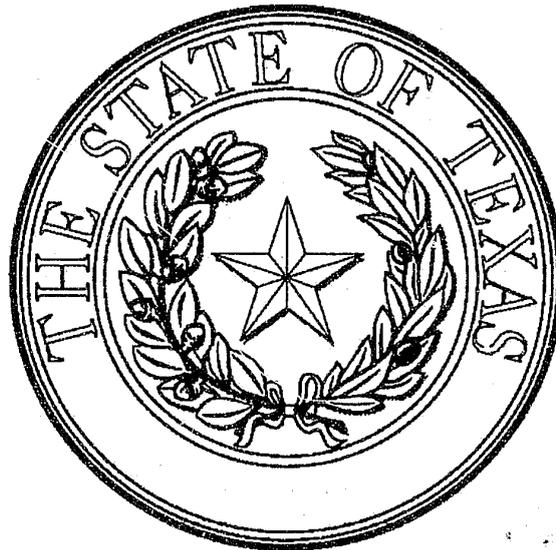


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Projection of Correctional Populations in Texas, FY 1994 - 2000



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March 18, 1994

Criminal Justice Policy Council
P.O. Box 13332
Austin, Texas 78711
(512) 463-1810

Tony Fabelo, Ph.D.
Executive Director

Projection of Correctional Populations in Texas, FY 1994 - 2000

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U.S. Department of Justice
National Institute of Justice

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Note From the Director

This report presents correctional population projections for Texas for fiscal years 1994 to 2000. Texas is implementing the most far-reaching sentencing reform in the nation. This reform is backed by the largest correctional capacity expansion in the nation and the largest correctional substance abuse treatment program in the world. Between September 1994 and December 1995 Texas will bring into operation 76,490 correctional beds in a variety of facilities. The present total capacity of the correctional system will more than double to 145,081 beds by December 1995. Texas at that time may have the largest correctional system in the nation. The system will also grow in complexity with various layers of programs and facilities. By 1996, the system will include 97,409 prison beds (with therapeutic communities, private prisons, work programs and boot camps included in this count); 13,530 state detention and transfer facilities for holding "pre-prisoners"; 10,000 Substance Abuse Felony Punishment Facilities and 24,142 state jails. The most challenging task of the Texas Department of Criminal Justice (TDCJ) will be to effectively manage this complex system.

The addition of 76,490 correctional beds over the next two years will have a significant impact in reducing the county jail backlog of state offenders. If TDCJ can meet the construction schedule and manage the movement of thousands of offenders from county jails during certain critical months in the next two years, the county jail backlog is projected to decline and the state is projected to transfer all backlogged state offenders from county jails to state facilities by June 1995.

The state will continue to meet its duty to accept inmates during fiscal year 1995 and 1996 if all the operational assumptions made here hold true and if the pressure to incarcerate more offenders does not increase in response to the relief in crowding in the county jails. However, the long-term projection shows that the state will still have to build 58,991 additional correctional beds between 1997 and 2000 to meet the demand for new capacity generated by present sentencing policies (37,692 state jails and 21,299 prison beds). By the year 2000, the projected number of state felons that need to be in state correctional facilities will be 206,182.

It is important to note two critical operational factors that become obvious with this projection. First, TDCJ by the year 2000 will be managing almost one-half of its correctional population in facilities other than traditional prisons - in detention and transfer facilities, substance abuse units and state jails managed by the state or by local entities. This will require the development of new management strategies to effectively match correctional populations to suitable facilities and programs. Second, TDCJ budget will continue to be one of the fastest growing budgets of any state agency during the next six years. With a commitment by the state to not raise new revenues through taxation, the state may soon need to search for funds in other areas of the state budget to pay for the operations of new prisons.

Tony Fabelo, Ph.D.
Executive Director

Part I: Assumptions of the Projection

Projected Increase in Correctional Capacity, FY 1994-1996

Correctional Beds Added to Capacity by Type

	Prisons*	State Detention/ Transfer Facilities	Substance Abuse Felony Punishment Facilities	State Jails	Total
FY 1994	16,967	10,000	1,175	0	28,142
FY 1995	15,445	0	7,253	20,418	43,116
FY 1996 (By 12/95)	1,008	500	0	3,724	5,232

Projected Correctional Capacity by Type

	Prisons*	State Detention/ Transfer Facilities	Substance Abuse Felony Punishment Facilities	State Jails	Total
FY 1993	63,989	3,030	1,572	0	68,591
FY 1994	80,956	13,030	2,747	0	96,733
FY 1995	96,401	13,030	10,000	20,418	139,849
FY 1996 (By 12/95)	97,409	13,530	10,000	24,142	145,081

- **Correctional capacity in Texas will increase by 112% between September 1993 and December 1995**
- **Texas may have the largest correctional system in the nation by the end of 1995**
 - √ The above capacity accounts for the state jail Mode 2 accelerated schedule and includes the emergency capacity authorized by the board of the Texas Department of Criminal Justice in January 1994 (15,463 beds)
 - √ The above capacity does not include 1,860 beds in private detention facilities and 1,314 beds in temporary detention facilities, however, these capacities are incorporated in the model to make the projection

* Prisons include ID System I & II, Work Program, Boot Camp, private prisons, and psychiatric facilities
Hospital capacity is not included

Assumption About Capacity Utilization in Substance Abuse Felony Punishment Facilities

