



LEGISLATIVE BUDGET BOARD

Adult and Juvenile Correctional Population Projections Fiscal Years 2019 to 2024

SUBMITTED TO THE 86TH TEXAS LEGISLATURE

PREPARED BY LEGISLATIVE BUDGET BOARD STAFF

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ADULT AND JUVENILE CORRECTIONAL POPULATION PROJECTIONS

FISCAL YEARS 2019 TO 2024

January 2019

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.

This report provides updated correctional population projections in preparation for the Eighty-sixth Legislature, 2019. The June 2018 projections were enhanced 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 were analyzed and incorporated into the updated population projections.

Assistant Directors
Legislative Budget Board

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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 of the team’s responsibilities is to conduct periodic, long-term adult and juvenile correctional population projections to serve as a basis for biennial funding determinations. The January 2019 *Adult and Juvenile Correctional Population Projections* report provides correctional population projections for fiscal years 2019 to 2024 in preparation for the Eighty-sixth Legislature, 2019.

WHY ARE CORRECTIONAL POPULATION PROJECTIONS PRODUCED?

Correctional population projections serve as a basis for biennial funding determinations. The June 2018 projections informed state correctional agency legislative appropriation requests and the introduced version of the General Appropriations Bills. The January 2019 projections inform budgeting and policy decisions during the Eighty-sixth Legislative Session, 2019.

CORRECTIONAL POPULATION PROJECTIONS OVERVIEW

The January 2019 correctional population projections indicate the adult state incarceration population will

remain stable and within internal operating capacity through fiscal year 2024. The juvenile state correctional population is expected to increase slightly but remain within operating capacity during the projection period. Projections include the following indications:

- the adult state incarceration population is projected to remain stable from fiscal years 2019 to 2024 and to remain, on average, 1.6 percent below the Texas Department of Criminal Justice (TDCJ) internal operating capacity; and
- the juvenile state residential population is projected to increase an average of 1.8 percent per year from fiscal years 2019 to 2024 and to remain, on average, 32.8 percent below operating capacity during the projection period.

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

FIGURE 1
CORRECTIONAL POPULATION PROJECTION GROWTH TRENDS, FISCAL YEARS 2019 TO 2024

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	Increase	Below
Juvenile	Parole	Increase	N/A
Juvenile	Juvenile Probation	Stable	N/A

NOTE: Adult incarceration populations include adults in prison, state jail, and substance abuse felony punishment facilities. Juvenile state residential populations include juveniles in state residential facilities, halfway houses, and contract residential placement facilities.
SOURCE: Legislative Budget Board.

**FIGURE 2
CORRECTIONAL POPULATION PROJECTIONS OVERVIEW, FISCAL YEARS 2019 TO 2021**

ADULT/JUVENILE	POPULATION	2019	2020	2021	PERCENTAGE CHANGE FOR PERIOD
Adult	Incarceration	145,770	145,553	145,966	0.1%
Adult	Parole	84,215	84,690	85,091	1.0%
Adult	Felony Direct Community Supervision	154,039	155,056	155,001	0.6%
Adult	Misdemeanor Community Supervision Placements	77,348	74,514	71,680	(7.3%)
Juvenile	State Residential	1,177	1,209	1,268	7.7%
Juvenile	Parole	407	435	425	4.4%
Juvenile	Juvenile Probation	19,709	19,830	20,047	1.7%

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

Figure 2 shows adult and juvenile correctional population projections from fiscal years 2019 to 2021. Population projections are the yearly average of the end-of-month population counts for the adult incarceration population and the average daily population for all other adult and juvenile correctional populations.

METHODOLOGY AT A GLANCE

The LBB’s CJDA team produces correctional population projections by using a discrete event simulation model that incorporates up-to-date demographic and correctional information. The model simulates movement through 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 the state laws in place at the time of offense. Population projections assume all current policies, procedures, and laws remain constant throughout the projection period.

CURRENT CORRECTIONAL POPULATIONS AT A GLANCE

Figure 3 shows adult and juvenile correctional populations as of August 31, 2018.

**FIGURE 3
CORRECTIONAL POPULATIONS AS OF AUGUST 31, 2018**

ADULT/JUVENILE	POPULATION	POPULATION COUNT
Adult	Incarceration	145,078
Adult	Parole	84,315
Adult	Felony Direct Community Supervision	152,796
Adult	Misdemeanor Community Supervision Placements	79,227
Juvenile	State Residential	1,106
Juvenile	Parole	392
Juvenile	Juvenile Probation	20,371

NOTES:

- (1) Adult and juvenile probation and parole figures are preliminary and subject to revision.
- (2) Misdemeanor community supervision placements are measured cumulatively each fiscal year.

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

CRIME IN TEXAS

In addition to correctional population projections, this report includes recent adult and juvenile crime statistics. Figure 4 shows adult and juvenile arrests for fiscal years 2015

**FIGURE 4
ADULT AND JUVENILE ARRESTS, FISCAL YEARS 2015 TO 2018**

POPULATION	2015	2016	2017	2018	PERCENTAGE CHANGE 2015 TO 2018
Adult (1)	801,928	800,277	771,104	724,668	(9.6%)
Juvenile (2)	53,978	51,649	47,822	42,024	(22.1%)

NOTES:

- (1) Adults in Texas are defined as individuals age 17 and older.
- (2) Juvenile arrests refer to individuals ages 10 to 16, the age range specified by the Texas Family Code.

SOURCES: Legislative Budget Board; Texas Department of Public Safety, txucr.nibrs.com, as of December 20, 2018.

to 2018. **Figure 5** (adult) and **Figure 15** (juvenile) show additional details of adult and juvenile arrests, including arrests by offense type.

ADULT ARRESTS

The number of adult arrests decreased 6.0 percent from fiscal years 2017 to 2018.

Figure 5 shows arrests by offense type for fiscal years 2015 to 2018. Figure 6 shows the percentage change in arrests

by offense type from fiscal years 2017 to 2018. Arrests decreased during that period for each type of offense except violent offenses, which increased 0.4 percent.

**FIGURE 5
ADULT ARRESTS, FISCAL YEARS 2015 TO 2018 (1)**

OFFENSE (2)	2015	2016	2017	2018	PERCENTAGE CHANGE 2015 TO 2018	PERCENTAGE CHANGE 2017 TO 2018
Violent	114,619	116,784	117,102	117,578	2.6%	0.4%
Property	128,936	113,460	97,782	87,826	(31.9%)	(10.2%)
Drug	126,221	135,266	139,871	137,236	8.7%	(1.9%)
Other	432,152	434,767	416,349	382,028	(11.6%)	(8.2%)
Total	801,928	800,277	771,104	724,668	(9.6%)	(6.0%)

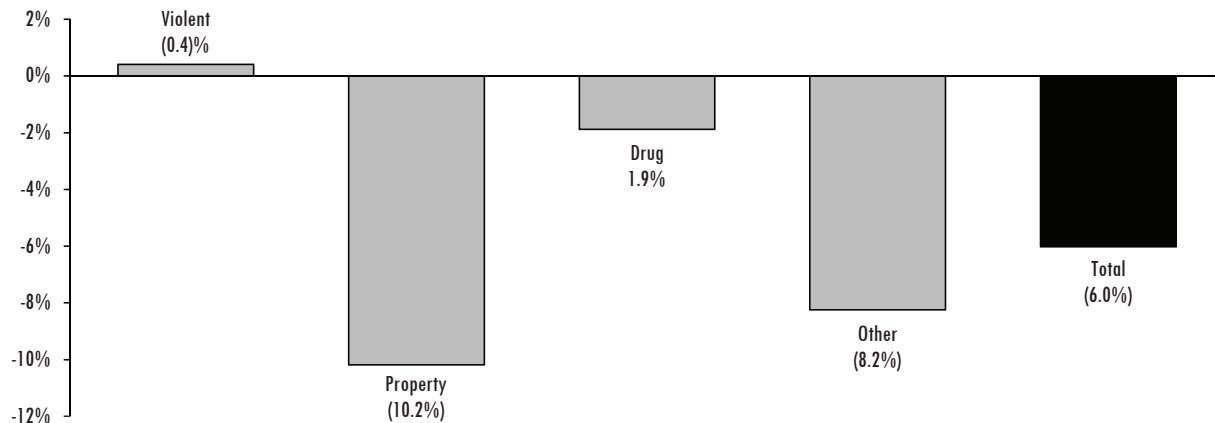
NOTES:

(1) Adults in Texas 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, txucr.nibrs.com, as of December 20, 2018.

**FIGURE 6
PERCENTAGE CHANGE IN ADULT ARRESTS BY OFFENSE TYPE, FISCAL YEARS 2017 TO 2018**



SOURCES: Legislative Budget Board; Texas Department of Public Safety, txucr.nibrs.com, as of December 20, 2018.

ADULT CORRECTIONAL POPULATION PROJECTIONS

METHODOLOGY

The LBB's CJDA team produces adult incarceration, parole supervision, and felony community supervision population projections by using a discrete event simulation model that incorporates up-to-date demographic and correctional information. The model simulates an individual's movement through the adult criminal justice system 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. Misdemeanor placements are projected using an autoregressive integrated moving average (ARIMA) model. Population projections assume all current policies, procedures, and laws remain constant during the projection period. **Appendix A** shows additional information regarding adult correctional population projection methodology.

