop-off” center for law enforcement to use to safely divert mentally ill arrestees from jail intake.
 - Review resources needed to set up a “sobriety” center to safely divert intoxicated arrestees from being booked into jail that can also assist in connections to community alcohol treatment.
 - Explore the use of private philanthropic resources to incentivize the above policies.
8. Adopt a Differentiated Court Case Management (DCCM) protocol to more effectively manage the flow of court cases.
- Examine the technology enhancements and training necessary to implement this systemic approach.

II. Introduction

Galveston County leaders have recognized that it is time to address systemic challenges that are reducing the efficiency and effectiveness of their criminal justice system. In March 2017, Galveston County requested that the Council of State Governments (CSG) Justice Center (JC) review the county justice system, conduct data analyses, identify major operational issues, and present recommendations to address these issues. County commissioners, the District Attorney, Sheriff, some district judges, all county judges, and the district and county clerks signed a letter of support pledging cooperation with the effort. All parties provided support to facilitate this assessment. While data analyses are still in progress, selected preliminary results are integrated into this report. Appendix 1 includes tables and graphics for some of the quantitative analyses referenced in the body of this report.

The goals of this project are to design an effective pretrial assessment and supervision system, and improve magistration, court processes, and system responses for justice involved mentally ill persons. The ultimate objective is to better manage the growth in the jail population, divert mentally ill persons from jail to community treatment, and reduce recidivism to improve public safety for the citizens of Galveston County.

The total population in Galveston increased by 15% between 2005 and 2016. (See Appendix 1, Figure 1). Over 300,000 people currently reside in the county. The population growth in Galveston has put pressure on county and judicial officials to modernize some of the justice system practices to make the system more efficient in processing cases and more effective in producing positive public safety outcomes. However, the county's population growth alone is not projected to impact a need for more jail capacity unless the ineffectiveness cited in this report pushes the incarceration rate to the level of 2010. (See Appendix 1, Figures 2 and 3 for a graphic depiction of jail average daily population trends and projections based on trends). The Index Crime Rate has declined in Galveston County, as well as the rest of Texas, and should not be a major factor impacting the jail population growth. Yet, the county jail population increased by 11% from 2015 to 2016, driven largely by an increase in the jail population awaiting trial. The pretrial population comprises 71% of the total jail population, a much higher proportion than in similar counties. (See Appendix 1, Figures 4 and 5 for a graphic depiction of jail average daily population trends). The pretrial jail population in Galveston County increased by 25% between 2012 and 2016. In comparison, the Jefferson County pretrial population increased by 19%, Nueces by 9%, Brazoria by 5% while the pretrial population in Montgomery County declined by 12%. (See Appendix 1, Table 1 for a graphic depiction of average daily pretrial population trend comparisons). The average length-of-stay in jail increased by 27% in 2016, costing an additional \$7.3 million in incarceration expenditures. (See Appendix 1, Table 2 for length-of-stay increases and Table 3 for corresponding cost increases).

The Sheriff Department budget increased by 21% between 2015-2017, which outpaced the overall county budget increase of 12% during the same period. (See Appendix 1, Table 4). The Sheriff Department budget consumes about 30% of the county's budget (up from 26% of the budget in 2010), with \$41.3 million out of the \$139.8 million adopted county budget for 2017 consumed by the Sheriff Department (figures from Chief Fiscal Officer of the County). (See Appendix 1, Figure 6 and Figure 7 for proportion of budget allocated to Sheriff's Office). If the jail incarceration rate continues to increase and reaches the level of 2010, the jail costs are

projected to increase by \$6.6 million by 2020. (See Appendix 1, Figure 8 for a graphic depiction of projected cost based on incarceration rates).

The areas examined by the JC for the purpose of this report include: magistration and system intake; the process of first appearance; magistration for defendants with mental illnesses; pretrial jail intake assessment and pretrial release supervision; indigent defense appointments; the use of information system to increase processing efficiencies; the impact of the probation system on jail population; interagency functions; and, law enforcement mental health practices and continuum of care. Quantitative analyses are currently being conducted using both aggregate and case level data. Aggregate data are available from the Texas Commission on Jail Standards (TCJS), the Texas Office of Court Administration (OCA), and the Texas Department of Health and Human Services (DSHS). Case level data were provided by Texas Department of Criminal Justice (TDCJ) and from case records provided by Galveston County. TDCJ records include community supervision placements (CSCD), releases from TDCJ to supervision in Galveston County (mainly parole), State Jail releases to Galveston, and TDCJ discharges to Galveston (unsupervised). The Galveston data include the records of all persons released from the county jail between 2014 and 2016 (90,870 records), and all settings for cases disposed from the District and County Courts from 2014 and 2016 (515,766 records).

Jail release records, CSCD Placements, and TDCJ/State Jail releases were also matched to the Texas Department of Public Safety (DPS) Computerized Criminal History (CCH) system to obtain the full lifetime arrests history for the jail population. This information was used to calculate recidivism figures for individuals released from jail, placed on community supervision (probation and deferred adjudication), or released from state correctional institutions. This is the first time that county and judicial officials have recidivism rates available that have been calculated following a standard methodology for these populations. The JC developed and uses this methodology for their recidivism calculation in Bexar, Dallas, Harris, Tarrant, and El Paso counties.

This report presents an assessment of how the Galveston system operates and contrasts that with how the system should operate given best-practices. In each section notes are presented with the results of relevant quantitative analysis. Notes are also presented with general references to legal or policy issues relevant to certain findings. As stated above, Appendix 1 includes graphics for the quantitative analyses referred to throughout the body of the report.

This report is to be circulated for review by county and judicial officials. The JC team is committed to making sure that the information presented here is accurate, feedback from officials is appropriately integrated into the final report, and there is general consensus among the county and judicial officials that the preliminary recommendations identify the top priorities for system improvements.

III. Magistration and System Intake

A. Summary

- Magistration, bail setting, and attorney assignments policies are not consistent or transparent.
- Law enforcement officers have no diversion options for persons arrested for low level misdemeanors other than taking them to jail.
- There is no individualized interview of defendants at intake to consistently generate the information needed for pretrial review and release decision-making.
- There is no screening of misdemeanor cases by the District Attorney at the time of arrest or before admission to jail.

B. How the Galveston system operates

1. Jail Intake/Booking in County Jail

- Galveston Sheriff Office (GSO) initiates a “paper packet” for the District Attorney (DA) that includes Temporary Commitment, Affidavit, Probable Cause, and may include an Offense Report.
 - Packet is intended to compile the information needed by DA to determine if charges will be filed.
- Municipalities are not completing offense reports in a timely manner.
 - Offense reports capture the law-breaking allegations by the police, and are the necessary documents for initiating jail intake and judicial proceedings.
- Galveston Police Department (GPD) officers’ complete offense reports by the end of their shift.
 - There are three shifts per day.
- Jail “open booking” concept to facilitate intake is not used.

➤ **Reference Note:**

- *Open booking refers to a physical configuration at intake that allows for defendants to sit in an open, secure larger waiting room (unless they present a security or safety risk), and access different processing “stations” around the room without the need for a jail or detention officer escort.*
- There is no pretrial office working to conduct interviews with arrested persons to consistently generate the information needed for pretrial review and release recommendations/decision-making.
 - Pretrial office in this report is meant to refer to an office that provides “pretrial

services”, which include: conducting assessments, making “risk informed” recommendations for pretrial release on personal bond, and providing supervision during the pretrial period.

- Galveston County does not operate a pretrial services office as defined here.

2. Magistration

- There are three Galveston County magistrates in addition to multiple Justice of the Peace (JP) magistrates in municipalities (there are 13 municipalities plus one Village in Galveston County).
 - Magistrates function as “hearing officers” for the court, and their duties include reviewing charges, setting bail, making preliminary pretrial release decisions, and assigning indigent defense counsel.
 - Magistrates conduct a “probable cause hearing”, which needs to happen within 24 hours of arrest (Code of Criminal Procedures 15.17 hearing) to determine probable cause and set bail.
 - Defendants may request indigent defense counsel in this hearing.
 - The “original magistrate” retains jurisdiction on the case until a charging instrument is filed in trial court.
- Two magistrates follow the judicial exclusion orders for Personal Bond
 - Judges cannot issue orders with criteria for decision-making to magistrates delineated in 2.09 of the Code of Criminal Procedure, as jurisdiction remains with the magistrate, to the exclusion of all other courts, until the time that the complaint is either dismissed by the court or superseded by the action of the grand jury, or until the time that the requirements of Article 1.141 of the Code of Criminal Procedure have been met.¹
 - Magistrates have absolute statutory and constitutional discretion in setting bond and releasing defendants until a charging instrument is filed in the assigned court. After which time, the trial court judge retains jurisdiction and can revoke bond, place additional conditions, etc.
 - In 1999, a standing order was issued setting 36 “reasons for rejection” of Personal Bond.

➤ **Reference note:**

- *Personal Bond requires the defendant to swear an oath that if he or she fails to appear, the principal sum that the court sets becomes due.*
- *A \$20 fee or three percent of the bail amount, whichever is greater, is allowed by law.*
- *A Personal Bond office operates under the provisions of Article 17.42 of the Texas Code of Criminal Procedures (CCP).*
- *A Personal Bond office needs to maintain the records of persons released on personal bond and process the necessary fee payments.*
- *CCP 17.01 establishes the distinction between “bail bond” and “personal bond”.*
- *Bail bond involves a cash deposit or other security provided by an insurance company in what is commonly referred to as a “surety bond” provided by a “bail bondsman.”*
- *Personal bond can include release on Personal Recognizance, commonly referred to as a PR Bond; this is based on a person swearing under oath to appear before a magistrate.*

¹ *Ex parte Clear* 573 S.W.2d 224 (1978).

- The County Judge acts as a magistrate and conducts probable cause CCP 15.17 hearings as allowed by the Texas Constitution
 - The County Judge does not have to follow the exclusionary list in setting Personal Bonds at the CCP 15.17 hearing.
- If paperwork from municipalities is incomplete or an error occurs in processing paperwork, re-magistration occurs in Galveston County Jail.
 - Re-magistration is a repeating of the magistration process.
- Use of video magistration is limited.
 - One magistrate conducts all proceedings in person.
 - One magistrate conducts magistration in person on weekdays.
 - The same magistrate does remote magistration via video on weekends, only.
 - Some of the magistration conducted by the County Judge is completed by video.
- Magistration is NOT done 24 hours a day, seven days a week, therefore, **may** not meet the requirements of CCP 15.17.
 - A compliance report from the Texas Indigent Defense Commission (TIDC) in June 2017 indicated that Galveston was in compliance with timely magistration within 48 hours of arrest.
 - Qualitative interviews indicated a person is frequently re-magistrated due to paperwork processing delays, which suggests that even though Galveston appears to meet the requirements of CCP 15.17, the defendants may not be fully magistrated within 48 hours.
- DA representatives are not housed in jail to make recommendations for pretrial release or diversion.
- Felony cases are “pre-screened” by DA to determine if the office will file charges (direct filing). If charges are not filed, the person should be released immediately, but this is not happening for misdemeanor cases.
 - Misdemeanants who later have their cases dismissed by the DA sit in jail.

➤ **Reference note:**

- *Direct filing is the term commonly used to describe the DA “pre-screening” process. For example, the pre-screening process can be set as a “hotline” phone number directly to staff in the DA’s office who can review offense reports and determine if charges are likely to be filed.*
- *The lack of pre-screening of misdemeanor cases by the DA results in the Galveston DA office having the highest percentage of misdemeanor cases dismissed in relation to comparison counties (data from the Office of Court Administration).*

➤ **Quantitative analysis:**

- *In 2016, the Galveston District Attorney dismissed nearly half (48%) of all misdemeanor cases. In comparison, Brazoria, Jefferson, Montgomery, and Nueces County all had lower misdemeanor dismissal rates (the second highest rate was in Nueces County at 42% and the lowest was in Brazos County at 19%).*
- *On the other hand, the Galveston District Attorney dismissed the lowest rate of felony cases (17%) among the comparison counties above (the highest was Montgomery County at 28%).*

- *This is depicted graphically in Appendix 1, Figures 9 and 10.*
- Risk assessments to determine risk of recidivism and failure-to-appear are not conducted on every defendant, or at least not on defendants that cannot post a surety bond.
- **Reference note:**
 - *A “risk assessment” is a screening tool developed empirically that assigns defendants to a “risk level” based on probability of re-arrest, and, for a pre-trial tool, based on probability of a “failure-to-appear” in court.*
 - *Present law does not require a risk assessment, but it is best practice, and these tools are being used in many counties, like Harris, Travis and Bexar.*
 - *The ORAS – PAT is a public domain instrument that is now being administered in Texas as part of the TRAS probation assessment system adopted by the state and in use by most probation departments. The instrument is “evidence-based” and predicated on factors related to the probability of a pretrial defendant failing to appear in court. This tool is an effective tool, though not validated at this time for the local population. Travis County, for example, has been using the ORAS – PAT, and is now conducting a validation study of the tool for its local population. Travis County is also utilizing the Ontario Domestic Violence Risk Assessment (ODARA) and the Texas Christian University Drug Screen II (TCUDS) tool as part of their assessment protocols. Dallas is starting to utilize this tool and will validate it next year. Harris County utilizes a tool specifically designed for their population.*
- Pre-trial release is driven mainly by the offense and bail schedule, without an individualized decision based on the five factors required to be evaluated under state law
 - There is no “pre-trial release” office to collect and compile information on risk and other relevant factors to inform decision-making for the magistrate.
- For felony cases, the DA makes bond recommendations to the magistrate who then sets bond following a county bond schedule that is offense driven.
 - A copy of the bond schedule for felonies has been identified.
 - For example, the “basic bond” for a Third-Degree Felony is set at \$5,000; for a Second Degree at \$10,000, and for First Degree at \$20,000.
- For misdemeanor cases, the arresting officer makes bond recommendations to the magistrate who then sets bond.
 - There is no agreement on what bond schedule is used for misdemeanor arrestees, and no document has been identified at this time with a local bond schedule.

➤ **Reference note:**

- *State law makes the pretrial release decision a discretionary one, but the exercise of this discretion is regulated by five rules listed below:*
 - *The bail shall be sufficiently high to give reasonable assurance that the undertaking will be complied with;*
 - *The power to require bail is not to be so used to make it an instrument of oppression;*
 - *The nature of the offense and the circumstances under which it was committed are to be considered;*
 - *The ability to make bail is to be regarded, and proof may be taken upon this*

- point; and,
 - *The future safety of a victim of the alleged offense and the community shall be considered.*
- *Counties may provide a general bond schedule as a guide, but this is not binding and the amount of bond set is a discretionary decision based on the review of factors in each specific case.*
- *Bail can be denied in certain cases as established by state law.*
 - *For example, although bail can be set for those charged with murder, it cannot be set for those charged with murder in which the penalty can be a death sentence (Capital Felony).*
 - *Bail can also be denied to “habitual” felony offenders (three sequential convictions).*

3. Law Enforcement Initial Diversion Programs and Pretrial Diversion Options

- There is no Sobriety Center.
 - Sobriety Centers are facilities that law enforcement can use as a diversion from arrest and jail for intoxicated people.

- There is no use of “Cite and Release”.

➤ **Reference note:**

- *“Cite and Release” for Class C Misdemeanors is a policy permitted by state law that allows the arresting officer to release a defendant accused of certain misdemeanors by citation only.*
 - *Certain Misdemeanor A and B offenses can also be subjected to “cite and release”.*
 - *Examples of permitted “cite and release” offenses include: minor possession of drugs, thefts below \$2,500, and traffic-related Class C misdemeanors, among others.*
- There is no use of a Restoration/Crisis Center in lieu of a jail intake for arrestees with low level misdemeanors and an identified mental illness (See mental health section for more detail).
- There is no psychiatric drop off center in Galveston County for persons in need of immediate access to mental health care in lieu of a jail booking (See mental health section for more detail).
- There are no pretrial diversion programs except for a DA sponsored program that applies to a small number of persons who commit low-level misdemeanors.
- There are no organized re-entry programs for people released from jail in need of treatment resources, employment, or other services that may reduce recidivism.
 - The lack of diversion programs and re-entry programs may impact public safety by increasing recidivism.
 - Recidivism of the population released from jail is higher than in counties where the JC has conducted recidivism tracking.

➤ **Quantitative analysis:**

- *The two-year recidivism rate for first time jail releases was 42%, meaning that almost half of persons released from jail in 2014 were rearrested by 2016 and re-admitted to jail.*

- 63% of the high-risk persons, 40% of the medium-risk, and 23% of the low-risk released from jail for the first time in 2014 were re-arrested and readmitted in jail within two years.
- 18% of high-risk releases from jail recidivated with at least one violent offense.
- 49% of those high-risk offenders released from jail after serving a jail sentence were re-arrested after one year, compared to 36% in Bexar County, the lowest of the comparison counties.
- Galveston recidivism (re-arrest) by risk profile is shown in Appendix 1, Figure 11; recidivism by violence and risk is shown in Figure 12; and recidivism by risk by county is shown in Figure 13.

C. How the system should operate

- All defendants should be positively identified as soon as they are arrested with a DPS fingerprint background check. A criminal history profile should also accompany the arrestees' documents.

➤ **Visualization:**

- Appendix 1, Figure 14 depicts both the current Galveston County criminal justice process and the best practices process for early positive identification of defendants.

- "Cite and Release" could be used for Misdemeanor C and some Misdemeanor B cases.
 - Cite and release programs could be tied to the use of a mental health treatment "drop-off" center.
- The county should engage UTMB (or other area hospitals) to move the state contracted psychiatric beds out of Houston and into Galveston County (See the mental health section for more detail).
- All felony and misdemeanor cases should be "pre-screened" by DA to determine if the office will file charges. If no charges are filed, the person should be released immediately (direct filing).

➤ **Visualization:**

- Appendix 1, Figure 15 depicts both the current Galveston County criminal justice process and the best practices process for DA screening and case filing.

- Pretrial service office should be in place to interview defendants before their first probable cause hearing.
 - The office should review defendants' background information including: residence, employment, education, criminal history, financial situation, as well as "risk" of failure-to-appear.
 - The office should provide information to the magistrate based on a set of protocol questions to determine risk of failure-to-appear (FTA) in court and risk of committing a new offense.
 - The magistrate should use this information to make a "risk-informed" release decision.
 - The office should administer a validated risk assessment as part of the risk

- assessment protocol.
- The office should provide supervision for defendants on personal bond with conditions of pretrial release supervision.
- Magistration should be centralized, uniform, conducted 24/7/365, and scheduled at least once every 4 hours.

➤ **Reference note:**

- *Ideally magistration “warnings” at CCP 15.17 hearing should follow a uniform template developed by the state.*
- *See Model Forms listed on the Texas Indigent Defense Commission’s website: <http://www.tidc.texas.gov/policies-standards/model-forms-procedures.aspx>*

➤ **Visualization:**

- *Appendix 1, Figure 16 depicts Galveston County’s current magistration process and the best practice model for uniform, centralized magistration.*
- Information collected by the pretrial office should be transmitted to the hearing officer for the defendant’s probable cause hearing.
 - The probable cause hearing happens within 24 hours of arrest (TCCP 15.17 hearing), and the hearing officer determines probable cause and sets bail.
 - Defendant may request indigent defense counsel in this hearing.