- **Substance Abuse Felony Punishment Facilities (SAFP)**

- √ Part of the capacity in the SAFP facilities during fiscal year 1995 will be used to house the backlog of inmates in county jails

- In fiscal year 1994 the capacity of SAFP facilities will be 2,747 and all of the facilities will house offenders receiving substance abuse treatment

- In fiscal year 1995 the capacity of SAFP facilities will be 10,000 and approximately 5,200 offenders will be receiving substance abuse treatment

- Based on the available information at this time, it is projected that the demand for treatment will not exceed program resources in fiscal year 1995

- √ By fiscal year 1996 program planners are projecting to match treatment resources capacity with operational capacity

- Offenders on the waiting list for the program will be admitted first as SAFP facility capacity is expanded

- √ SAFP facilities include those designated as parole intermediate sanction facilities (ISF)

- √ SAFP facilities are assumed to operate at 97% of capacity

- As of August 1993 the SAFP facilities were operating at 94.3% of capacity

Assumption About Capacity Utilization in State Jails

• **State Jails**

- √ The state jail felony sentencing system becomes effective September 1, 1994
- √ Capacity in state jails will be provided for state jail felons to serve an average of:
 - 6 months in 1995
 - 10 months in 1996
 - 13 months in 1997
 - 18 months in 1998 and 1999
 - 21 months in 2000
- √ This assumption was agreed upon by the Senate Criminal Justice Committee Working Group during the last legislative session
 - It is important to note that there is no historical data to verify this assumption since this sentencing system is new
 - The Criminal Justice Policy Council is developing data collection mechanisms to monitor the implementation of the state jail sentencing system and will adjust the above assumptions as information becomes available by 1996
- √ State jails will be used as transfer facilities to the extent that state jail capacity exceeds the number of state jail felons sentenced to these facilities
 - State jails are assumed to operate at 97% of capacity

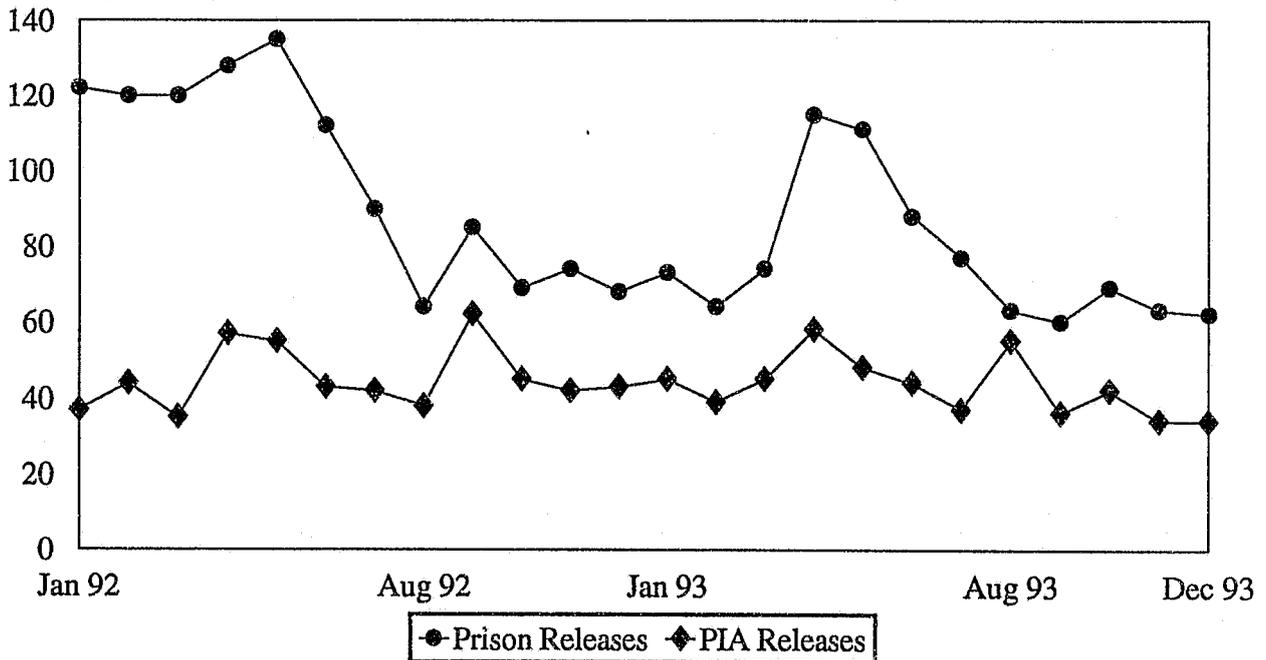
State Jail Monthly Construction and Capacity Schedule, October 1994 to October 1995

Month	Added Capacity	Total Capacity
Oct 94	2000	2000
Nov 94	0	2000
Dec 94	0	2000
Jan 95	3867	5867
Feb 95	0	5867
Mar 95	4000	9867
Apr 95	2000	11867
May 95	4215	16082
Jun 95	1112	17194
Jul 95	2112	19306
Aug 95	1112	20418
Sep 95	1112	21530
Oct 95	2612	24142