ADULT INCARCERATION ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2014 TO 2024

The adult incarceration population is projected to remain stable from fiscal years 2019 to 2024. Any significant change in projection drivers (e.g., admission rates, parole approval practices, changes in statute) may affect future populations.

The adult incarceration population consists of those within prisons, state jails, and substance abuse felony punishment facilities (SAFPF). It is comprised of individuals whose offenses are, in terms of severity, state jail felonies or greater. The current state of the actual and projected correctional populations has been 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 since fiscal year 2012 have complemented legislative efforts to temper growth in the prison population.

The primary factors affecting correctional population projections are the number of individuals entering the system and the duration of their time within the system. Over the past few legislative sessions, bills enacted by

multiple legislatures and implemented by the courts and the TDCJ have resulted in a decrease in the number of individuals entering state jail. A slight decrease in parole and discretionary mandatory supervision (DMS) case considerations and approval rates has also served to offset the decrease in state jail admissions, preventing major fluctuations in the incarceration population. Eligibility for case consideration is based on the state law in effect at the time the offense was committed.

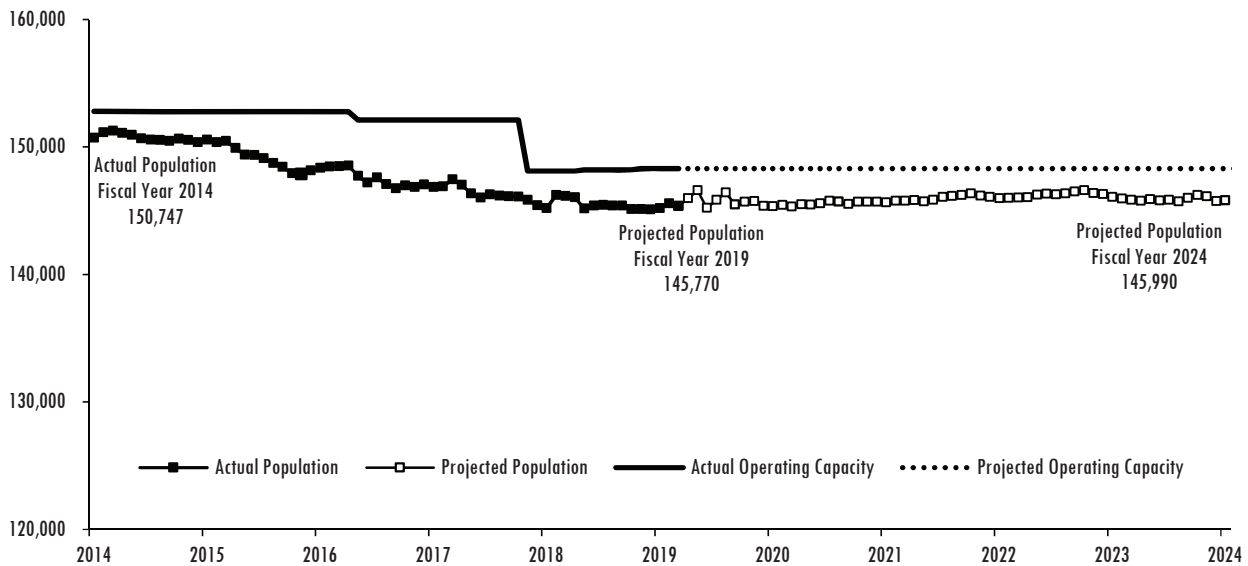
During the projection period, the adult incarceration population is projected to remain stable and at slightly less than internal operating capacity. **Figure 7** shows TDCJ's actual and projected incarceration population and internal operating capacity from fiscal years 2014 to 2024. **Appendix A** shows more information regarding projections drivers and model assumptions.

Admissions to prison increased 4.5 percent from fiscal years 2017 to 2018. The length of stay for those in prison decreased slightly from 1,126 days for fiscal year 2017 to 1,091 days for fiscal year 2018. Felony community supervision revocations to TDCJ decreased 2.2 percent for fiscal year 2018, a reversal from the 5.5 percent increase for fiscal year 2017. Parole case considerations increased slightly during fiscal year 2018; however, the average monthly parole approval rate that year decreased to 33.1 percent from 35.1 percent for fiscal year 2017. DMS case considerations also decreased from fiscal years 2017 to 2018, and the approval rate decreased from 48.7 percent to 47.9 percent.

Admissions to SAFPFs increased from fiscal years 2015 to 2017 but decreased 4.8 percent from fiscal years 2017 to 2018. Individuals typically participate in a six-month program, but those with more complex needs may require a nine-month program. The average length of stay for those in SAFPFs has remained stable at 211 days from fiscal years 2017 to 2018.

State jail admissions have decreased significantly during the past five years, decreasing by 23.7 percent from fiscal years 2014 to 2018. Admissions decreased 5.9 percent from fiscal years 2017 to 2018. Felony community supervision revocations to state jail also have decreased since fiscal year

FIGURE 7
ACTUAL AND PROJECTED TEXAS DEPARTMENT OF CRIMINAL JUSTICE INCARCERATION POPULATIONS AND INTERNAL OPERATING CAPACITY, FISCAL YEARS 2014 TO 2024



NOTES: 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 fiscal year 2017. In June 2017, the agency removed 1,249 beds, including 200 beds at the Bridgeport Pre-parole Transfer Facility and 1,049 beds at the Bartlett State Jail. In August 2017, 508 beds were removed when the Ware Unit closed. The closure of the 916-bed Ware Unit reduced TDCJ capacity by 508 beds because 408 beds had been removed temporarily from capacity due to staffing shortages.
 SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

2014. The length of stay for those in state jails has remained stable at 166 days from fiscal years 2017 to 2018.

Figure 8 shows the end-of-month yearly average of projected populations from fiscal years 2019 to 2024 and the

population relative to TDCJ’s current internal operating capacity. The internal operating capacity is 96.0 percent of unit capacity to allow correctional institution division administrators to accommodate logistical and safety issues. See **Appendix A** for more information.

FIGURE 8
PROJECTED INCARCERATION POPULATIONS AND OPERATING CAPACITY, FISCAL YEARS 2019 TO 2024

YEAR	INCARCERATION POPULATION (END-OF-MONTH YEARLY AVERAGE)	INTERNAL OPERATING CAPACITY	INTERNAL OPERATING CAPACITY COMPARED TO PROJECTED POPULATION	
			DIFFERENCE	PERCENTAGE
2019	145,770	148,308	2,538	1.7%
2020	145,553	148,308	2,755	1.9%
2021	145,966	148,308	2,342	1.6%
2022	146,249	148,308	2,059	1.4%
2023	145,914	148,308	2,394	1.6%
2024	145,990	148,308	2,318	1.6%

NOTES: Online bed capacity represents the total number of Texas Department of Criminal Justice (TDCJ) beds available for the permanent assignment of inmates. At the end of November 2018, 2,216 beds had been removed temporarily from online bed capacity, including 1,900 due to staffing shortages, 260 due to a renovation project, and 56 due to a wheelchair conversion project. Online bed capacity at that time did not include 2,242 temporary placement beds, which include medical (hospital beds and unit-based infirmary beds), solitary confinement, transfer holding, and pre-hearing detention beds. Inmates 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 2014 TO 2024**

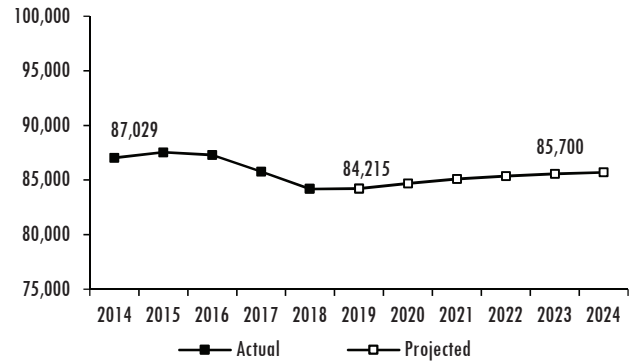
The active adult parole supervision population is projected to remain stable from fiscal years 2019 to 2024. Any significant change in projection drivers (e.g., parole approval and consideration practices) may affect future populations. **Appendix A** provides additional information regarding projection drivers and model assumptions.

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 laws in effect when 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 approved for release from prison by the Board of Pardons and Paroles (BPP), those released from prison through the mandatory supervision release process, those who committed an offense in another state and whose term of parole supervision was transferred to Texas, and those whose supervision was transferred from the juvenile justice system.

Parole and DMS case consideration and approval rates began to increase substantially toward the end of fiscal year 2011, resulting in an 8.2 percent increase in the population under parole supervision by fiscal year 2013. Parole and DMS approval rates since have remained at higher levels. Although total case considerations have increased slightly from fiscal years 2017 to 2018, the fiscal year 2018 parole approval rate of 33.1 percent is the lowest during the past five fiscal years. DMS case considerations and approval rate have decreased slightly from fiscal years 2017 to 2018. For fiscal year 2018, placements onto parole supervision increased slightly by 1.9 percent.