➤ **Reference note:**

- *The next step after the probable cause hearing is the “arraignment hearing” (CCP 26.01) during which charges are read again, an initial plea is taken (guilty, not guilty), bail may be reviewed, and if counsel is present, plea may be finalized.*
- *If the defendant is released on bond, a first appearance date should be provided at this time based on uniform court rules.*
- *A strict time criteria to schedule first appearance for those still in jail should be in place.*

IV. Process of Setting First Appearances

A. Summary

- There seems to be no consistent, well-documented protocol for setting first appearances.
- There are “court rules”, but no current court operating manuals to manage these rules operationally.
- Manuals were developed 12-15 years ago, and have not been updated or standardized.
- Each court sets its own standards, and these can fluctuate when new judges are elected.

B. How the Galveston System operates

1. Misdemeanor First Appearance

- Jail dockets (for defendants still in jail after their probable cause hearing) are M-F at 1:00 pm and conducted by one of the County Court at Law Judges.
 - Jail docket refers to the list of cases to be heard by the judge on “first appearance”.
- Defendants that don’t plea or for whom a prosecution offer is not ready are reset for the next day or within 3-10 days.
 - Reset means to set the case from the current day to a day in the future.
- Every Tuesday the County Clerk receives a list of cases for defendants on pretrial release or surety bond that have been filed since the previous Tuesday and need a first court appearance.
 - A setting is entered that is 30 days from the date, and the defendant and attorney, if known, are notified by mail.
 - If multiple resets occur with a case, it could be 60 days from the date of magistration before the first court appearance.
 - Setting means a scheduled hearing before a judge. It documents the date and reason (plea, trial announcement) of the next case appearance on a court docket or calendar.

2. Process for Felony Cases

- After the defendant appears before the magistrate in jail, the District Clerk creates a file with a case number and a court assignment.
- A counsel is appointed and notified, usually the same day, for those that request counsel.
 - The case receives a court setting, usually in 30 days.
 - Each court then manages the case flow based on the court's setting policies.
- For defendants on pretrial release or surety bond, a file is prepared on the same day documents are received by the District Clerk, and a case number and court is assigned.
- The Court Coordinator creates a list of new cases ready for setting, and the courts set the cases based on setting guidelines of the individual court.
- There are delays in setting cases due to a lack of drug testing lab capacity, which affects the timing of case processing.
- On May 3, 2017, in an effort to address lab related delays, the Galveston County Commissioner's Court approved funding to staff a dedicated technician to process Galveston cases at the DPS Crime Lab.

C. How the system should operate

- Magistration should be scheduled to occur at least once every 4 hours, 7 days a week.
- For misdemeanor cases the first court appearance should be set based on a schedule promulgated by the courts that is 7 -14 days from the day of magistration.
- For felony cases the case should be set for a court appearance within 21 days, with the exception of capital cases.
- Information systems should facilitate the processing of intake, pretrial, and court cases as explained below.

V. Magistration for Defendants with Mental Illnesses

A. Summary

- The legally required CCP 16.22 screening for mental health is appropriately conducted.
- The legally required CCP 17.032 to magistrate the pretrial release of mentally ill persons in jail is NOT conducted.

B. How the Galveston system operates

1. Screening for Mental Health at Jail Intake

- A nurse with SOLUTA administers the mental health screening required by the Texas Commission on Jail Standards (TCJS) and conducts a Continuity of Care (CCQ) query with the state mental health agency to determine if the person has a record in the public mental health system.

➤ **Reference note:**

- *SOLUTA is the medical company contracted with by the county to provide medical and mental health services at the jail.*
 - *TCJS administers standards for Texas jails and monitors the use of mental health screening at jail intake.*
 - *A review of SOLUTA statistics shows that approximately 20% of the jail intakes in Galveston are screened as mentally ill.*
 - *Jail staff estimate that about 20% of the jail population are on psychotropic drugs at any point in time and they estimate that about 5% of the jail population could be considered as having severe mental health problems.*
- If a person is screened as potentially mentally ill, a “notification to magistrate” is generated, which, at face value, complies with TCJS requirements. However, this notification is never presented to a magistrate, but instead is signed by a judge (usually the trial court judge) for the file.

➤ **Reference note:**

- *Texas CCP Article 16.22 requires that a magistrate order a mental health assessment within 72 hours for persons in custody for whom a Sheriff's Office receives credible evidence of mental illness.*
- *The mental health assessment should include a recommendation for treatment.*
- *This assessment should be transmitted to the DA, defense, and trial court.*

2. Mental Health Assessment and Magistration

- For those screened as potentially mentally ill, the Gulf Coast Mental Health Authority conducts a review of each person's “prior record” with the authority, but does not conduct a mental health assessment.

➤ **Reference note:**

- *Gulf Coast is the Mental Health Authority for Galveston and the main provider of public mental health services.*
 - *This agency is one of thirty-nine community centers in the state of Texas providing services, programs, and employment assistance for individuals with intellectual and developmental disabilities (IDD), mental illness.*
- No mental health assessment is provided to a magistrate to determine if a person should be released on a PR MH bond as required by CCP 17.032.

➤ **Reference note:**

- *Texas CCP Article 17.032 requires that once a magistrate has received the assessment required under CCP Article 16.22, a hearing be conducted to determine if the person should be released on a PR MH bond to an appropriate community based treatment provider - usually the mental health authority.*
 - *This is not a recent requirement as this section was put into the CCP in 1993.*

➤ **Note on new policies from the 85th Texas Legislature, effective September 1, 2017:**

- *SB 1326 passed by the Texas Legislature, and signed by Governor Abbott on June 12, 2017, now enhances these requirements.*
 - *The time in which screening results must be provided to a magistrate is reduced from 72 hours to 12 hours and the screening duties are now expanded to municipal jails.*
 - *The time in which a mental health assessment must be completed for those in custody is now 96 hours.*
 - *There is a new requirement to conduct mental health assessments for those released from custody within 30 days.*
 - *There is a new reporting requirement to the Office of Court Administration on the number of magistration hearings related to mental health*
 - *The bill requires, with some exceptions, jail-based or outpatient restoration for those defendants charged with Misdemeanors A or B that are found to be incompetent to stand trial.*
 - *Except as otherwise provided, the new policies take effect September 1, 2017.*
- *SB 1849 also passed by the Texas Legislature (Sandra Bland Act pending the Governor's signature as of the date of this report), overlaps with SB 1326 provisions addressing mental health screening under Art. 16.22.*
 - *The bill requires the Commission on Jail Standards to adopt rules and procedures to address jail safety, establish requirements for reporting serious incidents in jails, revise training requirements for certain law enforcement authorities, and expand reporting of certain types of information about law enforcement activities.*
 - *Commission will make "reasonable" rules to require a county jail to provide a mental health professional through a tele-mental health service and a health care specialist 24 hours a day, and provide electronic monitoring systems to ensure accurate and timely in-person checks of cells for at-risk individuals.*
 - *The provisions above must be implemented by 2020.*
 - *Jails will have to provide for the continuity of prescriptions for the care and treatment of prisoners based on rules to be established by the Commission on Jail Standards.*

- *Jails will have to provide for a certified jail administration position overseeing a county jail and require county jailer training course that includes at least eight hours of mental health training approved by TCOLE and the commission.*
- *All jailers will have to be trained on mental health de-escalation techniques and supervision within four years.*
- *New reporting requirements from the jails to the Texas Commission on Jail Standards are to be implemented by January 2018.*
- *Except as otherwise provided above, the new policies take effect September 1, 2017.*

3. Continuity of Care

- There is no pretrial mental health jail diversion program in the county.
- Defendants released from jail and referred to the Gulf Coast Mental Health Authority have to go through an extensive intake paperwork process as no information has been pre-collected by a pretrial department to facilitate the intake process.

C. How the system should operate

- Texas CCP 16.22 and CCP 17.032, as described above, set requirements for the early identification and pretrial release to treatment of mentally ill persons booked in Texas jails. (Appendix 1, Figure 17 depicts graphically the processes defined by these provisions of the CCP and Figure 18 shows Galveston County's current mental health screening process and best practices for screening and assessment).
- In addition to the above legal requirements, some best-practices are listed below:
 - Courts should develop a separate case-processing to track mentally ill defendants or defendants with intellectual impairments.
 - Some counties refer to this as a specialized mental health court docket.
 - Both defense and prosecution should have additional training in the area of mental health, as well as diversion options for defendants with mental health issues.
 - Some counties provide specialized indigent defense representation to mentally ill defendants, or have a Mental Health Public Defender Office (like Harris, Bexar, and Travis County).
 - The county may choose to provide funding for a diversion pre-trial program for mentally ill persons, particularly for those with more severe conditions that continue to be admitted in jail.
 - For example, Bexar County appropriates funds to pay the mental health authority to provide mental health services for defendants released on a pretrial mental health bond.
- The sheriff staff or the mental health provider should track the number of mental health screenings administered, CCQs conducted, mental health assessments completed, and cases referred to magistrate. A monthly statistical report should be developed using this information to monitor the trends and potential impact on workloads.
- The county should plan ahead to take advantage of new funding opportunities to increase mental health program capacity at the local level.

➤ **Note on new policies from the 85th Texas Legislature, effective September 1, 2017:**

- *SB 292 passed by the Texas Legislature, and signed by Governor Abbott June 9, 2017, will provide funding for local mental health jail diversion programs.*
- *Key language of legislation is highlighted below.*
 - *HHS Commission is to establish matching grant program for county-based community collaborative to reduce recidivism, arrest frequency, incarceration of persons with mental illness and reduce waiting time for forensic commitment of persons with mental illness to a state hospital.*
 - *To receive grant funds, the community collaborative must include a county; a local mental health authority that operates in the county; and each hospital district, if any, located in the county. Collaborative also may include “other local entities designated by the collaborative members”.*
 - *Counties of less than 250,000 must provide funds from non-state sources equaling at least 50% of the grant amount.*
 - *Counties of more than 250,000 must provide funds from non-state sources equaling 100% of the grant amount.*
 - *Appropriations were made for SB 292 in the amount of \$37.5 million for the biennium and for HB 13 in the amount of \$30 million.*

VI. Pretrial Jail Intake Assessment and Pretrial Release Supervision

A. Summary

- There is no organized pretrial office to collect the information needed for making risk-informed pretrial release decisions, administer indigent defense screening and applications, and provide supervision for defendants released on personal bond/PR Bond.
- There is no use of a pretrial risk assessment.
- There is no pretrial release supervision that is meaningful aside from the present attempt to collect personal bond fees and court fines.
- There are no data collected electronically to determine the rate of “Failure-to-Appear” (FTA) in court, and no analysis to determine these rates by type of pretrial release.
- Appendix 1, Figure 19 shows current Galveston County pretrial assessment and supervision practices and best practices.

B. How the Galveston System Operates

1. No “Risk-Informed” Pretrial Release Decision

- Risk assessments are not being used to develop a “risk-informed” recommendation before setting bond conditions, personal bond release, or pretrial supervision.

- There is no pretrial release supervision for defendants released on personal or PR bond, and there is low utilization of PR bond.
- There is no policy regarding bond conditions.
- Space in the jail has been identified for pretrial to conduct bond interviews, but it is not currently used, and there is no staff in the PR bond office to meaningfully conduct these interviews.

➤ **Quantitative analysis:**

- Preliminary quantitative analysis on the amount of bail set for Misdemeanors A and B show little variation in the amount set controlling for the risk profile developed for this research.
- For Misdemeanor B defendants who posted bond, the average bond was \$1,462, with the average for high-risk defendants at \$1,483, and the average for low-risk at \$1,431.
- For Misdemeanor A defendants who posted bond, the average bond was \$2,340, with the average for high-risk defendants at \$2,479 and the average for low-risk at \$2,269.
- For both Misdemeanor A and B defendants, the bond amount clustered around specific figures.
 - For example, for Misdemeanor A, 30% of defendants had a bond amount of \$1,500; 37% had \$2,500; 7% had \$5,000; and, 10% had \$7,500 with the remaining 16% fluctuating within a range of \$100 to \$30,000.
- Appendix 1, Tables 5 and 6 show bond distribution by risk for Misdemeanor B and Misdemeanor A offenses and Figures 20 (MB) and 21 (MA) show bond distribution.

2. No Tracking of Failure-to-Appear Rates

- There is no analysis conducted to determine the effectiveness of different pretrial release modes, and no information collected electronically to determine the rate of “Failure-to-Appear” (FTA) in court.
 - Officials cannot say in any reliable way that defendants released on surety bond have better FTA rates than those released on personal bond or PR bond.

➤ **Quantitative analysis:**

- Galveston and Dallas County do not have pretrial supervision and both Galveston and Dallas have higher recidivism rates for their pretrial population released on personal bond than counties that provide supervision.
 - For example, 47% of high risk releases on personal or PR bond in Galveston and 41% in Dallas were rearrested after one year compared to 23% in Bexar County and 28% in Harris County, both counties that provide pretrial supervision.
- The commercial bond recidivism rate is also higher in Galveston County for all risk levels.
 - For example, 43% of high-risk defendants released on commercial bond in Galveston County were re-arrested after one year compared to 31% in Bexar County, the county with the lowest recidivism rate for high-risk commercial bond releases.
- The recidivism rates were calculated not from a sample of cases, but from the records of all first-time releases from jail in 2014 and 2015.
 - Risk profiles were calculated empirically by the JC using Texas Department of Public Safety pre-release and post-release criminal history data for all releases.
- Appendix 1, Figure 22 shows recidivism (re-arrest) for personal/PR bond; Figure 23 shows recidivism by commercial/surety bond; and, Figure 24 shows the 2014 first time release population used to generate the risk profile.

C. How the system should operate

- A Pretrial Services Office should be operational in the county to perform the functions listed below.
 - Interview all defendants arrested on a Class A, B, or felony charge to compile basic background information on each defendant (like criminal history, employment, residence stability, prior FTAs, mental health), and make the information available to the magistrates and judiciary.
 - Develop a “risk-informed” recommendation to the magistrate regarding pretrial release.
 - The risk-informed recommendations should be based on the results of a validated risk assessment tool and supplemented by information collected during interviews.
 - Administer pretrial release policies that are consistent, transparent, and encourage the release of low-risk and indigent defendants from jail on Personal Bond or PR Bond.
- **Reference note:**
 - *A Personal Bond office operates under the provisions of Article 17.42 of the Texas Code of Criminal Procedures (CCP). Counties are permitted to develop a pretrial services office by setting its own department, like in Dallas, Tarrant, or Bexar County. They can also set an office partnering with the local probation department. Government Code section 76.011 authorizes Community Supervision and Corrections Departments (CSCDs) to operate programs for the supervision and rehabilitation of individuals in pretrial intervention programs. Generally speaking, this supervision is provided in a different division of the probation department. Travis County operates its office in this manner. Dallas has recently discussed creating a pretrial division in the probation department.*
 - *The Harris County Pretrial Department has the capacity to do pretrial assessments for a large number of arrested persons before their first magistration hearing. The department operates twenty-four hours a day, every day of the year and has 112 FTEs.*
 - *The Travis County pretrial office had 45 case managers in addition to program staff and a total budget of over \$6 million (in 2016) funded by the county. Staff work from 6:00 AM to 2:00 AM seven days a week. The office screened 40,296 defendants in 2016 and found 26,976 were eligible for personal bond (66% of those were released on personal bond). They supervised an average of almost 6,000 cases each month.*
 - *The Tarrant County pretrial office had a budget of \$1.3 million for 2017 and a total staff of 15, which included nine pretrial officers and caseworkers. They review an average of 225 cases per month following the guidelines set by the courts. In order to be eligible for personal bond, defendants must reside within a 50-mile radius of the Tarrant County Courthouse, have strong ties to the community, and provide three references to the Pretrial Services Agency for verification of any required information.*
- If a defendant is released from jail awaiting trial, the department should inform/remind the defendant of all court appearances using all forms of contact to accomplish this task.
 - The department should provide risk-based supervision and monitoring of all defendants for whom the magistrate or judge has ordered conditions of release.
 - If the defendant fails to appear in court, the department should attempt to contact the defendant and the defendant's attorney, and reschedule the defendant's appearance for the following day. If unable to contact the defendant, the agency

should provide law enforcement with all available information to assist in apprehension of the defendant.

- FTA information should be collected as part of the computerized records and coded in a manner that is useful for subsequent analyses.
- Analyses should be completed routinely to determine the FTA rates of people released on different pre-trial release options, including surety bond.
- The information should also track re-arrest rate during the pretrial release period.

VII. Indigent Defense Appointments

A. Summary

- The absence of a pretrial intake assessment and supervision office prevents the county from determining, before the probable cause hearing, if defendants need and qualify for indigent defense counsel.
- Felony appointment system works well and felony discovery is electronic and automatic.
- The lack of efficient personal bond pretrial release for misdemeanants directly impacts the ability of defendants to retain private counsel or receive a court appointed lawyer. Those with financial resources pay for a commercial bond, while those without financial resources plea immediately (sometimes pro se) to time served and extra days to cover fines and fees and get out of jail faster.
- The Texas Indigent Defense Commission (TIDC) issued a report on June 2017 reviewing the county's indigent defense system. The commission found the county in compliance with conducting prompt and accurate Article 15.17(e) proceedings related to informing of a right to counsel and taking applications for counsel. However, the commission found problems with the timely appointment of counsel, the waiver of the right to retain counsel, and the continuation of representation and indigent status. The commission also found issues with the reporting of expenses, the underreporting of the number of cases disposed by appointed attorneys, and the contracting of defense services for its Veteran's Court docket without conforming to the Contract Defender Rules set by the commission.

B. How Galveston system operates

1. Indigence for Defense Attorney Assignment

- For misdemeanor cases indigence is based solely on defendant's completion of Pauper's Oath.
 - A Pauper's Oath is an affidavit of indigence.
 - Once a defendant is found to be indigent, he is to retain that status unless a material change occurs; however, the TIDC report found defendants that qualify as indigent on the jail docket must requalify once the case is assigned to a court.
- For felony cases indigence is based on Pauper's Oath plus financial assessment.
- Appointment of counsel can occur at the defendant's first court appearance or at a future appearance if the defendant initially asks to hire an attorney.
- If the defendant is unsuccessful in hiring an attorney, an attorney will be appointed at that time.

- The time for appointment of an attorney can take between 1 and 45 days.
 - The standard used by TIDC is for an appointment to occur within 24 hours of request submission. Only 87% of felony cases and 60% of misdemeanor cases were timely.
 - Additionally, misdemeanors were pled without a lawyer, with a waiver of counsel, and without a decision on indigent counsel appointment. This did not seem to occur with the felony cases.
- TIDC has a standard that once an attorney is appointed on a case, that attorney will stay with the case until disposition; however, in Galveston they found that if an attorney was appointed for a misdemeanor jail docket, that attorney did not stay with the case and the defendant was assigned another attorney once they were on the county court at law docket.

2. Jail Docket

- Misdemeanor “jail dockets” (first appearance hearings) have a contracted indigent defense counsel paid a daily fee for representing cases during that day.
 - Given the lack of pretrial personal bond and PR releases, the “jail docket” may encourage defendants to plea the case just to get out of jail, as those not pleading guilty may have to wait in jail for days before a next hearing. TIDC’s report echoed this finding.
 - Neither prosecutor, nor defense has offense reports, witnesses, or lab results. TIDC’s observation of misdemeanor jail dockets found pleas entered before receiving an offense report or any other evidence.
 - TIDC also notes time devoted to the misdemeanor jail docket is well below the threshold recommended in TIDC’s caseload study.
 - This process is detrimental for lawyers who represent a defendant on a felony charge and are expanding to include defendants facing a State Jail charge.
 - Probation and deferred prosecution are not offered at jail docket for misdemeanor defendants.
 - As a result, about half of misdemeanor releases from jail have a length of stay of about a week (arrest, book, disposition, release).
 - TIDC’s audit found that defendants incarcerated prior to adjudication were far more likely to receive a jail or prison sentence than those released on bond.