Assumptions Concerning Prison Releases

- **Prison release/admission rate of 64 per day**
 ✓ This is the average number of prison releases per day for the period of September 1993 to December 31, 1993
- **Exceptions to a prison release/admission rate of 64 per day**
 ✓ Admissions to prison will be higher than 64 per day in those periods when new prison capacity becomes operational
 ✓ Releases from prison will be higher than 64 per day when enough offenders are eligible for mandatory release to surpass this number
 - Offenders have to be released on mandatory supervision when their good time credits and time served equal their sentence
 - As a result of the decline in parole releases, the number of mandatory releases is expected to increase
 - Since 1987 violent offenders have not been eligible for mandatory release
- **Releases from county or transfer and detention facilities on Parole-in-Absentia (PIA) will be an average of 37 per day**
 ✓ This is the average number of PIA releases per day for September 1993 to December 31, 1993
- **Parole technical revocations are assumed to continue at the level of 1993**
 ✓ Parole revocations for technical violators increased by 100% between 1992 and 1993 from 2,215 to 4,493

Average Daily Prison and PIA Releases Per Day, January 1992 - December 1993



Assumptions Concerning Prison Releases (Cont.)

Prison and County Jail Releases, January 1992 to December 1993

Month	Average Daily Parole Releases	Other Average Daily Prison Releases	Total Average Daily Prison Releases	Average Daily PIA Releases
Jan 92	112	10	122	37
Feb 92	109	11	120	44
March 92	110	10	120	35
April 92	118	10	128	57
May 92	123	12	135	55
June 92	101	11	112	43
July 92	78	12	90	42
Aug 92	52	12	64	38
Sept 92	74	11	85	62
Oct 92	59	10	69	45
Nov 92	62	12	74	42
Dec 92	56	12	68	43
Jan 93	58	15	73	45
Feb 93	50	14	64	39
March 93	58	16	74	45
April 93	94	21	115	58
May 93	91	20	111	48
June 93	72	16	88	44
July 93	53	24	77	37
Aug 93	44	19	63	55
Sept 93	38	22	60	36
Oct 93	44	25	69	42
Nov 93	36	27	63	34
Dec 93	41	21	62	34

Bold indicates those months included in average

Programmatic Assumptions

- **In Prison Therapeutic Communities (IPTC)**

- √ Offenders must successfully complete the IPTC program to be released on parole
- √ All those not completing the program successfully are not granted parole and are returned to prison
- √ Offenders serve nine months in this program
- √ The recidivism rate of offenders who complete the IPTC program is expected to be about 25% lower than similar offenders who do not go through the program
 - This is a preliminary calculation in the reduction of recidivism that will be necessary for this program to be cost-effective

- **Substance Abuse Felony Punishment Facilities (SAFP)**

- √ Probation:

- Offenders are placed in this program as a condition or modification of probation
- Offenders serve nine months in this program
- Approximately 90% of the offenders will complete the drug treatment program successfully
 - This percentage is based on preliminary information
- Offenders who do not successfully complete the program will be revoked to prison
- State jail felons can be placed in SAFP as a condition of their probation
- 50% of the SAFP intakes are assumed to be offenders who otherwise would have gone to prison

- √ Parole:

- Parolees who need treatment are placed in this program in lieu of a parole revocation
- Parole modification cases serve an average of six months in this program
- About 98.5% of these offenders are expected to complete the program
 - This percentage is based on preliminary information
- Parolees who do not successfully complete the program will be revoked to prison

- √ The recidivism rate of offenders who complete the SAFP program is expected to be about 25% lower than similar offenders who do not go through the program

- This is a preliminary calculation of the reduction of recidivism that will be necessary for this program to be cost-effective

- **State Jails**

- √ Approximately 43% of the offenders presently sentenced to prison will be diverted to community corrections as state jail felons

- State jail felons will serve an average of 4.3 years in community corrections supervision

- √ Felons who have a prior conviction for an aggravated offense or are convicted with an affirmative weapons finding are not eligible to be sentenced as state jail felons

- √ State jail felons under community supervision who commit additional state jail felonies will not be sentenced to prison but will continue to serve time in the state jail system