Figure 9 shows the actual and projected parole population from fiscal years 2014 to 2024. **Figure 10** shows the projected average daily active adult parole supervision population from fiscal years 2019 to 2024.

**FIGURE 9
ACTUAL AND PROJECTED ACTIVE ADULT PAROLE
SUPERVISION POPULATIONS
FISCAL YEARS 2014 TO 2024**



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

**FIGURE 10
PROJECTED ACTIVE ADULT PAROLE SUPERVISION
POPULATIONS, FISCAL YEARS 2019 TO 2024**

YEAR	ACTIVE ADULT PAROLE SUPERVISION POPULATION (END-OF-MONTH YEARLY AVERAGE)
2019	84,215
2020	84,690
2021	85,091
2022	85,359
2023	85,577
2024	85,700

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

ADULT FELONY DIRECT COMMUNITY SUPERVISION ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2014 TO 2024

The adult felony direct community supervision population is expected to remain stable overall with minor fluctuations from fiscal years 2019 to 2024. The projected average daily population is 155,152 for the entire period. Any significant change in projection drivers (e.g., placements, revocations, or length of supervision) may affect future populations. **Appendix A** shows additional information regarding projection drivers and model assumptions.

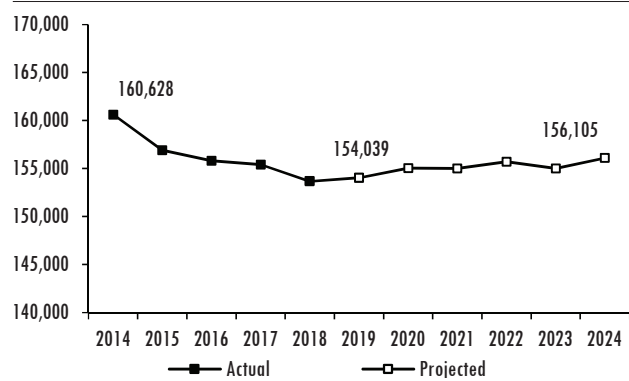
Certain individuals who commit felony offenses and receive sentences of 10 or fewer years are eligible to serve their sentences in the community rather than in state jail or prison. Eligible individuals must adhere to basic conditions of supervision issued by a judge (e.g., commit no new offense, avoid 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.

Placements onto direct felony community supervision decreased 7.4 percent from fiscal years 2017 to 2018. The average length of supervision for those terminated from direct felony community supervision during fiscal year 2018 was 3.4 years. The average monthly active direct felony community supervision population has decreased slightly each fiscal year since 2011.

Total placements include direct and indirect placements. For fiscal year 2018, total felony community supervision placements decreased 5.0 percent, total felony community supervision terminations increased 2.6 percent, and the length of supervision for all felony terminations was stable at 3.6 years. Total placements onto felony community supervision increased from fiscal years 2015 to 2017 but decreased by 5.0 percent from fiscal years 2017 to 2018. The average length of supervision for those terminated from felony community supervision has remained stable since fiscal year 2013.

Felony community supervision projections do not include individuals under pretrial supervision or within pretrial diversion programs. Pretrial programs can be operated by community supervision and corrections departments (CSCD) or by district or county attorneys’ offices. Qualitative interviews suggest increased participation in pretrial diversion programs operated by district and county attorneys’ offices.

**FIGURE 11
ACTUAL AND PROJECTED ADULT FELONY DIRECT COMMUNITY SUPERVISION POPULATIONS, FISCAL YEARS 2014 TO 2024**



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

**FIGURE 12
PROJECTED ADULT FELONY DIRECT COMMUNITY SUPERVISION POPULATIONS
FISCAL YEARS 2019 TO 2024**

YEAR	FELONY DIRECT COMMUNITY SUPERVISION POPULATION (END-OF-MONTH YEARLY AVERAGE)
2019	154,039
2020	155,056
2021	155,001
2022	155,713
2023	155,000
2024	156,105

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

However, data for the number and type of programs are not currently quantifiable. The statewide monthly average felony pretrial diversion population monitored by CSCDs increased 6.6 percent from fiscal years 2017 to 2018 and has increased since fiscal year 2008.

Figure 11 shows the actual and projected felony direct community supervision population from fiscal years 2014 to 2024. **Figure 12** shows the projected average daily felony direct community supervision population from fiscal years 2019 to 2024.

ADULT MISDEMEANOR COMMUNITY SUPERVISION ACTUAL AND PROJECTED PLACEMENTS, FISCAL YEARS 2014 TO 2024

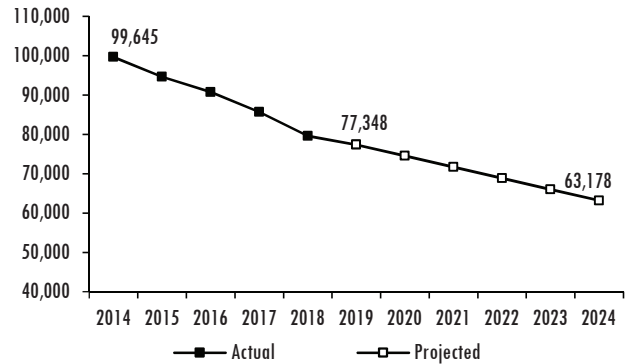
Misdemeanor community supervision placements are projected to decrease 18.3 percent from fiscal years 2019 to 2024. Any significant change in projection drivers (e.g., pretrial diversion program options) may affect future populations.

Certain individuals who commit class A or B misdemeanor offenses are eligible to serve their sentences in the community rather than in county jail. Eligible individuals must adhere to basic conditions of supervision issued by a judge (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 2004 to 2018 and the decrease in placements observed during the last five fiscal years. **Appendix A** provides additional information regarding projection drivers and model assumptions.

Total placements onto misdemeanor community supervision decreased by 7.2 percent from fiscal years 2017 to 2018. Except for fiscal year 2013, which showed a slight increase of 0.8 percent, placements onto misdemeanor community supervision have decreased every fiscal year since 2008. From fiscal years 2014 to 2018, misdemeanor placements decreased by 20.2 percent, and placements onto misdemeanor pretrial diversion programs operated by CSCDs increased by 12.0 percent. Placements onto pretrial diversion programs operated by CSCDs decreased by 0.4 percent for fiscal year 2018, the first decrease during the past 10 fiscal years. Total revocations have continued to decrease since fiscal year 2014, with an 8.8 percent decrease from fiscal years 2017 to 2018.

Figure 13 shows the projected misdemeanor community supervision placements from fiscal years 2014 to 2024. **Figure 14** shows the projected number of misdemeanor community supervision placements for fiscal years 2019 to 2024.

**FIGURE 13
ACTUAL AND PROJECTED ADULT MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS
FISCAL YEARS 2014 TO 2024**



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

**FIGURE 14
PROJECTED ADULT MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS, FISCAL YEARS 2019 TO 2024**

YEAR	MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS
2019	77,348
2020	74,514
2021	71,680
2022	68,846
2023	66,012
2024	63,178

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

JUVENILE ARRESTS

Figure 15 shows juvenile arrests by offense type. The number of juvenile arrests decreased 22.1 percent from fiscal years 2015 to 2018. Arrests for all offenses decreased for each offense type, with violent offenses decreasing the least, by 4.4 percent, and property offenses decreasing the most, by 41.0 percent.

Figure 16 shows the percentage change in juvenile arrests by offense type from fiscal years 2017 to 2018. Arrests for offenses decreased during this time, with drug offenses decreasing the least, by 4.3 percent, and property offenses decreasing the most, by 22.6 percent.

FIGURE 15
JUVENILE ARRESTS, FISCAL YEARS 2015 TO 2018 (1)