3. Other Areas of Concern

- Voucher payments are rejected or changed.
- TIDC found payments made in misdemeanor cases on county court at law dockets were three times higher than the rate paid for the misdemeanor jail docket.
- TIDC noted that other areas of concern not directly applicable to vouchers, but likely to negatively impact the system included: (a) the County Auditor reporting unallowable expenses; (b) overstated expenditures; (c) underreporting of the number of cases with indigent counsel due to jail docket submissions of only one case instead of every case

on the docket; and, (d) Veteran's Court cases not reported.

- People sit out misdemeanor fines and/or fees in county jail at a rate of one day equals \$100, and indigency waivers for these offenders are rejected without hearings.

➤ **Note on new policies from the 85th Texas Legislature, effective September 1, 2017:**

- *SB 1913 passed by the Texas Legislature and pending the Governor's signature as of the date of this report will put the burden on judicial officials to show that a person is not indigent if they are to serve time in jail for not paying fines and fees.*
 - *SB 1913 authorizes a court, including a justice or municipal court, to impose a fine and costs at the punishment stage in a case in which the defendant entered a plea in open court only if the court makes a determination that the defendant has sufficient resources or income to pay all or part of the fine and costs.*
 - *The bill requires the court, in making that determination, to consider the defendant's financial history and any other information relevant to the defendant's ability to pay and set provisions for holding hearings related to this determination.*
 - *The bill also impacts other areas dealing with citations and detentions for Misdemeanor C arrestees.*
- People enter pleas before lab testing results are returned to either the District Attorney or Defense Counsel.
 - Misdemeanor discovery must be picked up from the Office of the District Attorney.

C. How the system should operate

- Protocols are set by law and, in its June 2017 report, TIDC identified the county's indigent defense system deficiencies that need to be addressed.

➤ **Reference note:**

- *Appointment of counsel protocol is set in Article 1.051 and 26.04 of CCP.*
- *Upon receipt of the request for counsel, the appointing authority has 1 working day (for counties larger than 250,000) to rule upon the request and either appoint counsel or determine that the person is not indigent.*
- *The appointing authority must appoint counsel or determine that the person is not indigent in accordance with the county's financial standard, as set in a local indigent defense plan.*
- *Once appointed, counsel must make every reasonable effort to contact the client within one working day, and interview the client as soon practicable.*

VIII. Use of Information Systems to Increase Processing Efficiencies

A. Summary

- There is a computerized case tracking system both at the jail and for the county court system, but these systems do not talk to each other in a manner that enhances case processing at jail intake or court disposition.
- Court rules set time standards and protocols for the processing of cases from filing to disposition, but, operationally, each Court Coordinator tries to manage the standards without effective support from a computerized case tracking system.
- The county computerized system is not fully utilized to monitor the timing of case processing from first hearing to disposition, and it is not used to support a Differentiated Court Case Management (DCCM) model.
- Appendix 1, Figure 25 depicts Galveston County current technology processes and best practices.

B. How the Galveston system operates

1. Computerized Case Management Systems

- Jail Management System (JMS) provides information to the jail regarding defendant booking, classification, and release.
- Odyssey is the county criminal justice information system that tracks select items of court action and case status.

2. Electronic Linkage of JMS and Odyssey Systems

- The JMS and Odyssey systems are NOT linked electronically, so information sharing is limited to manual searches.
 - Initial data entry is made at jail intake in JMS, which is then re-entered by hand into Odyssey.
 - To update JMS, Odyssey image of court data is available to jail, but is not auto filled; jail staff must enter current court status info on defendants in jail.
 - Odyssey procedures for data entry vary by court as each court wants different information tracked on varying timelines.
 - Lack of a uniform data entry/tracking timeline makes data retrieval problematic.
 - Court system does not have “high” trust level with Odyssey (believes it is not reliable), so prefers to do “manual searches” by retrieving JMS data.
- Upload from law enforcement database, OSSI, to Odyssey is not reliable; there are often missing data, incomplete addresses, among other fields.

3. Strategy to Integrate Electronic Systems

- There is not an overall electronic case management strategy among the key judicial agencies.
 - Jail, District Attorney, courts, pretrial, and probation agencies are not electronically linked.
- GSO still creates Paper Packet for DA, which begins the case process, but process is different for misdemeanor/felony cases.
 - For all cases that do not have a future setting, in both misdemeanor and felony cases, Court Coordinators must run lists of cases based on selected court criteria (by using a set of filters in Odyssey) to determine case status or cases that have not met court guidelines for case progress.
 - For example, if a Court Coordinator wanted info on a defendant with the last name Zorro, they would run an alpha list and have to scan through all the defendants with last names prior to “Z” to get the info needed.
 - The Court Coordinators are not provided reports or screens that display all of a defendant’s pending cases, and are not provided information on the cases for which the defendant has made bond or remains in jail.
 - For example, a defendant may have made bond in misdemeanor cases, but is still confined due to a pending felony case for which they have not made bond.
- Municipalities cannot provide case arrest documents to DA for screening and filing of cases.
- There may also be issues in the quality of reporting of statistics to the state.
 - Local court systems are required to report workload measures to the Office of Court Administration, like total number of cases disposed and convicted.
 - Ideally an analysis of records in the Odyssey system should match the aggregate numbers reported to the state agency but preliminary evidence shows that this may not be the case.

➤ **Quantitative analysis:**

- *Analyses comparing the number of misdemeanor cases from the Odyssey system to the aggregate numbers reported by the county to the Office of Court Administration (OCA) show a large discrepancy in the number of misdemeanor cases disposed in 2014, 2015, and 2016.*
- *The Odyssey database reported 5,886 fewer misdemeanor cases in 2014; 3,776 fewer in 2015; and, 1,960 fewer in 2016 compared to OCA.*
- *Appendix 1, Figure 26 depicts the number of dispositions in Odyssey compared to the number reported to OCA.*

4. Differentiated Court Case Management (DCCM) Model:

- There is no protocol for using the Odyssey system to support a Differentiated Court Case Management (DCCM) model.

➤ **Reference note:**

- *Differentiated Court Case Management (DCCM) model refers to a management system in which court staff have clear protocols to assign different types of cases into different processing tracks with different time processing standards. A DCCM model also allows for the setting of court events and schedules.*
 - *In a DCCM model the courts develop case processing standards that will assist in the monitoring of case progress through the system.*
 - *Critical case events are established and time-to-complete should be established and monitored.*
 - *A “case completion” date is calculated for each case.*
- Court rules set general time standards for the disposition of felony and misdemeanor cases, but computerized infrastructure to provide Court Coordinators with data to monitor the flow of cases is not utilized effectively.

➤ **Reference note:**

- *Texas Supreme Court approved local rules for the county courts in December 2005 and for the district courts in April 2011,*
- *Regional administrative rules lay the foundation for these standards.*
- *According to these rules, misdemeanor cases should be disposed within 6 months of arrest, and felony cases within 12 months or return of indictment.*
- The court system does not effectively use the computerized system for case and defendant data sharing.
 - Court system is not using Odyssey for DCCM as there is no protocol or policy for staff to do so.
 - Court Coordinators are provided little or no management data upon which to make case management decisions.
 - Court Coordinators must query Odyssey and create lists of cases by “filters” entered each time the information is requested – “management by list”.

C. How the system should operate

- There should be real time updates between the JMS and Odyssey Systems, and an integrated information management system for county departments.
- Data should be entered once at the source then shared throughout the system.
- Critical events from arrest through case disposition should be identified and time standards should be established to enable monitoring of case/defendant progress.
 - Time standards for the disposition of a case in general are set in court rules as described above, but the DCCM is a protocol to assess if these standards are being met.

- Criminal justice system stakeholders should establish goals for the timely processing of persons/cases through the system.
- National Model for DCCM-established strategies are described below:
 - Court should adopt policies regarding the timing of case processing following national standards for DCCM.
- **Reference note:**
 - *The model time standards state that 75% of felony cases should be disposed within 90 days and misdemeanor cases within 60 days.*
 - *The Conference of Chief Justices, Conference of State Court Administrators, National Association of Court Managements, and American Bar Association approved these standards in August 2011.*
- **Quantitative analysis of Texas Office of Court Administration:**
 - *For felony cases in Galveston County, an average of 31% of cases were disposed within 90 days of filing, the lowest percentage of the comparison counties.*
 - *Montgomery disposed 43%, Jefferson 41%, Brazoria 39%, and Nueces 37%.*
 - *For misdemeanor cases in Galveston County, an average of 41% cases were disposed within 60 days, the second-best percentage of the comparison counties.*
 - *Montgomery disposed 40%, Brazoria 34%, Jefferson 26% and Nueces 19%.*
 - *Appendix 1, Figure 27 depicts District Court dispositions within 90 days (felonies) graphically and Figure 28 depicts County Court dispositions (misdemeanors) within 60 days graphically.*
- The DCCM system should alert Court Coordinators of cases and defendants that are outside of established standards.
 - For both case and defendant status, “jail” or “bond” should be displayed on all screens and reports regardless of whether the query starts from the case or person perspective.
- System should operate under DCCM principles.
 - For example, for misdemeanor cases, the courts should consider establishing case tracks for routine cases, family violence, mental health, and DWI cases.
 - For felony cases, the courts should consider establishing case tracks for state jail felony and 3rd degree, standard, and capital cases.
- Forms used for the management of criminal cases should be uniform among the court divisions.
 - Case “reset forms” should include a reason for setting, next setting date, the offer on a plea of guilty, a summary of fine, fees, and costs to be paid on case disposition, attorney contact information, and signatures of the attorney representing the State, the defense attorney, and the defendant.
- There should be an inventory of cases to determine strategies to update and reduce court caseloads.

➤ **Reference note:**

- *The questions that should guide an inventory of cases are listed below.*
 - *Does this case need a court date? Warrant Returned? Bond in file? Defendant in Jail? Answer filed?*
 - *Does this case have a disposition or settlement that was never recorded or entered?*
 - *What is the age of the case? Is the case "prosecutable"? Motion to Dismiss? If a civil case, should it be set for Dismissal for Want of Prosecution or "DWOP"?*
 - *Does the warrant need to be reissued?*
 - *At conclusion, does every case have a future setting reason and date? Have current notices been sent?*
 - *Is Case Information Correct and Up-to-Date in the Information System?*

IX. Probation Impact on Jail Population

A. Summary

- The Galveston probation department has more aggressively applied for additional discretionary program funding from the state probation agency for treatment and diversion programs. This funding has increased from about \$45,000 in 2012 to \$366,914 in 2017.
- Probation revocations increased 21% between 2015 and 2016, and 38% of probation revocations were for technical reasons in 2016 compared to 34% in 2015. During this period the number of probationers revoked to serve time in county jail increased by 15%.
 - This may be a reflection of the department facing challenges with the judiciary following the “progressive sanctions” model required by state law.
- Probationers in jail awaiting the decision on Motion-to-Revoke (MTRP) stayed in jail longer than the state standard due to processing and policy issues between the probation department, district attorney, and judiciary.
- Under the TDCJ/CJAD standard 42A.751D, if a defendant files a motion for a speedy trial and is in custody the judge must hear the case within 20 days or release the defendant.
- The Galveston probation chief is presently working with other judicial officials on policies to better address the processing of these cases.
- The Texas Department of Criminal Justice, Community Justice Assistance Division is scheduled to review the use of progressive sanctions for probationers in Galveston and will report their findings to the department by the end of this summer.

B. How the Galveston system operates

1. Protocols for Modifications of Conditions of Probation:

- There is no standard protocol for modification of conditions of probation; each court has its own process.
- For MTRP, the probation department initiates the process and forwards info to the district attorney's office.
 - A MTRP is a petition filed by the district attorney after they are notified that a probationer violated a condition of probation.
 - If a probation violation is a new felony offense, the new case will track to the original court.
 - For felony cases in which the probation violation is a new misdemeanor offense, the new case will be assigned to a County Court.
 - The district attorney will attempt to get an agreement from defense to defer these types of cases to the original felony court, but there can be two separate proceedings and two defense attorneys during case processing.
- MTRP is set in court in conjunction with a new case, so it depends when a new case is set and/or heard.

➤ **Reference note:**

- *Quantitative analysis shows that the number of jail beds consumed by those awaiting a decision in a motion to revoke probation increased from 119 beds in 2015 to 162 beds in 2016.*
- *The length-of-stay of the motion-to-revoke population in the jail increased from 73 days in 2016 to 88 days in 2016.*

2. Probation Revocations

- Probation staff make recommendations to District Attorney and court on probation modifications/revocation that follows a progressive sanctions model, but the District Attorney and court may or may not agree to accept the recommendation.

➤ **Reference note:**

- *Progressive sanctions model refers to a set of guidelines to respond to probationer non-compliance with probation conditions. It creates a proactive supervision system that uses graduated rewards and sanctions to improve overall offender compliance with supervision conditions and protects the public by modifying offender behavior.*
- *Texas law requires all probation departments to adopt and follow a progressive sanction model to reduce the number of revocations.*

- The probation department has more aggressively applied for additional discretionary program funding from the state probation agency for treatment and diversion programs. This funding has increased from about \$45,000 in 2012 to \$366,914 in 2017.
 - Analysis of data provided by the Texas Department of Criminal Justice, Community Justice Assistance Division.
- Probation revocations increased 21% between 2015 and 2016, and 38% of probation revocations were for technical reasons in 2016 compared to 34% in 2015. During this period, the number of probationers revoked to serve time in county jail increased by 15%.
 - Analysis of data reported by the department to the Texas Department of Criminal Justice, Community Justice Assistance Division
- This may be a reflection of the department facing challenges with the judiciary following the “progressive sanctions” model as required by state law.
 - The Texas Department of Criminal Justice, Community Justice Assistance Division is scheduled to review the use of progressive sanctions for probationers in Galveston and will report their findings to the department by the end of this summer.

C. How the system should operate

- Uniform standards should be developed for the modification of conditions of supervision and responses for failure to comply with these conditions using a “progressive sanctions model”.
- A revocation of probation should be seen as a “last resort” and all efforts should be employed to hold the offender accountable for meeting the terms and conditions of the probated sentence using sanction and program strategies that are risk-informed.
- To the extent possible, a standardized court process and forms should be adopted for modifying conditions of probation.
- To the extent possible, the county should have counseling, mental health, and treatment capacity to address behavioral health issues that may negatively impact compliance with the conditions of supervision.

X. Interagency Functions

A. Summary

- There is a general fragmentation and misalignment of administrative functions that make the Galveston criminal justice system less effective
- There is no County Criminal Justice Coordinating Council of top executives and judicial officials to facilitate system planning and implement system-wide solutions.
- Appendix 1, Figure 29 shows current Galveston County interagency functions and best practices.

B. How the Galveston system operates

1. Clerk's Office

- Case creation is completed by the Clerk's Office.
 - Once the case is created and the Court Coordinator is aware of it, it is assigned a first court appearance and subsequent court appearances.
- District Clerk does NOT prepare felony judgments and does not utilize the Judgment Screen in Odyssey.
 - Case Judgment Form refers to a standard form that is required to document and communicate a legal action.
 - Odyssey Judgment Screen refers to a computerized form to prepare a Case Judgment Form.
 - As stated below, the District Attorney's office prepares the paper judgment form and does not take advantage of the computerized system.
- County Clerks do prepare Misdemeanor Judgments.

2. Court Coordinators

- Court Coordinators assign first appearance.
- Each coordinator employs practices as directed by the judge, so these practices vary by court and do not follow a DCCM protocol.

3. District Attorney:

- With no electronic process in place, District Attorney support staff follow a regular schedule to pick up defendant packets from the Galveston County Sheriff's Office at the jail and return them to the District Attorney's office to begin the case filing process. District Attorney support staff may also pick up packets from municipal jails if there is an immediate need or if the staff are already on-site, but there is not a regular schedule.

- For jail cases, using Crystal Reports/GSO packet, the District Attorney's office establishes an internal "district attorney control number", and the Clerks Office establishes a "cause number/court assignment".
 - A Crystal Report is the result of an electronic query of the Odyssey database.
- Surety bond cases are not assigned a cause number/court assignment for 4-6 weeks and rely solely on data from GSO packet.
- Assistant District Attorney's engage in clerical duties, because the office felony support staff, rather than the District Clerk, must create judgment documents.
- To access case documentation, the District Attorney's office must rely on municipalities to deliver and pick up offense reports/evidence of CD media.
- Direct filing is not used for misdemeanor cases (District Attorney screens cases and decides on filing before an arrestee is taken to jail), and misdemeanor defendants can spend up to 6 weeks not knowing their charges.
 - District Attorney's office dismisses up to 45% of the misdemeanor cases that go through intake at the jail, as discussed above.

4. Personal Bond Office

- Office focuses on fee collection rather than supervision of defendants, and as stated above, the county does not have a functional pretrial assessment and supervision office.

5. Management Coordinating Committee

- There is no County Criminal Justice Coordinating Council of top executives and judicial officials to facilitate system planning and implement system-wide solutions.
- Previously there was a court coordinator group that met, but its focus was not on system monitoring/improvements.
- Any process monitoring or system improvement is county department specific, and is not well coordinated among departments.
- Key system operators sometimes have different and inaccurate perspectives on how the system operates, which shows the lack of collaborative approaches to address system-wide operations.

C. How the system should operate

- A Criminal Justice Coordinating Council of top executive and judicial officials should be established with planning responsibility for the criminal justice system.
 - The council can also create a Criminal Justice Coordinating Committee composed of operational staff from the various agencies that will be in-charge of assisting the council with planning and implementation.

➤ **Reference note:**

- *Harris County is a county with a criminal justice coordinating council. The mission of this council is to “provide coordinated leadership to address emerging and existing criminal justice system issues by identifying areas for improvement and establishing cohesive system policies that are research-based, technologically-advanced, efficient, effective, and work to break the cycle of crime and improve access to justice.”*
 - *The members of this council include county commissioners, administrative judges, the district attorney, public defender and others.*
 - *(see: <https://cjcc.harriscountytexas.gov/Pages/Members.aspx>)*
 - *Bexar, Tarrant, and Dallas County, among others, have their own version of a coordinating council that regularly meets to review system-wide issues.*
 - *These coordinating councils also operate with smaller, staff level, committees that are tasked with developing and implementing system improvement policies.*
- The first task of this council and committee should be to review all criminal justice system processes for both felony and misdemeanor cases and address some of the recommendations presented in this report.

XI. Review of Law Enforcement Mental Health Practices and Continuum of Care

A. Summary

- There is a lack of coordinated training in mental health crisis intervention for law enforcement, limited availability of local mental health crisis services, inconsistent protocols for handling arrestees with mental health issues, and an absence of “drop off” location options for crisis and mental health stabilization in the county.
- Galveston has no “drop-off” center for law enforcement agencies to take potential arrestees experiencing a mental health crisis in lieu of a jail.