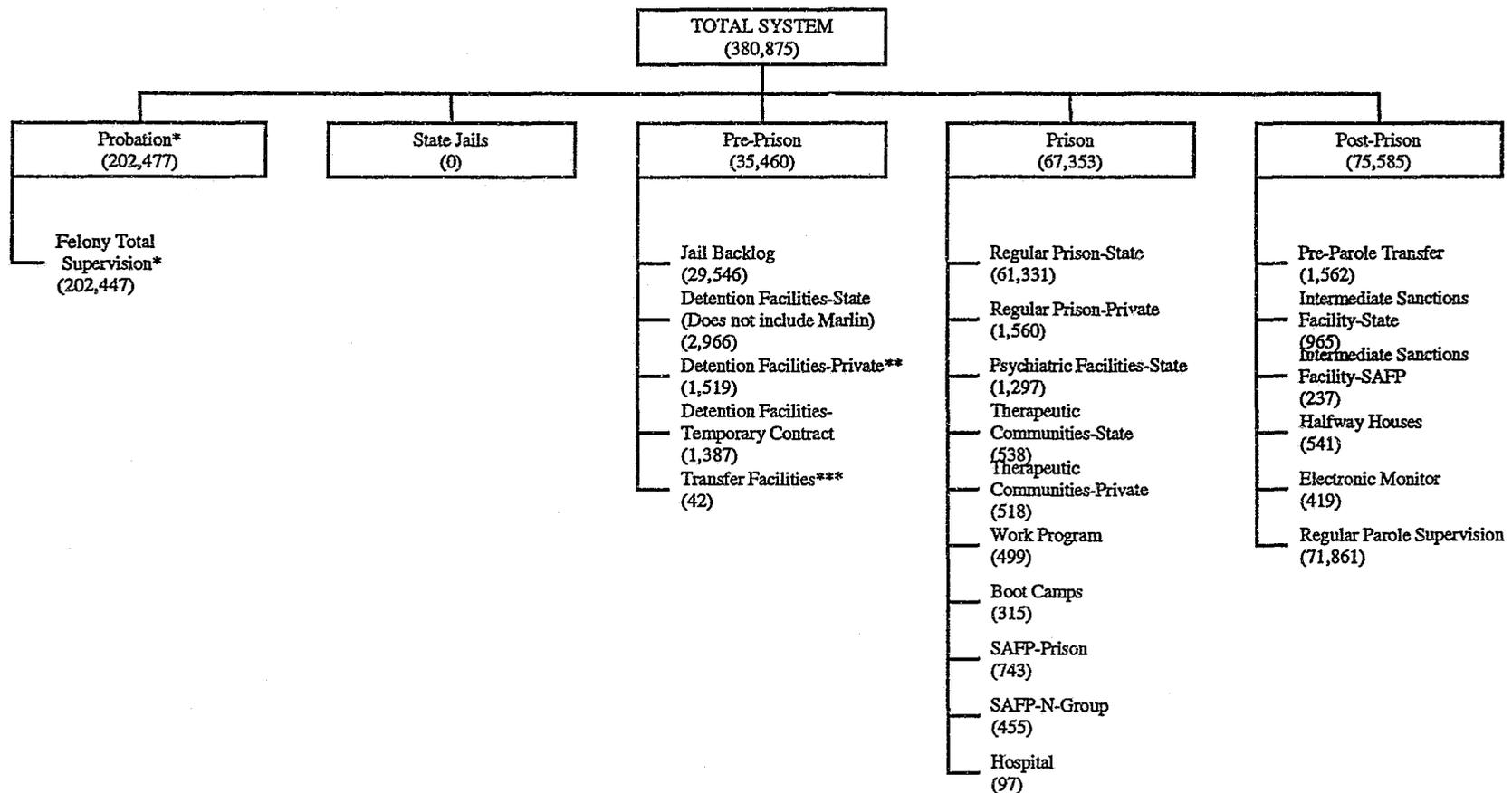
- √ State jail felons who commit a first, second, or third degree felony offense while under supervision will be sentenced to prison and will be given sentences based on their new felonies

Other Assumptions of the Model

- **Population sentenced to prison**
 - ✓ Those sentenced to prison for aggravated offenses will serve 50% of their sentences before parole eligibility
 - ✓ Those sentenced to prison for non-aggravated offenses will serve an average of between 30% and 40% of their sentences
- **Starting paper ready jail backlog**
 - ✓ The starting paper ready jail backlog for the projection is that reported for the end of December 1993 by the Texas Commission on Jail Standards: 29,546 (January 1, 1994 report)
- **Transfer Facilities**
 - ✓ Transfer facilities are used to temporarily house offenders sentenced to prison
 - ✓ Offenders stay in transfer facilities for up to 12 months or until they are released on Parole-in-Absentia (PIA)
- **Private Detention Facilities**
 - ✓ These facilities will continue to be contracted by the state during the projection period
- **State Contracted Temporary Detention Facilities**
 - ✓ As the county jail backlog declines the state will reduce its contracted capacity in these facilities (contracted with the counties)
- **Prison Capacity Definition**
 - ✓ Prisons include the ID systems I and II which are subject to Ruiz requirements as specified by the Institutional Division of the Texas Department of Criminal Justice
 - ✓ Private prisons that have a contract with the state are included in this category
 - ✓ Boot camps, work programs, and psychiatric facilities are considered to be prisons
 - ✓ Hospital inmates are included as part of the population, but the hospital beds are not included as a part of capacity
 - This is the method used by the Texas Department of Criminal Justice to count prison population and capacity
- **Note**
 - ✓ Many criminal justice officials claim that the lack of correctional capacity has restricted the use of the prison sanction and that as correctional capacity becomes available this "pent-up" demand will effect an increase in the projected backlog
 - ✓ As of March 1994, there was a total of 43,461 outstanding felony arrest warrants in the counties of Bexar, Cameron, Comal, Dallas, Denton, Gregg, Hale, Harris, Hays, Henderson, Lubbock, Nueces, Potter, and Tom Green
 - ✓ There is no way to determine how many of these warrants in these and other counties have not been executed due to lack of prison or jail space