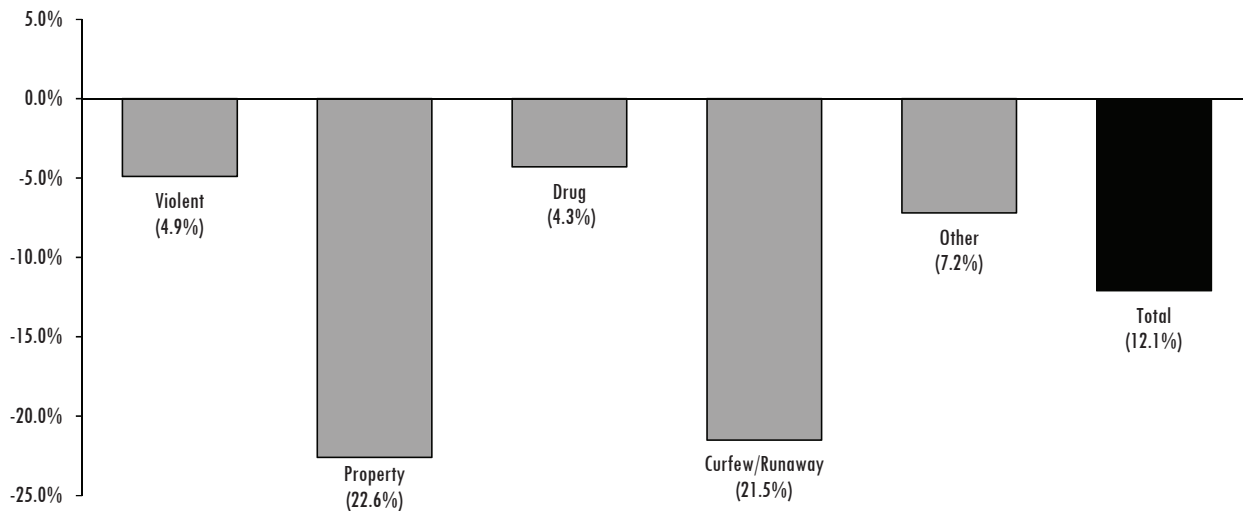
OFFENSE (2)	2015	2016	2017	2018	PERCENTAGE CHANGE 2015 TO 2018	PERCENTAGE CHANGE 2017 TO 2018
Violent	11,808	12,692	11,859	11,283	(4.4%)	(4.9%)
Property	15,446	13,420	11,774	9,117	(41.0%)	(22.6%)
Drug	6,068	6,006	5,983	5,726	(5.6%)	(4.3%)
Curfew/Runaway	8,907	8,175	6,964	5,469	(38.6%)	(21.5%)
Other	11,749	11,356	11,242	10,429	(11.2%)	(7.2%)
Total	53,978	51,649	47,822	42,024	(22.1%)	(12.1%)

NOTES:

- (1) 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.
- (2) See the Glossary for offenses included in these offense categories.

SOURCES: Legislative Budget Board; Texas Department of Public Safety, txucr.nibrs.com, as of December 20, 2018.

FIGURE 16
PERCENTAGE CHANGE IN JUVENILE ARRESTS BY OFFENSE TYPE, FISCAL YEARS 2017 TO 2018



SOURCES: Legislative Budget Board; Texas Department of Public Safety, txucr.nibrs.com, as of December 20, 2018.

JUVENILE CORRECTIONAL POPULATION PROJECTIONS

METHODOLOGY

The LBB's CJDA team produces juvenile correctional population projections by using a discrete event simulation model that incorporates up-to-date demographic and correctional information. The model simulates an individual's movement through 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 offense. Population projections assume all current policies, procedures, and laws are held constant throughout the projection period. Additional information on the juvenile correctional population projection methodology can be found in **Appendix B**.

JUVENILE STATE RESIDENTIAL ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2014 TO 2024

Juvenile state residential populations are projected to increase an average of 1.8 percent per year during 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.

Between fiscal years 2008 and 2014, admissions to state residential facilities decreased each year by an average of 12.4 percent and then increased by 4.8 percent in fiscal year 2015. Admissions experienced modest decreases in fiscal years 2016 and 2017, of 2.8 percent and 1.9 percent respectively, and then a substantial decrease of 9.4 percent (89 admissions) in fiscal year 2018. The decrease in fiscal year 2018 is primarily due to the regional diversion alternatives (RDA) program. This program, which was established by Senate Bill 1630, Eighty-fourth Legislature, 2015, was designed to divert 30 juveniles from commitment to the Texas Juvenile Justice Department (TJJD) in fiscal year 2016 and 150 juveniles per year from commitment in fiscal year 2017 and subsequent years.

While the program diverted 21 juveniles in fiscal year 2016 and 188 juveniles in fiscal 2017, it diverted 261 juveniles in

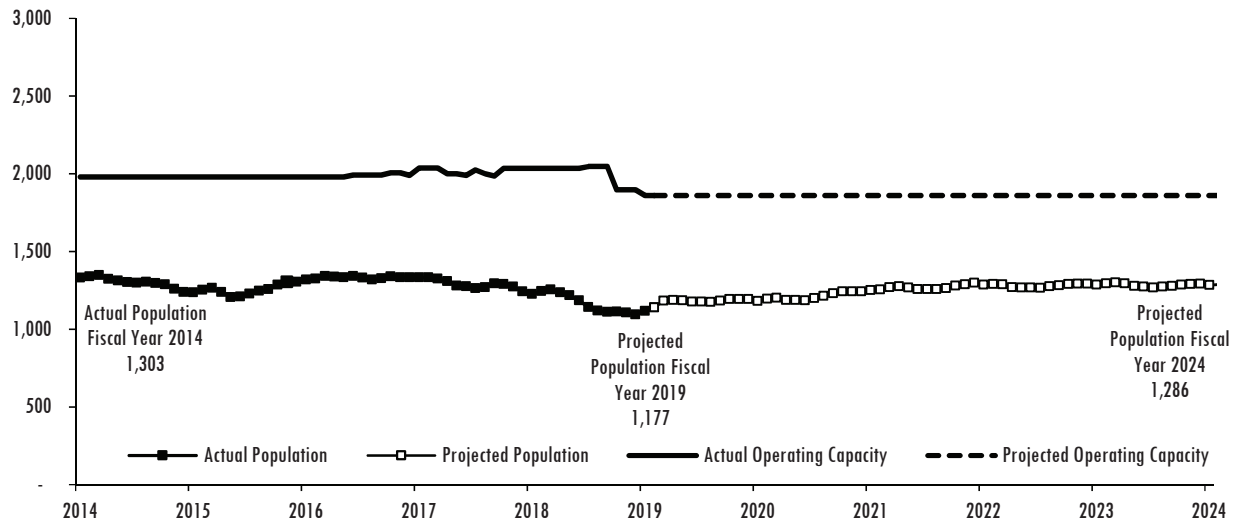
fiscal year 2018, meaning the program exceeded its target population in 2018 by 111 juveniles or 74.0 percent. Based on discussions with the agency, the rising costs of residential placements (separate from TJJD facilities) make it unlikely the program will exceed its target by such a large margin in future years.

The continued increase in violent felony referrals to juvenile probation departments is also expected to increase 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 between fiscal year 2005 and fiscal year 2014, but increased in fiscal year 2015 by 8.4 percent. More modest increases of 3.2 percent and 1.3 percent occurred in fiscal years 2016 and 2017, respectively. In fiscal year 2018 violent felony referrals increased by a more substantial 5.2 percent (307 referrals), and juvenile probation department officials indicate this increase is likely to continue.

TJJD's average daily population decreased from 1,291 in fiscal year 2017 to 1,170 in 2018 in part due to a decrease in the average length of stay of juveniles committed. This decrease is especially substantial for individuals with indeterminate sentences, who make up the vast majority of admissions to TJJD. The average length of stay for juveniles exiting TJJD during fiscal year 2017 was 17.3 months but only 16.6 months for those exiting in fiscal year 2018. One cause for this decrease was an agency-led 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 on-going case reviews, which began in the middle of fiscal year 2018, of juveniles' behavior and progress in treatment are resulting in shorter lengths of stay than would otherwise have occurred.

As a result of these factors, a diversion of juveniles through the RDA slightly lower than the number diverted in fiscal year 2018, an increase in violent felony referrals, and a fairly stable length of stay, juvenile state residential populations are expected to increase an average of 1.8 percent annually from fiscal years 2019 to 2024. The

FIGURE 17
ACTUAL AND PROJECTED TEXAS JUVENILE JUSTICE DEPARTMENT STATE RESIDENTIAL AVERAGE DAILY POPULATION AND OPERATING CAPACITY, FISCAL YEARS 2014 TO 2024



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 2019 TO 2024

YEAR	STATE RESIDENTIAL POPULATION	OPERATING CAPACITY	OPERATING CAPACITY COMPARED TO PROJECTED POPULATION	
			DIFFERENCE	PERCENTAGE
2019	1,177	1,860	683	36.7%
2020	1,209	1,860	651	35.0%
2021	1,268	1,860	592	31.8%
2022	1,281	1,860	579	31.2%
2023	1,284	1,860	576	31.0%
2024	1,286	1,860	574	30.9%

SOURCE: Legislative Budget Board; Texas Juvenile Justice Department.

state residential population is expected to remain, on average, 32.8 percent below operating capacity for the projection period.

Figure 17 shows the actual and projected monthly state residential population and operating capacity for TJJD from fiscal years 2014 to 2024. The capacity decreased in 2018 because ownership of the Corsicana Residential Treatment Center was transferred to the City of Corsicana on May 31, 2018. **Appendix B**

includes additional information about projection drivers and model assumptions.

Figure 18 shows the average daily projected population from fiscal years 2019 to 2024 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 more information.