B. How the Galveston system operates

1. “Drop-off” Center for Mentally Ill Persons

- Galveston has no “drop-off” center for law enforcement agencies to take potential arrestees experiencing a mental health crisis in lieu of a jail or emergency room drop-off.
 - Galveston County has 20 contracted beds located at St. Josephs Hospital in Harris County. However, these beds are on the state hospital bed list and vacancies must be reported to the state each morning by 10:00 AM. Persons on a waitlist in any jurisdiction can utilize vacant beds across the state.
 - Gulf Coast Center operates a 10-bed respite care center in Texas City. This center does not serve as a drop-off center, as it is unable to provide acute or urgent psychiatric care due to a lack of medical staffing.

➤ Reference note:

- A “drop-off” center refers to a local facility with twenty-four (24) hour psychiatric staffing capable of providing services to persons in psychiatric crisis or in need of immediate psychiatric care for stabilization. These centers typically have “police friendly” drop-off procedures to facilitate a high quality rapid admission allowing officers to return to patrol in a timely manner.
- Examples of jurisdictions with a “drop-off” center include Bexar County, with a “restoration center” used by law enforcement to divert low-level potential arrestees with a mental health crisis, and Williamson County, with a drop-off center operated by Blue Bonnet Trails Community Services providing a similar resource.
- Bexar County estimates that about 120 mentally persons are diverted to the drop-off center in lieu of a jail drop-off each year, saving over \$3 million in jail cost per year.

2. Mental Health Peace Officers

- The Galveston Police Department (GPD) has 134 sworn officers with zero Mental Health Peace Officers (MHPO). This lack of MHPOs remains consistent across other area municipal departments.
 - This leaves the department reliant upon five Sheriff Mental Health Deputies who

- serve the entire county.
- Deputies are often unable to immediately respond to officers, and at times have delays of over 2 hours when responding from outlying areas of the county.
- All of these factors in combination with having no local drop-off resource, leaves officers with little option but to arrest when an offense is present despite an opportunity to divert.

➤ **Reference note:**

- *Texas Mental Health Peace Officers are certified as such after receiving 40 hours of credit from the Texas Commission on Law Enforcement Officer Education and Standards, including first aid/CPR training.*
- *The purpose of this course is to educate law enforcement officers about issues pertaining to serving as a mental health officer. It covers the legal aspects of mental health commitments. In addition, it deals with a variety of developmental disabilities including epilepsy, cerebral palsy and hearing impairments. Other areas covered include: (1) indicators of mental illness, (2) understanding mental illness, (3) documenting the interpersonal relations necessary to effectively work with the mentally ill, their families, and the mental health system, and (4) intervention strategies for dealing with both low and high-risk situations. This course will serve as part of the standard necessary for certification as a mental health officer by the Commission.*
- See:
<http://www.co.wise.tx.us/constable/Downloads/Mental%20Health%20Peace%20Officer.pdf>

3. Galveston Sheriff Department Mental Health Deputy Program

- The Galveston County Sheriff Department's Mental Health Deputy Program provides a valuable resource for transportation of persons in need of hospitalization; however, the program does not provide countywide front-line diversion services or adequate assistance for the many municipal police departments within the county due to staffing levels.
 - Additionally, the program has become a stumbling block impairing other departments' abilities to build relationships with the local mental health authority for diversion programs. This is due to the program presenting as the primary mental health contact for law enforcement agencies, but not having the capacity or credentialed staff to provide that service.

4. Galveston County Computer Aided Law Enforcement Dispatch

- Law enforcement agencies in Galveston County utilize a common computer aided dispatch software system but there is no code that identifies mental health calls for service.
 - Having a dispatch code to identify calls that are mental health related is critical as it facilitates data analysis of the volume, geographic distribution, disposition, and time spent on each call. This information allows policy makers to develop interventions and programs to address high utilization areas and ensure that staffing patterns are sufficient to address the community's needs, reduce justice involvement for vulnerable populations, and increase community safety through effective data based police policy.

5. Crisis Intervention Training and Resources for Law Enforcement

- Throughout the county, crisis intervention training for law enforcement does not include participants from the local mental health authority.
- Galveston County Sheriff Department's Mental Health Deputy Program has a working relationship with Gulf Coast Center MCOT. However, no other area law enforcement agency does and countywide officers are not aware of any resources to assist with pre-crisis or crisis incidents.
 - This silo of relationships often leads to municipal officers conducting an arrest for persons in mental health crisis rather than diverting them as the only immediate access to mental health care is the county jail.
- There is a disconnect between the Galveston County Sheriff Department Mental Health Unit and the area municipal law enforcement departments (and sometimes GCSO patrol) regarding expectations, collaboration, and policies related to the determination of psychiatric crisis and risk of harm to self and others.
 - Case examples were provided of persons telling GPD they wanted to self-harm, but then rescinding the statement after an hour or greater response time from GCSO resulting in no connection to mental health care.

C. How the system should operate

- Galveston county officials should have an integrated strategic plan with area municipalities, spearheaded by municipal and county officials in coordination with the Gulf Coast Center to improve training, arrest diversion protocols, and generate a local psychiatric emergency drop off.
 - Gulf Coast Center should be an integral part of area crisis intervention training for all area departments.
 - Area law enforcement leadership should develop collaborative inter-departmental policies clearly identifying assessment protocols for officers in the field, assessment tools for field use, response times, and responsibilities for each department's interaction with the GCSO Mental Health Deputy Program. Gulf Coast Center MCOT should engage with GPD to provide call out services for on scene crisis assessment and linkage to mental health care.
 - Municipal and county law enforcement departments should adopt a common dispatch code that identifies mental health calls for service (calls with a primary mental health component) to improve data analysis and data-informed policy development.
 - Area municipal law enforcement departments operate a motor vehicle theft task force within the county. This demonstrates a willingness and ability of multiple departments to coordinate and share resources to solve a countywide issue. This model should be utilized to develop a mental health task force.
- Galveston County should develop a "drop-off" center for law enforcement to use in lieu of taking mentally ill persons in crisis to the jail or an emergency room.
 - The "drop-off" center should start with a capacity of 20 beds to ensure adequate immediate availability for all municipalities within Galveston County and to match the current bed allotment at St. Joseph's in Houston.

- Hospital staff should provide mental health services if the center is built out within an existing hospital, supplemented through the Gulf Coast Center, or through grant funding.
- Galveston county officials should engage UTMB to explore the possibility of moving the contracted psychiatric emergency beds currently funded in Houston to the Galveston community to better serve the residents of Galveston County.
- Municipalities with more than 50 officers should have one mental health peace officer per shift.
 - This officer should be a member of the patrol corps providing interdepartmental resources and not part of a specialized team.
- The role of the Sheriff Mental Health Deputy Program should be refined to include data analysis on activity, productivity, and outcomes to ensure the best use of county funds, as well as to allow modern mental health policing responses to develop within Galveston County.
- Gulf Coast Center and Gulf Coast Center MCOT should be in direct contact with area law enforcement departments instead of relying on the Sheriff Mental Health Deputy Program to serve as liaison.
 - Gulf Coast Center and area law enforcement departments should develop a collaborative outreach program within existing resources including the development of a referral form for officers to fill out in the field for persons they come into frequent contact with who are in need of mental health care. This form should be kept at the Police Department and faxed to the MCOT team each morning.
 - Gulf Coast Center should formally reengage area municipal law enforcement departments, representing the Gulf Coast Center and services, and increase their presence in crisis intervention training. Additionally, the Center should attend departmental details to provide information directly to shift officers regarding 1-800 crisis lines and other resources. The Center should provide area departments with literature and “blue cards” to encourage use of the Center’s mobile crisis services.
 - The Gulf Coast Center utilizes DACTS as a fidelity measure for ACT services and does not operate a Forensic ACT team. This limits the case capacity for ACT services, hampers the Center’s ability to provide outcome driven services, and does not add a criminal justice professional to the ACT provider team.
 - Gulf Coast Center should adopt Tool for Measurement of ACT (TMACT) as a fidelity tool for ACT services and incorporate a criminal justice professional to the ACT provider team which works directly with area law enforcement to identify high utilizers in need of assertive community engagement (see reference note below).

➤ **Reference note:**

- *The Dartmouth Assertive Community Treatment Scale (DACTS fidelity scale) helps organizations implement Assertive Community Treatment (ACT). ACT is evidence-based and improves outcomes for people with severe mental illness who are most at-risk of homelessness, psychiatric crisis and hospitalization, and involvement in the criminal justice system. See: <https://www.centerforebp.case.edu/resources/tools/act-dacts>*
- *Tool for Measurement of ACT (TMACT) The TMACT Summary Scale helps organizations implement Assertive Community Treatment (ACT). TMACT is new, but research already has indicated that ACT teams scoring higher on the TMACT yield statistically significant*

reductions in the use of state psychiatric hospitals, local hospital psychiatric inpatient units, and local crisis stabilization units. When people with recent, high utilization (super-utilizers) are isolated in the data, high fidelity services are associated with cost savings of between \$17,000 and \$20,000 per person, per year in hospital use. See: <https://www.centerforebp.case.edu/resources/tools/act-tmact>

- Assertive Community Treatment (ACT) is a team-based treatment model that provides multidisciplinary, flexible treatment and support to people with mental illness 24/7. ACT is based around the idea that people receive better care when their mental health care providers work together.
 - See: <https://www.nami.org/Learn-More/Treatment/Psychosocial-Treatments>
- A Forensic ACT team is the same as an ACT but with expertise and orientation to address the needs of a justice-involved mentally ill person.
- Regarding the impact of TMACT discussed above, see:
 - Cuddeback, G.S., et al. (2013). Fidelity to recovery-oriented ACT practices and consumer outcomes. *Psychiatric Services*, 64(4), 318-323. Unpublished research also has shown positive correlations between fidelity to the TMACT model and both increased client retention on the team and better employment outcomes. Monroe-DeVita, M. (2016). TMACT Fidelity Review Orientation, Part II. Unpublished slide presentation received through personal communication from the author, April 21, 2016.
 - Morrissey, J.P., Domino, M.E., & Cuddeback, G.S. (2013). Assessing the effectiveness of recovery-oriented ACT in reducing state psychiatric hospital use. *Psychiatric Services*, 64(4), 303-311.

XII. Preliminary Recommendations

County and judicial officials are in the process of reviewing the findings presented in this report. To guide future discussions, a preliminary set of recommendations were developed and are provided below.

1. Create a County Criminal Justice Coordinating Council of top executive and judicial officials to plan, implement, and monitor policies for system wide improvements.
 - The council can create a Criminal Justice Coordinating Committee composed of operational staff from the various agencies that will be in-charge of assisting the council with planning and implementation.
 - The first task of the Coordinating Council is to review the recommendations below and agree on priorities and implementation strategies.
2. Operationally connect the Odyssey computer system with the Jail Management System (JMS) to facilitate processes related to the assignment and management of court cases and the transmission of information to the District Attorney.
3. Create a uniform county-wide magistration system that is centralized, conducts magistration hearings at least once every four hours on a daily basis, and follows standardized county-wide protocols to move the cases as expeditiously as possible.
 - Create processes for the county to meet CCP 17.032 requirements for the magistration of mentally ill defendants to pretrial supervision and treatment. Processes should become effective September 1, 2017.
4. Create a “direct filing” system for misdemeanor cases allowing the District Attorney to review offense reports and decide on charges before the arrestee is taken to jail, as is currently the practice for felony cases.
5. Address the issues related to indigent defense as recommended by the Texas Indigent Defense Commission audit of June 2017.
 - Prepare a grant request to the Texas Indigent Defense Commission (TIDC) to set-up a Public Defender Office to represent mentally ill and veteran defendants at pretrial hearings and in court.
 - The target date for a grant proposal submission should be in FY 2018 with funding to begin in FY 2019. Leave enough time to implement some of the magistration and pretrial improvements recommended here.
 - The proposal should request funds to start a training program for assigned counsel defending mentally ill persons. Once this is implemented, the judiciary should set a “specialized” assigned counsel wheel for representing mentally ill defendants.

6. Create a County Pretrial Services Department in collaboration with the judiciary that can conduct pretrial “risk-informed” assessments, make recommendations for personal bond, and provide pretrial supervision for those granted a personal bond with conditions of supervision.
 - Examine policies to facilitate connection to treatment for mentally ill defendants released to personal bond under CCP 17.032.
7. Create a law enforcement mental health “collaborative” council to begin addressing improvements in the identification, treatment, and diversion of justice-involved mentally ill persons from jail and seek philanthropic support for this effort.
 - Apply for the Texas Department of Health Services HB12/SB 292 jail diversion and community-collaborative program funds to reduce recidivism, arrest frequency, incarceration of persons with mental illness, and waiting time for forensic commitment of persons with mental illness to a state hospital.
 - Review strategies to increase the number of law enforcement officers that are trained and certified as Mental Health Peace Officers.
 - Review resources needed to set up a “drop-off” center for law enforcement to use to safely divert mentally ill arrestees from jail intake.
 - Review resources needed to set up a “sobriety” center to safely divert intoxicated arrestees from being booked into jail that can also assist in connections to community alcohol treatment.
 - Explore the use of private philanthropic resources to incentivize the above policies.
8. Adopt a Differentiated Court Case Management (DCCM) protocol to more effectively manage the flow of court cases.
 - Examine the technology enhancements and training necessary to implement this systemic approach.

Appendix 1, Figure 30 shows illustrate a cohesive case review and pretrial assessment for magistration that can result from the recommendations above.

Appendix 1: Figures and Tables

Figure 1: Total Population and Population of those Aged 17 and Older (Adult Population) in Galveston County, 2005-2016²

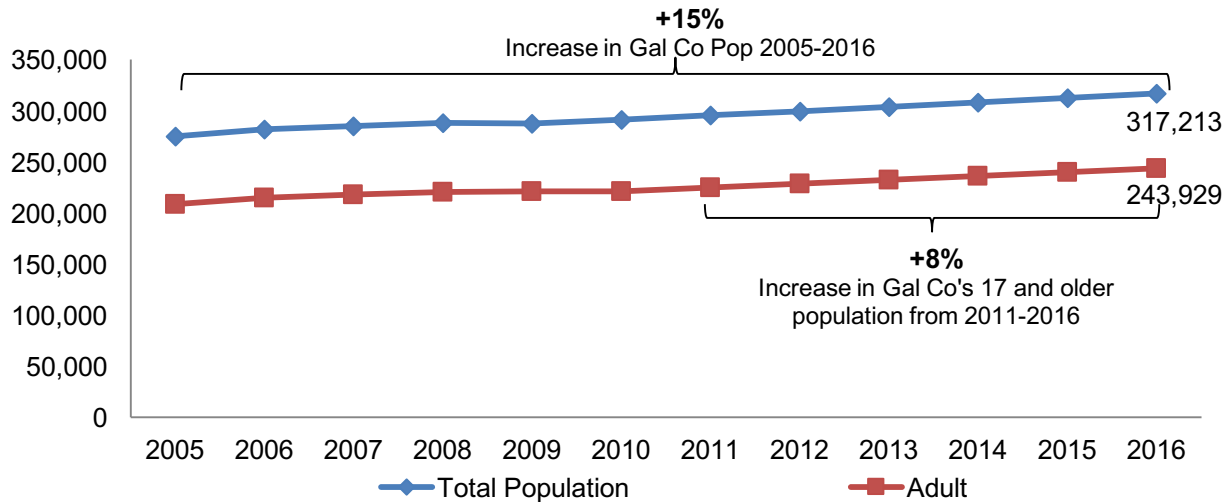
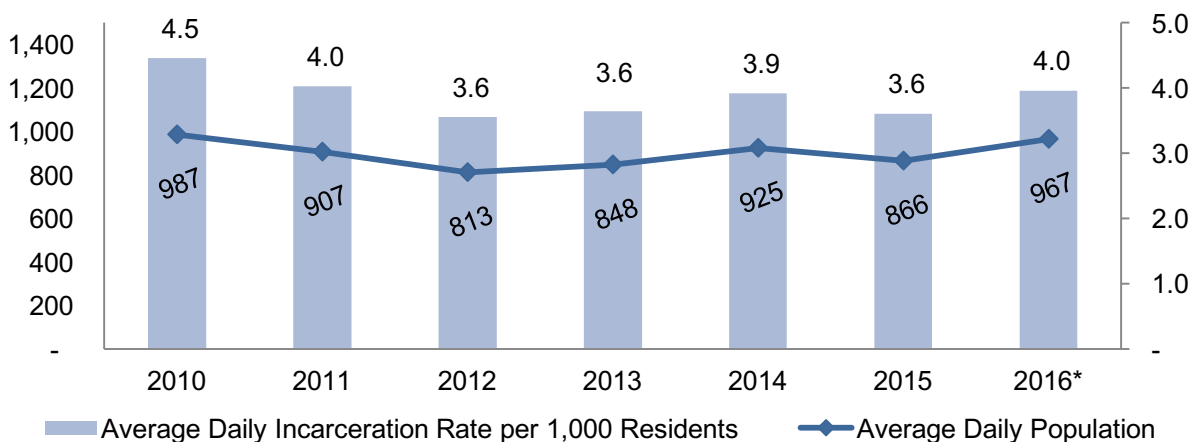


Figure 2: Galveston County Jail Incarceration Rate per 1,000 Residents and Average Daily Population, 2010 to 2016³



² Texas Department of Health. Population Downloads, 2005-2016. <http://www.dshs.texas.gov/chs/popdat/downloads.shtml>

³ Texas Commission on Jail Standards Monthly Reports (2010-2016), 2016 is only January through November, and DSHS Population Projections

Figure 3: Average Daily Jail Population Historical Incarceration Rate Fluctuation and Projected Based on Historical Rates, 2016-2020

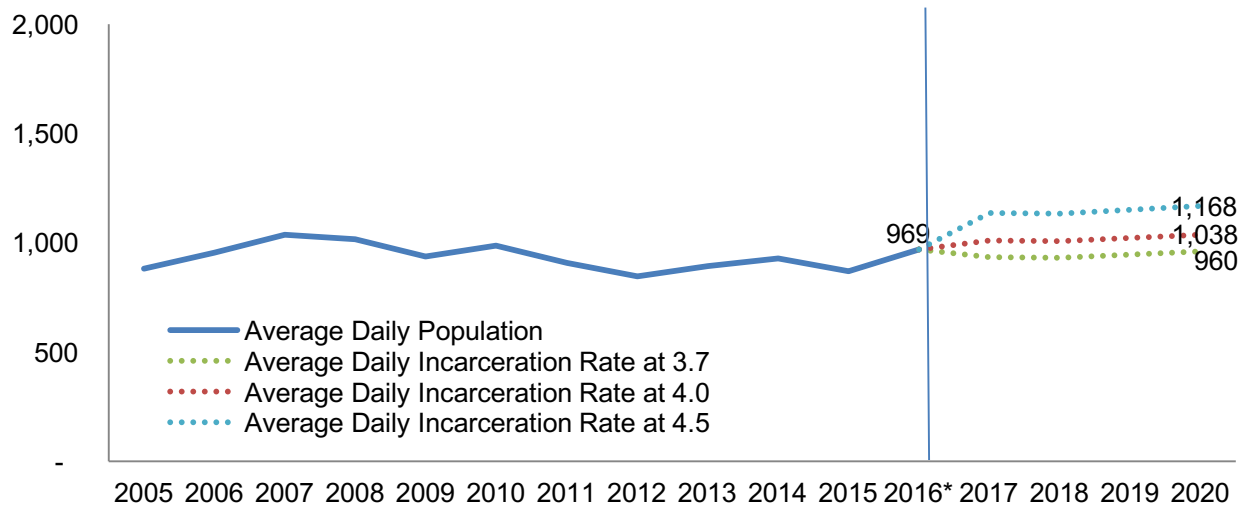
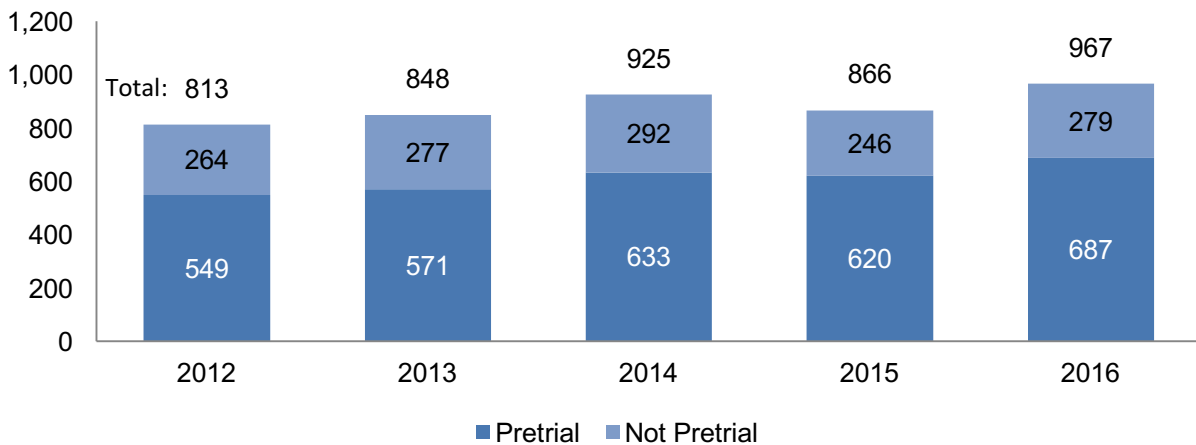