Texas Adult Correctional System Population

December 31, 1993



*August 31, 1993 population

**Includes Dickens, Limestone, Newton, Odessa, Harris CCA, Laredo CCA, Bexar Wackenhut

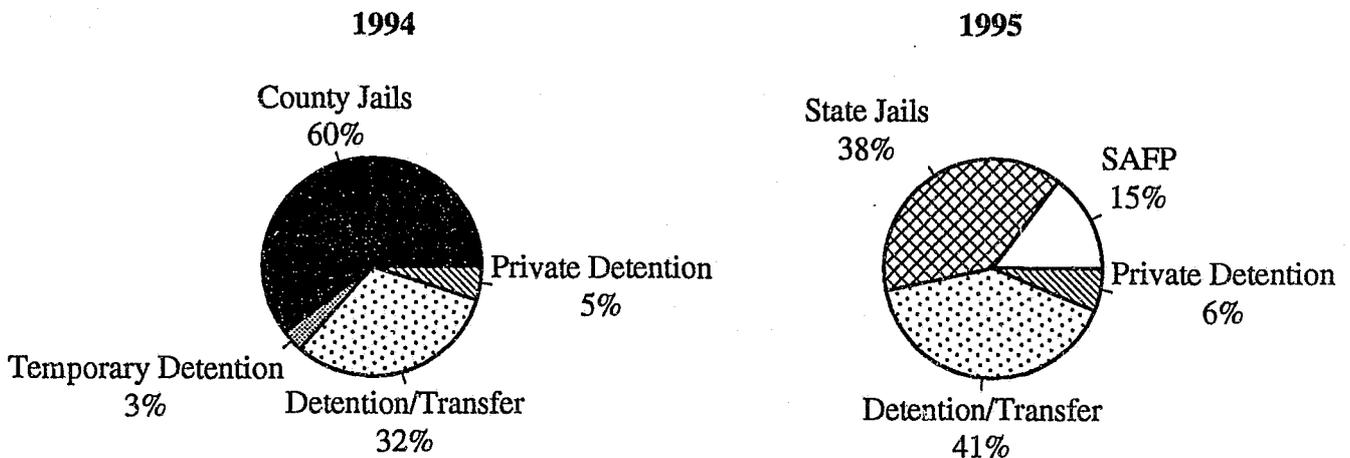
***The transfer population rose to 5,005 by 2/28/94

Part II: Projection FY 1994-2000

Projection of Pre-Prison Population by Location, 1994-2000

	1 Paper Ready Backlog in County Jails	2 Backlog Held in Substance Abuse Felony Facilities*	3 Backlog Held in State Jails	4 Backlog Held in Detention/ Transfer Facilities	5 Backlog Held in Private Detention Facilities	6 Backlog Held in Temporary Detention Facilities	Total Backlog held in Pre-Prison Facilities Sum (1-6)
1994	23,897	0	0	12,660	1,860	1,314	39,731
1995	0	4,610	11,901	12,725	1,860	0	31,096
1996	6,479	245	10,487	12,725	1,860	1,314	33,110
1997	17,365	0	0	13,213	1,860	1,314	33,752
1998	18,694	0	0	13,213	1,860	1,314	35,081
1999	19,991	0	0	13,213	1,860	1,314	36,378
2000	21,299	0	0	13,213	1,860	1,314	37,686

