



TEXAS CORRECTIONAL COSTS PER DAY 1991-1992



142505

CRIMINAL JUSTICE POLICY COUNCIL
STATE OF TEXAS

MARCH, 1993

142505

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TEXAS CORRECTIONAL COSTS PER DAY 1991-1992

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**Tony Fabelo, Ph.D.
Executive Director**

Note from the Director

The cost per day project began in 1986 as a cooperative interagency effort designed to minimize the use of conflicting criminal justice operational cost figures and to lessen the number of requests for information on agencies providing criminal justice services. The project was institutionalized during the 70th Texas Legislature with the passage of S.B. 245 into law. The provisions of this bill included a mandate to the Criminal Justice Policy Council to "make cost per day calculations and interagency cost comparisons on services provided by agencies that are a part of the criminal justice system" (V.T.C.A., Government Code, Title 4, Sec. 413.010). In compliance with this mandate, the Criminal Justice Policy Council compiles criminal justice cost per day figures biennially, reporting the results to each regularly scheduled legislative session.

This report presents the average operational cost to provide criminal justice supervision and services to adults and juveniles in fiscal years 1991 and 1992. Program descriptions and cost per day estimates are intended to foster a thorough understanding of the programs that serve offenders in Texas.

Criminal justice operational costs increased between 1991 and 1992 and institutional interventions continue to be the most costly sanctions. Juvenile probation detention centers cost \$92.45 in operational costs per day compared to \$5.01 for probation supervision (with more than half of the cost paid by local jurisdictions). Institutionalization of juveniles in a state facility, on the other hand, is fully funded by the state and is one of the most costly interventions in the criminal justice system at \$115.72 per day. In the adult system, the operational cost per day to the state of some institutional community corrections facilities exceeds the operational cost per day of prisons. The operational costs per day to the state for Combination Centers (\$48.24) and Substance Abuse Treatment Facilities (\$53.79) exceed that of operating a prison unit (\$45.70) or a minimum security regional reintegration prison unit (\$43.51). Interestingly, local jurisdictions cover more than half of the operational costs of supervision and facilities for the juvenile probation system, while they cover less than one-third of the cost for the adult probation system.

Tony Fabelo, Ph.D.
Executive Director



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Introduction

The cost per day project began in 1986 as a cooperative interagency effort designed to minimize the use of conflicting criminal justice operational cost figures and to lessen the number of requests for information on agencies providing criminal justice services. The original project presented the average cost per day to the state for services rendered by criminal justice agencies in fiscal years 1985 and 1986.

The project was institutionalized during the 70th Texas Legislature with the passage of S.B. 245 into law. The provisions of this bill included a mandate to the Criminal Justice Policy Council to "make cost per day calculations and interagency cost comparisons on services provided by agencies that are a part of the criminal justice system" (V.T.C.A., Government Code, Title 4, Sec. 413.010). In compliance with this mandate, the Criminal Justice Policy Council compiles criminal justice cost per day figures biennially, reporting the results to each regularly scheduled legislative session.

This report presents the operational cost per day for criminal justice programs and services in fiscal years 1991 and 1992. Budget expenditures, average populations and program descriptions were obtained from the Texas Juvenile Probation Commission, the Texas Youth Commission and the Texas Department of Criminal Justice. Project oversight was provided by the Legislative Budget Office, the Governor's Office of Budget and Planning, the Sunset Advisory Commission, the State Auditor's Office and the Comptroller of Public Accounts. The Criminal Justice Policy Council acted to coordinate the project, collect expenditures and compile all cost per day calculations.

Cost Calculation

The cost estimates in this report present relative measures of the average daily cost to serve offenders in criminal justice programs. Estimates are operational program costs and do not include any expenditures associated with construction, renovation or debt service.

Cost per day figures were derived using specific budget guidelines. These guidelines, listed on the following page in Table 1, were followed by each of the criminal justice agencies providing cost and population information. Although cost per day figures are unaudited, the use of a common criteria ensures that the cost figures presented are both consistent and comparative.

The cost per day is calculated by dividing the average population of offenders served in a program by the yearly expenditure for that specific program or facility. The resulting figures show the average operational cost per day per offender for the program or facility indicated. Cost estimates include only those services delivered through a specific program. Supplemental services and treatment which offenders receive in addition to basic program supervision are not accounted for in the program cost per day. Specific service costs may, therefore, vary significantly depending on the location, facility and the exact level of service provided.

As previously stated, cost per day estimates allow for general comparisons between criminal justice services. Figures do not, however, provide a means of calculating the cost of further expansion of a



program. The addition of a minimal number of offenders may actually reduce the cost of providing a service as fixed costs such as personnel, rent, utilities and administrative overhead remain relatively constant. Actual expansion, however, often requires additional personnel at both the program and administration level, additional rental space or facilities and increased utilities. It is important to remember that cost per day figures do not increase proportionally as a program increases.

All cost per day estimates include state paid benefits. Cost calculations, therefore, present the average cost to the state to provide these services, not the cost to the agency, division or service provider.

Cost information is grouped by agency and by division. Program descriptions are provided to assist in understanding the services offered by each criminal justice program. Dollar signs (\$) indicate those services for which cost per day was calculated.