Figure 4: Galveston County Jail Average Daily Population by Pretrial and Non-Pretrial Status, 2012-2016⁴



⁴ Texas Commission on Jail Standards, ADP Reports 2012-2016

Figure 5: Galveston County Jail Proportion of Average Daily Population by Pretrial and Non-Pretrial Status, 2012-2016

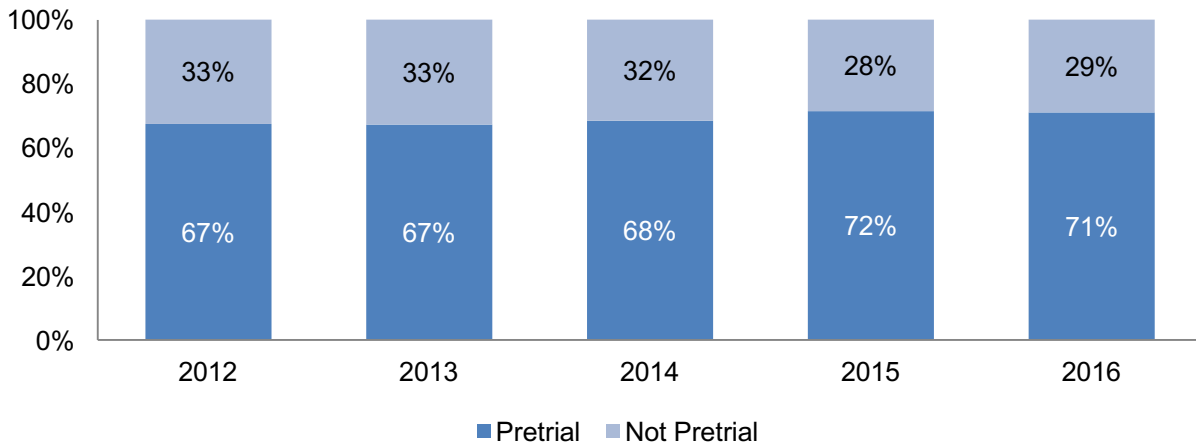


Table 1: Average Daily Pretrial Population in Galveston and Comparison Counties, 2012-2016

County	2012	2013	2014	2015	2016	% Change 2012-2016	% Change 2015-2016
Galveston	549	571	633	620	687	25%	11%
Brazoria	642	699	665	666	673	5%	1%
Jefferson	409	434	497	492	485	19%	-1%
Montgomery	744	710	785	715	656	-12%	-8%
Nueces	559	574	583	617	610	9%	-1%

Table 2: Galveston Jail Releases and Length of Stay Prior to Jail Release, 2015 and 2016

Release Type	2015 Releases	2016 Releases	% Change in Releases	2015 LOS	2016 LOS	% Change in LOS
Pre-Adjudication	10,617	10,810	2%	2.6	4.3	65%
Post Jail Sentence	3,857	3,873	0.4%	54.5	66.2	21%
Transfer	1,920	2,219	16%	46.1	54.7	19%
Other	742	259	-65%	12	7.9	-34%
Total	17,136	17,162	0.2%	19.9	25.3	27%

Table 3: Galveston Bed Utilization and Costs

Release Type	2015 Beds	2016 Beds	Change in Beds Used	Annual Cost Difference ⁵
Pre-Adjudication	76	127	67%	\$1,598,842
Post Jail Sentence	576	703	22%	\$3,981,431
Transfer	243	333	37%	\$2,821,487
Other	24	6	-75%	\$564,297
Total	934	1,169	+25%	\$7,367,215

Table 4: Percent Change in Galveston Budget by Justice/Law Enforcement Cost Centers, 2010-2017⁶

Area	% Change 2010-2017	% Change 2015-2017
Court Administration Office	19%	3%
County and Felony Courts	-6%	8%
District Attorney	23%	13%
Other (Clerks, Pretrial Release, Collections, Personal Bond Office)	16%	9%
Total Above	15%	9%
Sheriff Department	33%	21%
Total Justice and Law Enforcement	27%	17%
Total County	18%	12%

⁵ \$85.89 cost per bed per day from 5/3/2017 correspondence

⁶ Galveston County CFO Analysis, April 2017

Figure 6: Proportion of Budget Dedicated to the Galveston County Sheriff's Budget, 2017 Adopted⁷

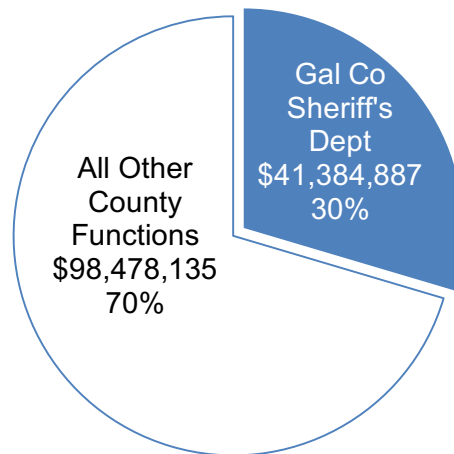
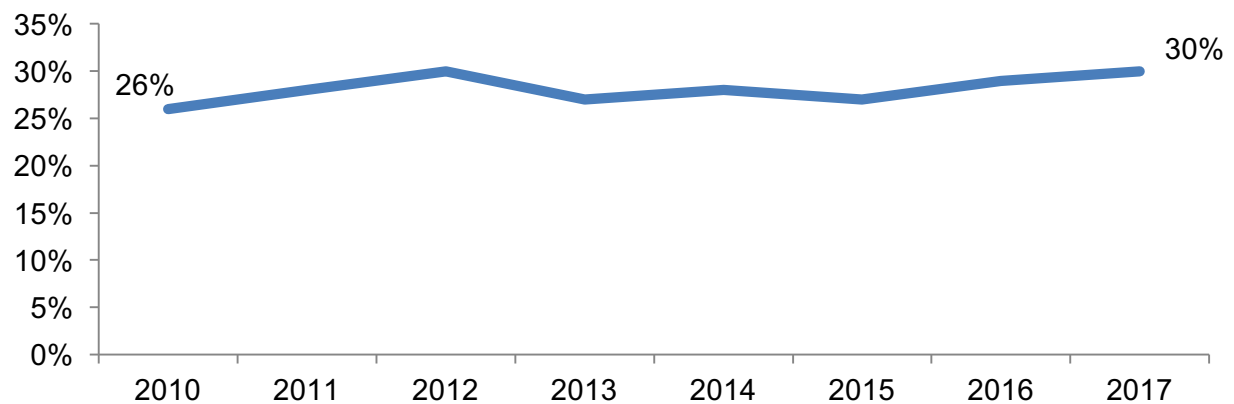


Figure 7: Percent of Galveston Budget Consumed by Sheriff – Jail Budget, 2010-2017



⁷ Galveston Adopted 2017 Budget by Justice/Law Enforcement Cost Centers

Figure 8: Average Daily Jail Population and Projected Costs at Historical Incarceration Rate Fluctuation, 2016-2020

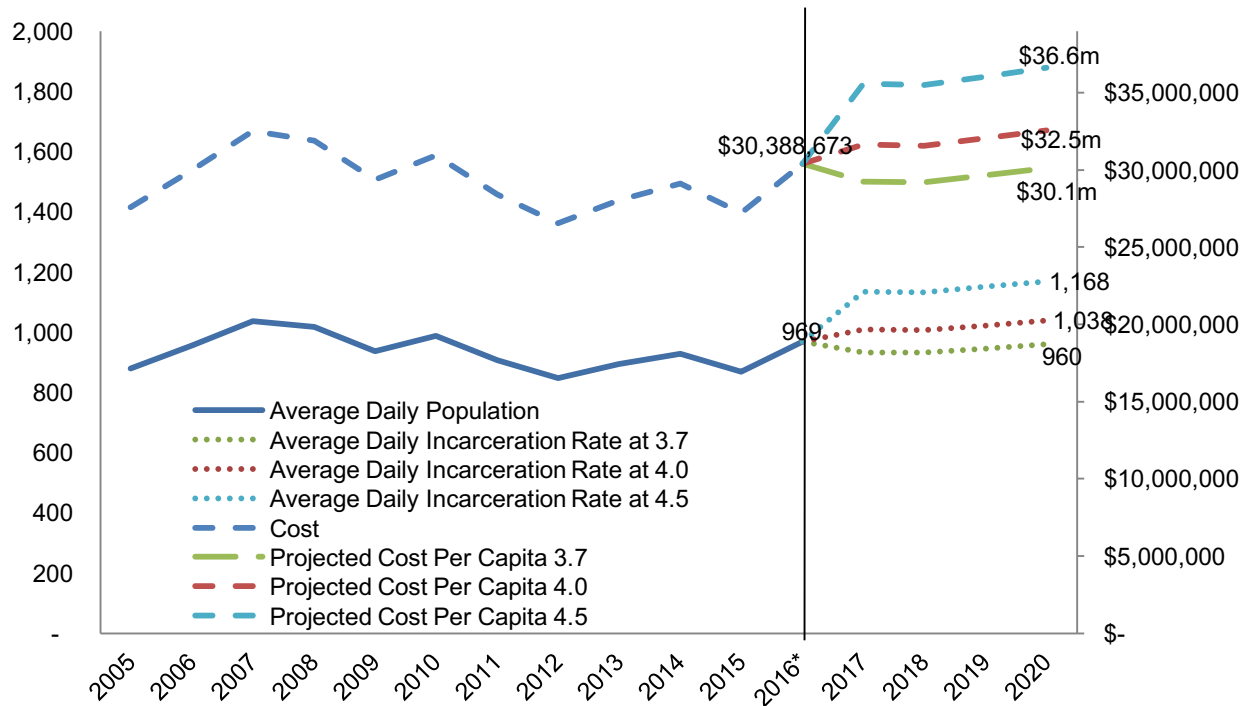
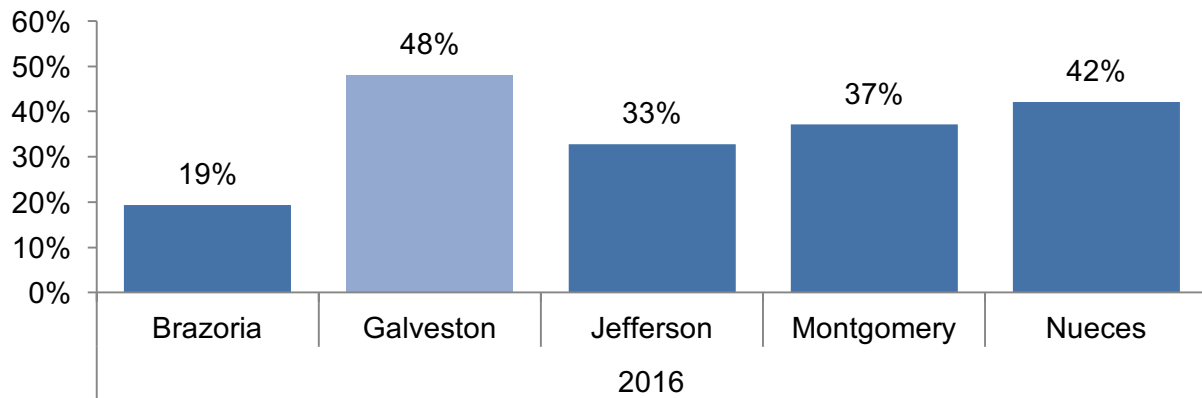


Figure 9: County Court Case (Misdemeanor) Dismissal Rate for Galveston Compared to Brazoria, Jefferson, Montgomery, and Nueces Counties, 2016⁸



⁸ Texas Office of Court Administration, Statistical Reports, "County Court" 2011-2016; card.o.ca.gov, pulled May 2017; cases not individuals; calculation is number dismissed divided by sum of Acquittal, Plea, Guilty, and Deferred

Figure 10: District Court Case Dismissal (Felony) Rate for Galveston Compared to Brazoria, Jefferson, Montgomery, and Nueces Counties, 2016⁹

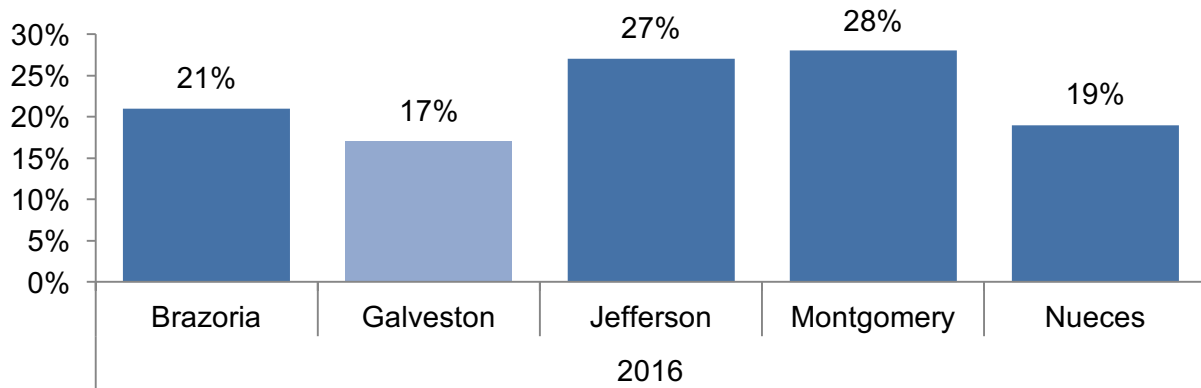
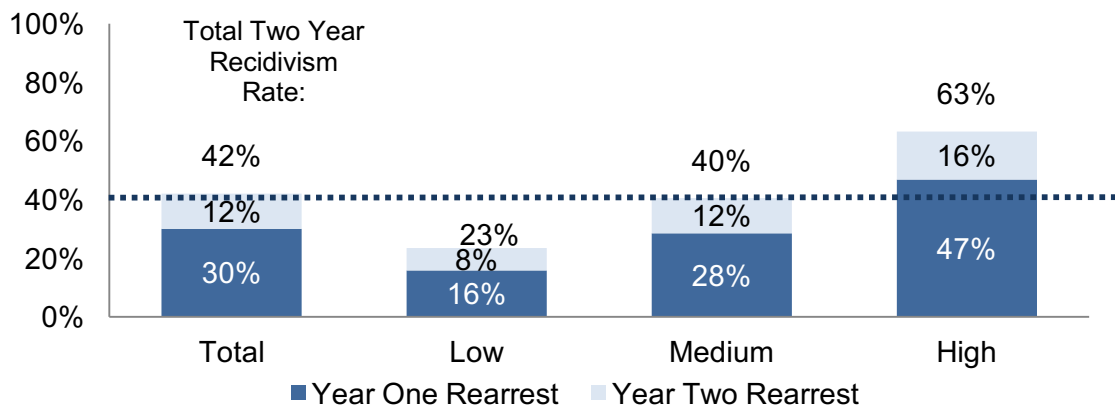


Figure 11: Overall Two-Year Recidivism (Re-arrest) Rate by Risk for First Time Jail Releases, 2014 Releases



⁹ Texas Office of Court Administration, Statistical Reports, "District Court" 2011-2016; card.o.ca.gov, pulled May 2017; cases not individuals; calculation is number dismissed divided by sum of Acquittal, Plea, Guilty, and Deferred

Figure 12: Two Year Recidivism (Re-arrest) Rate for Violent and Not for Violent Offense, First Time 2014 Jail Releases

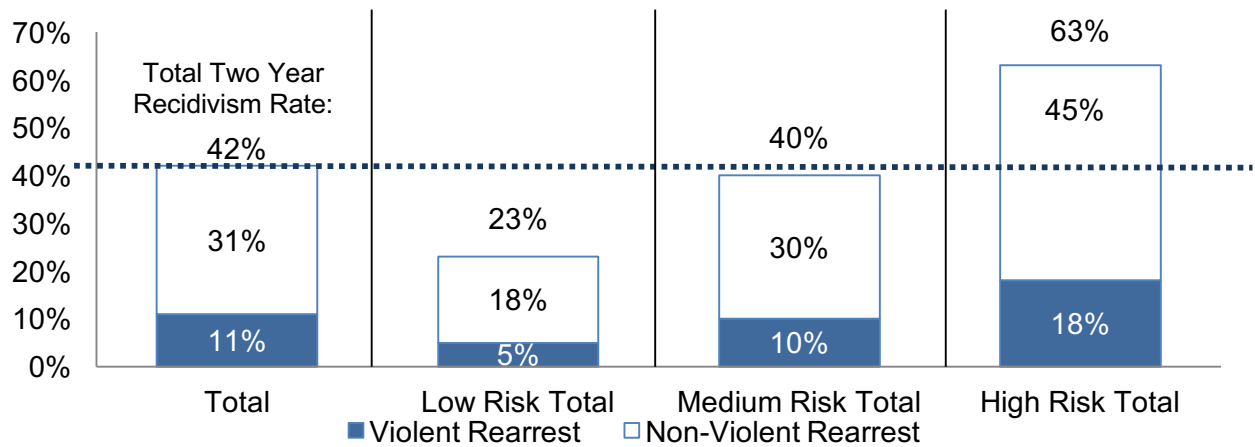


Figure 13: One Year Recidivism (Re-arrest) by Risk Level of the County Post Sentence Population Comparing Bexar, Dallas, Harris, and Tarrant, 2013, and Galveston 2014, First Time Jail Releases

