LEGISLATIVE BUDGET BOARD

Adult and Juvenile Correctional Population Projections

Fiscal Years 2018 to 2023

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Fiscal Years 2018 to 2023

ADULT AND JUVENILE CORRECTIONAL POPULATION PROJECTIONS

FISCAL YEARS 2018 TO 2023

June 2018

One responsibility of the Legislative Budget Board Criminal Justice Data Analysis Team is to conduct periodic, long-term adult and juvenile correctional population projections to serve as a basis for biennial funding determinations. This report is provided to the Texas Juvenile Justice Department and the Texas Department of Criminal Justice so they may incorporate the relevant information into Legislative Appropriations Requests for the 2020–21 biennium.

In January 2019, updated projections will be published in preparation for the Eighty-sixth Legislature. Enhancements to the current projections will be made by conducting focus groups and interviews with practitioners and officials in various parts of the criminal and juvenile justice systems to obtain a more in-depth understanding of factors affecting criminal and juvenile justice populations. Additionally, comprehensive data through fiscal year 2018 will be analyzed and incorporated into the updated projections.

Ursula Parks

Director

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EXECUTIVE SUMMARY

On March 1, 2004, the Legislative Budget Board (LBB) established a Criminal Justice Data Analysis (CJDA) team to assume certain criminal justice policy analysis responsibilities, later codified in the Texas Government Code, Section 322.019, by the Seventy-ninth Legislature, Regular Session, 2005. One responsibility of the CJDA team is to conduct periodic, long-term adult and juvenile correctional population projections to serve as a basis for biennial funding determinations. The June 2018 *Adult and Juvenile Correctional Population Projections* report provides correctional population projections for fiscal years 2018 to 2023 in preparation for the Eighty-sixth Legislature, 2019.

WHY ARE CORRECTIONAL POPULATION PROJECTIONS PRODUCED?

Correctional population projections are produced to serve as a basis for biennial funding determinations. The June 2018 projections will inform upcoming state correctional agencies' legislative appropriation requests and the introduced versions of the General Appropriations Bill. The CJDA team will update these projections in the January 2019 *Adult and Juvenile Correctional Population Projections* report. The January 2019 projections will inform budgeting and policy decisions during the Eighty-sixth Legislature, 2019.

CORRECTIONAL POPULATION PROJECTIONS OVERVIEW

The June 2018 correctional population projections indicate the adult state incarcerated population will remain stable and within internal operating capacity through fiscal year 2023. The juvenile state correctional population is expected to fluctuate throughout the projection period but remain within operating capacity during that time. Specifically:

- the adult state incarcerated population is projected to remain stable from fiscal years 2018 to 2023 and to remain, on average, 1.7 percent below the Texas Department of Criminal Justice (TDCJ) internal operating capacity; and

- the juvenile state residential population is projected to decrease during the first two years of the projection period, increase during fiscal year 2020, then decrease and stabilize from fiscal years 2021 to 2023. The overall change in this population during the projection period is a decrease of 7.4 percent. The state residential population is expected to remain, on average, 35.3 percent below operating capacity for the projection period.

The adult felony community supervision and the adult parole supervision populations are expected to remain stable throughout the projection period. The juvenile probation population is expected to decrease, while juvenile parole population is expected to increase. **Figure 1** shows a brief overview of adult and juvenile correctional population projection growth trends and whether incarcerated populations will remain above or below institutional capacity during the projection period.

FIGURE 1
CORRECTIONAL POPULATION PROJECTION GROWTH TRENDS, FISCAL YEARS 2018 TO 2023

ADULT/JUVENILE	POPULATION TYPE	PROJECTION GROWTH TREND	ABOVE/BELOW INSTITUTIONAL CAPACITY
Adult	Incarceration	Stable	Below
Adult	Parole	Stable	N/A
Adult	Felony Direct Community Supervision	Stable	N/A
Adult	Misdemeanor Community Supervision Placements	Decrease	N/A
Juvenile	State Residential	Decrease	Below
Juvenile	Parole	Increase	N/A
Juvenile	Juvenile Probation	Decrease	N/A

NOTE: Adult incarceration populations include those in prison, state jail, and substance abuse felony punishment facilities.
SOURCE: Legislative Budget Board.

FIGURE 2
CORRECTIONAL POPULATION PROJECTIONS OVERVIEW, FISCAL YEARS 2018 TO 2020

ADULT/JUVENILE	POPULATION TYPE	2018	2019	2020	PERCENTAGE CHANGE FOR PERIOD
Adult	Incarceration	145,532	145,388	145,708	0.1%
Adult	Parole	84,438	84,503	84,488	0.1%
Adult	Felony Direct Community Supervision	155,483	155,369	155,520	0.0%
Adult	Misdemeanor Community Supervision Placements	85,652	84,798	82,338	(3.9%)
Juvenile	State Residential	1,221	1,212	1,277	4.6%
Juvenile	Parole	413	425	420	1.7%
Juvenile	Juvenile Probation	19,399	19,403	19,081	(1.6%)

SOURCES: Legislative Budget Board; Texas Department of Criminal Justice; Texas Juvenile Justice Department.

Figure 2 shows details of adult and juvenile correctional population projections from fiscal years 2018 to 2020. Projected population figures are the yearly average of the end-of-month population counts for adults and the average daily population for juveniles.

METHODOLOGY AT A GLANCE

The LBB's CJDA team produces correctional population projections by using a discrete event simulation model that incorporates updated demographic and correctional information. The model simulates movement throughout the adult criminal and juvenile justice systems to produce aggregate population estimates for the next five fiscal years. Each individual's projected movement is governed by state laws in place at the time of offense. Population projections assume all current policies, procedures, and laws are held constant throughout the duration of the projection period.

CURRENT CORRECTIONAL POPULATIONS AT A GLANCE

Figure 3 shows a brief overview of adult and juvenile correctional populations, as of February 28, 2018.

CRIME IN TEXAS

In addition to correctional population projections, this report includes recent adult and juvenile crime statistics.

FIGURE 3
CORRECTIONAL POPULATIONS AS OF FEBRUARY 28, 2018

ADULT/ JUVENILE	POPULATION TYPE	POPULATION COUNT
Adult	Incarceration	145,399
Adult	Parole	83,965
Adult	Felony Direct Community Supervision	153,338
Juvenile	State Residential	1,157
Juvenile	Parole	388
Juvenile	Juvenile Probation	19,607

NOTES:
(1) Adult and juvenile probation and parole figures are preliminary and subject to revision.
(2) Misdemeanor community supervision placements are not included because these data are measured cumulatively each fiscal year.

SOURCES: Legislative Budget Board; Texas Department of Criminal Justice; Texas Juvenile Justice Department.

Figure 4 shows a brief overview of adult and juvenile arrests from calendar years 2013 to 2016. Additional details of adult and juvenile arrests, including arrests by offense type, are presented on pages 3 (adult) and 11 (juvenile).

FIGURE 4
ADULT AND JUVENILE ARRESTS, CALENDAR YEARS 2013 TO 2016

POPULATION	2013	2014	2015	2016	PERCENTAGE CHANGE 2013 TO 2016
Adult	865,797	820,942	776,307	758,584	(12.4%)
Juvenile	70,274	57,490	52,515	49,572	(29.5%)

NOTES:
(1) Adults in Texas are defined as individuals age 17 and older.
(2) Juveniles are defined as individuals ages 10 to 16, which is the age range the Texas Family Code specifies for entry into the Texas juvenile justice system.

SOURCES: Legislative Budget Board; Texas Department of Public Safety.

ADULT ARRESTS

The number of adult arrests decreased 12.4 percent from calendar years 2013 to 2016. Arrests decreased during that time for each type of offense except drug offenses, which increased 5.5 percent. **Figure 5** shows arrest figures by offense type for calendar years 2013 to 2016.

Figure 6 shows the percentage change in number of arrests by offense type for calendar years 2015 and 2016. Arrests for every offense type except drug offenses decreased during that time.

FIGURE 5
ADULT ARRESTS, CALENDAR YEARS 2013 TO 2016 (1)

OFFENSE (2)	2013	2014	2015	2016	PERCENTAGE CHANGE 2013 TO 2016
Violent	119,833	114,771	116,787	116,321	(2.9%)
Property	141,482	136,707	126,199	107,635	(23.9%)
Drug	130,644	132,271	128,694	137,856	5.5%
Other	473,838	437,193	404,627	396,772	(16.3%)
Total	**865,797**	**820,942**	**776,307**	**758,584**	**(12.4%)**

NOTES:
(1) Adults are defined as individuals age 17 and older.
(2) See the glossary for offenses included in these offense categories.
SOURCES: Legislative Budget Board; Texas Department of Public Safety.

FIGURE 6
PERCENTAGE CHANGE IN ADULT ARRESTS BY OFFENSE TYPE, CALENDAR YEARS 2015 TO 2016
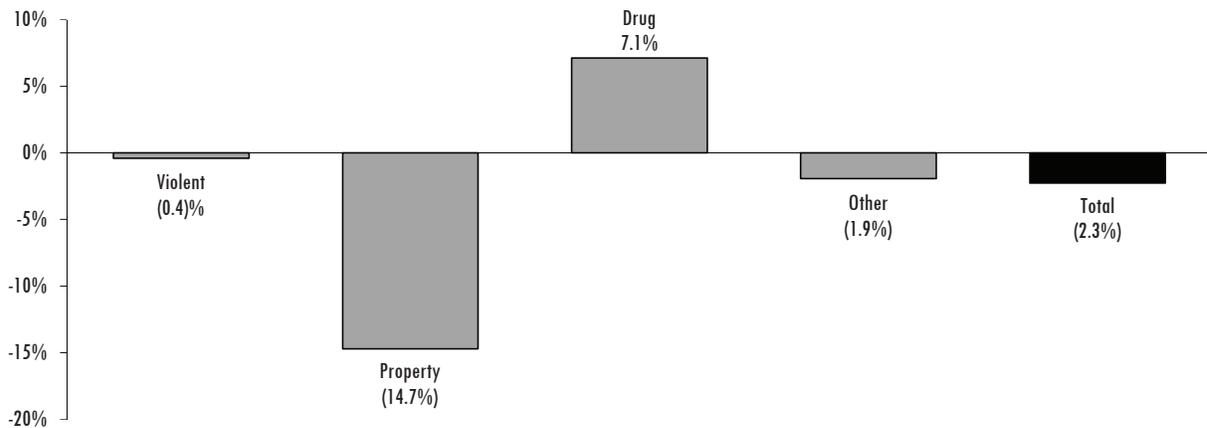
SOURCES: Legislative Budget Board; Texas Department of Public Safety.