TABLE 1 BUDGET GUIDELINES

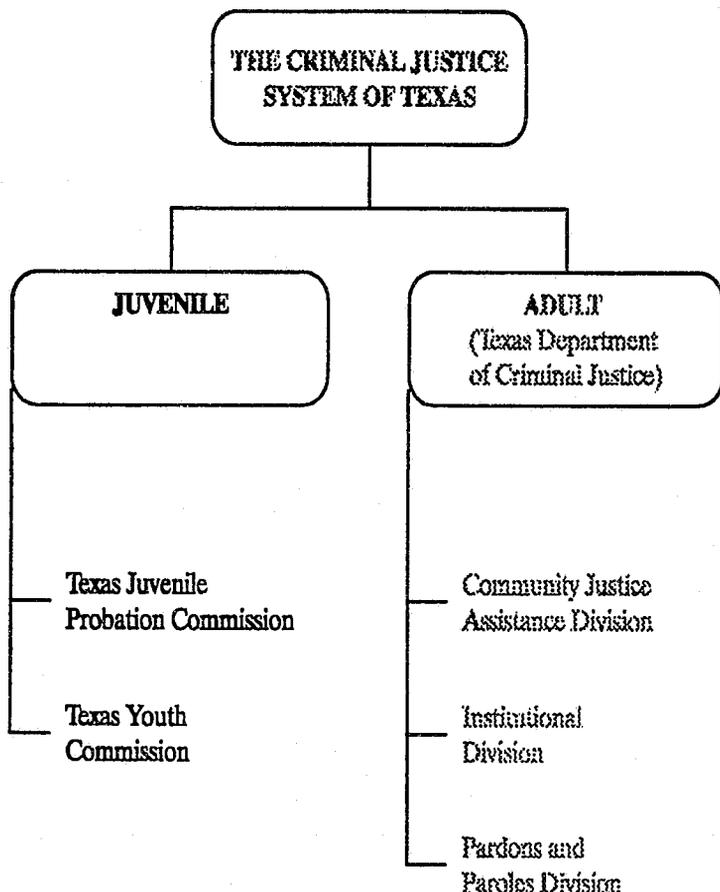
1. Provide expenditures by type of program and facility as well as by level of supervision. Include the costs of special services delivered in conjunction with the program whenever possible.
2. Include the costs of newly funded services, programs and facilities whenever possible. Estimates may be used for those programs/facilities funded but not fully operational.
3. Do not depreciate capital outlay costs. All capital expenditures (excluding construction and renovation) will be considered as part of operating costs in the year of expenditure.
4. Exclude industrial costs and revenues from the Institutional Division, Texas Department of Criminal Justice.
5. Exclude all construction and renovation costs. Lease payments should, however, be included in the expenditures used to calculate cost per day.
6. Include the fringe benefits paid by the state at a rate of 27.68% of salaries in fiscal year 1991 and 28.6% of salaries in fiscal year 1992. Fringe benefits, as calculated by the Legislative Budget Office, include the state paid portion of insurance, retirement and social security payments. The fringe benefit calculation does not include the cost of unemployment compensation, worker's compensation, or vacation and sick leave payments.
7. Allocate central administration costs across all programs and facilities. Allocate the executive budget of the Texas Department of Criminal Justice across all divisions of the Department according to the budget expenditures of each division.



Juvenile Justice System

The juvenile justice system is governed under civil law by Title 3 of the Texas Family Code and Chapters 61 and 75 of the Human Resources Code. The jurisdiction of the juvenile justice system extends to all persons between the ages of ten and sixteen who have engaged in alleged delinquent or Conduct in Need of Supervision (CINS) behavior. A juvenile seventeen years old may also fall under the jurisdiction of the juvenile court if he or she has been found to have engaged in delinquent or CINS conduct before their seventeenth birthday. Delinquent behavior is defined as a violation of law which is punishable by imprisonment or confinement in jail if committed by an adult. Juveniles who commit felony, Class A or Class B misdemeanor offenses engage in delinquent behavior. CINS offenses include all Class C misdemeanors and non-criminal conduct such as running away and truancy. A youth adjudicated by the juvenile court may be placed on probation or committed to state custody.

The primary emphasis of the juvenile justice system is the rehabilitation of a child through guidance, counseling, diversion and treatment. The state agencies responsible for providing juvenile justice services are the Texas Juvenile Probation Commission and the Texas Youth Commission.



Texas Juvenile Probation Commission

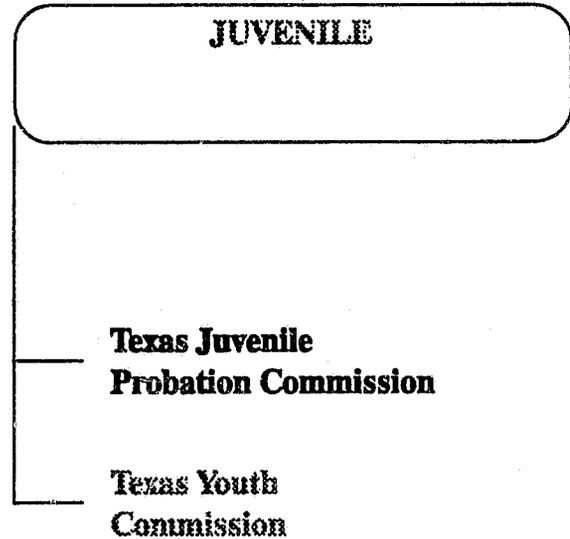
The mandate of the Texas Juvenile Probation Commission is to improve and extend juvenile services and early intervention programs throughout the state. The majority of the agency's appropriation (95%) is comprised of state aid and grant programs used to fund county juvenile probation services. The Texas Juvenile Probation Commission does not directly administer juvenile probation programs or provide supervision to juveniles.

Juvenile probation services are funded through both state and local governments. In fiscal years 1991 and 1992, state aid accounted for approximately twenty percent of the funds used to provide juvenile court and probation services in the counties. State expenditures for juvenile probation are associated with central administration costs, technical assistance, and state aid funding.

One hundred and sixty juvenile probation departments deliver juvenile probation services throughout the state. Funding provided through the Texas Juvenile Probation Commission enables local departments to develop programs and services which comply with state juvenile probation standards. The costs for juvenile probation include all expenditures relating to juvenile referrals, court services, supervision, education and delinquency prevention. Supplemental services to which juveniles are referred are not considered as part of the average cost of the program. Costs are computed as statewide averages and are not equal throughout the state. Departments that are well funded locally spend more in support of their supplemental or ancillary programs. Departments with fewer local funds do not provide these services, and so have considerably lower costs per day.

Seventy-eight thousand juveniles accounted for 110,000 referrals to juvenile probation departments in 1992. The services received by these juveniles are described below.

- § **INFORMAL ADJUSTMENT:** A juvenile receiving an informal adjustment is placed under non-court ordered probation supervision. Such supervision is arranged by contractual agreement among the child, parents and probation officer and is completely voluntary. The duration of this supervision is limited to six months. The services, supervision, and treatment provided under informal adjustments are identical to court ordered supervision, the difference being that the child has not been formally adjudicated. The use of informal adjustments is provided for under Section 53.03 of Title 3 of the Texas Family Code. Juveniles who violate their informal adjustment agreement may be processed through the court and placed on probation.



- § PROBATION SUPERVISION:** Probation supervision is the result of a formal adjudication by the juvenile court. A juvenile may be placed on probation for up to one year. While under supervision, juveniles are referred to counseling and treatment services which address their specific needs. These services include delinquency prevention, school liaison and truancy services, drug, alcohol and inhalant abuse services and child advocacy services. Probation supervision can be modified or revoked by the court at any time during the supervision period.
- § INTENSIVE SUPERVISION:** Intensive supervision provides a community based option to high risk juveniles who would otherwise be placed in state custody. One hundred and fourteen juvenile probation departments operated intensive supervision programs in fiscal year 1992. Intensive supervision caseloads are limited to not more than 15 juveniles per officer.
- § FOSTER CARE:** Foster home placements provide emergency shelter, secure detention alternatives and/or long term treatment to juvenile offenders. Juveniles are placed into court-certified or Department of Human Services licensed foster homes.
- § CONTRACT PLACEMENT:** Contract placements include residential treatment centers and other out-of-home placement for juveniles. The cost per child per day is the average cost of all contract placements statewide. Levels of service received by juveniles placed varies according to the needs of the child.
- § DETENTION CENTERS:** Detention centers provide secure detention to: juveniles who represent a danger to themselves or the community; those who are likely to abscond prior to their court hearing; and those juveniles who do not have a responsible parent or guardian into whose custody they can be released. Detention centers are operated by fifty-two local juvenile probation departments. Detention costs include 12,824 days of detention provided to the Texas Youth Commission at no cost.