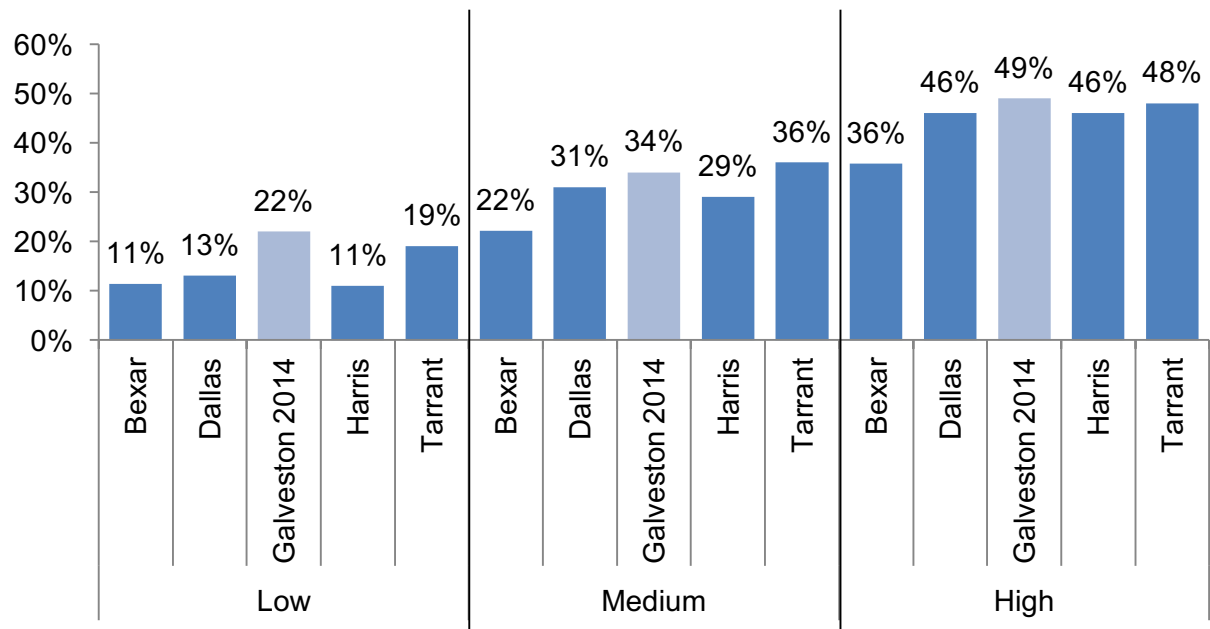


Figure 14: Early Positive Identification of Defendant, Current and Best Practices

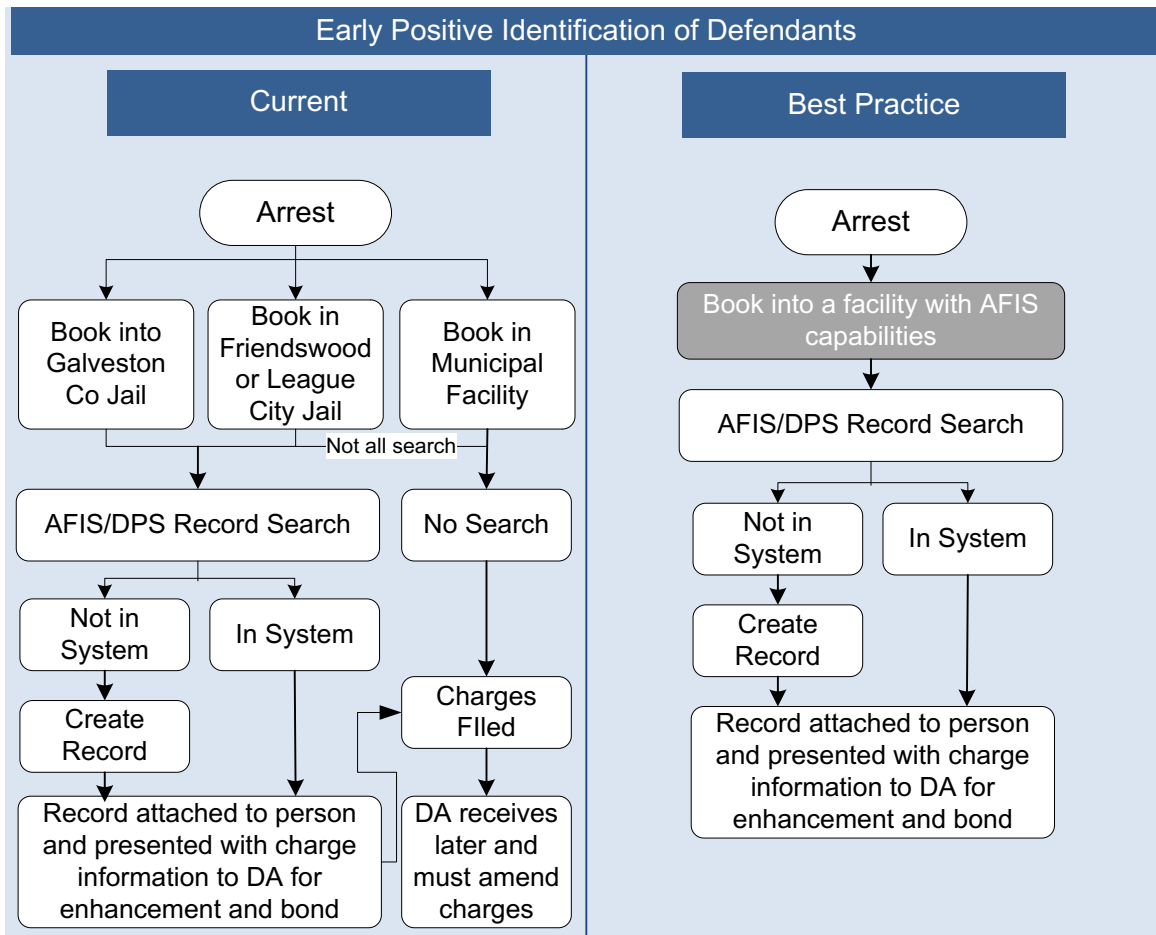


Figure 15: Case Intake Process (District Attorney Screening and Case Filing), Current and Best Practices

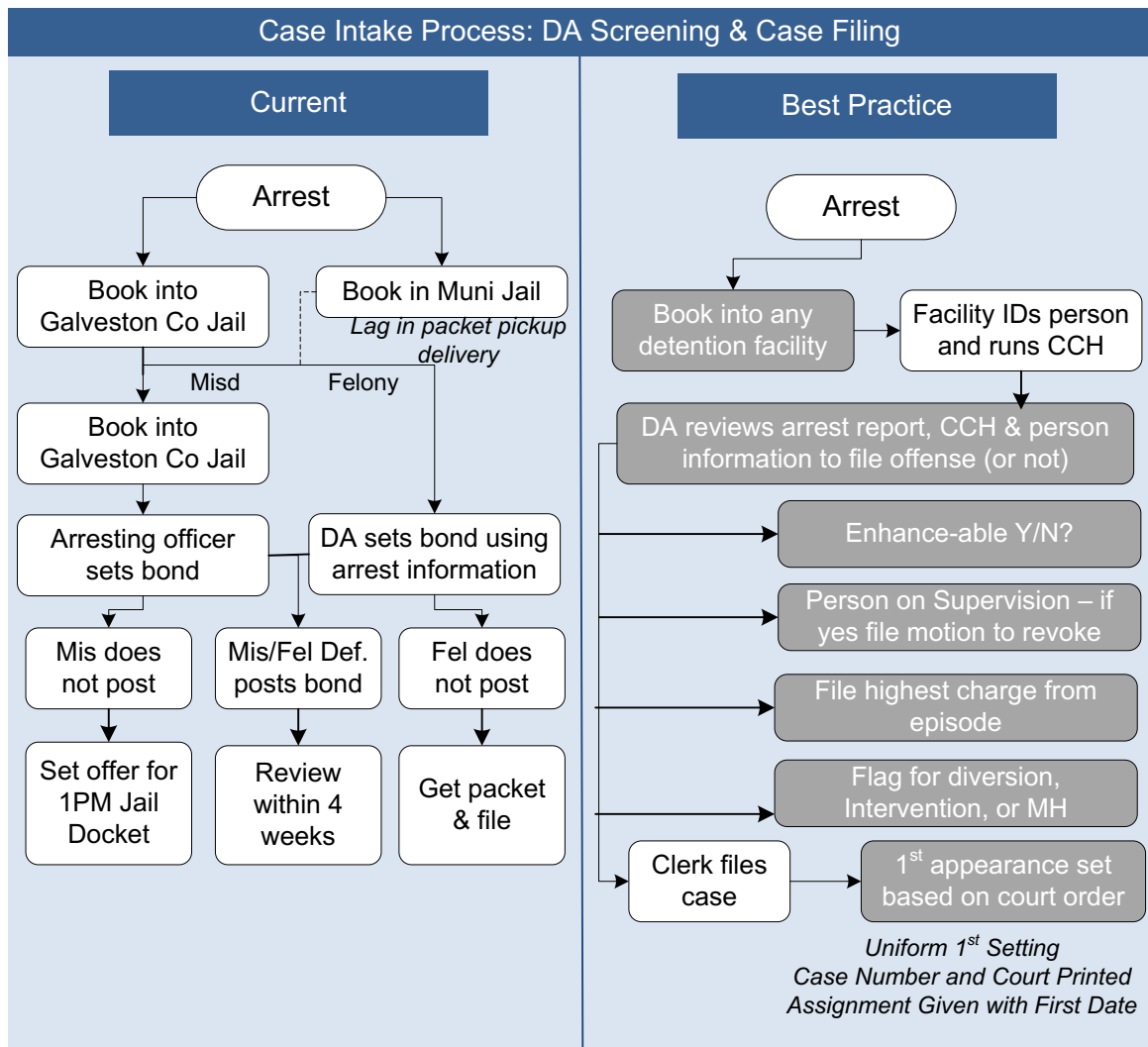


Figure 16: Uniform Centralized Magistration, Current and Best Practices

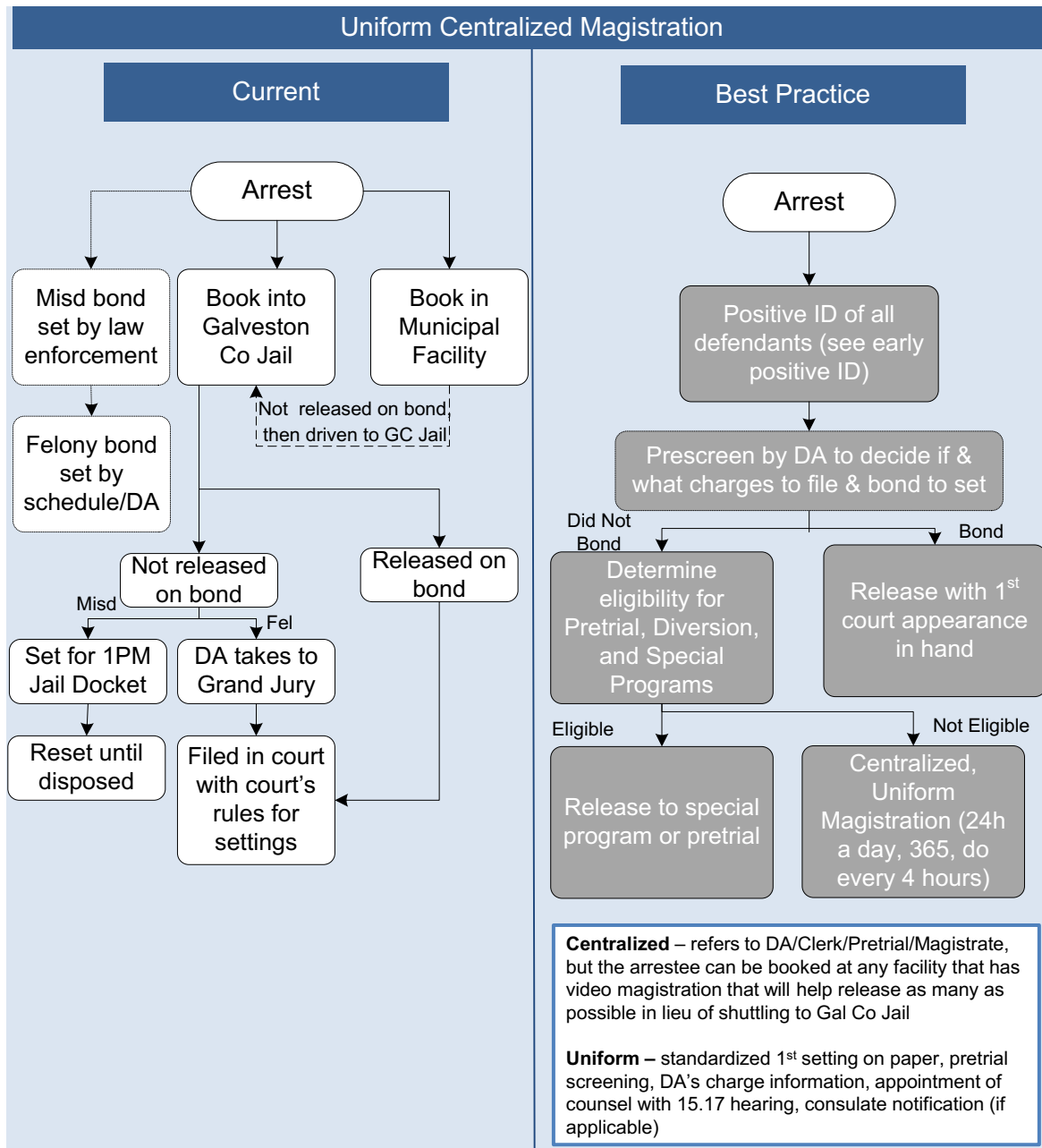


Figure 17: Quick Overview of Texas CCP 16.22 and 17.032

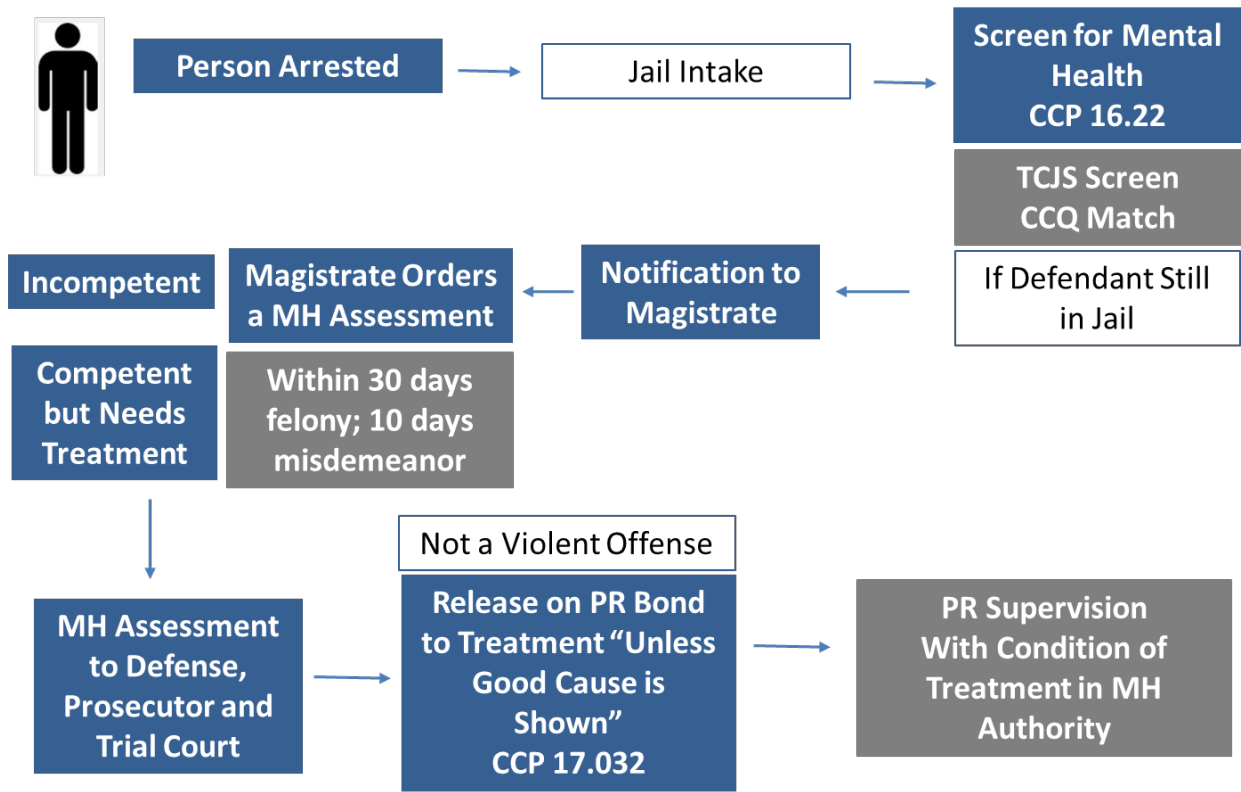


Figure 18: Mental Health Screening Process, Current and Best Practices

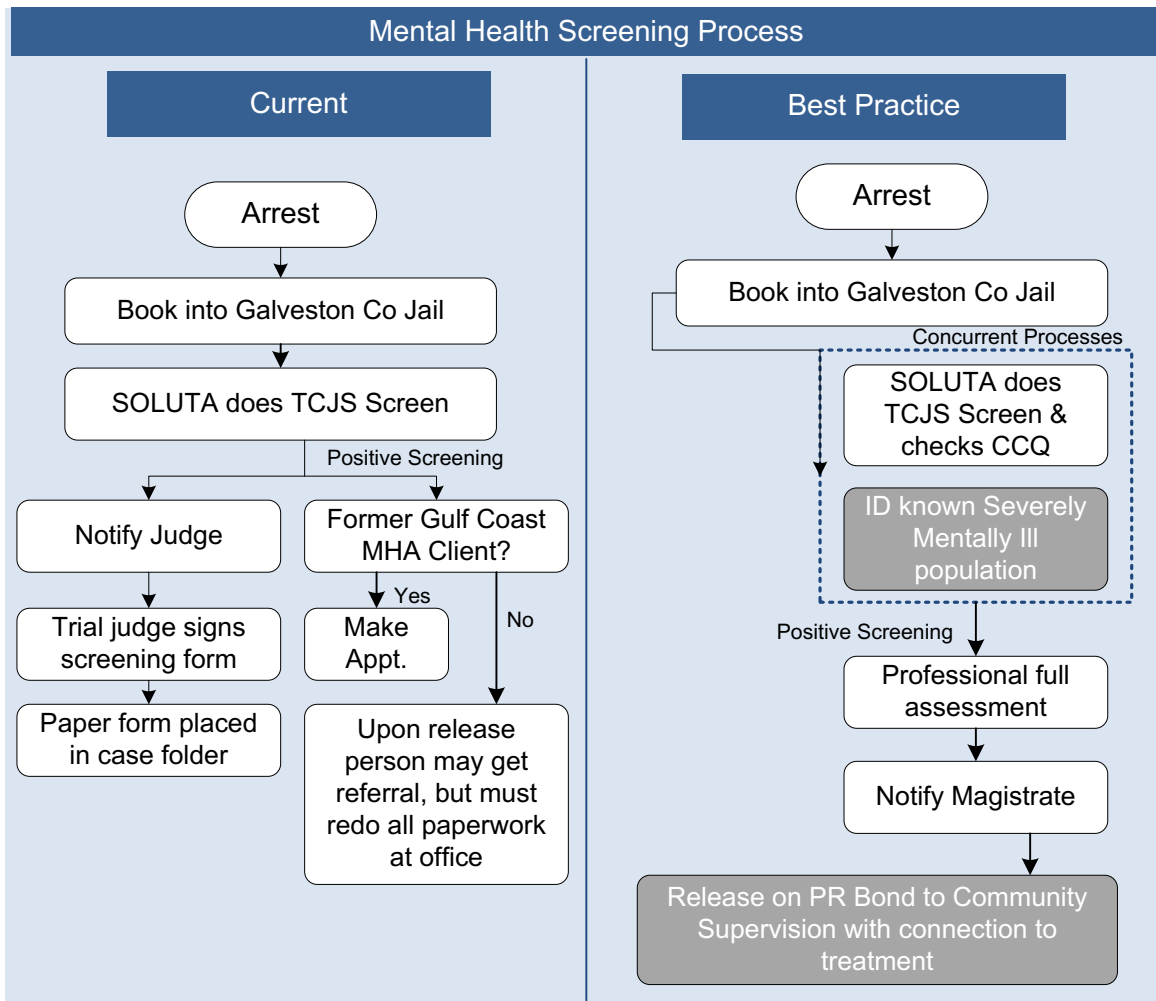


Figure 19: Pretrial Assessment and Supervision Office, Current and Best Practices