ADULT CORRECTIONAL POPULATION PROJECTIONS

METHODOLOGY

The Legislative Budget Board's (LBB) Criminal Justice Data Analysis (CJDA) team produces adult incarceration, parole supervision, and felony community supervision population projections by using a discrete-event simulation model that incorporates updated demographic and correctional information. The model simulates an individual's movement throughout the adult criminal justice system to produce aggregate population estimates for the next five fiscal years. Each individual's projected movement is governed by the state laws in place at the time of offense. Misdemeanor placements are projected using an autoregressive integrated moving average (ARIMA) model. Population projections assume all current policies, procedures, and laws are held constant throughout the projection period. **Appendix A** includes additional information regarding adult correctional population projection methodology.

ADULT INCARCERATION ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2013 TO 2023

The adult incarceration population is projected to remain stable from fiscal years 2018 to 2023. Any significant change in projection drivers (e.g., admissions and parole approval practices) may affect future populations.

The adult incarceration population consists of those within prisons, state jails, and substance abuse felony punishment facilities. It is comprised of individuals whose offenses are, in terms of offense severity, a state jail felony or greater. The current state of the actual and projected correctional populations are affected by a decade-long effort by multiple legislatures to support rehabilitation, treatment, and sanction initiatives throughout the criminal justice system. Higher parole and discretionary mandatory case consideration and approval rates have complemented legislative efforts to temper growth in prison populations.

The primary factors affecting correctional population projections are the number of individuals entering the system and the duration of their stays within the system. During the past few legislative sessions, bills enacted by multiple legislatures and implemented by the courts and the Texas Department of Criminal Justice (TDCJ) have resulted in a decrease in the number of individuals entering state jail and a decrease in the amount of state jail time served. However, during the same period, the system has experienced a slight increase in admissions to prison (an average of 4.9 percent from fiscal year 2016 to April 2018) and substance abuse felony punishment facilities (an average of 1.5 percent from fiscal year 2016 to April 2018). A slight decrease in parole and discretionary mandatory supervision (DMS) case considerations and approval rates also has served to offset the decrease in state jail admissions, preventing the incarceration population from experiencing major fluctuations. Eligibility for case consideration is based on the state law in effect at the time the offense was committed.

During the projection period, the adult incarceration population is projected to remain slightly below internal operating capacity. The projected incarceration population for TDCJ is shown in **Figure 7** along with the TDCJ internal operating capacity. **Appendix A** provides additional information regarding projection drivers and model assumptions.

Figure 8 shows a detailed look at the end-of-month yearly average of projected populations from fiscal years 2018 to 2023 and the population relative to TDCJ's current internal operating capacity. The internal operating capacity is 96.0 percent of unit capacity to enable prison administrators to accommodate logistical and safety issues. See **Appendix A** for more details.

FIGURE 7
ACTUAL AND PROJECTED TEXAS DEPARTMENT OF CRIMINAL JUSTICE INCARCERATION POPULATIONS AND INTERNAL OPERATING CAPACITY
FISCAL YEARS 2013 TO 2023
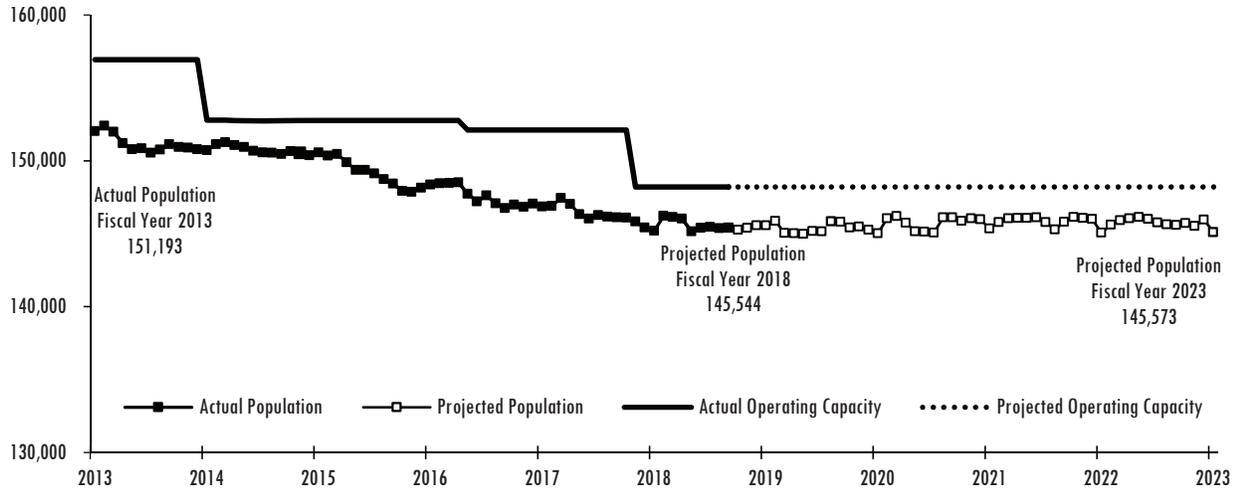
NOTE: As part of the budget reductions directed by the Eighty-fifth Legislature, Regular Session, 2017, the Texas Department of Criminal Justice (TDCJ) permanently removed 2,165 beds from capacity during the summer of 2017 prior to the beginning of fiscal year 2018. In June 2017, 1,249 beds (200 beds at the Bridgeport Pre-parole Transfer Facility and 1,049 beds at the Bartlett State Jail) were removed; and in August 2017, 508 beds were removed when the Ware Unit closed. The closure of the 916-bed Ware Unit reduced TDCJ capacity by only 508 beds because 408 beds had been temporarily removed from capacity due to staffing shortages.
SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

FIGURE 8
PROJECTED TEXAS DEPARTMENT OF CRIMINAL JUSTICE INCARCERATION POPULATIONS AND OPERATING CAPACITY
FISCAL YEARS 2018 TO 2023

YEAR	INCARCERATION POPULATION (END-OF-MONTH YEARLY AVERAGE)	INTERNAL OPERATING CAPACITY	INTERNAL OPERATING CAPACITY COMPARED TO PROJECTED POPULATION	
			DIFFERENCE	PERCENTAGE
2018	145,544	148,212	2,668	1.8%
2019	145,388	148,212	2,824	1.9%
2020	145,708	148,212	2,504	1.7%
2021	145,880	148,212	2,332	1.6%
2022	145,750	148,212	2,462	1.7%
2023	145,573	148,212	2,639	1.8%

NOTE: Operating capacity is 96.0 percent of the sum of total unit capacities. On-line bed capacity reflects the total number of TDCJ beds available for the permanent assignment of individuals. At the end of May 2018, 1,900 beds had been temporarily removed from on-line bed capacity due to staffing shortages. Also at this time, on-line bed capacity did not include 2,242 temporary placement beds, which included medical (hospital beds and unit-based infirmary beds), solitary confinement, transfer holding, and pre-hearing detention beds. Individuals housed in temporary placement beds also have permanent beds assigned to them.
SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

ACTIVE ADULT PAROLE SUPERVISION ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2013 TO 2023
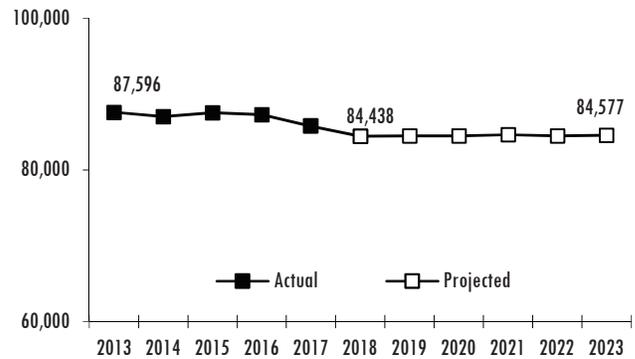
The active adult parole supervision population is projected to remain stable from fiscal years 2018 to 2023. Any significant change in projection drivers (e.g., parole approval and consideration practices) may affect future populations.

Individuals sentenced to a term of incarceration for a third-degree felony or greater will be received into prison. Almost all individuals sentenced to a term of incarceration within prison are eligible for consideration and subsequent release to parole supervision. Eligibility for case consideration is based on the state law in effect at the time the offense was committed.

The primary factors affecting parole supervision population projections are the number of individuals placed under parole supervision and the duration of their time under supervision. Parole placements include those individuals released from prison following an approval from the Texas Board of Pardons and Paroles (BPP), those released from prison through the mandatory supervision (MS) release process, those serving a term of parole supervision for an offense committed in another state and whose supervision was transferred to Texas, and those whose supervision was transferred from the juvenile justice system. In late fiscal year 2011, parole and DMS case consideration and approval rates began to increase substantially, resulting in an 8.2 percent increase in the population under parole supervision by fiscal year 2013. Although the parole and DMS case considerations remain higher than those observed before the fiscal year 2012 peak, the number of cases considered has decreased slightly (2.4 percent from fiscal years 2012 to 2017). Placements onto parole supervision and the length of time individuals remain under supervision are both projected to remain stable throughout the projection period. **Appendix A** provides additional information regarding projection drivers and model assumptions.

Figure 9 shows the actual and projected parole population from fiscal years 2013 to 2023. **Figure 10** shows the projected end-of-month yearly average active adult parole supervision population from fiscal years 2018 to 2023.

FIGURE 9
ACTUAL AND PROJECTED ACTIVE ADULT PAROLE SUPERVISION POPULATIONS, FISCAL YEARS 2013 TO 2023

SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

FIGURE 10
PROJECTED ACTIVE ADULT PAROLE SUPERVISION POPULATIONS
FISCAL YEARS 2018 TO 2023

| YEAR	ACTIVE ADULT PAROLE SUPERVISION POPULATION (END-OF-MONTH YEARLY AVERAGE)
2018	84,438
2019	84,503
2020	84,488
2021	84,641
2022	84,493
2023	84,577

SOURCE: Legislative Budget Board.

ADULT FELONY DIRECT COMMUNITY SUPERVISION ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2013 TO 2023

The adult felony direct community supervision population is expected to remain stable from fiscal years 2018 to 2023. Any significant change in projection drivers (e.g., placements, revocations, or length of supervision) may affect future populations.

Certain individuals who commit felony offenses and receive sentences of 10 years or less are eligible to serve a sentence in the community rather than in state jail or prison. Eligible individuals receive basic conditions of supervision from a judge to which they must adhere (e.g., commit no new offense, avoid injurious habits, report regularly, and pay fines) and may be required to complete residential or nonresidential programs. Failure to comply with these conditions can result in a revocation of community supervision and a sentence of incarceration within state jail or prison. During fiscal year 2017, there was an increase in placements (2.3 percent), stable terminations, and a stable length of supervision for the population. The projected average annual population during the projection period is expected to be 155,536, which is similar to the fiscal year 2017 average of 155,426. From fiscal years 2018 to 2023, the population is projected to experience slight fluctuations but still remain stable overall. **Appendix A** provides additional information regarding projection drivers and model assumptions.