Backlog by Location, 1994-1995



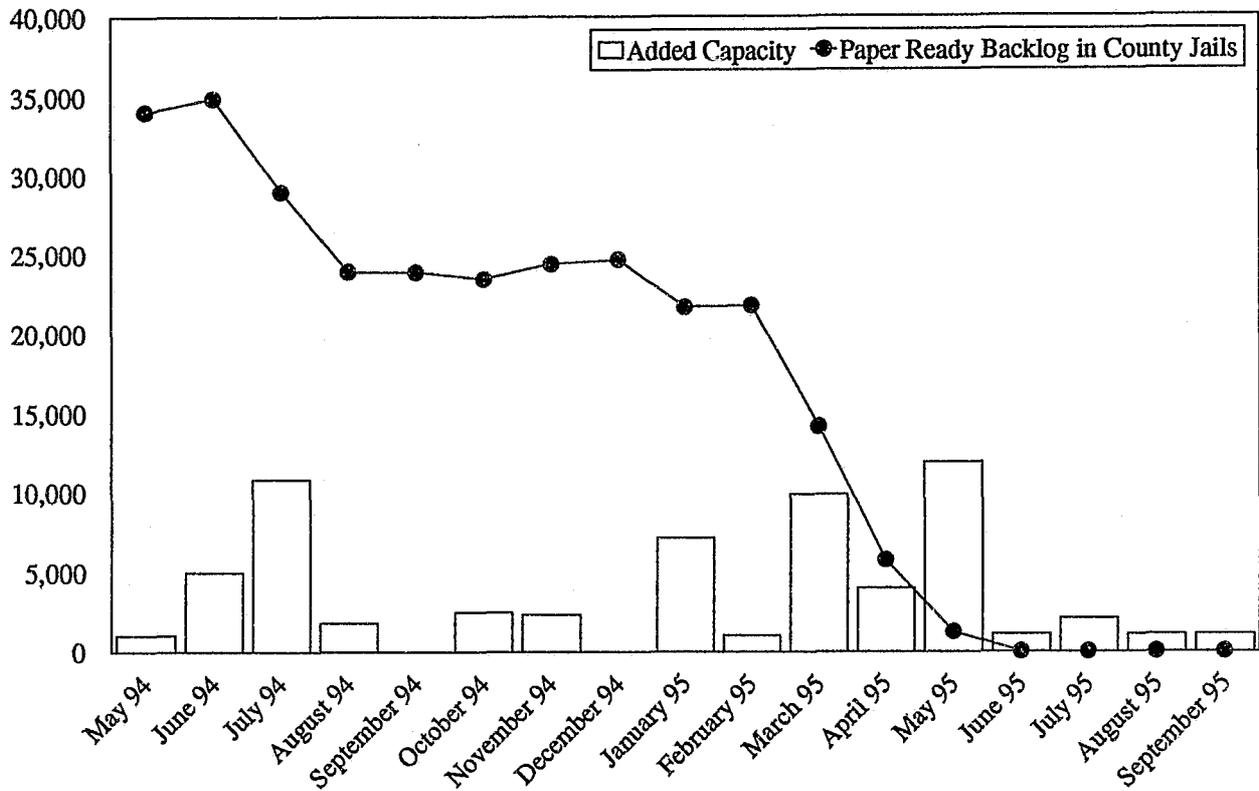
*Regular and ISF SAFP Facilities

Projection of State Correctional Population by Location, 1994-2000

	Pre-Prison Population	Prison Population*	Substance Abuse Felony Punishment (SAFP) Population**	State Jail Population	Total State Offenders Institutionalized
1994	39,731	79,467	2,233	0	121,431
1995	31,096	96,053	5,080	4,479	136,708
1996	33,110	97,059	9,343	13,363	152,875
1997	33,752	97,059	9,583	25,529	165,923
1998	35,081	97,059	9,583	46,241	187,964
1999	36,378	97,059	9,583	53,129	196,149
2000	37,686	97,059	9,583	61,834	206,162

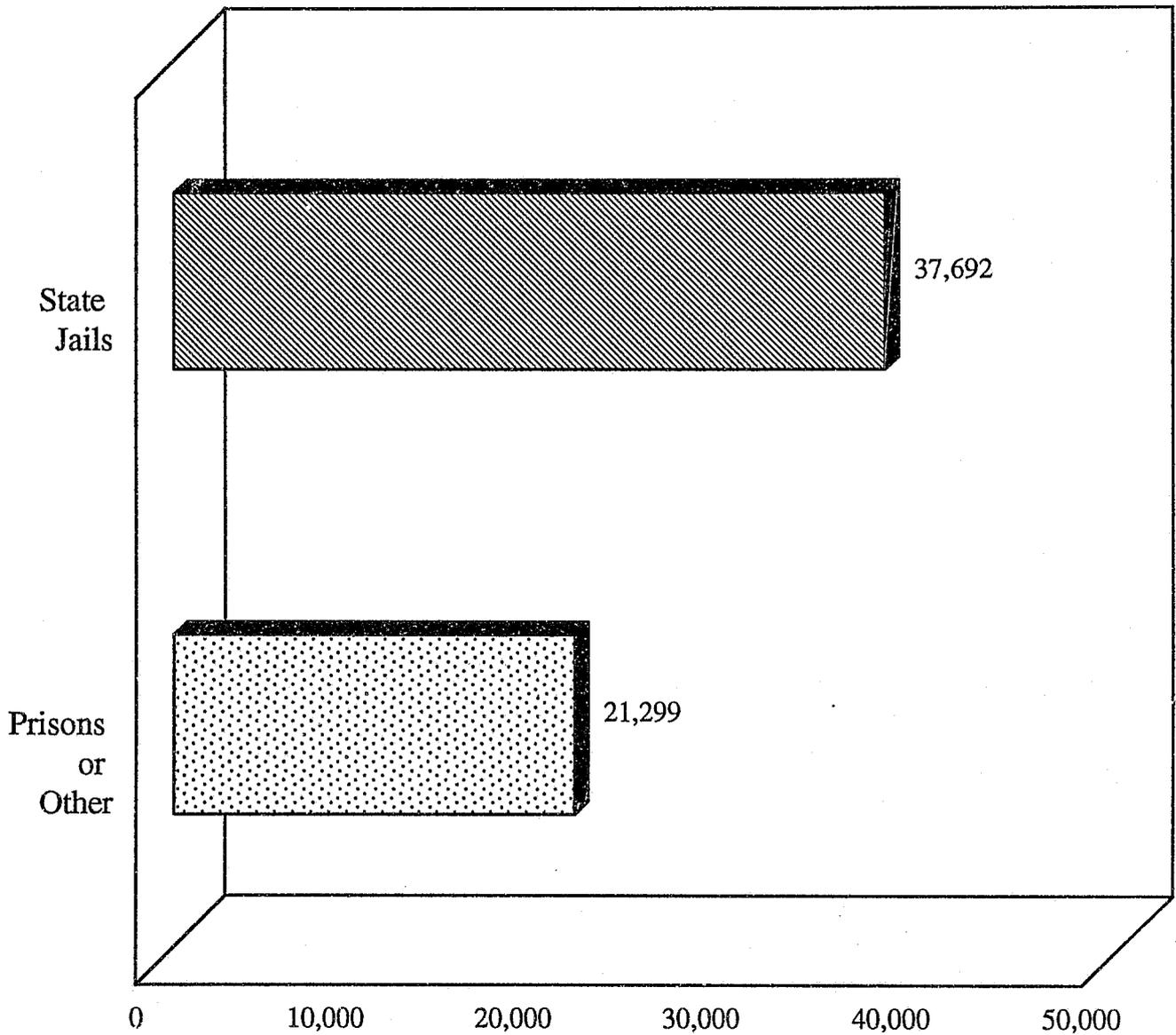
*Includes Boot Camp Population
**Includes both regular and ISF SAFP

Projection of Monthly County Jail Backlog and Correctional Beds Added to Capacity