SUPPLEMENTAL SERVICES: Supplemental services are those services a juvenile may receive in conjunction with probation supervision or residential placement. Services vary according to the needs of the child and include substance abuse treatment, group and individual counseling, education and vocational training, family services, crisis intervention, drug testing, and electronic monitoring.

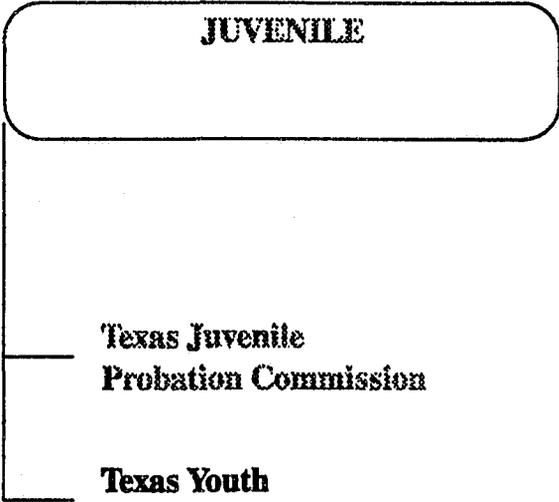
In addition to the supervision and residential programs listed above, the Texas Juvenile Probation Commission funds the Border Children Justice Project and Challenge Grants. The Border Children Justice Project began in 1985 as a means to address crime problems unique to the Texas/Mexico border and to respond to the needs of Mexican children who violate United States' laws. The Challenge Grant program provides services to juveniles under the jurisdiction of the juvenile court who suffer from abuse or neglect or who have been identified as mentally ill or mentally retarded.



*Texas Juvenile Probation Commission
Average Cost Per Day Per Client*

	FY 1991	FY 1992
Informal Adjustment		
State Cost	\$1.05	\$1.10
Local Cost	<u>\$3.72</u>	<u>\$3.91</u>
Total	\$4.77	\$5.01
Probation Supervision		
State Cost	\$1.05	\$1.10
Local Cost	<u>\$3.72</u>	<u>\$3.91</u>
Total	\$4.77	\$5.01
Intensive Supervision		
State Cost	\$8.41	\$10.58
Local Cost	<u>\$0.00</u>	<u>\$0.00</u>
Total	\$8.41	\$10.58
Foster Care		
State Cost	\$5.59	\$5.87
Local Cost	<u>\$19.81</u>	<u>\$20.80</u>
Total	\$25.40	\$26.67
Contract Placement		
State Cost	\$29.02	\$30.47
Local Cost	<u>\$45.40</u>	<u>\$47.67</u>
Total	\$74.42	\$78.14
Detention Centers		
State Cost	\$19.37	\$20.34
Local Cost	<u>\$68.68</u>	<u>\$72.11</u>
Total	\$88.05	\$92.45





Texas Youth Commission

The Texas Youth Commission (TYC) is responsible for the care, rehabilitation and control of juveniles adjudicated delinquent and committed to state custody. Juveniles committed to TYC may remain in custody no longer than their twenty-first birthday.

At the end of fiscal year 1992, 4,041 juveniles were under the supervision of TYC. Institutional services are provided in eight facilities throughout the state. Parole and community placement services are delivered through seven area and five regional offices staffed by parole supervisors, parole officers, student interns and volunteers. The services provided by the Texas Youth Commission include:

§ PAROLE: Juveniles released from state custody are placed on juvenile parole.

Parole services monitor the behavior of youth under supervision, ensure adequate placement, assist with the transition from the institution to the community, counsel families and refer youth to needed social services.

§ INTENSIVE SUPERVISION: This program provides intensive supervision to high risk youth between the ages of ten and twenty-one. Juveniles under intensive supervision are typically those who: have completed residential programs but still require structured supervision; have been unable to successfully complete a thirty day furlough but no longer need residential care; or have violated the rules of regular parole supervision. Juveniles receive a variety of basic services including group and individual counseling, educational advocacy, medical and legal advocacy, recreation, transportation, family services, vocational services, and crisis intervention. Parole officers monitor the activities of parolees twenty-four hours a day, integrating services and supervision according to the needs of the juvenile. Monitoring includes visits to the home, school, neighborhood and workplace to ensure that the juvenile is involved in constructive, law-abiding activity.

§ INDEPENDENT LIVING: The independent living program provides services to juveniles seventeen years old and older in preparation for release to parole. Services provided include instruction in independent living skills, employment skills, job search techniques and career development information. The program supports and, when necessary, partially subsidizes youth who are starting to live independently. An aftercare worker supervises the youth during this transition period.



- § **CONTRACT CARE SERVICE GRANTS:** The least restrictive alternative to institutions, contract care provides transitional support and services for juveniles leaving institutions and specialized services for youths whose needs can not be adequately addressed elsewhere. Juveniles are placed in the most appropriate community based setting in close proximity to their families. Contract services include residential and non-residential care, supervision, medical and dental treatment and other special services to address individual needs and public protection.
- § **HALFWAY HOUSES:** The halfway house system provides minimum supervision to juveniles returning to the community from an institution and to youths whose behavior while under supervision requires increased restriction short of institutional custody. Halfway houses are not self-contained and rely on community agencies and individuals for specialized service delivery.
- § **INSTITUTIONAL RESIDENTIAL FACILITIES:** Institutional facilities provide medium and maximum supervision to juveniles committed to state custody in self-contained secure institutions. Institutional care provides the basic child care services necessary to meet all safety, custody, education, counseling, medical, recreation and youth rights requirements. The programming in these facilities provides opportunities for rehabilitation and successful entry into the community.

SUPPLEMENTAL SERVICES: Supplemental services are those specialized services a juvenile may receive in conjunction with parole supervision, community placement or institutionalization. Services vary according to the needs of the child and include intensive substance abuse treatment, sex offender treatment, and violent offender treatment.