JUVENILE PAROLE SUPERVISION ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2014 TO 2024

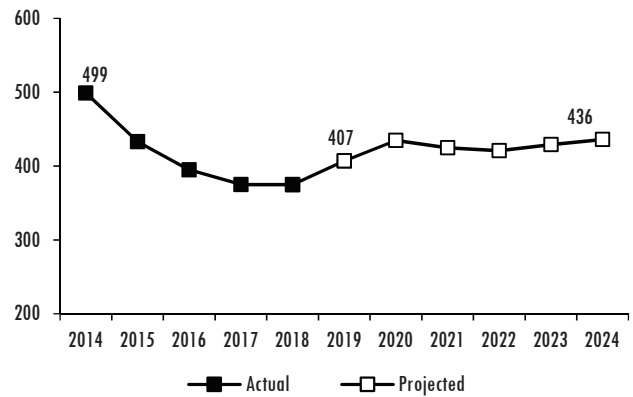
The parole supervision population is projected to increase an average of 1.5 percent per year during the projection period and finish fiscal year 2024 with an average daily population of 436. Any significant change in projection drivers (e.g., commitment and parole revocation practices) may affect actual 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. Admissions to parole in fiscal year 2018 were stable, increasing from 686 the previous year to 691 in fiscal year 2018. In fiscal year 2018, TJJD began conducting more proactive case reviews to ensure the juveniles who agency staff determine should no longer be in secure facilities are released or discharged. This policy is expected to increase admissions to parole. From fiscal years 2014 to 2018, on average, 67.8 percent of all juveniles released from state residential facilities were admitted to parole supervision. Assuming a similar proportion are admitted to parole in 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. In fiscal year 2018, the number of admissions to TJJD residential facilities for parole revocations decreased 37.9 percent, from 95 in fiscal year 2017 to 59 in fiscal year 2018. This decrease in parole revocations is expected to increase the length of stay for those juveniles on parole and increase the average daily population.

Figure 19 shows the actual and projected average daily juvenile parole supervision population for TJJD from fiscal years 2014 to 2024. **Appendix B** includes additional information about these projections and model assumptions.

Figure 20 shows the projected average daily parole supervision population from fiscal years 2019 to 2024. See **Appendix B** for more information.

**FIGURE 19
ACTUAL AND PROJECTED JUVENILE PAROLE AVERAGE DAILY POPULATIONS, FISCAL YEARS 2014 TO 2024**



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

**FIGURE 20
PROJECTED JUVENILE PAROLE AVERAGE DAILY POPULATIONS, FISCAL YEARS 2019 TO 2024**

YEAR	POPULATION
2019	407
2020	435
2021	425
2022	421
2023	429
2024	436

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

JUVENILE PROBATION SUPERVISION ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2014 TO 2024

The total juvenile probation supervision population is projected to be fairly stable during the projection period, increasing an average of 0.6 percent per year. 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 (decreasing an average of 4.8 percent per year during that time), admissions to supervision increased 1.4 percent in fiscal year 2018, the first increase in total supervision admissions since fiscal year 2007. This increase was due primarily to a 4.9 percent increase in admissions to deferred prosecution supervision in fiscal year 2018, which had experienced decreases of 10.7 percent and 7.0 percent, respectively, the previous two fiscal years. This was the first increase in admissions to deferred prosecution since fiscal year 2008.

In the middle of fiscal year 2018, soon after school shootings in Florida, Texas, and other parts of the U.S., referrals for felony and misdemeanor terroristic threat began increasing substantially, and ended the year with a total increase of 82.5 percent, increasing from 978 in fiscal year 2017 to 1,785 in fiscal year 2018.

As in previous years, in fiscal year 2018, the most common disposition for terroristic threat cases was deferred prosecution, with 38.4 percent given this disposition compared to 23.0 percent disposed to adjudicated probation. Another 38.5 percent were dismissed or given supervisory caution. Fewer than five cases (0.1 percent) resulted in a commitment to TJJD. According to juvenile justice practitioners, the reason many of these juveniles are given deferred prosecution is this is the first time they have entered the juvenile justice system. Practitioners reported this increase has continued in fiscal year 2019, and through October of this year data from TJJD indicate referrals for felony and misdemeanor terroristic threat have increased 90.0 percent from 160 in the first two months of fiscal year 2018 to 304 in the first two months of fiscal year 2019.

Total misdemeanor referrals increased 0.5 percent in fiscal year 2018, and while this increase is small, it represents the first increase in total misdemeanor referrals since fiscal year 2007. This increase has grown in the first two months of fiscal year 2019, with misdemeanor referrals up 3.1 percent

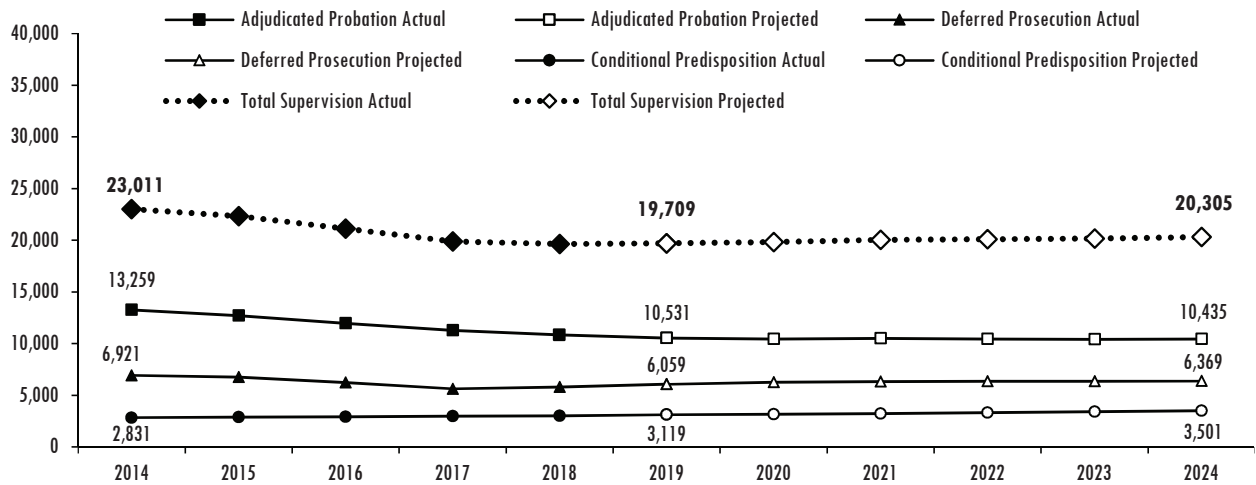
(131) compared to the first two months of fiscal year 2018. This is significant since misdemeanor referrals make up the vast majority of all admissions to deferred prosecution. The increase in these referrals and the use of a statewide risk assessment is expected to lead to an increase in admissions to deferred prosecution. Increased admissions and a stable length of stay are projected to increase the average daily population for deferred prosecution by an average of 1.0 percent per year from fiscal years 2019 to 2024.

Admissions to adjudicated probation have decreased an average of 3.0 percent the last two years; however, felony referrals to juvenile probation departments (which comprised 54.1 percent of admissions to adjudicated probation in fiscal year 2018) have been stable the last three years, increasing an average of 0.4 percent per year during that time. As noted previously, misdemeanor referrals (which comprised 43.1 percent of admissions to probation in fiscal year 2018) also increased slightly in fiscal year 2018. These trends in referrals, along with a stable length of stay, are projected to result in a stable adjudicated probation population, with the average daily population decreasing an average of 0.2 percent from fiscal years 2019 to 2024.

Admissions to conditional predisposition supervision increased the last two fiscal years, including an increase of 2.8 percent in fiscal year 2018. Juvenile probation department officials indicate this population will continue to grow slightly as departments use this supervision as an alternative to detaining juveniles before their case is disposed. The length of stay for this supervision has been constant the past three years and is expected to remain so during the projection period. The average daily population for conditional predisposition supervision is projected to increase 2.3 percent per year from fiscal years 2019 to 2024.

Figure 21 shows the actual and projected juvenile probation supervision populations from fiscal year 2014 to 2024. **Figure 22** shows projected average juvenile probation supervision daily populations from fiscal years 2019 to 2024. See **Appendix B** for more details.

FIGURE 21
ACTUAL AND PROJECTED JUVENILE PROBATION SUPERVISION POPULATIONS BY SUPERVISION TYPE,
FISCAL YEARS 2014 TO 2024



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

FIGURE 22
PROJECTED JUVENILE PROBATION SUPERVISION POPULATIONS BY SUPERVISION TYPE,
FISCAL YEARS 2019 TO 2024

YEAR	AVERAGE DAILY POPULATION			
	ADJUDICATED PROBATION	DEFERRED PROSECUTION	CONDITIONAL PREDISPOSITION	TOTAL SUPERVISION
2019	10,531	6,059	3,119	19,709
2020	10,432	6,249	3,149	19,830
2021	10,498	6,320	3,229	20,047
2022	10,448	6,355	3,304	20,107
2023	10,409	6,363	3,402	20,174
2024	10,435	6,369	3,501	20,305

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

QUALITATIVE REVIEW

As part of the correctional population projections methodology, LBB staff conducted a qualitative review during fall 2018. The purposes of the review were to:

- obtain a more in-depth understanding of the criminal and juvenile justice trends originally reported in the LBB's June 2018 Adult and Juvenile Correctional Population Projections report;
- explore current criminal and juvenile justice trends; and
- obtain feedback from practitioners, decision makers, advocacy groups, and incarcerated adults regarding their policy and budgetary recommendations for the Eighty-sixth Legislature, 2019.