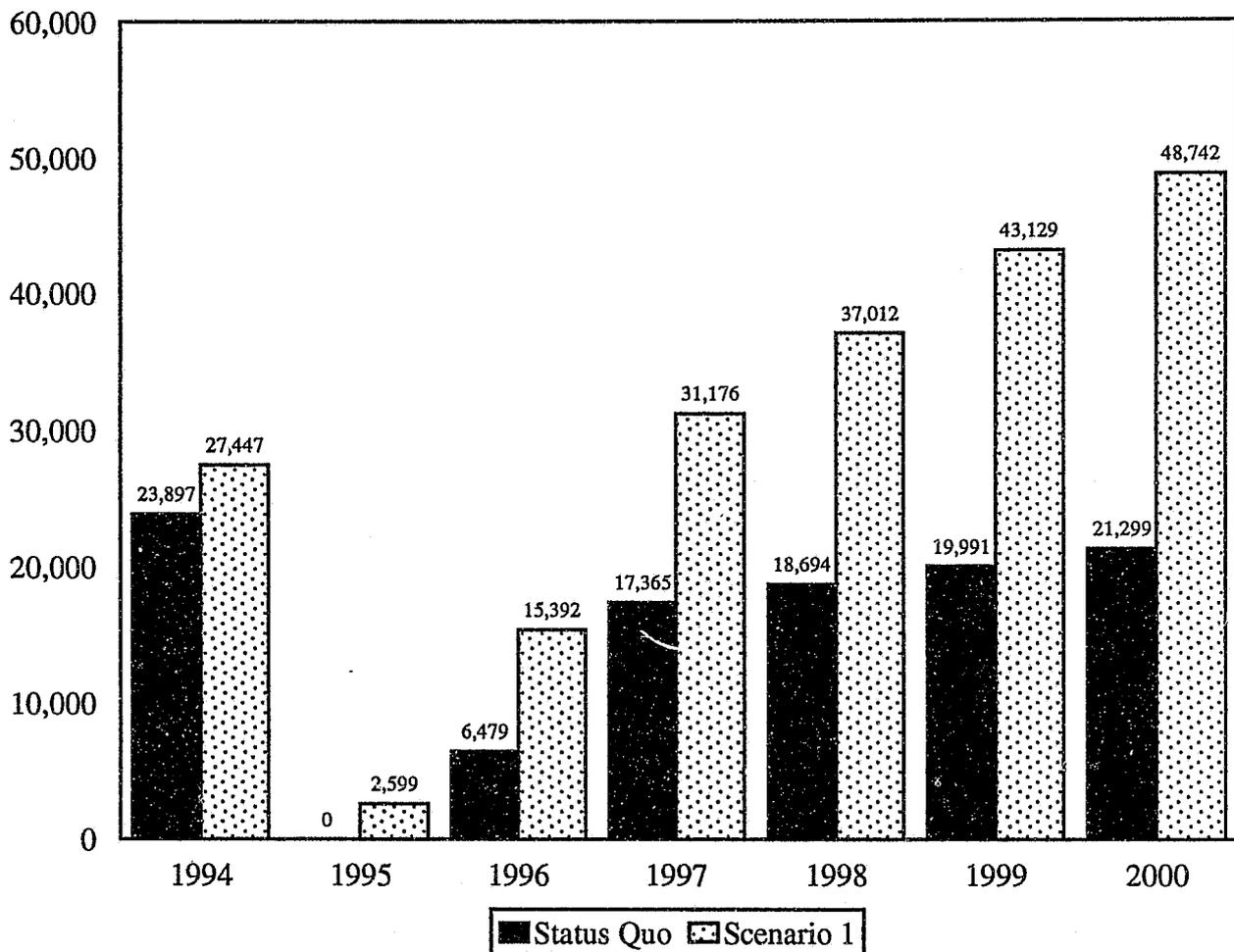
	Added Capacity	Paper Ready Backlog in County Jails
May 94	1,008	34,029
June 94	5,008	34,869
July 94	10,828	28,960
August 94	1,824	23,897
September 94	0	23,882
October 94	2,500	23,433
November 94	2,324	24,388
December 94	0	24,657
January 95	7,191	21,667
February 95	1,008	21,756
March 95	9,864	14,145
April 95	4,000	5,759
May 95	11,893	1,229
June 95	1,112	0
July 95	2,112	0
August 95	1,112	0
September 95	1,112	0

New Correctional Capacity Needed Between FY 1997 and 2000



Part III: Alternate Scenario

Projected County Jail Backlog Assuming Fifty Prison and Twenty-Nine PIA Releases Per Day



• Notes for this scenario

- ✓ Aggravated offenders will serve between 55% and 70% of their sentence in actual time
- ✓ Non-aggravated violent offenders will serve between 40% and 60% of their sentence in actual time
 - Non-violent offenders will be serving no more than 45% of their sentence since all of these offenders are projected to be released on mandatory supervision
- ✓ No assumption is made about a deterrence or incapacitation effect that may impact a decline in the front-end system's pressure
- ✓ To accommodate the correctional capacity demanded under this scenario the state will have to build 86,434 correctional beds between 1997 and 2000 (37,692 state jails and 48,742 prison beds)