Texas Youth Commission
Average Cost Per Day Per Client

		FY 1991	FY 1992
Parole			
	Cost	\$7.12	\$7.75
Intensive Supervision			
	Cost	\$42.39	\$46.19
Independent Living			
	Cost	\$49.19	\$24.69*
Contract Care Service Grants			
	Cost	\$86.57	\$86.60
Halfway Houses			
	Cost	\$65.59	\$75.95
Institutional Facilities			
	Cost	\$107.90	\$115.72
<i>Institutional cost by supervision level:</i>			
	Medium**	Cost	\$134.05
	Maximum	Cost	\$135.32
		\$98.08	\$107.83

* Cost reflects an increase in the number of juveniles served by the program

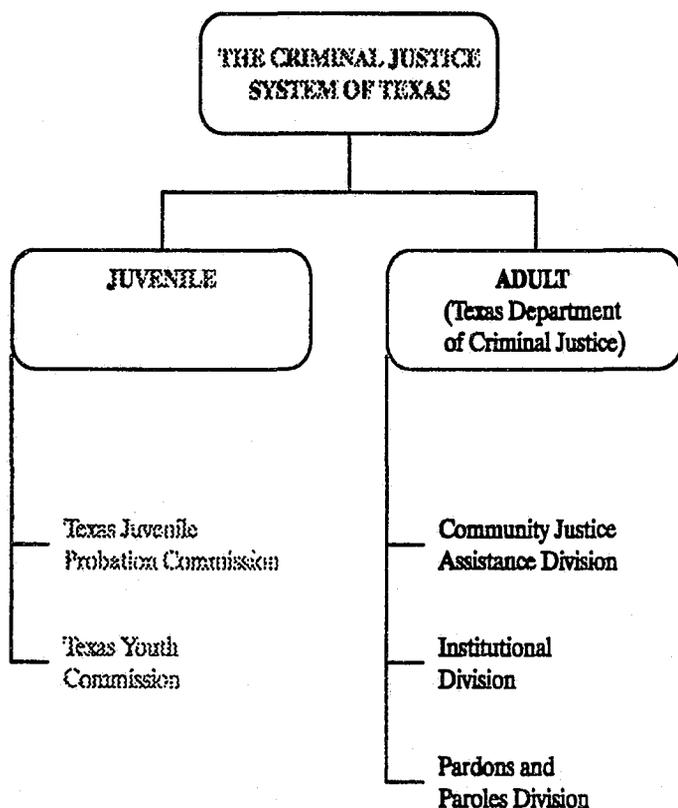
** Differences in the cost per day between medium and maximum security facilities is due to differences in the size of the facilities as well as the services offered





Adult Criminal Justice System

The adult criminal justice system is governed by the Texas Code of Criminal Procedure. To fall under the jurisdiction of the adult criminal justice system a person must be at least seventeen years of age and have committed a misdemeanor or felony offense. Persons under the age of seventeen may be prosecuted in the adult system if they have been certified as adults by the court. Supervision and services are provided to adult offenders by the Texas Department of Criminal Justice and by local jurisdictions throughout the state. Criminal justice services include pre-trial and pre-sentence release, deferred adjudication, probation, jail, prison, and parole.



An individual placed on pretrial or presentence release, deferred adjudication or probation receives supervision and services funded through the Community Justice Assistance Division of the Texas Department of Criminal Justice. Community corrections programs are available to all misdemeanor offenders and felony offenders who have received sentences of ten years or less. Probation and deferred adjudication allows a judge to suspend the imposition of an offender's prison or jail sentence and place them under community supervision. Misdemeanor offenders may be placed under supervision for no more than two years and felony offenders for no more than ten years. All offenders under community supervision are required to pay a monthly supervision fee, contact their probation officer, and participate in all required treatment programs. Failure to abide by the rules of community supervision results in the modification, extension or revocation of supervision. The statutory basis for community corrections is contained in Article 42.12 of the Texas Code of Criminal Procedure.

The Institutional Division of the Texas Department of Criminal Justice maintains custody over offenders sentenced to prison. Only offenders convicted of a felony offense may be sentenced to prison. Prison sentences vary in length according to the felony level of the offense of conviction and range from two years to life, or death.

Inmates released from the Institutional Division prior to the completion of their sentence receive supervision and services from the Pardons and Paroles Division of the Texas Department of Criminal Justice. Offenders are eligible for release to parole when their calendar time plus good conduct time equals one-fourth of their maximum sentence or fifteen years, whichever is less. Offenders convicted of an aggravated (3G) offense must serve at least two years before they can be considered for parole. All offenders on parole are required to pay a monthly supervision fee, contact their parole officer at least once a month, and participate in all required treatment programs. Failure to abide by the conditions of parole may result in the revocation of parole and the return of the offender to prison. The statutory basis for parole is contained in Article 42.18 of the Texas Code of Criminal Procedure.

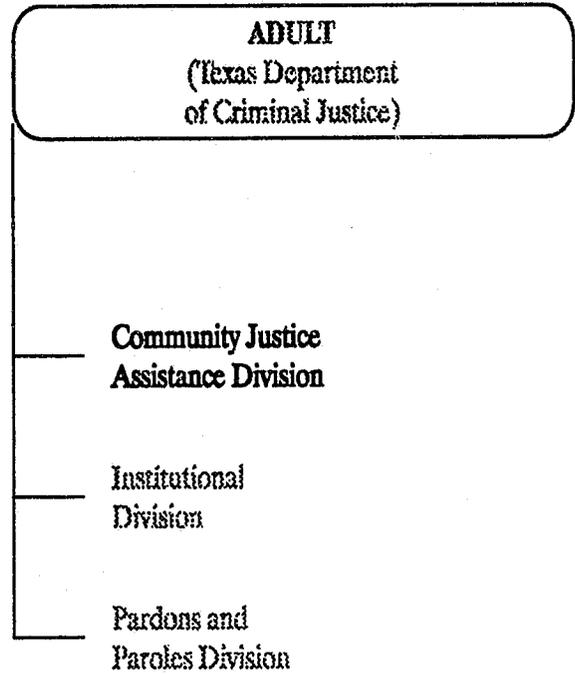


Community Justice Assistance Division

The Community Justice Assistance Division (CJAD) provides probation and community corrections services through the disbursement of state aid to local Community Supervision and Corrections Departments (CSCDs) throughout the state. CJAD is also responsible for the establishment of uniform state standards and guidelines for all probation and community corrections programs. The Community Justice Assistance Division does not directly administer probation programs or provide supervision services to probationers.

Community corrections services are funded by the state, by local governments, and through the collection of probation fees. State expenditures for community corrections are associated with executive administration costs, central administration costs, technical assistance, monitoring, state aid funding, and grants.