METHODOLOGY

LBB staff conducted focus groups and interviews with criminal justice practitioners, juvenile justice practitioners, advocacy groups, and incarcerated adults in various Texas counties and at statewide criminal and juvenile justice conferences and meetings. This data-gathering approach enabled the participation of practitioners representing a broad range of jurisdiction sizes and geographic areas. Additionally, LBB staff interviewed adults in incarcerated settings. **Figure 23** shows the types of practitioners and incarcerated adults who participated in the qualitative review.

ADULT CRIMINAL JUSTICE FINDINGS

Focus groups and interviews with adult criminal justice practitioners and incarcerated individuals yielded information regarding various criminal justice trends and legislative recommendations. Information gathered through the qualitative review provide context and depth to the quantitative projections included in this report. Several highlights from the qualitative data collected are provided in the following sections.

PRISON AND PAROLE POPULATIONS ARE STABLE

Participants in the qualitative review indicated the prison and parole populations are fairly stable. There has however been a steady shift in the proportion of the population in need of a lower-level bunk or a bed with wheelchair access.

FIGURE 23
PRACTITIONERS AND INCARCERATED ADULTS WHO PARTICIPATED IN THE CRIMINAL JUSTICE DATA ANALYSIS QUALITATIVE REVIEW, FALL 2018

PRACTITIONERS	INCARCERATED ADULTS
Adult Community Supervision Departments	Adult In-prison Therapeutic Community
Advocacy Groups	Adult Substance Abuse Felony Punishment Facility
Defense Attorneys	Adult State Jail
Judges	Adult Prison
Prosecutors	
Juvenile Probation Departments	
State Agency Personnel	
Law Enforcement	

SOURCE: Legislative Budget Board.

This change is a result of the aging prison population and the population admitted in need of such accommodation. Practitioners mentioned the parole population has also shown an increase in age, and a greater portion of this population has been placed on intensive and super intensive supervision.

RECENT DECREASES IN STATE JAIL ADMISSIONS WILL CONTINUE

Statewide the number of admissions into state jail have decreased an average of 6.5 percent per year since fiscal year 2014, and this trend is likely to continue. Prosecutors and defense attorneys reported the increased use of the Texas Penal Code, Section 12.44(a), which allows state jail felonies to be punished as a Class A misdemeanor, and in some instances pleading up to a higher felony has led to a decrease in the number of admissions. For those who have their punishment reduced to that of a class A misdemeanor through Chapter 12.44A, they can be placed on misdemeanor community supervision or serve a term of incarceration within a county jail. For those who chose to plead up, it is possible, depending on the length of the sentence, to go to prison, be released on parole, and go home sooner.

FELONY DIRECT COMMUNITY SUPERVISION POPULATIONS ARE STABLE

Early terminations have leveled off and practitioners think admissions to felony direct community supervision are stable. Practitioners have indicated many of those placed on community supervision have proportionally more violent offenses, have multiple offenses, and many have previously been to prison or state jail.

MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS AND POPULATIONS UNDER SUPERVISION ARE DECREASING

Statewide misdemeanor community supervision placements have decreased each of the past five fiscal years, and this trend is expected to continue. Practitioners stated incarcerated adults prefer short county jail sentences or pre-trial diversion instead of misdemeanor community supervision. Practitioners mentioned the increase in pre-trial diversion programs offered by district attorney's offices and community supervision and corrections departments have contributed to the decrease in misdemeanor community supervision placements.

PRETRIAL DIVERSION PROGRAMS ARE INCREASING

Practitioners participating in the qualitative review reported there has been an increase in the use of pre-trial diversion, both misdemeanor and felony. This method has been used especially for drug offenses but also for other non-violent offenses as well. Pre-trial diversion programs can be run by a county attorney, district attorney, or a community supervision and corrections department; there is not one model. The totality of pre-trial programs are increasingly utilized by various parts of the criminal justice system to help meet a variety of needs. However, practitioners cautioned without a formal way to track these programs and, to some degree their participants, there is no way to determine their effectiveness or whether they are meeting their intended purpose of diverting individuals from entering the criminal justice system.

HURRICANE HARVEY SIGNIFICANTLY AFFECTED THE HARRIS COUNTY COURT SYSTEM

Hurricane Harvey caused a substantial delay in the processing of adult court cases in Harris County due to the lack of courtroom space available after the hurricane made landfall in Texas in August 2017. Practitioners indicated the number of adult criminal cases processed per week slowed down considerably, and while the adult criminal courts in Harris County are slowly increasing the number of cases processed,

their courts are still not fully operational and do not anticipate being fully functional again until fiscal year 2020.

OBTAINING RESULTS FROM DEPARTMENT OF PUBLIC SAFETY LABORATORIES IS SLOWING THE RESOLUTION OF CASES

Practitioners stated waiting for results from Department of Public Safety laboratories is delaying the disposition of cases. Practitioners stated they are often waiting four months to one year, depending on the test, for results to come back, and cases cannot be resolved until this occurs. For example, sometimes the resolution of a case involving illegal drugs is delayed even if the defendant wishes to plead guilty because practitioners are waiting for the lab result.

INTERVIEWS WITH ADULTS IN INCARCERATED SETTINGS

Many incarcerated adults stated they found the education programs they had participated in while incarcerated very helpful, especially those designed to earn them their GED or high school diploma. Many said they had also participated in vocational, faith based and cognitive intervention programs. Many stated they wished they could have taken more vocational programs, but they were limited in the number they could take. While many said they had participated in drug and alcohol treatment programs while in prison, several said the programs were not particularly effective, especially SAFPE. Some said they or several people they knew had gone through this program and returned to the criminal justice system.

RECOMMENDATIONS FOR THE LEGISLATURE FROM PRACTITIONERS AND INCARCERATED ADULTS

The most common recommendation for the Eighty-sixth Legislature, 2019, from practitioners in the adult criminal justice system was to increase inpatient and outpatient mental health and substance abuse treatment resources. Some practitioners indicated a need for more mental health facilities, while others said sometimes the facilities are there but those facilities do not always have the necessary qualified staff. Practitioners also mentioned the need for not only for forensic beds but for maximum security forensic beds and recommended additional resources be made available to increase bed capacity. Individuals are often waiting in county jail while the court waits to find a place to put them so they can become mentally competent to stand trial. Additional practitioner recommendations included more resources for supervision and programs including pretrial diversion programs and pre-supervision and post-supervision programs.

The recommendations from incarcerated adults included better communication between the institutional parole officer and the incarcerated individual while incarcerated, as well as help obtaining housing and locating employment opportunities when they are released. Incarcerated individuals indicated they did not have a problem with the initial communication, and they knew when they had been approved for parole pending completion of a program. However, as they neared or in some cases passed their program completion date many indicated they were left without information regarding a release date and had not been successful in obtaining this information. Some said even after they had been approved for parole they had to wait several weeks before being released from prison. Many individuals also expressed concern over sentencing differences by counties for the same crime and hoped sentencing across counties could be more consistent.

JUVENILE JUSTICE FINDINGS

Focus groups and interviews with juvenile justice practitioners provided information regarding various juvenile justice trends and suggested legislative recommendations. This information helps provide context and depth to the quantitative projections included in this report. Several highlights from the qualitative data collected are provided in this section.

REFERRALS FOR VIOLENT FELONY OFFENSES ARE INCREASING

Practitioners indicated they are continuing to see an increase in referrals for violent felony offenses including homicide, sexual assault, aggravated assault, and robbery. Some indicated this was due to gang activity, while others indicated it was due to the availability of guns and other weapons.

REFERRALS FOR TERRORISTIC THREAT INCREASED DURING FISCAL YEAR 2018

Practitioners stated after the school shootings in Texas and other states last year they witnessed a substantial increase in referrals for terroristic threat, when these school shootings resulted in copycat cases throughout the state. Practitioners reported if one juvenile brought a gun to school and others heard about it, then several others would bring guns to school throughout the state the next day.

DEFERRED PROSECUTION IS SHOWING GROWTH

Practitioners reported an increase in the number of juveniles starting deferred prosecution during fiscal year 2018.

Practitioners attributed some of this increase to the increase in the number of juveniles referred for terroristic threat, many of whom were placed on deferred prosecution. Practitioners also said some of this increase was due to the use of a new statewide risk assessment which allows for better identification of low risk juveniles.

MANY JUVENILE PROBATION DEPARTMENTS CONTINUE TO UTILIZE THE REGIONAL DIVERSION ALTERNATIVES PROGRAM

Staff from several juvenile probation departments reported they were using the regional diversion alternatives (RDA) program to divert juveniles from commitment to TJJD. Departments had substantial success using the program, and some also treated juveniles from other counties in their residential facilities as part of the program. Staff from juvenile probation departments located along Texas border expressed concern the residential facilities used by the program are not always closer to home since facilities in Arizona, Oklahoma, and Colorado were actually closer to them, and the program would not allow placements to an out of state facility. Some practitioners indicated using these closer facilities, even though they were out of state, would allow parents to visit their children more often. Staff from some departments also stated the Department of Family and Protective Services (DFPS) had raised their rates for residential placements, and this presented a challenge because some departments utilize the same residential facilities as DFPS.