Figure 11 shows the actual and projected felony direct community supervision population from fiscal years 2013 to 2023. **Figure 12** shows the projected end-of-month yearly average felony direct community supervision population from fiscal years 2018 to 2023.

FIGURE 11
ACTUAL AND PROJECTED ADULT FELONY DIRECT COMMUNITY SUPERVISION POPULATIONS FISCAL YEARS 2013 TO 2023
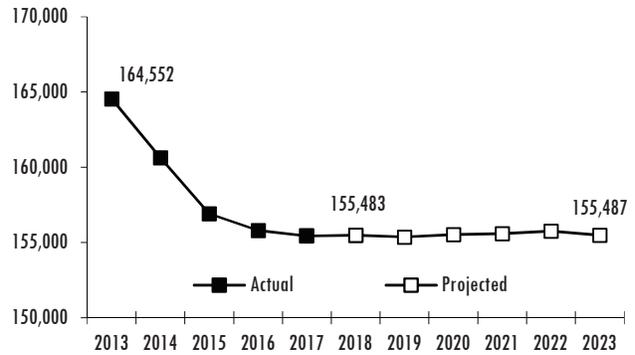
SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

FIGURE 12
PROJECTED ADULT FELONY DIRECT COMMUNITY SUPERVISION POPULATIONS FISCAL YEARS 2018 TO 2023

| YEAR	FELONY DIRECT COMMUNITY SUPERVISION POPULATION (END-OF-MONTH YEARLY AVERAGE)
2018	155,483
2019	155,369
2020	155,520
2021	155,598
2022	155,758
2023	155,487

SOURCE: Legislative Budget Board.

ADULT MISDEMEANOR COMMUNITY SUPERVISION ACTUAL AND PROJECTED PLACEMENTS, FISCAL YEARS 2013 TO 2023

Misdemeanor community supervision placements are projected to decrease 13.2 percent from fiscal years 2018 to 2023. Any significant change in projection drivers (e.g., pretrial diversion program options) may affect future populations.

Certain individuals who commit class A or B misdemeanor offenses are eligible to serve a sentence in the community rather than in county jail. Eligible individuals receive basic conditions of supervision from a judge to which they must adhere (e.g., commit no new offense, avoid injurious habits, report regularly, and pay fines) and may be required to complete residential or nonresidential programs. Failure to comply with these conditions can result in a revocation of community supervision and a sentence of incarceration within county jail. The projected decrease in misdemeanor community supervision placements is based on the overall trend from fiscal years 2000 to 2017 as well as the decrease in placements observed during four of the last five fiscal years. This downward trend also was observed in the first half of fiscal year 2018 compared to the first half of fiscal year 2017. **Appendix A** provides additional information regarding projection drivers and model assumptions.

Figure 13 shows the projected misdemeanor community supervision placements from fiscal years 2013 to 2023. **Figure 14** shows the projected number of misdemeanor community supervision placements for fiscal years 2018 to 2023.

FIGURE 13
ACTUAL AND PROJECTED ADULT MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS FISCAL YEARS 2013 TO 2023
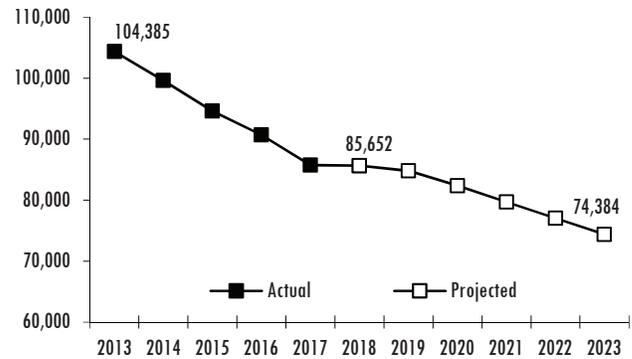
SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

FIGURE 14
PROJECTED ADULT MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS FISCAL YEARS 2018 TO 2023

YEAR	MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS
2018	85,652
2019	84,798
2020	82,338
2021	79,701
2022	77,044
2023	74,384

SOURCE: Legislative Budget Board.

JUVENILE ARRESTS

Figure 15 shows the number of juvenile arrests decreased 29.5 percent from calendar years 2013 to 2016. Arrests decreased for each offense type, with violent offenses decreasing the least, at 7.8 percent, and disorderly conduct decreasing the most, at 77.5 percent. **Figure 15** shows juvenile arrest figures by offense type.

Figure 16 shows the percent change in juvenile arrests by offense type from calendar years 2015 to 2016. Arrests for both violent and drug offenses increased during this time. The decrease in total arrests (5.6 percent) continued into calendar year 2016, but the rate at which it decreased slowed when compared to the decrease from calendar years 2013 to 2014 (18.2 percent) and years 2014 to 2015 (8.7 percent).

FIGURE 15
JUVENILE ARRESTS, CALENDAR YEARS 2013 TO 2016 (1)

OFFENSE (2)	2013	2014	2015	2016	PERCENTAGE CHANGE 2013 TO 2016
Violent	13,817	11,630	12,133	12,737	(7.8%)
Property	17,345	16,145	15,084	12,725	(26.6%)
Drug	7,912	7,182	5,677	6,148	(22.3%)
Curfew/Runaway	12,263	10,300	8,408	7,126	(41.9%)
Disorderly Conduct	5,828	1,473	1,368	1,313	(77.5%)
Other	13,109	10,760	9,845	9,523	(27.4%)
Total	**70,274**	**57,490**	**52,515**	**49,572**	**(29.5%)**

Notes:
(1) Juveniles are defined as individuals ages 10 to 16, which is the age range that the Texas Family Code specifies for entry into the Texas juvenile justice system.
(2) See the glossary for offenses included in these offense categories.
Sources: Legislative Budget Board; Texas Department of Public Safety.

FIGURE 16
PERCENTAGE CHANGE IN JUVENILE ARRESTS BY OFFENSE TYPE, CALENDAR YEARS 2015 TO 2016
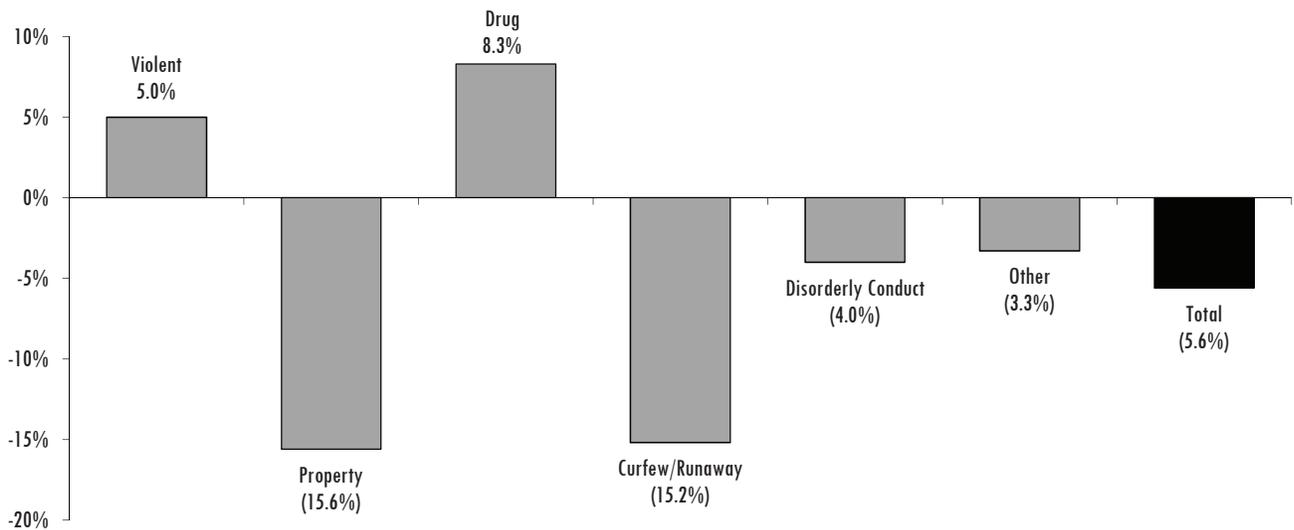
Sources: Legislative Budget Board; Texas Department of Public Safety.

JUVENILE CORRECTIONAL POPULATION PROJECTIONS

METHODOLOGY

The Legislative Budget Board's (LBB) Criminal Justice Data Analysis (CJDA) team produces juvenile correctional population projections by using a statistical simulation model that incorporates updated demographic and correctional information. The model simulates an individual juvenile's movement throughout the juvenile justice system to produce aggregate population estimates for the next five fiscal years. Each juvenile's projected movement is governed by the state laws in place at the time of the juvenile's offense. Population projections assume all current policies, procedures, and laws are held constant throughout the projection period. **Appendix B** includes additional information regarding the juvenile correctional population projection methodology**.**

JUVENILE STATE RESIDENTIAL ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2013 TO 2023

Juvenile state residential populations are projected to fluctuate throughout the projection period. The state residential population is expected to remain below operating capacity for the entire projection period. Any significant change in projection drivers (e.g., commitment and parole revocation practices) may affect actual populations.

From fiscal years 2008 to 2014, admissions to state residential facilities decreased each year by an average of 12.4 percent and then increased by 4.8 percent during fiscal year 2015. Since then, admissions experienced modest decreases in fiscal year 2016 and 2017, of 2.8 percent and 1.9 percent respectively. The decrease in admissions has continued into fiscal year 2018 and has been accompanied by shorter lengths of stay.

In the middle of fiscal year 2018 the Texas Juvenile Justice Department (TJJD) began an effort to conduct more proactive case reviews to ensure the juveniles whom agency staff determine should no longer be in secure facilities are released or discharged. These case reviews of juveniles' behavior and progress in treatment have resulted in shorter lengths of stay than otherwise would have occurred. Agency staff are also planning to conduct a review of policies regarding minimum length of stay as well as the methods for delivering treatment programs to ensure juveniles do not stay longer in facilities than is necessary.

While these policies are expected to reduce residential populations in the short term, the continued increase in violent felony referrals to juvenile probation departments is expected to result in minor fluctuations in state residential populations. Violent felonies include offenses such as homicide, sexual assault, robbery, and aggravated assault, among others. Referrals for violent felony offenses decreased each year from fiscal years 2005 to 2014, but increased in fiscal year 2015 by 8.4 percent. More modest increases of 3.2 percent and 1.3 percent occurred during fiscal years 2016 and 2017, respectively. Through March 2018, violent felony referrals have increased 4.3 percent, compared to the same period during fiscal year 2017.