The Community Justice Assistance Division disburses state aid funding and grants through specific funding categories. These categories include supervision, electronic monitoring, residential services, discretionary grants and community corrections programs. Funds distributed from the supervision, electronic monitoring, and residential services categories must be used for programs which provide the specific service named. Discretionary grants and community corrections funds, however, may be used for a variety of programs and services. Because of this, similar services may be funded through different sources. The table below indicates the possible uses for each type of funding distributed through CJAD.



SERVICES

FUNDING SOURCES	SERVICES			
	Probation Supervision	Electronic Monitoring	Residential Services	Supplemental Services
Supervision Services	✓			
Electronic Monitoring		✓		
Residential Services			✓	
Discretionary Grants	✓			✓
Community Corrections	✓	✓	✓	✓



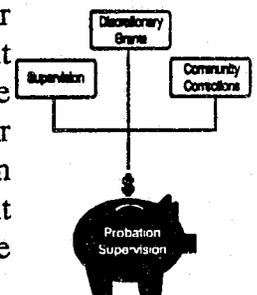
One hundred and nineteen Community Supervision and Corrections Departments deliver supervision services to adults under pretrial and presentence release, deferred adjudication and probation. Funding provided through the Community Justice Assistance Division enables local departments to develop and operate residential and supervision programs which comply with state's community corrections standards. The costs for probation include all expenditures relating to the basic services offenders receive while under community corrections supervision. These services include presentence investigations, court services, supervision, counseling, and referral to educational, vocational, and employment services. Supplemental services that an offender may receive in conjunction with basic supervision services are not considered part of the average cost of the program.

Cost per day figures for the Community Justice Assistance Division are based on actual program expenditures for fiscal year 1991 and annualized program expenditures for fiscal year 1992. The cost per day was calculated for only those programs where both expenditures and population information were available. This information was not available for funds distributed under the Community Corrections (CCP) and Discretionary Grant programs. These programs made up 41% (\$54,957,878) of CJAD's expenditures in fiscal year 1991 and 33% (\$50,776,193) in fiscal year 1992. Performance grants distributed to county governments in fiscal year 1992 for the purpose of diverting offenders from prison are also not included in the calculation of cost per day.

Community corrections and probation services are delivered to both felony and misdemeanor offenders. Cost estimates, therefore, reflect the average cost of providing services to all probationers in the state. Local funds used to provide community corrections and probation supervision do not include the cost of facilities, utilities, and equipment provided at no cost to departments by county governments.

At the end of fiscal year 1992, 112,158 misdemeanants and 129,196 felons were under direct community corrections supervision. The services offenders receive through Community Justice Assistance Division funding include:

§ **PROBATION SUPERVISION:** Probation supervision delivers basic probation services to felons and misdemeanants placed on pretrial release, deferred adjudication or probation. These services include counseling and personal awareness development as well as referral to educational services, job skills training and substance abuse counseling. The services and supervision an offender receives is dependent on their needs and the risk they pose to the community. Funding for probation supervision is distributed through supervision, community corrections and discretionary grant monies. Only those programs funded through the supervision budget line item are included in the calculation of cost per day for probation supervision.



Probation supervision is administered through a four-tier system. This system provides a case management tool to Community Supervision and Corrections Departments by setting specific guidelines on caseload size and supervision levels. Offenders may be placed into one of four tiers based on an assessment of needs and risks. The tiered supervision system encompasses all of the community based supervision caseloads funded through CJAD.



The eligibility requirements and supervision provided through the four levels of the tiered system are described below.

Level 1: This classification extends the most restrictive non-residential supervision to offenders who: have a documented pattern of serious non-compliance while supervised at a less restrictive level; have a motion to revoke filed for a law violation; or match the jurisdiction's profile of offenders historically committed to prison or jail. Level 1 caseloads are limited to twenty-five offenders per officer.

Level 2: This classification extends a maximum level of supervision to offenders who: have progressed from a residential or level 1 supervision; have violated the rules of a less intensive supervision level; have documented special needs; or have maximum need/risk scores as calculated by the CJAD case classification system. Level 2 caseloads are limited to forty offenders per officer.

Level 3: This classification extends a moderate level of supervision to offenders who: have progressed from a more intensive level of supervision; have experienced difficulty conforming to the rules of a less intensive supervision level; or have medium need/risk scores as calculated by the CJAD case classification system. Level 3 caseloads are limited to seventy-five offenders per officer.

Level 4: This classification extends a minimum level of supervision to offenders who: have progressed from a more intensive level of supervision; have minimum need/risk scores as calculated by the CJAD case classification system; or have been placed on probation but have not yet been classified. Level 4 caseloads are limited to one hundred offenders per officer.

Offenders can enter the tier system at any level. Once in the system, an offender can be moved within the levels or out of a supervision caseload and into a residential facility. Movement within the four tiers and residential facilities allows probation officers the flexibility to provide a "continuum of sanctions" to offenders under community supervision. The supervision of offenders can, therefore, be reduced or increased as the offender's behavior and needs merit. Supplemental services or supervision "tools" can also be incorporated into each supervision level. These services include electronic monitoring, urinalysis, literacy programs, life skills training, employment programs and substance abuse counseling.

Specialized probation caseloads are also included in the four-tier system. Specialized programs include intensive supervision probation, specialized caseload probation, and surveillance probation. The intensive supervision probation program was the only specialized program partially funded through probation supervision funds in fiscal years 1991 and 1992. The average costs for the specialized caseload and surveillance probation



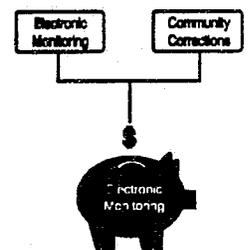
programs are not included in the cost per day for probation supervision. A brief description of each program is given below.

Intensive Supervision Probation (ISP): The ISP program provides intense supervision to high risk felony offenders. Intensive caseloads are limited to forty probationers who are supervised by specially trained officers. A probationer on ISP receives an average of four contacts per month and an assessment of progress under the program every ninety days. Offenders are assigned to ISP for up to one year, although the term may be extended by the court. The intensive supervision probation program is considered a Level 2 supervision.

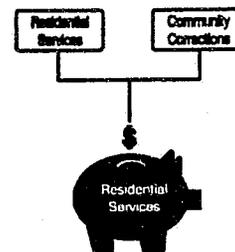
Specialized Caseload Probation: The specialized caseload program provides close supervision and counseling for offenders with special needs. Caseloads exist to deal with alcohol and drug abuse, mental illness, mental retardation, family violence, and sex offender treatment. Each caseload is limited to forty offenders supervised by an officer trained and experienced in dealing with the specific problem area of the probationers. Probationers assigned to a specialized caseload meet with their probation officer approximately four times per month. An offender may remain on a specialized caseload for up to one year, or until their needs are addressed. The specialized caseload probation program is considered a Level 2 supervision.