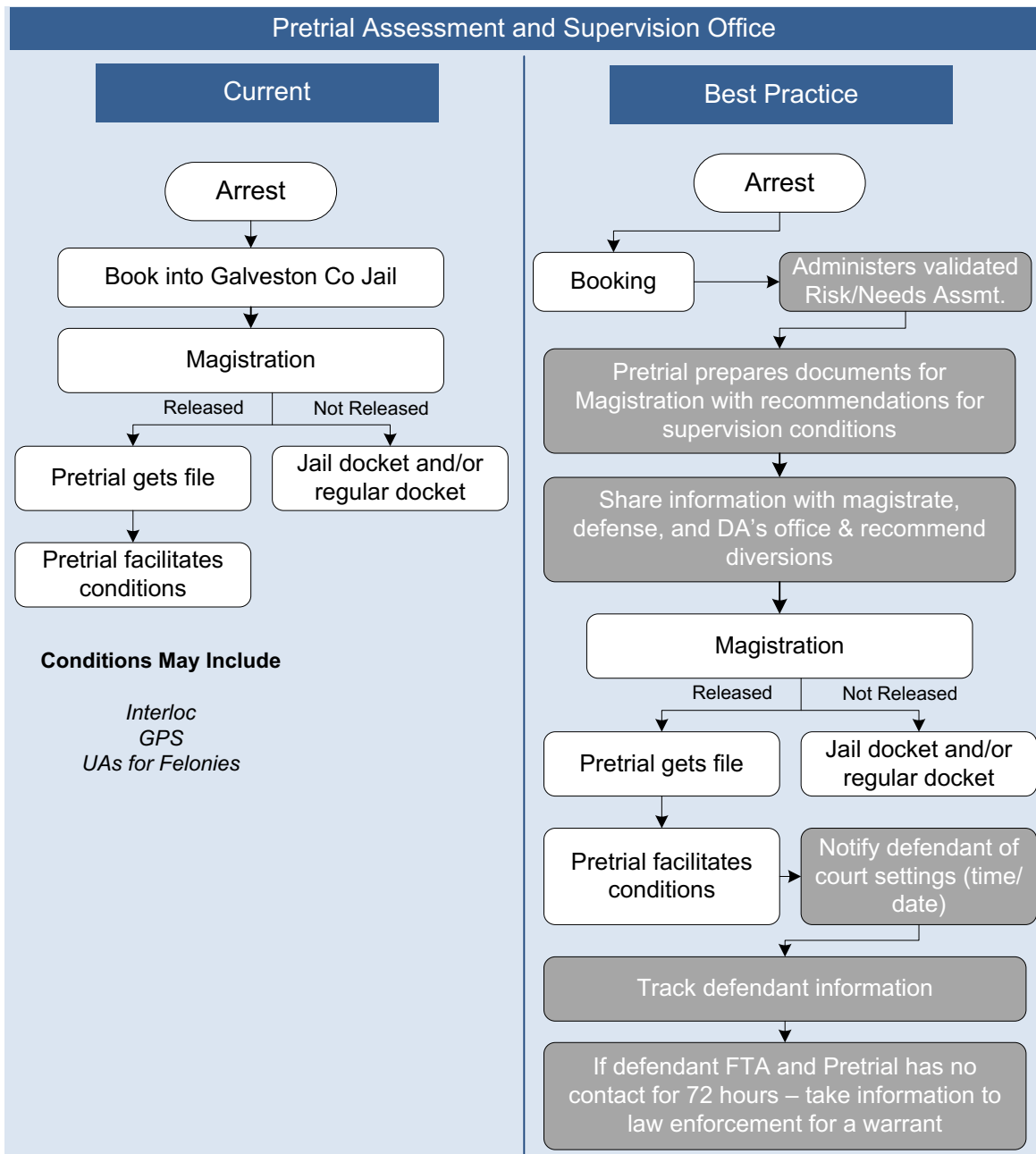


Table 5: Average Bond Amount by Risk for Misdemeanor B Releases with Bond Recorded in Galveston County Jail Records, 2016

2016 Misd B Releases	Low	Medium	High	Total
Num in Risk Cat with Bond Amount	819	1,021	894	2,174
Average Bond	\$1,431	\$1,468	\$1,483	\$1,462
Difference from Lower Score		+\$37	+\$15	
		+3%	+1%	
Difference from Total	-\$31	-\$6	+\$21	
	-2%	0%	+1%	
Average Bond Excluding Outliers ¹⁰	\$1,400	\$1,402	\$1,414	\$1,405
Difference from Lower Score		+\$2	+\$12	
		+0%	+1%	
Difference from Total	-\$5	-\$3	+\$9	
	-0%	-0%	1%	

Table 6: Average Bond Amount by Risk for Misdemeanor A Releases with Bond Recorded in Galveston County Jail Records, 2016

2016 Misd B Releases	Low	Medium	High	Total
Num in Risk Cat with Bond Amount	616	489	302	1,407
Average Bond	\$2,269	\$2,316	\$2,479	\$2,340
Difference from Lower Score		+\$47	+\$164	
		+2%	+7%	
Difference from Total	-\$71	-\$24	+139	
	-3%	-1%	6%	
Average Bond Excluding Outliers ¹¹	\$2,232	\$2,153	\$2,183	\$2,192
Difference from Lower Score		-\$79	+\$30	
		-4%	+1%	
Difference from Total	+\$40	-\$39	-\$9	
	+2%	-2%	-0.4%	

¹⁰ Outliers are the 12 people with bonds over \$8,000.

¹¹ Outliers are the 19 people with bonds over \$8,000.

Figure 20: Misdemeanor B Bond Distribution, 2016 Releases with Bond Recorded

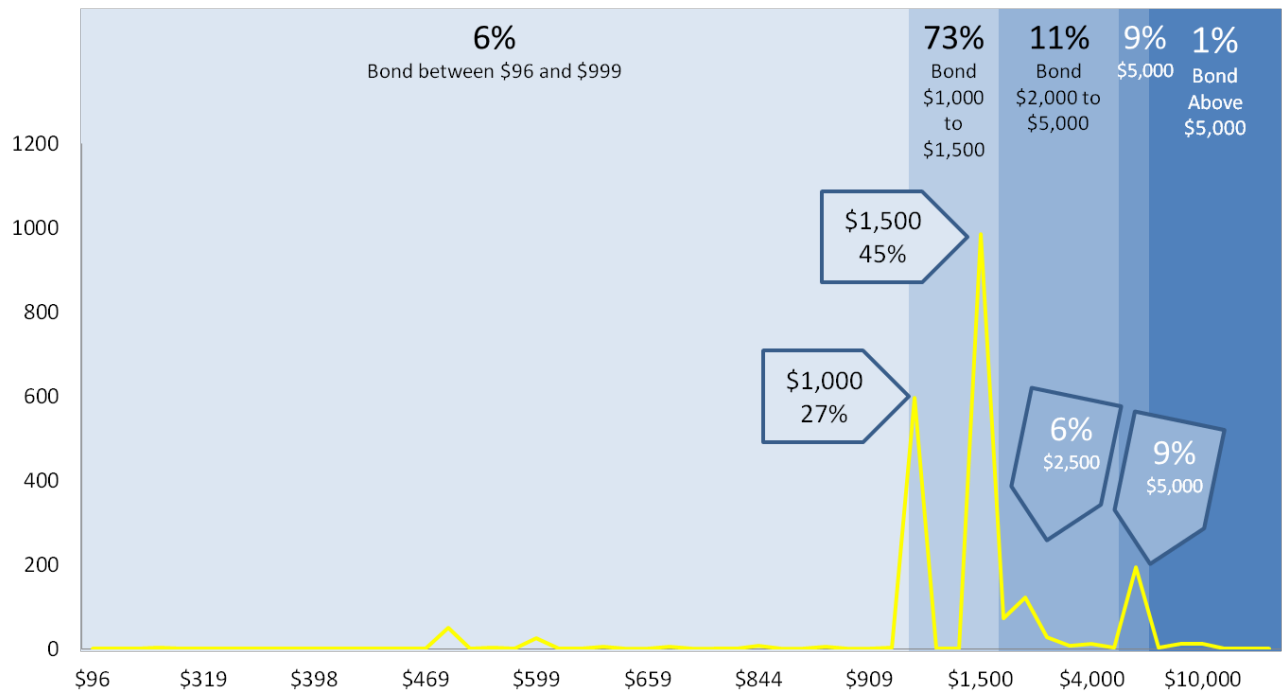


Figure 21: Misdemeanor A Bond Distribution, 2016 Releases with Bond Recorded

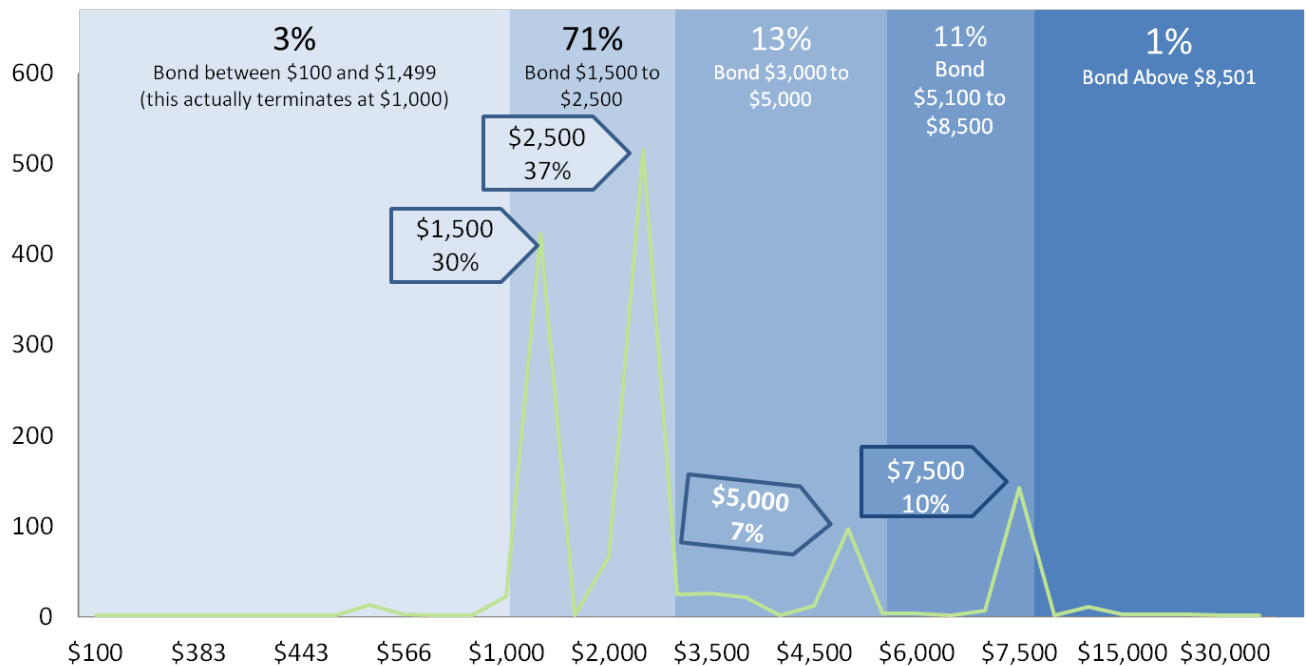


Figure 22: One-Year Recidivism Rate by Risk Level for Personal Bond or PR Bond Pretrial Populations Comparing Bexar, Dallas, Harris, and Tarrant County, 2013 Releases and Galveston 2014, First Time Jail Releases

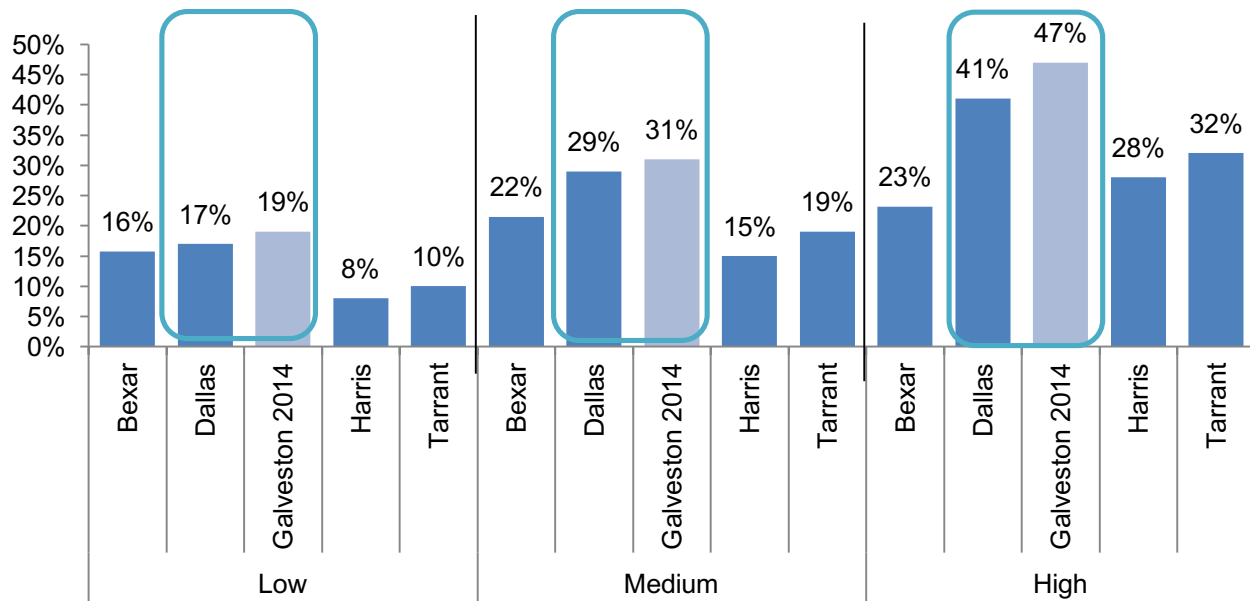


Figure 23: One-Year Recidivism Rate by Risk Level of the County Populations Comparing Commercial Bond Releases in Bexar, Dallas, Harris, and Tarrant County, 2013, and Galveston 2014, First Time Jail Releases

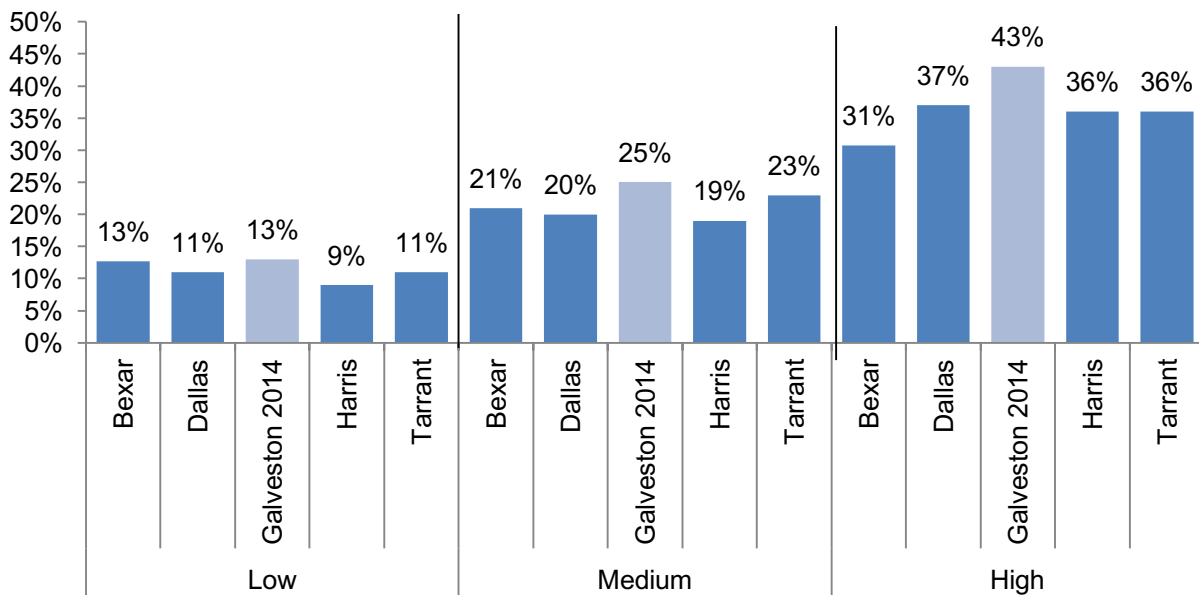


Figure 24: First Time Releases by Type of Release Used in Two-Year Recidivism Tracking, 2014