As a result of these conflicting factors, juvenile state residential populations are expected to fluctuate throughout the projection period. These populations are projected to decrease during fiscal years 2018 and 2019, increase during fiscal year 2020, then decrease and stabilize from fiscal years 2021 to 2023. The overall change in this population during the projection period is a decrease of 7.4 percent from fiscal year 2017. The state residential population is expected to remain, on average, 35.3 percent below operating capacity for the projection period.

Figure 17 shows the actual and projected monthly state residential population for TJJD from fiscal years 2013 to 2023. The decrease in operating capacity during fiscal year 2014 is due to reductions at four secure facilities as well as reductions at halfway houses and in contract residential placements. On May 31, 2018, ownership of the Corsicana Residential Treatment Center was officially transferred to the City of Corsicana, which resulted in a decrease in operating capacity toward the end of fiscal year 2018. **Appendix B** provides additional information about projection drivers and model assumptions.

Figure 18 shows the average daily projected population from fiscal years 2018 to 2023 and the population relative to TJJD's operating capacity. The average daily population is expected to remain below operating capacity for the entire projection period. See **Appendix B** for additional details.

FIGURE 17
ACTUAL AND PROJECTED TEXAS JUVENILE JUSTICE DEPARTMENT STATE RESIDENTIAL AVERAGE DAILY POPULATION AND OPERATING CAPACITY, FISCAL YEARS 2013 TO 2023
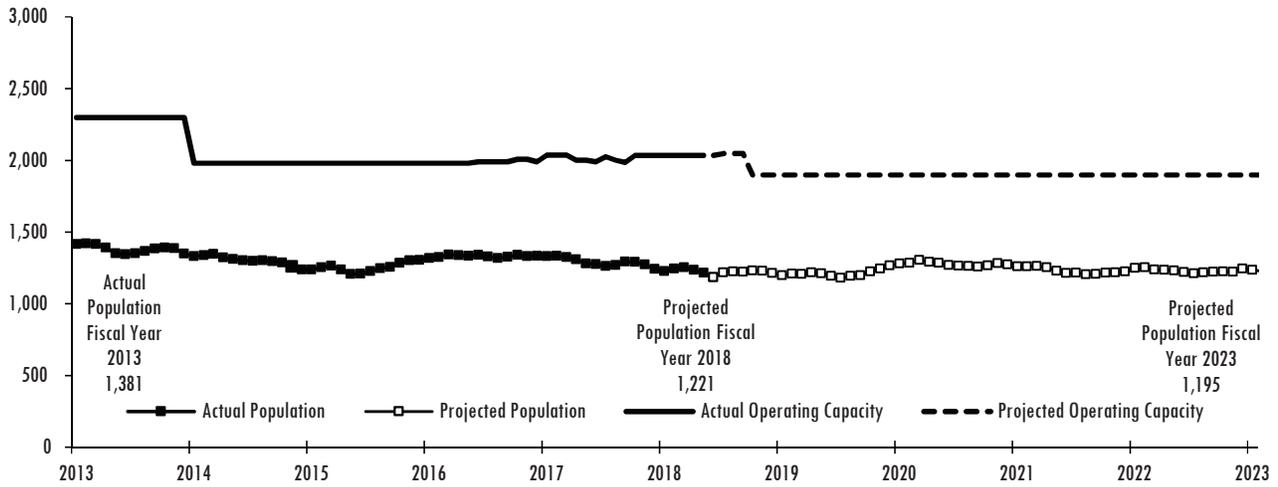
SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

FIGURE 18
PROJECTED TEXAS JUVENILE JUSTICE DEPARTMENT STATE RESIDENTIAL AVERAGE DAILY POPULATION AND OPERATING CAPACITY
FISCAL YEARS 2018 TO 2023

YEAR	STATE RESIDENTIAL POPULATION	OPERATING CAPACITY	OPERATING CAPACITY COMPARED TO PROJECTED POPULATION	
			DIFFERENCE	PERCENTAGE
2018	1,221	1,898	677	35.7%
2019	1,212	1,898	686	36.1%
2020	1,277	1,898	621	32.7%
2021	1,231	1,898	667	35.1%
2022	1,231	1,898	667	35.1%
2023	1,195	1,898	703	37.0%

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

JUVENILE PAROLE SUPERVISION ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2013 TO 2023

The parole supervision population is projected to increase during most of the projection period and finish fiscal year 2023 with an average daily population of 434, which is 15.7 percent greater than the average daily population of 375 for fiscal year 2017. Any significant change in projection drivers (e.g., commitment and parole revocation practices) may affect actual populations.

From fiscal years 2008 to 2016, admissions to parole decreased each year, with an average annual decrease of 8.7 percent from fiscal years 2012 to 2016. However, in fiscal year 2017, admissions to parole increased by 6.2 percent, from 646 in fiscal year 2016 to 686 in fiscal year 2017. This trend has continued in fiscal year 2018, when TJJD conducted more proactive case reviews to ensure the juveniles who agency staff think should no longer be in secure facilities are released or discharged. From fiscal years 2012 to 2017, on average, 68.4 percent of all juveniles released from state residential facilities were admitted to parole supervision. Assuming a similar proportion for this and future fiscal years, it is likely there will be an increase in the number of juveniles released from these facilities and admitted to parole supervision. From November 2017 to March 2018, the

average daily population of parole increased from 360 to 384. Agency staff plan to conduct a review of policies on minimum length of stay as well as the methods for delivering treatment programs to ensure juveniles do not stay longer in facilities than is necessary. These reviews also are likely to increase the average daily population of parole.

Figure 19 shows the actual and projected average daily juvenile parole supervision population for TJJD from fiscal years 2013 to 2023. **Appendix B** provides additional information about these projections and model assumptions.

Figure 20 shows the projected average daily parole supervision population from fiscal years 2018 to 2023. See **Appendix B** for more details.

JUVENILE PROBATION SUPERVISION ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2013 TO 2023

The total juvenile probation supervision population is projected to decrease slightly during the projection period. Any significant change in projection drivers (e.g., admissions or length of supervision) may affect actual populations.

Although juvenile probation departments experienced significantly fewer total admissions from fiscal years 2013 to 2017, felony referrals increased 3.6 percent from fiscal years 2014 to 2015 and were stable in fiscal years 2016, 2017, and through March 2018. Although referrals for felonies have been stable the last few years, referrals for misdemeanors decreased an average of 6.5 percent from fiscal years 2013 to 2017 and have decreased 2.2 percent through March 2018. This decrease is important because juveniles placed on supervision must first be referred to a juvenile probation department, and different types of supervision have different types of offenders. For example, of those juveniles starting adjudicated probation during fiscal year 2017, a total of 53.0 percent were referred for felony offenses, and of those starting deferred prosecution during fiscal year 2017, a total of 23.6 percent were referred for felony offenses.

The total juvenile probation supervision population is projected to decrease an average of 2.2 percent during the projection period and end the period at 12.6 percent less than the fiscal year 2017 level. Among different supervision types, admissions to adjudicated probation and deferred prosecution have both decreased during the past several years while the length of supervision has remained stable. The average daily population of both of these supervision types is projected to decrease an average of 2.8 percent per year from

FIGURE 19
ACTUAL AND PROJECTED JUVENILE PAROLE AVERAGE DAILY POPULATIONS, FISCAL YEARS 2013 TO 2023
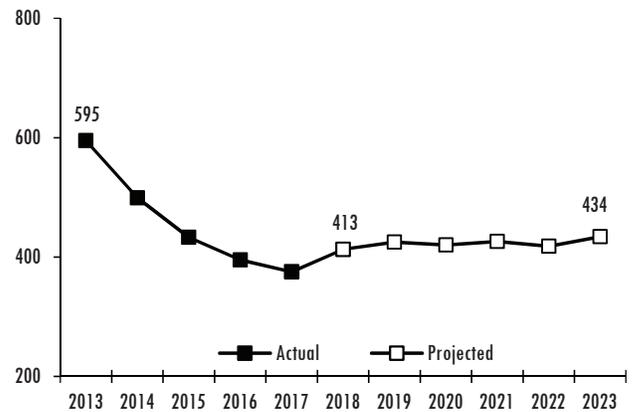
SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

FIGURE 20
PROJECTED JUVENILE PAROLE AVERAGE DAILY POPULATIONS, FISCAL YEARS 2018 TO 2023
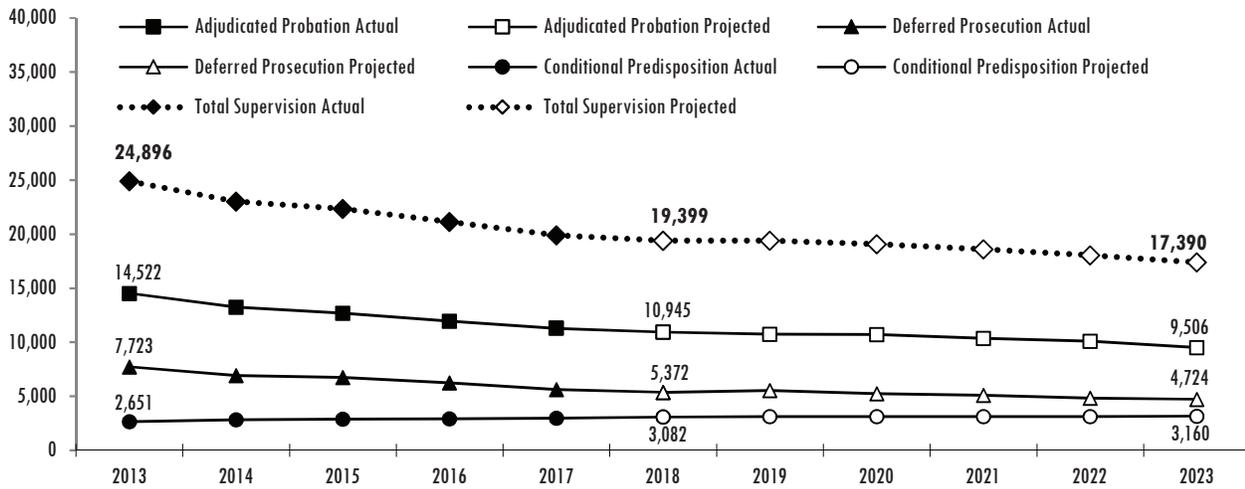
YEAR	POPULATION
2018	413
2019	425
2020	420
2021	426
2022	418
2023	434

SOURCE: Legislative Budget Board.

fiscal years 2017 to 2023. Admissions to conditional predisposition supervision decreased during fiscal years 2015 and 2016, but were stable during fiscal year 2017. The length of supervision for this population has gradually increased during that period. The average daily population for conditional predisposition is projected to increase an average of 1.0 percent per year from fiscal years 2017 to 2023.