Surveillance Probation: Surveillance probation provides the most intensive level of supervision possible in a non-residential setting. Offenders are supervised by two probation officers who share the responsibility of surveillance and supervision. Those assigned to surveillance probation meet with their probation officers at least five times per week. In addition to weekly contacts, surveillance procedures such as curfew checks may be utilized. Caseloads are limited to twenty-five high risk felony offenders per officer team. The surveillance probation program is considered a Level 1 supervision.

§ ELECTRONIC MONITORING: Electronic monitoring programs provide a supervision tool to departments which enables them to monitor offenders who pose a risk to the community. Electronic equipment monitors the presence or absence of an offender at a specific location and time. Electronic monitoring is not a supervision program but is used in conjunction with non-residential community caseloads. Offenders are typically placed under electronic monitoring for three to six months. Only those programs funded through the electronic monitoring budget line item were used to calculate the cost per day.



Residential Services: Community-based residential programs offer the court sentencing and punishment alternatives short of incarceration. Residential facilities are designed to provide supervision and structure for offenders as they are integrated back into the community. Offenders may be placed in a residential facility for no more than twenty-four months. Residential services are delivered through Community Corrections Facilities and County Corrections Centers. Community Corrections Facilities are operated by Community Supervision and Corrections Departments (CSCDs) and provide probationers with a closely monitored setting and treatment for specific problem areas. County Corrections Centers, operated by the county sheriff in conjunction with the CSCD, house and provide work programs and counseling for eligible defendants and probationers.



Residential services are funded through the residential budget line as well as through community corrections. Only those programs funded through residential services are included in the calculation of cost per day. The following facilities received funding in fiscal years 1991 and 1992.

- § **RESTITUTION CENTERS:** The restitution center program is designed to divert non-violent felony offenders from prison. These community-based facilities provide twenty-four hour supervision in a highly structured environment. The restitution center program focuses on offender employment, financial management and restitution to the victim. Probationers are allowed to leave the facility to work, to perform community service, or to attend education or rehabilitation programs. Offenders remain in the restitution center for three to twelve months.
- § **COURT RESIDENTIAL TREATMENT CENTERS:** The court residential treatment center program provides supervision, specialized services, and treatment to felony and misdemeanor offenders with special needs. Treatment is provided for offenders with alcohol and drug dependencies, mental deficiencies and emotional problems. Typically, one or more of these problem areas are contributing factors to the offender's involvement in the criminal justice system. Regular evaluations are made of the offender's behavior, attitude, and progress at the center. All evaluations are filed with the sentencing judge. An offender may be placed into a court residential treatment center for one to twenty-four months. A judge may also place offenders into a treatment center as a pretrial condition.
- § **SUBSTANCE ABUSE TREATMENT FACILITY:** The substance abuse treatment facility program provides intensive treatment to offenders who have serious substance abuse dependencies. Although the focus of the program is to treat the offender's substance abuse problem, additional services such as education and vocational skills training are offered. Offenders are placed in substance abuse treatment facilities for one to twenty-four months.



§ COMBINATION FACILITIES: Combination facilities are geared toward meeting the most pressing needs of the community in which they are located. These facilities combine the services offered through the Restitution Center and Court Residential Treatment Center programs.

BOOT CAMPS: Boot camps provide the courts with a sentencing alternative for young (17 to 25), high risk, first time offenders. The program utilizes a regimented supervision strategy which provides discipline, physical activity, work and treatment. An offender may be placed into a boot camp for one to twenty-four months.

INTERMEDIATE SANCTION FACILITIES: Intermediate sanction facilities provide short-term detention for probation violators and other offenders who pose a risk to the community. Although the focus of the program is punishment, intermediate sanction facilities provide limited services and treatment to address the needs of those in the facility. An offender may be placed into an intermediate sanction facility for no less than thirty days.

FACILITIES FOR THE MENTALLY RETARDED OR DEVELOPMENTALLY DISABLED: Facilities for the mentally retarded or developmentally disabled provide specialized services and treatment for offenders with mental impairments. The goal of these facilities is to provide mentally retarded and developmentally disabled offenders with the living skills needed to divert them from further criminal activity. Evaluations of offender behavior, attitude and progress are filed with the sentencing judge on a regular basis. An offender may be placed into a facility for the mentally retarded or developmentally disabled for one to twenty-four months.

Discretionary Grant Funded Programs: Discretionary grants provide funding for the implementation and/or expansion of community corrections programs. Grants are awarded on a competitive basis to CSCDs, local governments and non-profit organizations for a period of one year. Discretionary grants are used to provide supervision and supplemental services.

In fiscal year 1991, one hundred fifty-four discretionary grants were awarded totaling \$5,138,665. Seventy-one grants were awarded in fiscal year 1992 for a total of \$4,672,429. Because discretionary grant programs are integrated throughout all probation services, it is not possible to ascertain the number of offenders served with grant monies. No program or service funded through discretionary grants is included in the cost per day calculations presented in this report.



Supplemental services funded through discretionary grants include the following programs.

COMMUNITY SERVICE RESTITUTION: Community service restitution is a condition of probation which requires an offender to work a specified number of hours at a community service project or non-profit organization. Offenders complete community work in order to make restitution to the community. Community service restitution hours are ordered by the court. The number of hours an offender must complete varies according to the offense they have committed.

WORK PROBATION: Work probation is a condition of supervision which requires a felony probationer to work a specified number of hours in a supervised, structured program. The CSCD is expected to place the offender in a field of work in keeping with their work experience whenever possible. Offenders may be ordered to work twenty-four to one thousand hours.

PRETRIAL INTERVENTION SERVICES: The Texas Code of Criminal Procedure allows a judge to place a defendant under the supervision of the local CSCD prior to the defendant's trial, or, upon conviction, prior to sentencing. Pretrial intervention programs provide courts with an alternative sanction for low risk defendants that avoids regular criminal processing and conviction, yet insures that the defendant's legal rights are safeguarded. Defendants placed in pretrial intervention receive supervision and services including urinalysis, counseling and psychological assessments.

LITERACY PROGRAMS: Literacy programs provide training to offenders with limited literacy skills. In addition to providing basic literacy instruction, programs may provide preparation for General Equivalency Diploma (GED) testing.

BATTERING INTERVENTION AND PREVENTION PROGRAMS: Battering Intervention programs provide treatment and counseling to offenders who threaten or commit acts of family violence. Offender compliance with treatment is recorded for the court. Battering intervention programs also offer training on the dynamics of family violence, treatment options and program activities to law enforcement officials, prosecutors, judges and probation officers.