Appendix 1: TDCJ-ID Construction Schedule

CAPACITY EXPANSION SCHEDULE

Texas Department of Criminal Justice

Date	Prison		Substance Abuse Felony Punishment		State Jails		Transfer & Detention		All Categories	
	New	Total	New	Total	New	Total	New	Total	New	Total
Aug-93	0	63989	0	1572	0	0	0	3030	0	68591
Sep-93	80	64069	0	1572	0	0	0	3030	80	68671
Oct-93	2232	66301	0	1572	0	0	0	3030	2232	70903
Nov-93	396	66697	0	1572	0	0	0	3030	396	71299
Dec-93	0	66697	0	1572	0	0	2000	5030	2000	73299
Jan-94	0	66697	87	1659	0	0	2000	7030	2087	75386
Feb-94	0	66697	0	1659	0	0	2000	9030	2000	77386
Mar-94	491	67188	100	1759	0	0	0	9030	591	77977
Apr-94	0	67188	88	1847	0	0	0	9030	88	78065
May-94	1008	68196	0	1847	0	0	0	9030	1008	79073
Jun-94	1008	69204	0	1847	0	0	4000	13030	5008	84081
Jul-94	10428	79632	400	2247	0	0	0	13030	10828	94909
Aug-94	1324	80956	500	2747	0	0	0	13030	1824	96733
Sep-94	0	80956	0	2747	0	0	0	13030	0	96733
Oct-94	500	81456	0	2747	2000	2000	0	13030	2500	99233
Nov-94	1824	83280	500	3247	0	2000	0	13030	2324	101557
Dec-94	0	83280	0	3247	0	2000	0	13030	0	101557
Jan-95	1324	84604	2000	5247	3867	5867	0	13030	7191	108748
Feb-95	1008	85612	0	5247	0	5867	0	13030	1008	109756
Mar-95	3864	89476	2000	7247	4000	9867	0	13030	9864	119620
Apr-95	0	89476	2000	9247	2000	11867	0	13030	4000	123620
May-95	6925	96401	753	10000	4215	16082	0	13030	11893	135513
Jun-95	0	96401	0	10000	1112	17194	0	13030	1112	136625
Jul-95	0	96401	0	10000	2112	19306	0	13030	2112	138737
Aug-95	0	96401	0	10000	1112	20418	0	13030	1112	139849
Sep-95	0	96401	0	10000	1112	21530	0	13030	1112	140961
Oct-95	0	96401	0	10000	2612	24142	0	13030	2612	143573
Nov-95	0	96401	0	10000	0	24142	500	13530	500	144073
Dec-95	1008	97409	0	10000	0	24142	0	13530	1008	145081
Jan-96	0	97409	0	10000	0	24142	0	13530	0	145081
Feb-96	0	97409	0	10000	0	24142	0	13530	0	145081
Mar-96	0	97409	0	10000	0	24142	0	13530	0	145081
Apr-96	0	97409	0	10000	0	24142	0	13530	0	145081
May-96	0	97409	0	10000	0	24142	0	13530	0	145081
Jun-96	0	97409	0	10000	0	24142	0	13530	0	145081
Jul-96	0	97409	0	10000	0	24142	0	13530	0	145081
Aug-96	0	97409	0	10000	0	24142	0	13530	0	145081
Total New	33420		8428		24142		10500		76490	

Appendix 2: Historical Prison Release Data

Historical Release Information, September 1991 to December 1993

Date	Parole Releases	Average Paroles Per Day	Total Releases	Average Total Releases Per Day	Total PIA Releases	Average PIA Per Day	Paper Ready Population (Jail Backlog)
Sep-91	2,439	122	2,614	131	778	39	11,013
Oct-91	2,636	115	2,811	122	903	39	11,387
Nov-91	2,148	119	2,311	128	796	44	12,191
Dec-91	2,198	105	2,403	114	631	30	12,497
Jan-92	2,343	112	2,565	122	784	37	13,659
Feb-92	2,076	109	2,279	120	832	44	14,223
Mar-92	2,412	110	2,642	120	777	35	14,728
Apr-92	2,587	118	2,820	128	1,245	57	14,999
May-92	2,463	123	2,696	135	1,107	55	15,239
Jun-92	2,231	101	2,459	112	943	43	15,053
Jul-92	1,724	78	1,975	90	919	42	15,541
Aug-92	1,096	52	1,339	64	807	38	17,286
Average FY 1992	2,196	105	2,410	115	877	42	13,985
Sep-92	1,560	74	1,795	85	1,297	62	18,533
Oct-92	1,289	59	1,521	69	980	45	18,733
Nov-92	1,121	62	1,327	74	748	42	18,534
Dec-92	1,222	56	1,497	68	937	43	18,044
Jan-93	1,100	58	1,381	73	849	45	17,957
Feb-93	992	50	1,278	64	776	39	18,977
Mar-93	1,323	58	1,693	74	1,027	45	19,827
Apr-93	2,073	94	2,523	115	1,282	58	19,818
May-93	1,822	91	2,222	111	967	48	21,171
Jun-93	1,578	72	1,931	88	971	44	20,881
Jul-93	1,113	53	1,615	77	782	37	22,146
Aug-93	959	44	1,390	63	1,207	55	24,320
Average FY 1993	1,346	64	1,681	80	985	47	19,912
Sep-93	802	38	1,254	60	756	36	26,567
Oct-93	926	44	1,456	69	874	42	28,426
Nov-93	692	36	1,206	63	636	34	29,272
Dec-93	895	41	1,365	62	738	34	29,546
Average Sep - Dec 93	829	40	1,320	64	751	37	28,453

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