Figure 21 shows the actual and projected juvenile probation supervision populations from fiscal year 2013 to 2023. **Figure 22** shows projected average juvenile probation supervision daily population from fiscal years 2018 to 2023. See **Appendix B** for more details.

FIGURE 21
ACTUAL AND PROJECTED JUVENILE PROBATION SUPERVISION POPULATIONS BY SUPERVISION TYPE
FISCAL YEARS 2013 TO 2023

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

FIGURE 22
PROJECTED JUVENILE PROBATION SUPERVISION POPULATIONS BY SUPERVISION TYPE
FISCAL YEARS 2018 TO 2023

	AVERAGE DAILY POPULATION			
YEAR	ADJUDICATED PROBATION	DEFERRED PROSECUTION	CONDITIONAL PREDISPOSITION	TOTAL SUPERVISION
2018	10,945	5,372	3,082	19,399
2019	10,736	5,532	3,135	19,403
2020	10,731	5,230	3,120	19,081
2021	10,376	5,108	3,112	18,596
2022	10,089	4,840	3,119	18,048
2023	9,506	4,724	3,160	17,390
SOURCE: Legislative Budget Board.				

GLOSSARY

GENERAL TERMS

ARRESTING OFFENSES

The Department of Public Safety (DPS) publishes arrest counts for certain offenses. The Legislative Budget Board (LBB) staff have categorized these offenses as violent, property, drug, or other as follows:

- violent offenses – include murder, nonnegligent manslaughter, rape, robbery, aggravated assault, and other assaults;

- property offenses – include burglary, larceny/theft, motor vehicle theft, forgery and counterfeiting, fraud, embezzlement, stolen property, and vandalism;

- drug offenses – include drug sale, manufacturing, and possession; and

- other offenses – include arson, weapons carrying and possession, prostitution and commercial vice, gambling, offenses against children, vagrancy, sex offenses other than prostitution and rape, driving while intoxicated, liquor law violations, drunkenness, and all other offenses not previously mentioned, except traffic.

BEDS AVAILABLE FOR PERMANENT ASSIGNMENT

Beds available for permanent assignment represent juvenile state residential capacity excluding beds set aside for temporary assignment such as those reserved for security, medical, and other purposes.

INTERNAL OPERATING CAPACITY

The total number of permanent assignment beds available to house individuals after the capacity adjustment has been taken into consideration.

OPERATING ADJUSTMENTS

The percentage of the unit capacity correctional institution administrators leave unfilled in order to accommodate logistical and safety issues, and to separate individuals by custody, type, gender, and those in transit status.

OPERATING CAPACITY

Operating capacity is the maximum number of beds available for permanent assignment.

POPULATION ESTIMATE

The state general population estimate is produced by the Texas State Data Center by reconciling the actual births, deaths, and migrations for that year. At the time of this report, the latest estimates from the Texas State Data Center were produced in December 2016, and include estimated populations for the calendar years before 2016.

POPULATION PROJECTION

The state general population projection is produced by the Texas State Data Center and represents what the population is projected to be for that year. At the time of this report, the latest projections from the Texas State Data Center were generated in November 2014, and include projected populations for calendar years through 2050.

UNIT CAPACITY

The unit capacity is determined based on standards related to density and support functions. The unit capacity is the sum of all beds on a unit and includes beds available for permanent and temporary assignment.

CRIMINAL JUSTICE SYSTEM TERMS

DISCRETIONARY MANDATORY SUPERVISION

Discretionary mandatory supervision (DMS) is the current form of mandatory release and requires approval by the Texas Board of Pardons and Paroles (BPP) for release of eligible individuals. DMS requires a parole panel's vote to release and involves those individuals who had been denied parole and received a BPP decision to serve the remainder of their sentence. Individuals committing nonviolent offenses on or after September 1, 1996, are eligible for discretionary mandatory supervision consideration once actual time served plus good time equals their length of sentence.

MANDATORY SUPERVISION

Mandatory supervision (MS) is an automatic release when time served plus good time earned equals the sentence length, with no requirement for release approval from BPP. MS was abolished in August 1996 and replaced with DMS; however,

some individuals who entered prison before that time are still eligible for MS release.

PAROLE SUPERVISION

Parole is the conditional release of an individual from prison, after approval by members and commissioners of BPP, to serve the remainder of their sentence under supervision in the community. The percentage of a sentence that must be served before being eligible for parole consideration varies according to the offense and offense date. The date on which an individual is eligible for parole consideration is calculated by the Texas Department of Criminal Justice (TDCJ). In most cases, approval by two of the three members of a parole panel is sufficient; however, in some cases, approval must be received from two-thirds of the members of the BPP for parole to be granted.

TEXAS DEPARTMENT OF CRIMINAL JUSTICE

The Texas Department of Criminal Justice oversees state prisons, state jails, prerelease, psychiatric, developmental disabilities program, medical, transfer, a geriatric, and substance abuse felony punishment facilities. The agency also administers rehabilitative programs, such as the in-prison therapeutic community.

JUVENILE JUSTICE SYSTEM TERMS

ADJUDICATED PROBATION

Adjudicated probation is a type of community-based supervision and is one of the three types of juvenile probation department supervision defined in the Texas Family Code. To be placed on this type of supervision, a judge must first determine, during an adjudication hearing, that the juvenile committed the petitioned offense(s). During a disposition hearing, the judge then specifies the supervision length of probation and the conditions of supervision. The judge may place the juvenile on probation at home or in a secure or nonsecure residential facility. As part of this supervision, the juvenile is required to follow certain requirements (e.g., meet with the probation officer regularly or be at home by a certain time), participate in programs (e.g., mentoring, drug treatment, or counseling), and/or fulfill obligations (e.g., complete community service restitution, pay a fine, or have the family pay a fine). If the judge determines a juvenile violated the conditions of probation, the judge may modify the probation terms (e.g., extend the length of probation or increase requirements) or, if the juvenile is eligible, revoke probation and commit the juvenile to the custody of the Texas Juvenile Justice Department (TJJD). For further detail, see the Texas Family Code, Chapter 54, Section 4.

CONDITIONAL PREDISPOSITION

Conditional predisposition is a type of community-based supervision and is one of the three types of juvenile probation department supervision defined in the Texas Family Code. As of October 1, 2013, TJJD changed the description of this supervision from "conditional release from detention" to "conditional predisposition supervision."

DEFERRED PROSECUTION

Deferred prosecution is one of the three types of juvenile probation department supervision defined in the Texas Family Code. In this type of supervision, juveniles may avoid adjudication by successfully completing a community-based supervision program called deferred prosecution. This supervision type typically is reserved for juveniles with less significant and less severe offense histories. Participation requires consent from the juvenile and the juvenile's family. At any time during supervision, the juvenile and the family may terminate the supervision and request an adjudication hearing. Supervision may last up to six months unless extended by the judge for up to another six months. Similar to adjudicated probation, deferred prosecution includes supervision conditions. If the juvenile violates any of the conditions during the supervision period, the department may request formal adjudication of the case. If a juvenile successfully completes deferred prosecution, the juvenile must be released from supervision, and any filed petition for the case should be dismissed. For further detail, see the Texas Family Code, Chapter 53, Section 3.

DETERMINATE SENTENCE

A determinate sentence is a commitment to the state for a specified period of time that is set by the juvenile court. The sentence can last up to 40 years in length. Individuals who have not completed a sentence by age 19 are transferred to the adult system to complete the sentence. Offenses eligible for determinate sentencing are specified in the Texas Family Code, Section 53.045.

INDETERMINATE SENTENCE

An indeterminate sentence is a commitment to the state for an unspecified length of time until the individual turns age 19. TJJD has sole discretion to determine the commitment length.

TEXAS JUVENILE JUSTICE DEPARTMENT

The Texas Juvenile Justice Department oversees state residential facilities, halfway houses, contract residential placements, and parole supervision, and provides funding and oversight of local juvenile probation departments'

supervision of juveniles. To be committed to TJJD residential facilities, a juvenile must have committed a felony offense. TJJD jurisdiction ends on or before the individual's 19th birthday.

APPENDIX A: ADULT CORRECTIONAL POPULATION PROJECTIONS METHODOLOGY AND ASSUMPTIONS

ADULT CORRECTIONAL POPULATION PROJECTIONS METHODOLOGY AT A GLANCE

The adult correctional population projections are based on a discrete-event simulation modeling approach resulting from the movement of an individual into, through, and out of the adult criminal justice system. Discrete-event simulation focuses on the modeling of a system as it evolves as a dynamic process. Active adult parole and Texas Department of Criminal Justice (TDCJ) incarcerated population projections are generated through the simulation of an individual's movement through the system based on offense type, sentence length, and time credited to current sentence. The adult felony direct community supervision population projection is also based on the discrete-event simulation modeling approach. An individual's movement through the system is based on characteristics such as offense type, probation length, and time credited to current probation length. Misdemeanor placements are projected using a different method. More information about this method can be found in the Adult Misdemeanor Community Supervision Placements Projection section.

FACTORS AFFECTING ADULT CORRECTIONAL POPULATION PROJECTIONS

The following criminal justice trends have been considered when generating the projections. If major shifts occur from the latest trends in these areas, adjustments to the projection may become necessary.

TEXAS ADULT POPULATION

From calendar years 2011 to 2015, the adult population (adults age 17 or older) in Texas increased 8.8 percent, from 18.7 million to 20.6 million people, as estimated by the Texas State Data Center and the Office of the State Demographer. These agencies project the population will increase 8.0 percent (or 1.7 million adults) from calendar years 2018 to 2023.

These agencies estimate that the adult population most at risk of criminal justice involvement (adults ages 17 to 34) also increased from calendar years 2011 to 2015, but the increase was slightly less (5.8 percent, from 6.6 million to 7.1 million people). These agencies project the at-risk population

will increase 5.7 percent (or 408,075 adults) from calendar years 2018 to 2023.

TEXAS ADULT ARRESTS

The number of adult arrests gauge the pressure on the criminal justice system. Total adult arrests decreased 12.4 percent from calendar years 2013 to 2016 (from 865,797 to 758,584). From calendar years 2013 to 2016, adult arrests decreased 2.9 percent for violent offenses and 23.9 percent for property offenses, increased 5.5 percent for drug offenses, and decreased 16.3 percent for other offenses. Recently, the decrease in adult arrests has slowed down, and this trend is occurring in all offense categories. From calendar years 2015 to 2016, total arrests decreased 2.3 percent, violent arrests decreased 0.4 percent, property offenses decreased 14.7 percent, drug offenses increased 7.1 percent, and other offenses decreased 1.9 percent. The adult arrest data are compiled from the Texas Department of Public Safety's annual Crime in Texas reports.