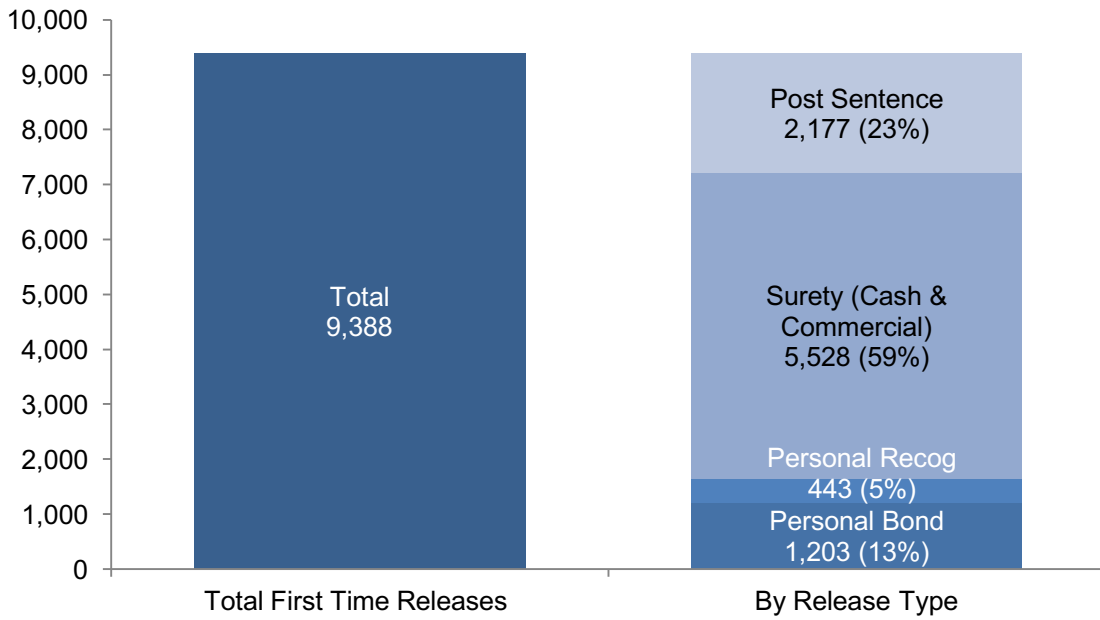
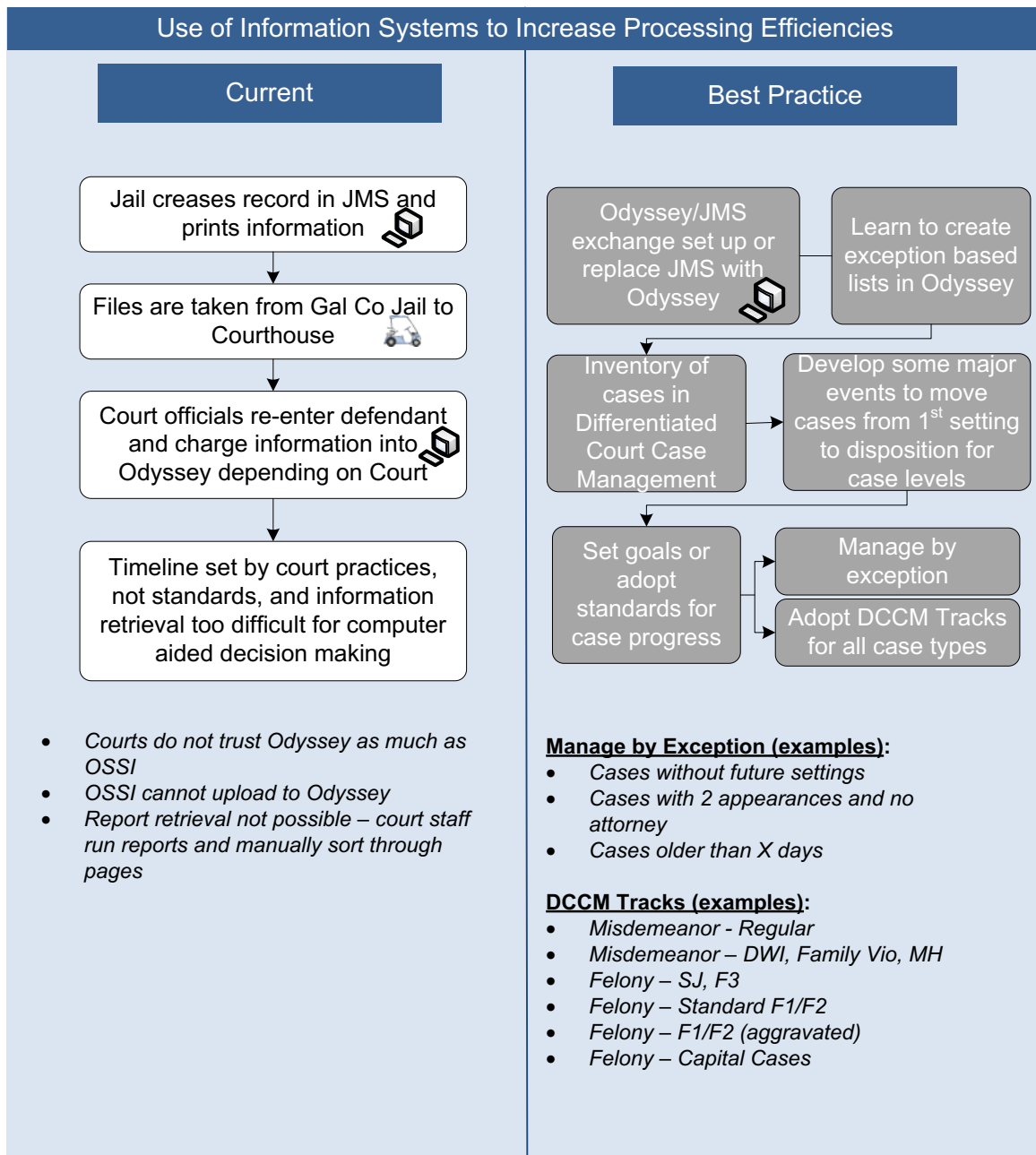
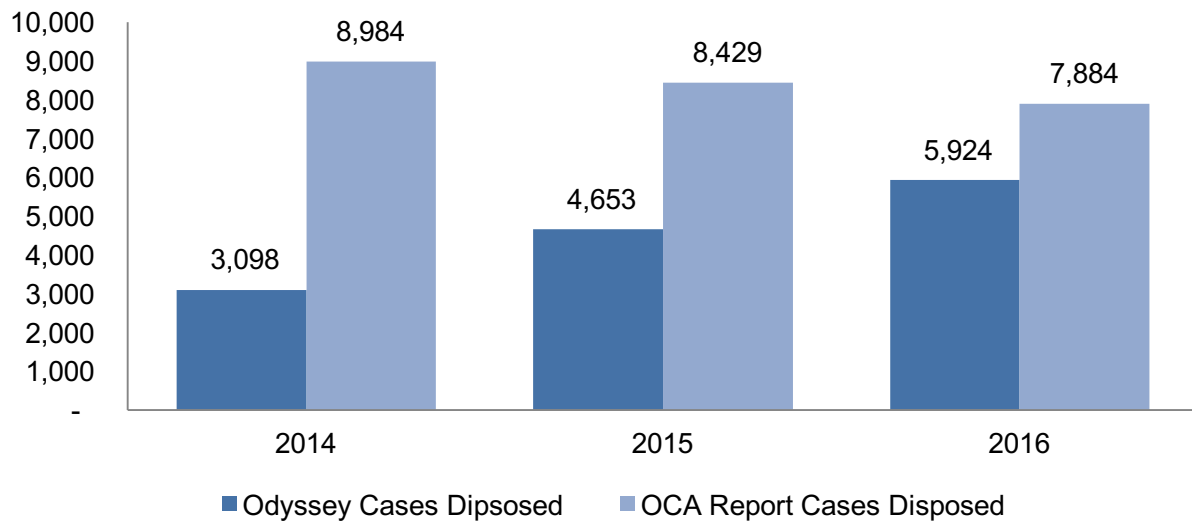


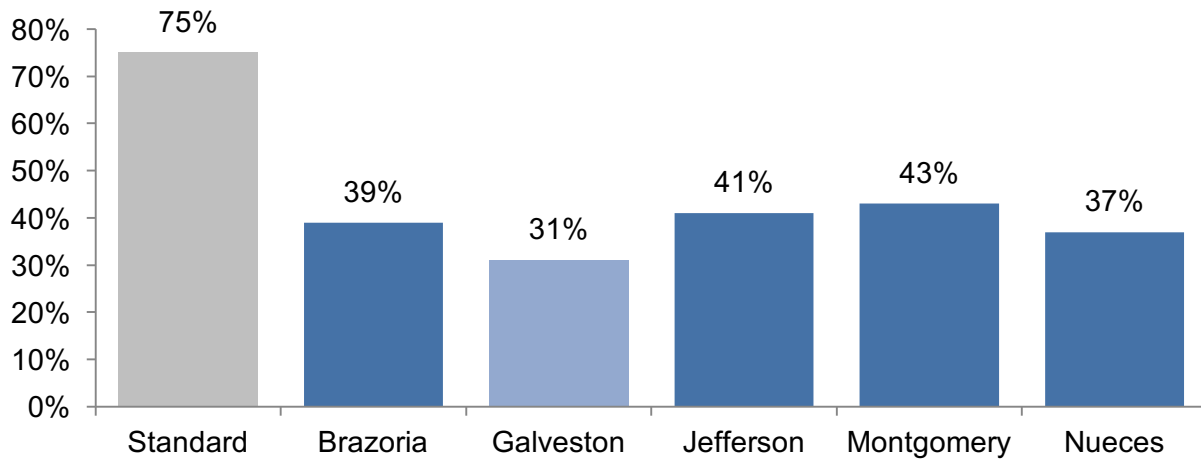
Figure 25: Information Systems and Processing Efficiencies, Current and Best Practices



**Figure 26: Odyssey Dispositions Compared to Office of Court Administration
Disposition, 2014-2016¹²**



**Figure 27: District Court (Felony Cases) Rate of Cases Disposed within 90 Days of Filing
Galveston Compared to Brazoria, Jefferson, Montgomery, and Nueces Counties, 2016¹³**



¹² Texas Office of Court Administration, Statistical Reports, "County Court" 2016; card.o.ca.gov, pulled May 2017

¹³ Texas Office of Court Administration, Statistical Reports, "District Court" 2016; card.o.ca.gov, pulled May 2017

Figure 28: County Court (Misdemeanor Cases) Rate of Cases Disposed within 60 Days of Filing for Galveston Compared to Brazoria, Jefferson, Montgomery, and Nueces Counties, 2016¹⁴

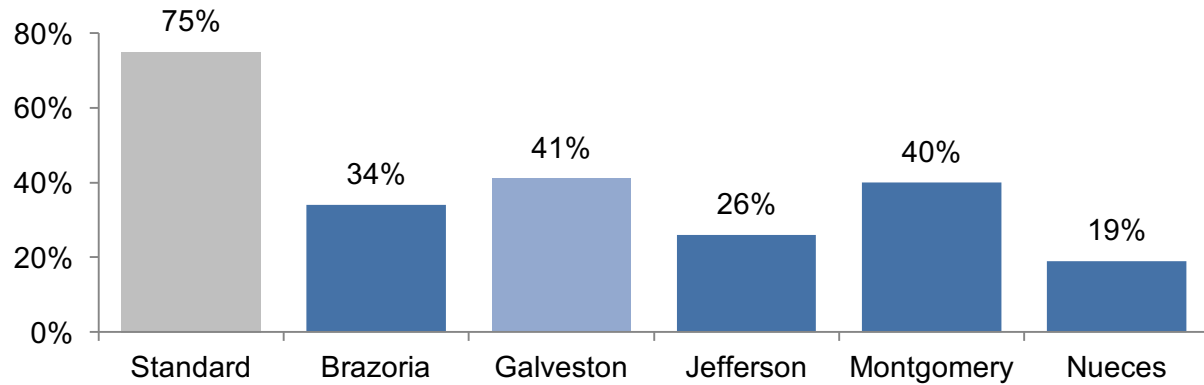
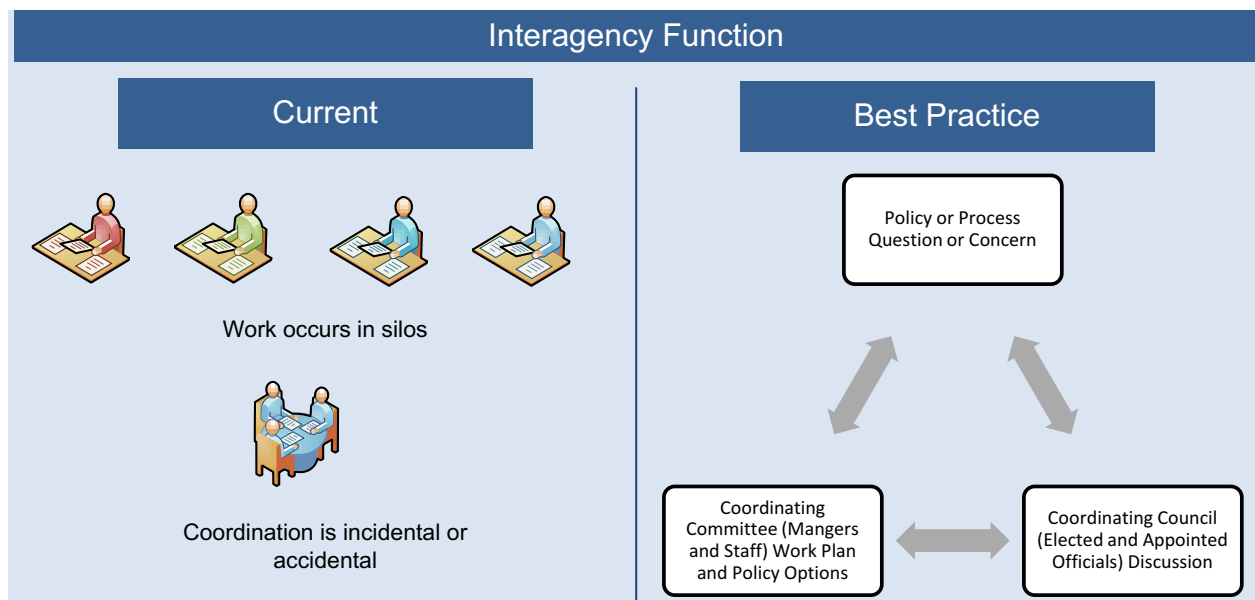
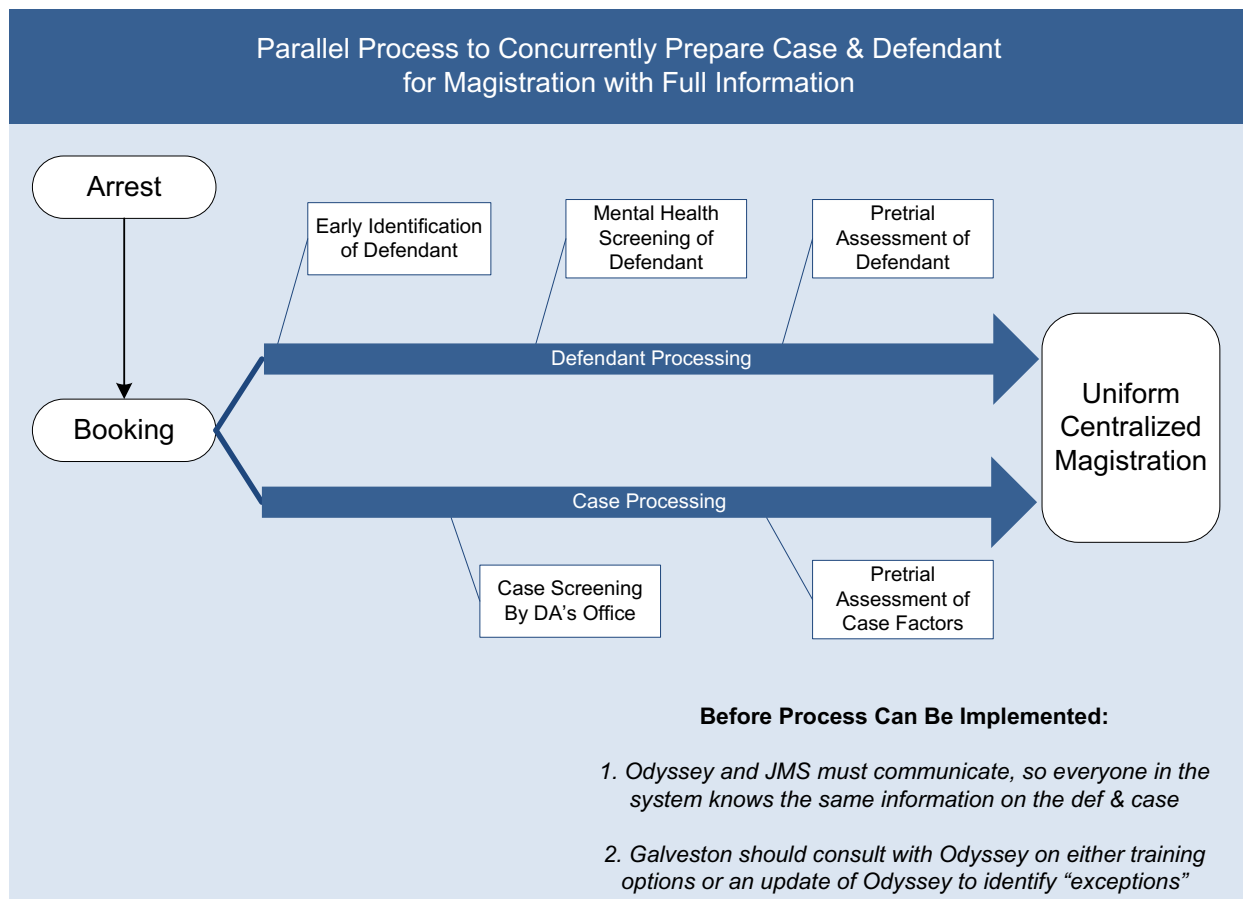


Figure 29: Interagency Functions, Current and Best Practices



¹⁴ Texas Office of Court Administration, Statistical Reports, "County Court" 2016; card.o.ca.gov, pulled May 2017

Figure 30: Concurrent Processes to Prepare Defendants and Cases for Magistration



Appendix 2: Persons Interviewed

County Commissioners:

County Judge Mark Henry
Commissioner Ken Clark
Commissioner Stephen D. Holmes

Judges:

Administrative District Court Judge Lonnie Cox
County Court Judge Jack Ewing (Administrative County Court Judge)
District Judge Patricia Grady
County Judge John Grady
County Judge Barbara E. Roberts
Probate Judge Kim Sullivan

Clerks Office:

District Clerk John Kinard
County Clerk Dwight D. Sullivan
Theresa Martin – County Clerk
Brandy Chapman – County Clerk Chief Deputy
Pam Fearrington – District Clerk/Felony Criminal Supervisor

Personal Bond Office:

Greg Kinard – Pretrial Director
Reggie Jackson – Personal Bond Supervisor

Collections Department:

Kelly Baksa – Collections Manager

Sheriff's Office:

Henry Trochesset - Sheriff
Mary E. Johnson – SO/Chief Deputy
Vic Maceo – SO/Chief Deputy
Sgt. Jennifer Cagnon – SO/Booking.Classification
Ray Davis – SO/Bond Coordinator
Joe Gregory – SO/Corrections
Lt. James Stephenson – SO/Booking.Classification.Records
Capt. Kevin Walker – SO/Jail Corrections
Christian Bell – SO/IT
Lt Castro - MH Deputy Program
Evening patrol (6 deputies)

County Court Administration:

Monica Gracia –County Court Admin.
Jose Mejia - Administrative Coordinator

Galveston County IT:

Sonny James – Applications Manager
Thomas Galan – IT Director

CSCD:

Dan Moore – CSCD Director
Frank Capola – Court Services/Assessment
Kelly Mooseman – CSCD Deputy Director
Monica Jones – CSCD/Specialized Caseloads
Willie Lacy – CSCD Drug Court
Chase Waterwall – MTR data
Shelley Thompson

District Attorney:

Jack Roady - District Attorney
Kevin Petroff – DA/First Assistant
Miyoshi Rougely – DA/Legal Analyst/IT
Jennifer Meyers – DA/Misdemeanor
Heather Gruben – DA/Appellate, Civil
Paul Love – DA/Misdemeanor.
Bill Reed – Felony Division Chief Assistant Criminal District Attorney
Jennifer Ott - Chief Assistant Criminal District Attorney
Xochitl Vandiver-Gaskin - Chief Assistant Criminal District Attorney (Misdemeanor)
Zonia Wilturner-Smith- Chief Executive Officer

Galveston County Criminal Defense Lawyer's Association:

David Walker - Outgoing president
Mark Diaz - Incoming president
Jonathan Zende Del - Member

Soluta - Contract Medical Provider for Jail:

Cathy White - Head of Medical Services, SOLUTA

Gulf Coast LMHA:

Melissa Tucker, Executive Director

Thomas Hernandez – MCOT

Michael Fields – COC

Jerry Freshour

Sarah Holt

Sarah Shahriari

Shannon Griffith

Former Staff:

Bonnie Quiroga – former Director of Justice Administration Department (not employed by county at this time)