MORE JUVENILES IN THE JUSTICE SYSTEM ARE INVOLVED WITH CHILD PROTECTIVE SERVICES

Practitioners report there are more dual status juveniles, meaning they are active both with juvenile probation and CPS. Some of the increase is due to better identification of these juveniles. These cases are handled by two separate judges who are charged with overseeing different aspects of the child's life which often overlap. The judge in the juvenile court is charged with determining if the child has committed an offense, and if so, rehabilitating them, which means working with their family. The judge in the CPS case is charged with ensuring the child has a safe place to live. Judges and probation departments report significant challenges when two courts are involved at the same time to meet the needs of a single child.

MORE JUVENILES IN THE JUSTICE SYSTEM HAVE MENTAL HEALTH ISSUES

Practitioners report seeing more juveniles on local supervision with significant mental health issues. Some of these juveniles

are violent, while some of them are unfit to proceed in court, and it can be difficult to find appropriate services for them. As is the case with dual status juveniles, some practitioners said part of this change is due to better identification of juveniles with these needs rather than actual growth.

JUVENILE PROBATION DEPARTMENTS ON THE BORDER WITH MEXICO REPORT AN INCREASE IN CERTAIN CRIMES

Practitioners from juvenile probation departments located near the Texas–Mexico border reported seeing more juveniles referred for crimes such as human smuggling, drug smuggling, and assaulting a federal officer. Some of these juveniles also are trafficking individuals across the border.

HURRICANE HARVEY HAD LITTLE EFFECT ON THE JUVENILE JUSTICE SYSTEM

Although Hurricane Harvey had a significant impact on the adult criminal justice system in Harris County, it had very little impact on the juvenile justice system. Practitioners stated juvenile courts were shut down for two weeks, but there were no lingering effects. Probation staff worked with displaced families and acted as social workers. Community partners also helped displaced families.

RECOMMENDATIONS FOR THE LEGISLATURE FROM PRACTITIONERS IN THE JUVENILE JUSTICE SYSTEM

The most common recommendation for the Eighty-sixth Legislature, 2019, from juvenile justice practitioners was a need for additional mental health and substance abuse services. Some practitioners indicated these services are especially needed in rural areas. Practitioners also stated there was a greater need for funding for education services for juveniles. They reported many juveniles are two to four years behind in school. They also said some juveniles are not receiving the special education services they need, and these services might have prevented them from entering the juvenile justice system in the first place.

Some practitioners indicated there was a need for more resources to treat chronic misdemeanor juveniles. They said it is not possible to obtain regional diversion funds for them, they cannot be committed to TJJD, and they can be very difficult to supervise. Funding to provide competitive salaries to juvenile probation department staff in order for staff retention was also recommended a number of times. Finally, some practitioners recommended that the Legislature raise the age of criminal responsibility; others indicated that if the Legislature chooses to do this, it should provide significant resources to departments to supervise and provide services to these individuals.

GLOSSARY

GENERAL TERMS

ARRESTING OFFENSES

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

- violent offenses – include murder, non-negligent manslaughter, rape, robbery, aggravated assault, and other assaults;
- property offenses – include burglary, larceny and 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 mentioned previously, 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

Internal operating capacity is the total number of permanent assignment beds available to house individuals after considering the capacity adjustment.

OPERATING ADJUSTMENTS

Operating adjustments represent the percentage of the unit capacity that correctional institution division administrators leave unfilled 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

Unit capacity is determined based on standards related to density and support functions. It 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 Board of Pardons and Paroles (BPP) for release of eligible individuals. DMS requires a parole panel's vote to release the incarcerated individual and affects those individuals who had been denied parole and received a BPP decision to serve the remainder of their sentences. Individuals committing nonviolent offenses on or after September 1, 1996, are eligible for DMS consideration after actual time served plus time credited for good behavior equals their length of sentence.

MANDATORY SUPERVISION

Mandatory supervision (MS) is an automatic release when time served plus time credited for good behavior equals the

sentence length, with no requirement for release approval from the Board of Pardons and Paroles (BPP). MS was abolished in August 1996 and replaced with discretionary mandatory supervision; however, some individuals who entered prison before that time are eligible for MS release.

PAROLE SUPERVISION

Parole is the conditional release of an individual from prison, after Board of Pardons and Paroles (BPP) approval, to serve the remainder of the 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 two-thirds of the members of the BPP must approve for parole to be granted.

TEXAS DEPARTMENT OF CRIMINAL JUSTICE

The Texas Department of Criminal Justice (TDCJ) oversees state prisons, state jails, substance abuse felony punishment facilities, and various prerelease, psychiatric, developmental disabilities, medical, transfer, geriatric, and rehabilitative programs.

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 non-secure 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 more information, see the Texas Family Code, Section 54.04.

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, the Texas Juvenile Justice Department 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. Under this type of supervision, juveniles may avoid adjudication by successfully completing a community-based supervision program called deferred prosecution. This supervision type is typically reserved for juveniles with less significant and 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 more information, see the Texas Family Code, Section 53.03.

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 criminal justice 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. The Texas Juvenile Justice Department has sole discretion to determine the commitment length.

TEXAS JUVENILE JUSTICE DEPARTMENT

The Texas Juvenile Justice Department (TJJD) oversees state residential facilities, halfway houses, contract residential placements, and parole supervision. It also 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 turns age 19.

APPENDIX A – ADULT CORRECTIONAL POPULATION PROJECTIONS METHODOLOGY AND ASSUMPTIONS

ADULT CORRECTIONAL POPULATION PROJECTIONS METHODOLOGY AT A GLANCE

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. Both active adult parole and TDCJ incarceration 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 also is 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. Adjustments to the projection may become necessary if major shifts occur from the latest trends in the areas mentioned.

TEXAS ADULT POPULATION

From calendar years 2012 to 2016, the state's adult population of individuals age 17 or older increased 8.2 percent, from 19.4 million to 21.0 million people, as estimated by the Texas State Data Center and Office of the State Demographer. These agencies project that the population will increase 9.5 percent, 2.1 million adults, from calendar years 2019 to 2024.

These agencies estimate that the adult population most at risk of involvement in the criminal justice system, adults ages 17 to 34, also increased from calendar years 2012 to 2016. However, the increase in this population was slightly less at 5.9 percent, or from 6.8 million to 7.2 million adults. These agencies project that the at-risk population will

increase 7.9 percent, or about 600,000 adults, from calendar years 2019 to 2024.

TEXAS ADULT ARRESTS

The number of adult arrests gauges the pressure on the criminal justice system. Total adult arrests decreased from 801,928 to 724,688, or 9.6 percent, from fiscal years 2015 to 2018. From fiscal years 2015 to 2018, adult arrests increased 2.6 percent for violent offenses, decreased 31.9 percent for property offenses, increased 8.7 percent for drug offenses, and decreased 11.6 percent for other offenses. Recently, the rate of decrease in adult arrests has slowed down for property and other offenses, and arrests have stabilized for violent and drug offenses. From fiscal years 2017 to 2018, total arrests decreased 6.0 percent, violent arrests increased 0.4 percent, property offenses decreased 10.2 percent, drug offenses decreased 1.9 percent, and other offenses decreased 8.2 percent. The adult arrest data are compiled from the Department of Public Safety website and were extracted on December 20, 2018.

ADULT INCARCERATION PROJECTIONS

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

Figure 24 shows the projected end-of-month incarceration population counts from fiscal years 2020 to 2021.

ADMISSIONS

Figure 25 shows that TDCJ's annual admissions have increased an average of 0.2 percent from fiscal years 2014 to 2018. The number of admissions from fiscal years 2019 to 2024 is expected to fluctuate slightly while remaining relatively stable, similarly to historical trends. Admissions to SAFPFs are projected to increase slightly but remain stable overall, and admissions to state jail are projected to decrease. These contrasting trends stabilize the incarceration population.

Admissions to prison increased 4.5 percent from fiscal years 2017 to 2018. Admissions to SAFPFs increased from fiscal years 2015 to 2017 but decreased 4.8 percent from fiscal years 2017 to 2018. State jail admissions have decreased 23.7

FIGURE 24
PROJECTED TEXAS DEPARTMENT OF CRIMINAL JUSTICE
END-OF-MONTH INCARCERATION POPULATION COUNTS
FISCAL YEARS 2020 TO 2021

2020	POPULATION	2021	POPULATION
September	145,333	September	145,654
October	145,437	October	145,761
November	145,321	November	145,764
December	145,486	December	145,806
January	145,457	January	145,727
February	145,567	February	145,851
March	145,757	March	146,064
April	145,696	April	146,140
May	145,527	May	146,230
June	145,682	June	146,342
July	145,683	July	146,169
August	145,687	August	146,079
Average	145,553	Average	145,966

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

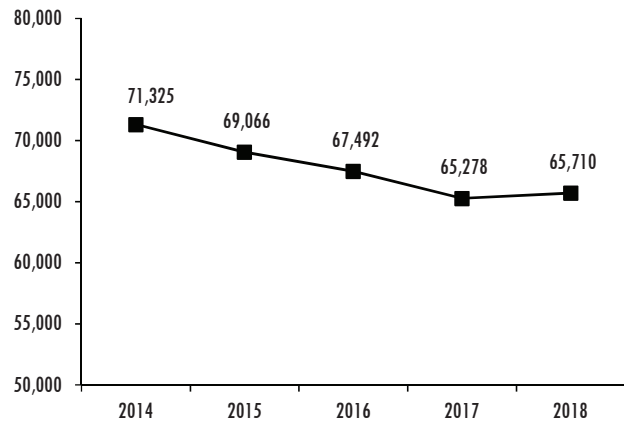
percent from fiscal years 2014 to 2018 with a 5.9 percent decrease from fiscal years 2017 to 2018.