MONTHLY POPULATION PROJECTIONS

The TDCJ incarcerated population consists of the prison, state jail, and substance abuse felony punishment facility populations.

Figure 23 shows the projected end-of-month incarcerated population counts from fiscal years 2020 to 2021.

ADMISSIONS

TDCJ annual admissions have decreased an average of 2.3 percent from fiscal years 2013 to 2017, as shown in **Figure 24**.

The number of admissions for fiscal years 2018 to 2023 is expected to remain relatively stable, fluctuating slightly, similar to historical trends. This projection assumes TDCJ correctional institutions will receive an average of 66,385 admissions annually. Although admissions to prison and substance abuse felony punishment facilities are expected to increase slightly, these increases are expected to be offset by decreases in admissions to state jail.
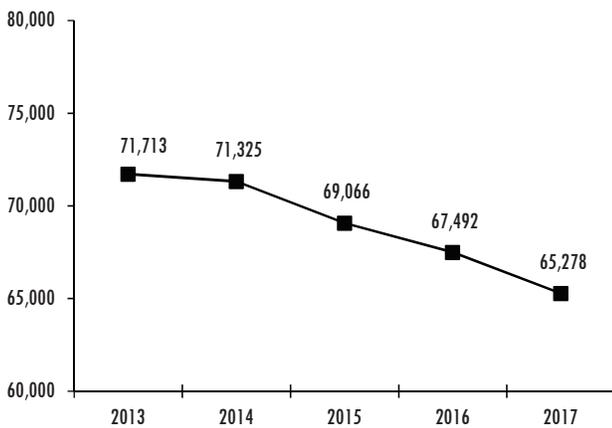
LENGTH OF STAY

Longer incarceration stays can increase the population by slowing releases; in contrast, shorter lengths of stay can

FIGURE 23
PROJECTED TEXAS DEPARTMENT OF CRIMINAL JUSTICE
END-OF-MONTH INCARCERATION POPULATION COUNTS
FISCAL YEARS 2020 TO 2021

2020	POPULATION	2021	POPULATION
September	145,014	September	145,355
October	146,058	October	145,783
November	146,193	November	146,045
December	145,743	December	146,078
January	145,150	January	146,066
February	145,135	February	146,120
March	145,059	March	145,778
April	146,122	April	145,292
May	146,118	May	145,810
June	145,880	June	146,145
July	146,041	July	146,069
August	145,978	August	146,016
Average	**145,708**	**Average**	**145,880**

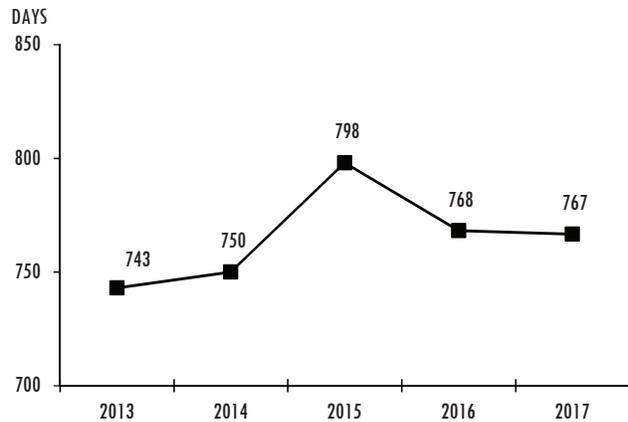SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

FIGURE 24
TEXAS DEPARTMENT OF CRIMINAL JUSTICE
INCARCERATION ADMISSIONS
FISCAL YEARS 2013 TO 2017

SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

decrease the population by expediting releases. The adult incarcerated population's length of stay in TDCJ is driven primarily by sentence length, time served before TDCJ incarceration, the minimum length of stay required by statute, time credits for good behavior, and release decisions by the Texas Board of Pardons and Paroles (BPP). The projection model simulates an

FIGURE 25
AVERAGE LENGTH OF STAY IN TDCJ OF ALL RELEASES
FISCAL YEARS 2013 TO 2017

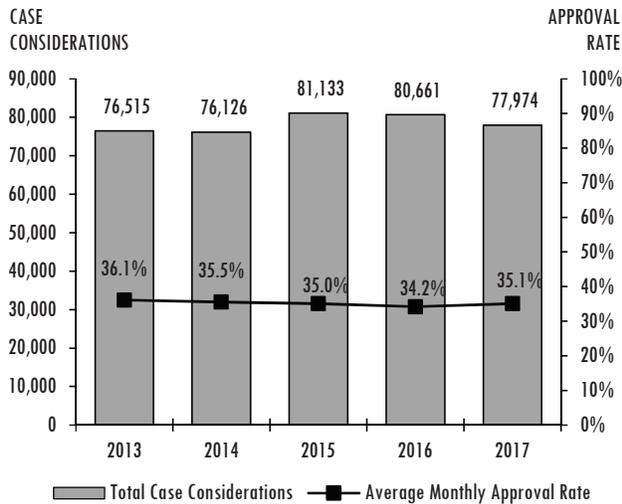SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

individual's movement through TDCJ based on these and other factors. The model projects length of stay for newly admitted individuals and those incarcerated at the end of fiscal year 2017, the most recent sample available. Since the projections are for time served in TDCJ, the analysis covers length of stay in TDCJ and does not include prior time served in county jail for the sentence before being received by TDCJ.

Among those released from all correctional institutions, the average length of stay in TDCJ increased slightly from fiscal years 2013 to 2017, as shown in **Figure 25**. A similar trend is expected for the projection period. The average length of stay for those released from prison during fiscal year 2017 was 1,126 days, 166 days for state jail, and 211 days for substance abuse felony punishment facilities.

ACTIVE ADULT PAROLE SUPERVISION POPULATION PROJECTION

The BPP considers and approves individuals for release onto parole supervision through a parole or discretionary mandatory supervision (DMS) process. Statutory requirements determine an individual's eligibility for parole and DMS, and these requirements typically are based on offense dates and offense committed. Individuals are typically eligible for parole release before DMS release. A relatively small number of those sentenced before September 1, 1996, are placed automatically onto parole supervision through a mandatory supervision release process.

FIGURE 26
PAROLE CASE CONSIDERATIONS AND APPROVAL RATE FISCAL YEARS 2013 TO 2017

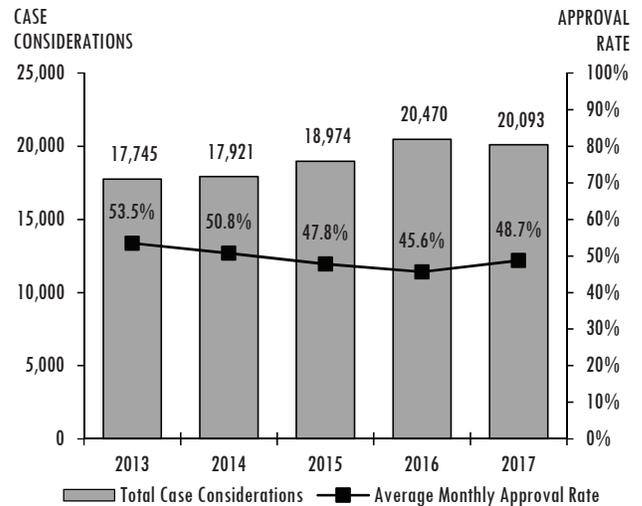SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

FIGURE 27
DISCRETIONARY MANDATORY SUPERVISION CASE CONSIDERATIONS AND APPROVAL RATE, FISCAL YEARS 2013 TO 2017

SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

FIGURE 28
PAROLE PLACEMENTS, FISCAL YEARS 2013 TO 2017

SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

PLACEMENTS

Releases from prison and subsequent placements onto parole supervision were relatively stable from fiscal years 2007 to 2011 but increased significantly (20.7 percent) from fiscal years 2011 to 2012. Parole placements include those individuals released from prison following an approval from the BPP, those released from prison through the mandatory supervision release process, those serving a term of parole supervision for an offense committed in another state and whose supervision was transferred to Texas, and those whose supervision was transferred from the juvenile justice system. From fiscal years 2013 to 2017, parole placements, like admissions to prison, have fluctuated. During this period, the number of cases eligible for parole consideration has decreased, and the parole approval rates have slowed, though not to the lower level observed in fiscal year 2011(see **Figures 26 and 27**). **Figure 28** shows historical placement trends.

During the projection period, placements are expected to fluctuate slightly, like admission to prison, and then remain stable. This projection assumes parole placements will average 36,120 annually, a 0.7 percent increase from the 35,877 placements received in fiscal year 2017.
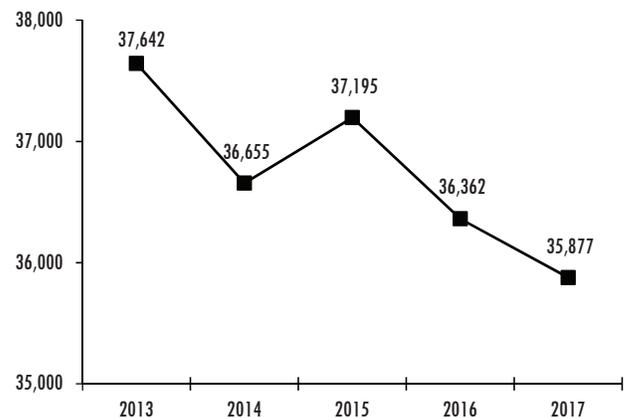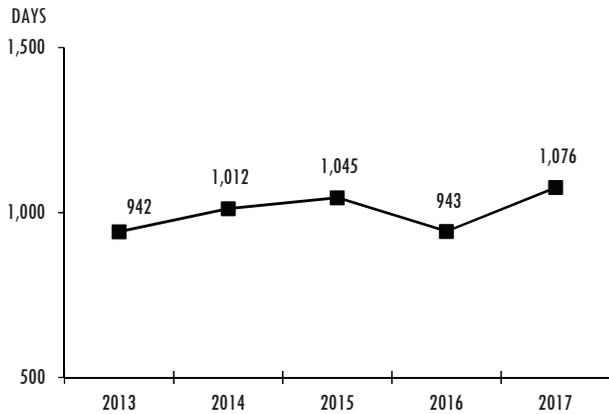
LENGTH OF SUPERVISION

Parole length of supervision is driven primarily by the individual's sentence length, compliance with supervision conditions, and the BPP's parole revocation practices. The projection model simulates an individual's movement through parole based on these and other factors. The model projects lengths of supervision for newly admitted individuals and those on parole at the end of fiscal year 2017, the most recent sample available.