CONTRACT SERVICES: CSCDs receive contract services to fund special programs and services. Departments contract with providers in the community for: substance abuse screening, assessment and counseling; urinalysis; psychological counseling and services; literacy programs; and outpatient treatment programs. All programs funded through contract services are non-residential.



CONTRACT RESIDENTIAL SERVICES: Funding through contract residential service grants allow CSCDs to contract with service providers in the community for residential facility placements. Grants are most often used to place offenders with substance abuse problems in residential treatment facilities.

EMPLOYMENT SERVICES: Employment service programs provide job search training, job development and employment services to assist probationers in finding stable employment.

SUBSTANCE ABUSE SERVICES: Substance abuse services funded through discretionary grant programs include urinalysis testing, drug education and substance abuse treatment. Substance abuse services are non-residential.

Community Corrections Program (CCP): CCP funds are distributed to all local CSCDs using a standard formula based on the county's prison bed allocation. The objective of community corrections funding is to reduce the number of offenders sentenced to jail and prison. Community corrections monies are used to implement and enhance all probation diversionary programs and services. Community corrections program funds distributed in fiscal years 1991 and 1992 were used to provide supervision, residential, electronic monitoring and supplemental services.

In fiscal year 1991, community supervision and corrections departments received \$49,819,213 in CCP funds. In fiscal year 1992, \$46,103,764 in CCP funds was distributed. Because community corrections programs are integrated throughout all probation services it is not possible to ascertain the number of offenders served with CCP monies. No program or service funded through the community corrections program is included in the cost per day calculations presented in this report.



*Community Justice Assistance Division
Average Cost Per Day Per Client*

	FY 1991	FY 1992
Probation Supervision		
State Cost	\$0.75	\$0.90
Local Cost*	\$0.87	\$0.85
Total	\$1.62	\$1.75
Electronic Monitoring		
State Cost	\$5.52	Not
Local Cost	\$0.16	Available
Total	\$5.68	
Restitution Centers		
State Cost	\$37.80	\$40.66
Local Cost	\$8.21	\$7.89
Total	\$46.01	\$48.55
Court Residential Treatment Centers**		
State Cost	\$60.17	\$46.34
Local Cost	\$4.70	\$2.80
Total	\$64.87	\$49.14
Combination Centers		
State Cost	\$46.03	\$48.24
Local Cost	\$3.64	\$6.23
Total	\$49.67	\$54.47
Substance Abuse Treatment Facilities**		
State Cost	\$186.49	\$53.79
Local Cost	\$0.98	\$2.12
Total	\$187.47	\$55.91

Note: No service funded through discretionary grant or community correction (CCP) monies is included in cost per day calculations. The average population served by these programs was not available.

* Local costs include probation fees and interest accrued on state funds disbursed to CSCDs

** FY 1991 costs include one-time start up costs and partial populations associated with new facilities



Institutional Division

The Institutional Division (ID) is responsible for the care, rehabilitation and custody of offenders sentenced to prison in Texas. At the end of fiscal year 1992, the Institutional Division was operating thirty-seven prison units, including the Skyview Psychiatric unit and the University of Texas/Medical Branch (UTMB) hospital unit at Galveston. Four privately operated facilities also housed ID inmates. The total capacity of the prison system at the end of fiscal year 1992 was 54,351. Capacity included 51,401 beds operated by the Institutional Division, 2,000 privately operated beds, 528 psychiatric beds operated at the Skyview unit, and 422 boot camp beds. The total average daily population for the year was 51,247 inmates.

Each prison unit is comprised of a variety of distinct custody and classification levels which determine the security staffing of the facility and the type of inmates housed. Security staffing patterns are based on the mixture of trusty, minimum, medium, close, administrative segregation, solitary confinement and special needs beds found within the facility. Each unit also has a unique mixture of industry, education, substance abuse treatment, and mental and physical health services. This combination of security staffing and non-security programs determines the operational cost for each prison unit.

Institutional Division cost estimates present the average operational cost for all facilities housing ID inmates. The cost per day includes expenditures for executive administration, central administration, security and non-security personnel, food, clothing, transportation, medical services, substance abuse treatment, and correctional facility leases. Cost estimates also include expenditures made for the operation of the Windham School System, the UTMB hospital unit at Galveston, the Skyview Psychiatric unit and contract capacity.

*Institutional Division
Average Cost Per Day Per Inmate*

	FY 1991	FY 1992
Statewide Average		
Security Cost	\$18.29	\$19.03
Non-Security Costs*	\$25.01	\$26.67
Total	\$43.30	\$45.70
Average by Custody Level		
General Population	\$41.63	\$43.81
Administrative Segregation	\$53.96	\$58.67
Solitary Confinement	\$52.87	\$59.07

Note: Cost per day estimates do not include the following expenditures: lease purchase contracts; debt service; or payments made to house offenders awaiting transfer in county jails.

* Non-security costs include non-ID state funds used to provide services to inmates. These services include the UTMB hospital at Galveston, the Windham School District, and psychiatric services provided at the Skyview unit. The average cost for these services was \$4.00 per inmate per day in FY 91 and \$4.27 per inmate per day in FY 92.



The cost per day depicts the total average cost to house and provide services for all prison inmates. The actual cost per day varies according to the custody level, unit location and services utilized by the offender. Federal commodities provided to the Institutional Division are not included in the cost per day estimate. These commodities were valued at \$4,921,784 in fiscal year 1991 and \$5,943,147 in fiscal year 1992.

Prototype Units

In fiscal years 1991 and 1992, the Institutional Division opened a total of new 1,000 bed regional reintegration centers. Six additional prison units and a psychiatric facility will become operational by the end of fiscal year 1993. Of the six new prison units scheduled for completion, two are 2,250 bed units and four are 1,000 bed facilities.

All Institutional Division facilities built after 1986 are constructed according to specific "prototype" designs. The configuration of these prototype units requires different security staffing patterns than those found in older units. Because of this, the cost per day to operate new facilities differs from the average systemwide cost per day. In order to more accurately estimate the average cost per day for future Institutional Division units, the cost per day for a prototype 2,250 and 1,000 bed facility was calculated for fiscal years 1991 and 1992.

Prototype Units Average Cost Per Day Per Inmate

	FY 1991	FY 1992
2,250 bed facility		
Security Cost	\$22.16	\$22.74
Non-Security Costs	\$25.01	\$26.67
Total	\$47.17	\$49.41
1,000 bed facility		
Security Cost	\$16.41	\$16.84
Non-Security Costs	\$25.01	\$26.67
Total	\$41.42	\$43.51

The average cost shown for each prototype units includes all security and non-security costs. Non-security costs remain the same for all units in the system. Differences in the cost per day for the 2,250 and 1,000 bed prototype units are, therefore, the result of differing security staffing patterns. The 2,250



bed facilities are maximum security prisons which house all classifications of inmates and require security staffing for general population, administrative segregation and solitary confinement inmates. In contrast, the 1,000 bed regional reintegration centers house only general population inmates and so require fewer security personnel.