Among individuals exiting parole supervision, supervision length fluctuated from fiscal years 2013 to 2017. During this period, supervision length averaged 1,004 days and fluctuated

FIGURE 29
**PAROLEES' AVERAGE LENGTH OF SUPERVISION
FISCAL YEARS 2013 TO 2017**

SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

FIGURE 30
**FELONY DIRECT COMMUNITY SUPERVISION PLACEMENTS
FISCAL YEARS 2013 TO 2017**

SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

an average of 3.8 percent, as shown in **Figure 29**. The length of supervision is projected to average 1,076 days from fiscal years 2018 to 2023.

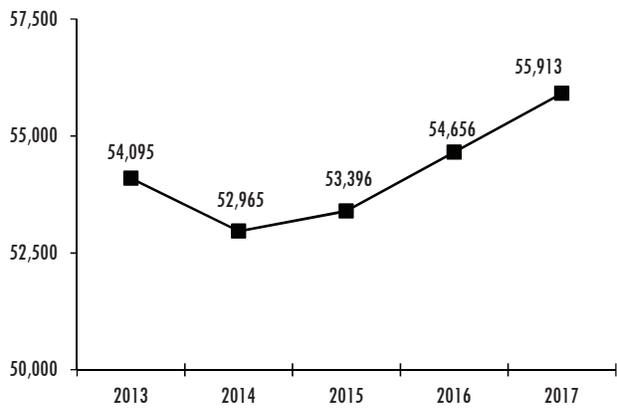## ADULT FELONY DIRECT COMMUNITY SUPERVISION POPULATION PROJECTION

PLACEMENTS

Felony community supervision placements decreased 2.1 percent from fiscal years 2013 to 2014. However, the decrease was reversed with a 5.6 percent increase from fiscal years 2014 to 2017. Comparing the first seven months of fiscal years 2018 to the same months in fiscal year 2017, placements have decreased 7.5 percent. **Figure 30** shows historical felony community supervision placement trends.

From fiscal years 2017 to 2023, placements are projected to increase slightly by 0.4 percent but remain stable throughout the projection period. From fiscal years 2018 to 2023, placements are projected to increase an average of 0.2 percent. Projected placements average 55,520, a 0.7 percent decrease from the 55,913 placements observed in fiscal year 2017.
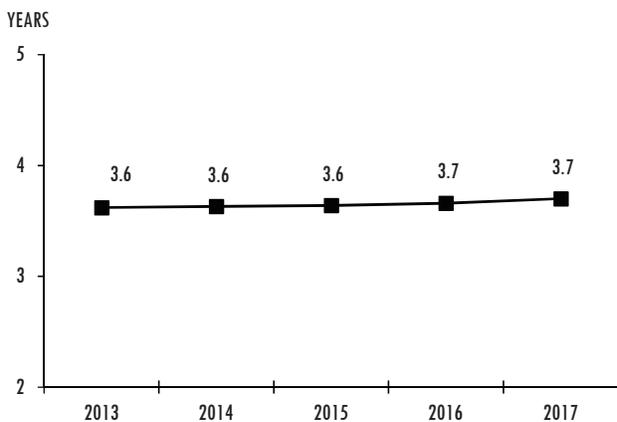
LENGTH OF SUPERVISION

The length of felony direct community supervision is driven primarily by the individual's probation length, compliance with supervision conditions, and individual local judicial district community supervision revocation practices. The projection model simulates an individual's movement through community supervision based on these and other

FIGURE 31
**AVERAGE LENGTH OF SUPERVISION OF FELONY COMMUNITY SUPERVISION
FISCAL YEARS 2013 TO 2017**

SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

factors. The average length of supervision for all terminations (successful and unsuccessful) was 1,335 days (3.7 years) for fiscal year 2017, similar to the length observed during fiscal years 2013 to 2015 and slightly less than the one observed during fiscal year 2016. **Figure 31** shows historical lengths of felony community supervision.
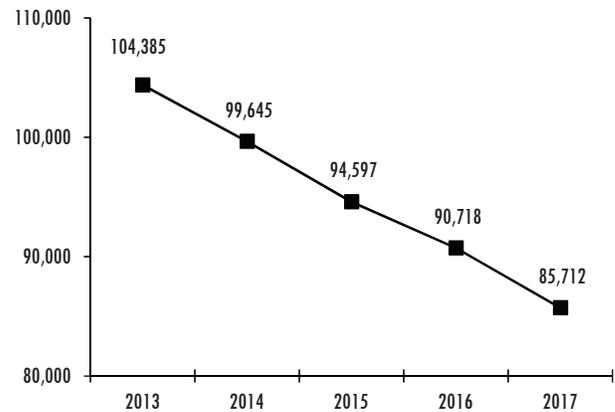
ADULT MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS PROJECTION

The adult misdemeanor community supervision placements projection is based on an autoregressive integrated moving average (ARIMA) model that incorporates historical time series data. Autoregressive models use past values to forecast future values. Moving averages are averages calculated over successive intervals of time. Annual placements observed from fiscal years 2000 to 2017 are used to utilize the most recent, complete fiscal year's data available as well as data from previous fiscal years to capture past changes in trend that may influence future values.

PLACEMENTS

From fiscal years 2008 to 2017, misdemeanor community supervision placements fluctuated, generally decreasing at various rates. During that time, placements decreased 25.1 percent (from 114,371 to 85,712). Although placements increased slightly (0.8 percent) from fiscal years 2012 to 2013, the downward trend has continued through fiscal year 2017. Comparing the first seven months of fiscal years 2017 and 2018, placements decreased 10.8 percent. This projection assumes placements will average 80,653 annually, which is 5.9 percent less than the 85,712 placements during fiscal year 2017. **Figure 32** shows historical placement trends.

FIGURE 32
MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS FISCAL YEARS 2013 TO 2017

NOTES: Misdemeanor community supervision placement data include deferred adjudication, adjudicated probation placements, and placements resulting from completion of shock probation.
SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

APPENDIX B: JUVENILE CORRECTIONAL POPULATION PROJECTIONS METHODOLOGY AND ASSUMPTIONS

JUVENILE CORRECTIONAL POPULATION PROJECTIONS METHODOLOGY AT A GLANCE

METHODOLOGY

The Texas Juvenile Justice Department (TJJD) state residential, parole, and probation supervision population projections are based on individual-level data provided by TJJD. The projection model is based on movement of individual juveniles into, through, and out of the juvenile criminal justice system. The projection model simulates juvenile movement through TJJD's state residential programs based on length of stay. The model simulates movement through TJJD's parole system and juvenile probation supervision based on length of supervision. Length of stay and length of supervision are based on factors that multivariate regression modeling shows to be statistically significant predictors.

FACTORS AFFECTING JUVENILE CORRECTIONAL POPULATION PROJECTIONS

The following juvenile justice trends have been considered when generating the projections. If major shifts occur from the latest trends in these areas, adjustments to the projections may become necessary.

TEXAS JUVENILE POPULATION

From calendar years 2011 to 2015, the juvenile population (ages 10 to 16) in Texas increased 7.0 percent, according to the Texas State Data Center and Office of the State Demographer. The Texas State Data Center projects this population will increase 1.2 percent from calendar years 2018 to 2023.

JUVENILE STATE RESIDENTIAL POPULATION PROJECTION

The state residential population is projected to fluctuate during the projection period as a result of the contrasting effects of efforts by the agency to reduce the length of stay of juveniles in secure facilities combined with the continued increase in violent felony referrals to juvenile probation departments.

FIGURE 33
PROJECTED TEXAS JUVENILE JUSTICE DEPARTMENT STATE AVERAGE DAILY RESIDENTIAL POPULATION FISCAL YEARS 2020 TO 2021

2020	POPULATION	2021	POPULATION
September	1,281	September	1,261
October	1,285	October	1,261
November	1,305	November	1,263
December	1,292	December	1,255
January	1,284	January	1,229
February	1,269	February	1,213
March	1,264	March	1,215
April	1,262	April	1,205
May	1,259	May	1,207
June	1,268	June	1,216
July	1,283	July	1,219
August	1,275	August	1,225
Average	**1,277**	**Average**	**1,231**

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

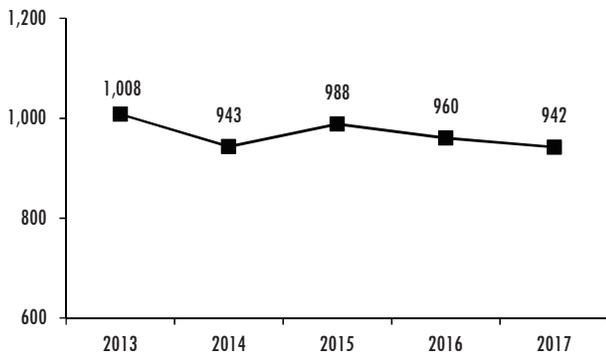### MONTHLY POPULATION PROJECTIONS

Figure 33 shows the projected monthly average daily state residential population from fiscal years 2020 to 2021.

ADMISSIONS

Admissions to state residential facilities decreased each year from fiscal years 2008 to 2014 by an average of 12.4 percent, then increased for the first time in several years during fiscal year 2015 by 4.8 percent. Since then, admissions have shown modest decreases of 2.8 percent during fiscal year 2016 and 1.9 percent during fiscal year 2017.

The continued increase in referrals for violent felony offenses to juvenile probation departments is expected to result in minor fluctuations in admissions to state residential facilities. Violent felonies include offenses such as homicide, sexual assault, robbery, and aggravated assault, among others. Referrals for violent felony offenses decreased each year from fiscal years 2005 to 2014, but increased during fiscal year 2015 by 8.4 percent. Smaller increases of 3.2 percent and 1.3 percent occurred during fiscal years 2016 and 2017. **Figure**

FIGURE 34
JUVENILE STATE RESIDENTIAL ADMISSIONS
FISCAL YEARS 2013 TO 2017

SOURCES: Legislative Budget Board Texas Juvenile Justice Department.

FIGURE 35
AVERAGE LENGTH OF STAY OF TEXAS JUVENILE JUSTICE
DEPARTMENT RESIDENTIAL RELEASES
FISCAL YEARS 2013 TO 2017

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

34 shows historical admissions to state residential facilities from fiscal years 2013 to 2017.

The number of state residential admissions is projected to fluctuate from fiscal years 2018 to 2023. For this projection, it is assumed TJJD will receive an average of 890 state residential admissions per year from fiscal years 2018 to 2023.

LENGTH OF STAY

Future releases are largely driven by minimum length of stay, maximum length of stay possible given the juvenile's age, and release approval decisions. Factors that multivariate regression modeling show to be statistically significant predictors of length of stay include age at intake, offense severity, mental health needs, and substance abuse, among others. The regression model is based on juveniles released from TJJD state residential facilities during fiscal year 2017.