It is important to note that, as with all prison facilities, the cost per day for new units varies greatly. New facilities have the same configuration as the prototype but may have different custody bed space ratios. Aside from custody and staffing issues, the operational cost for a new unit will be affected by utility rates and transportation costs as well as the services offered to inmates housed in the facility.

Private Prison Facilities:

Four private prison facilities provide an additional 2,000 beds to the state prison system. In fiscal year 1992, the average daily population of privately operated prisons was 1,997 inmates. The Institutional Division contracts for this additional capacity at a rate of \$35.25 per day. The contract rate includes the cost of housing inmates as well as educational services, minor medical services, transportation and lease expenses.

*Private Prison Facilities
Average Contract Cost Per Day Per Inmate*

	FY 1991	FY 1992
Private Facilities		
Contract Cost	\$35.25	\$35.25

Only inmates that have been classified as general population offenders (medium and minimum security) may be assigned to a private facility. Although assigned to a private facility, inmates remain the responsibility of the Institutional Division. The Division completes all diagnostic and classification procedures for private facility inmates and provides medical care for those who become seriously ill. The Institutional Division also maintains one monitor at each private facility to guarantee contract compliance. These services are provided by the Institutional Division in addition to the daily contract cost.



Pardons and Paroles Division

The primary function of the Pardons and Paroles Division (PPD) is to provide supervision and services to offenders paroled or released on mandatory supervision from the Institutional Division, county jails or otherwise placed under the jurisdiction of the Division. PPD is also responsible for providing the Board of Pardons and Paroles with the information necessary to investigate and consider inmates for release.

Parole services are delivered through regional and district offices throughout the state. Expenditures for parole programs include executive and central administration costs as well as the costs of supervision and services.

At the end of fiscal year 1992, 76,384 parolees were under direct supervision. The programs and services provided to these offenders by the Pardons and Paroles Division are described below.

§ PAROLE AND MANDATORY SUPERVISION: Offenders released from state custody are placed under parole or mandatory supervision. Program and service referrals are based on the needs of the offender and the risk they pose to the community. An assessment of the psychological and/or developmental deficits which contribute to the offender's criminal behavior is completed on all offenders placed under supervision. The outcome of this assessment determines whether the offender is placed on intensive (maximum), medium, or minimum supervision. Minimum supervision requires contact with the parole officer approximately once a month while maximum supervision requires contact approximately three times a month. Basic parole services include supervision and counseling from parole officers as well as referral to employment, substance abuse and educational services in the community. The average caseload for parole and mandatory supervision in fiscal years 1991 and 1992 was approximately 76 offenders per officer.

§ INTENSIVE SUPERVISION PAROLE (ISP): The ISP program is designed to provide intense supervision to parolees who have experienced difficulty conforming to the rules of parole and are at risk of recidivism. The emphasis of the program is the development of stable employment, and participation in educational programs, substance abuse treatment and all court ordered interventions. Offenders on ISP are contacted at least four times a month, with a minimum of one face-to-face contact per week. The average ISP caseload consists of twenty-five offenders per officer.

ELECTRONIC MONITORING: The electronic monitoring program augments a parole officer's supervision of an offender by providing an electronic means to detect curfew and home confinement violations. Electronic monitoring is not a supervision program but is used in conjunction with non-residential programs.



- § **HALFWAY HOUSE PROGRAM:** The halfway house program provides offenders in need of close supervision upon release and those who have no other residential resources with residential placement in the community. Inmates are released to halfway houses directly from the Institutional Division as a condition of parole or as an alternative when the inmate is unable to develop or maintain a suitable residential plan. Parolees are encouraged to look for suitable employment or job training and to participate in substance abuse treatment, counseling and all other social services available. Employed residents are required to contribute 25% of their earnings to the program.
- § **PRE-PAROLE TRANSFER HOUSES (PPT):** Pre-parole facilities house Institutional Division inmates who are no more than one hundred eighty days and no less than thirty days from their parole date. Inmates placed into a PPT facility serve out the remainder of their sentence and are released from the facility on parole. Pre-parole transfer houses are secure facilities, with perimeter lighting, fencing and controlled entry. Inmates in PPT facilities are, for the most part, allowed access to the community. These offenders are encouraged to look for suitable employment or job training and to participate in substance abuse treatment, counseling and all other social services available. Employed residents are required to contribute 25% of their earnings to the program.
- § **INTERMEDIATE SANCTION FACILITIES (ISF):** Intermediate sanction facilities provide a placement option for offenders sentenced to county jail as a result of violations of the terms of their parole release. To be placed in an ISF, a parole violator must have no serious medical conditions and must have a release date of not more than one hundred and eighty days from the date of incarceration in the facility. While in the facility, an inmate is provided with substance abuse counseling, individual counseling, religious and ministerial crisis counseling, life skills training, employment skills training and education services. All intermediate sanction facilities are privately owned. At the end of fiscal year 1992, three intermediate sanction facilities provided a total of 1,097 beds.

SPECIALIZED SERVICES: Offenders whose needs can not be met under basic parole or intensive supervision are provided with specialized or supplemental services. These services include intensive substance abuse treatment, sex offender treatment, and treatment for offenders with mental and emotional disabilities. In fiscal year 1991, 733 parolees received specialized services while 2,980 parolees received specialized services in fiscal year 1992. The average cost of service was \$1,665.20 in fiscal year 1991 and \$875.04 in fiscal year 1992.



*Pardons and Paroles Division
Average Cost Per Day Per Client*

	FY 1991	FY 1992
Parole Supervision		
Cost	\$2.29	\$2.29
Intensive Supervision		
Cost	\$4.92	\$4.86
Halfway Houses		
State Cost	\$35.20	\$34.80
Client Cost*	\$0.87	\$0.59
<u>Total</u>	<u>\$36.07</u>	<u>\$35.39</u>
Pre-Parole Transfer Houses		
State Cost	\$39.52	\$39.07
Client Cost*	\$0.67	\$1.01
<u>Total</u>	<u>\$40.19</u>	<u>\$40.08</u>
Intermediate Sanction Facilities		
Cost	\$45.77	\$38.71**

Note: In FY 1992, a shift in parole selection personnel from PPD to ID resulted in a lower cost per day

- * Employed offenders are required to contribute 25% of their earnings toward the program
- ** The lower cost of ISFs in FY 1992 is the result of program expansion. 522 offenders were served in FY 1991 compared to 1,067 in FY 1992. The cost also reflects a reduction in capital expenses in FY 1992.



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