Figure 35 shows the average length of stay for juveniles released from TJJD state residential facilities increased from fiscal years 2015 to 2017. The model indicates the average length of stay is expected to decrease from the 2017 level and average 16.6 months during the projection period. The projected decrease in length of stay is due to an effort by TJJD to conduct more proactive case reviews to ensure the juveniles who the agency determines should no longer be in secure facilities are released or discharged.

JUVENILE PAROLE POPULATION PROJECTION

Most juveniles admitted to parole supervision initially are assigned to an intensive level of supervision. Juveniles who
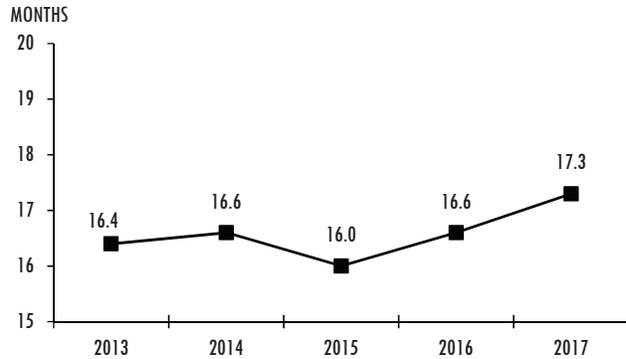
have earned parole credit in other programs can be assigned to moderate supervision or minimum supervision levels. Supervision is a verification of the juvenile's location, daily schedule, and required activities. While juveniles are on parole, the level of supervision is reduced as they demonstrate compliance with the program objectives.

Discharge from parole for juveniles typically is dependent upon completing program objectives. The parole supervision population is projected to increase during the projection period. The population is projected to finish fiscal year 2023 with an average daily population of 434, which is 15.7 percent greater than the average daily population of 375 during fiscal year 2017.
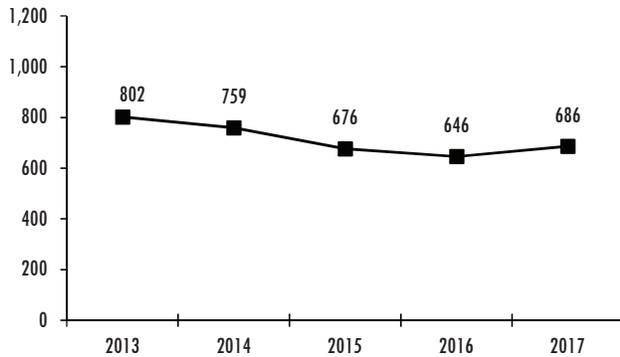
ADMISSIONS

Parole admissions decreased from fiscal years 2013 to 2016, then increased during fiscal year 2017, as shown in **Figure 36**.

During fiscal year 2017, TJJD decided to conduct more proactive case reviews to ensure the juveniles who the agency determines should no longer be in secure facilities are released or discharged. This is likely to increase admissions to parole because, from fiscal years 2012 to 2017, on average, 68.4 percent of all juveniles released from state residential facilities were admitted to parole supervision. For this projection, it is assumed there will be an average of 714 admissions per year to juvenile parole from fiscal years 2018 to 2023.

LENGTH OF SUPERVISION

The projection model simulates movement through juvenile parole supervision based on length of supervision. Factors

FIGURE 36
JUVENILE PAROLE ADMISSIONS
FISCAL YEARS 2013 TO 2017

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

FIGURE 37
AVERAGE LENGTH OF SUPERVISION OF JUVENILE PAROLE RELEASES, FISCAL YEARS 2013 TO 2017

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

that multivariate regression modeling show to be statistically significant predictors of length of supervision include the age the juvenile started parole, treatment needs, and the offense for which the juvenile was committed, among others. The regression model is based on juveniles released from parole during fiscal year 2017.

Figure 37 shows the average length of supervision for juveniles released from parole supervision decreased from fiscal years 2013 to 2017. The model indicates the average length of supervision is expected to be 7.2 months for the projection period.
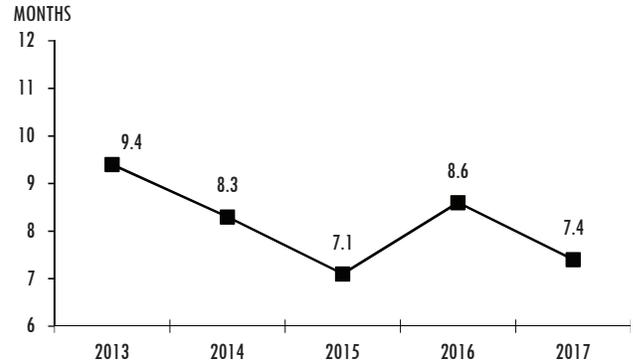
JUVENILE PROBATION SUPERVISION POPULATION PROJECTION

The model projects the total supervision average daily population will decrease slightly during the projection period, decreasing an average of 2.2 percent per year and ending the period at 12.6 percent less than the fiscal year 2017 level. During the projection period, adjudicated probation and deferred prosecution are both expected to decrease an average of 2.8 percent per year, while conditional predisposition supervision is expected to increase an average of 1.0 percent per year.

ADMISSIONS

Total annual supervision admissions decreased an average of 4.8 percent per year from fiscal years 2013 to 2017, as shown in **Figure 38**. From fiscal years 2013 to 2017, admissions to adjudicated probation decreased an average of 5.5 percent, and admissions to deferred prosecution decreased an average of 7.5 percent. Admissions to conditional predisposition

FIGURE 38
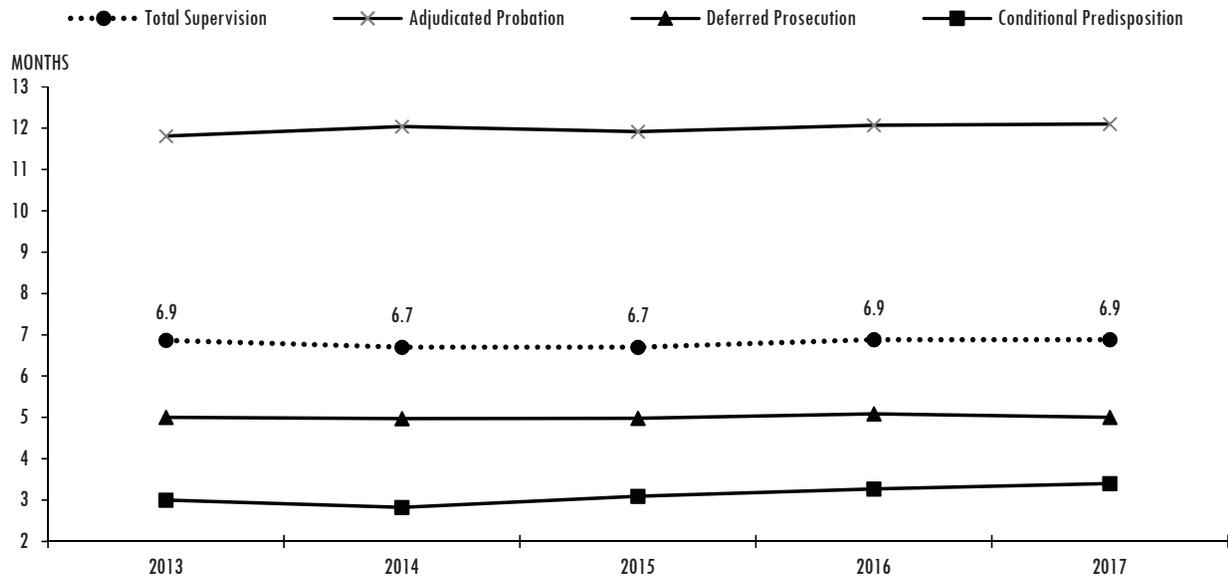**JUVENILE PROBATION SUPERVISION ADMISSIONS, FISCAL YEARS 2013 TO 2017**
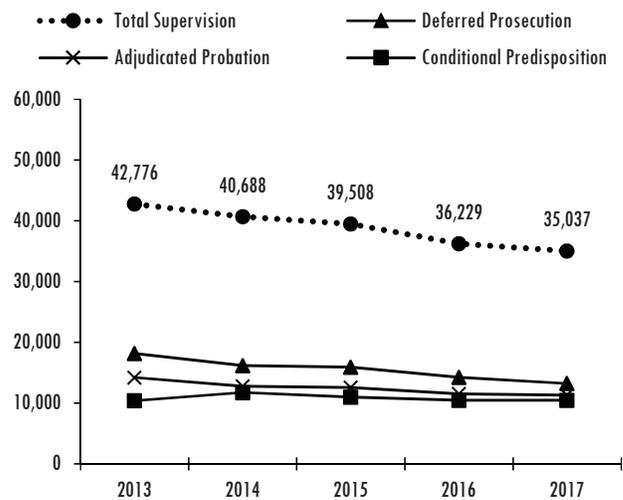
SOURCES: Legislative Budget Board Texas Juvenile Justice Department.

supervision increased 13.0 percent from fiscal years 2013 to 2014. This increase was due primarily to a change in the description of this supervision made by TJJD in October 2013. Admissions to conditional predisposition supervision decreased 6.4 percent during fiscal year 2015 and 5.0 percent during fiscal year 2016, then increased 0.4 percent during fiscal year 2017.

Admissions are projected to increase slightly for conditional predisposition and to decrease slightly for deferred

FIGURE 39
AVERAGE LENGTH OF SUPERVISION FOR JUVENILE PROBATION SUPERVISION RELEASES
FISCAL YEARS 2013 TO 2017

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

prosecution and adjudicated probation during the projection period.

LENGTH OF SUPERVISION

The projection model simulates movement through juvenile probation supervision based on length of supervision. Factors that multivariate regression modeling show to be statistically significant predictors of length of supervision include expected supervision length, gang involvement, mental health needs, and offense history, among others. The regression model was used to analyze the supervision length for juveniles released from supervision during fiscal year 2017.

As shown in **Figure 39**, the length of supervision remained relatively stable from fiscal years 2013 to 2017. Supervision length is projected to increase slightly from fiscal years 2018 to 2023. The length of conditional predisposition supervision averaged 3.1 months from fiscal years 2013 to 2017, and is projected to increase and average 3.5 months from fiscal years 2018 to 2023. The length of deferred prosecution averaged 5.0 months from fiscal years 2013 to 2017 and is projected to remain stable and average 5.0 months from fiscal years 2018 to 2023. The length of adjudicated probation averaged 12.0 months from fiscal years 2013 to 2017 and is projected to increase slightly and average 12.2 months.