LENGTH OF STAY

Longer incarceration stays can increase the population by slowing releases, and shorter lengths of stay can decrease the population by expediting releases. The adult incarceration 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 BPP. The projection model simulates an 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 2018, the most recent sample available. The projections are for time served in TDCJ; therefore, the analysis does not include prior time served in county jails for sentences before being received by TDCJ.

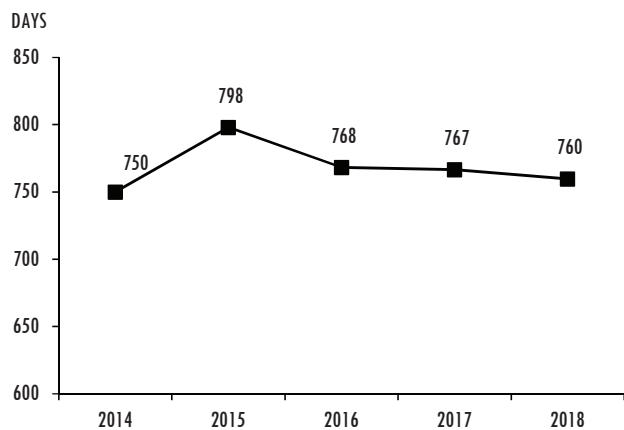
Among adults released from all correctional institutions, the average length of stay in TDCJ increased slightly from fiscal years 2014 to 2018, as shown in **Figure 26**. The average length of stay for adults in prison decreased slightly from 1,126 days during fiscal year 2017 to 1,091 days during fiscal year 2018. The average length of stay for adults

FIGURE 25
TEXAS DEPARTMENT OF CRIMINAL JUSTICE
INCARCERATION ADMISSIONS,
FISCAL YEARS 2014 TO 2018



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

FIGURE 26
AVERAGE LENGTH OF STAY IN TEXAS DEPARTMENT
OF CRIMINAL JUSTICE OF ALL RELEASES
FISCAL YEARS 2013 TO 2017



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

in SAFPFs has remained stable at 211 days for fiscal years 2017 and 2018. The average length of stay for adults in state jails has remained stable at 166 days from fiscal years 2017 to 2018.

ACTIVE ADULT PAROLE SUPERVISION POPULATION PROJECTION

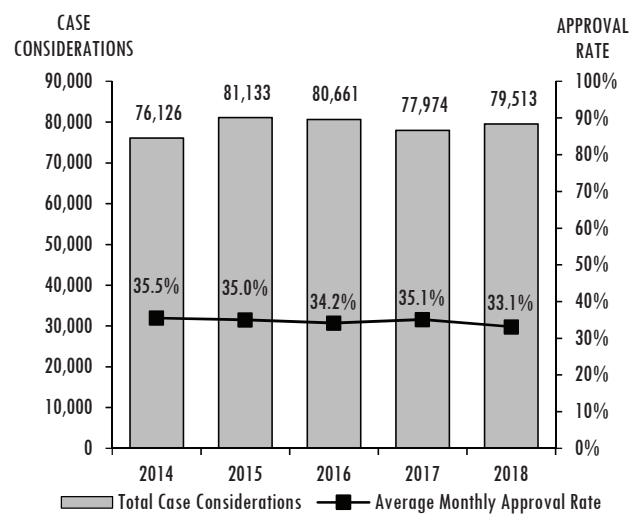
The BPP considers and approves individuals for release onto parole supervision through a parole or discretionary mandatory supervision (DMS) process. Statutory requirements determine an individual’s eligibility for parole or DMS, and these requirements commonly are based on offense dates and offense committed. Individuals typically are eligible for parole release before DMS release. Parole is discretionary and always requires a decision from the parole panel. However, in accordance with state law in effect until August 31, 1996, release to mandatory supervision was automatic. If an incarcerated individual is serving time for an offense committed before that date and is eligible for mandatory supervision, he or she must be released on a minimum date based on when the sum of calendar time and time credited for good behavior equals the sentence length. Therefore, a relatively small number of individuals with offenses committed before September 1, 1996, automatically are placed onto parole supervision through a mandatory supervision release process. For offenses committed on or after September 1, 1996, the BPP may review scheduled mandatory supervision releases on a case-by-case basis.

PLACEMENTS

Releases from prison and subsequent placements onto parole supervision were relatively stable from fiscal years 2007 to 2011 but increased significantly, by 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 in Texas for an offense committed in another state, and those whose supervision was transferred from the juvenile justice system.

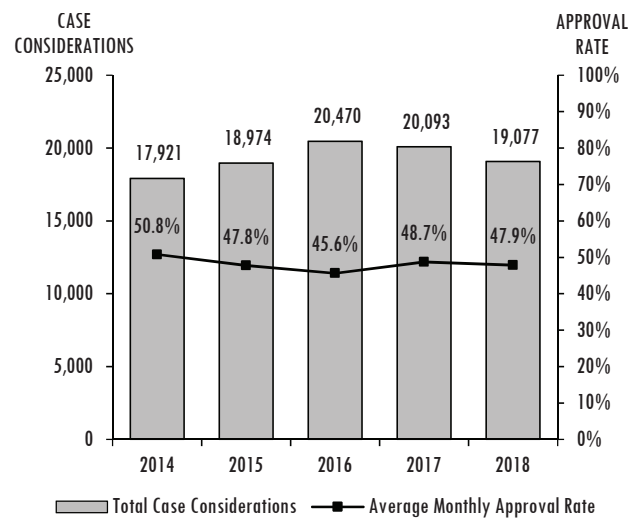
From fiscal years 2014 to 2018, parole placements, like admissions to prison, have fluctuated. During this time, the number of cases eligible for parole consideration fluctuated and increased during fiscal year 2018. The parole approval rates fluctuated and slowed by fiscal year 2018, although not to the lower level observed during fiscal year 2011. As shown in **Figures 27** and **28**, the number of DMS case considerations and approval rates fluctuated and decreased from fiscal years 2017 to 2018. **Figure 29** shows historical placement trends.

FIGURE 27
PAROLE CASE CONSIDERATIONS AND APPROVAL RATE, FISCAL YEARS 2014 TO 2018



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

FIGURE 28
DISCRETIONARY MANDATORY SUPERVISION CASE CONSIDERATIONS AND APPROVAL RATE FISCAL YEARS 2014 TO 2018



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

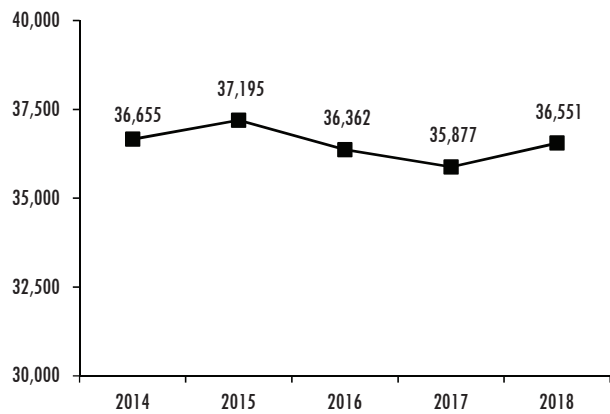
LENGTH OF SUPERVISION

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 length of supervision for newly admitted individuals and those on parole at the end of fiscal year 2018, the most recent sample available.

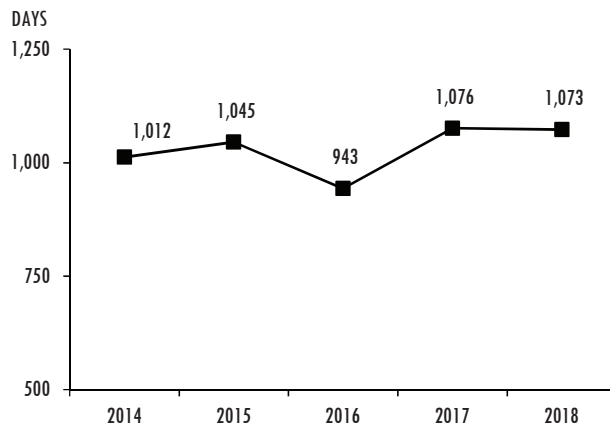
From fiscal years 2014 to 2018, the average length of supervision of those removed from parole supervision has remained stable. During this time, supervision length averaged 1,030 days and increased 6.0 percent. **Figure 30** shows fluctuations in supervision length from fiscal years 2014 to 2018.

FIGURE 29
PAROLE PLACEMENTS, FISCAL YEARS 2014 TO 2018



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

FIGURE 30
PAROLEES' AVERAGE LENGTH OF SUPERVISION, FISCAL YEARS 2014 TO 2018



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

ADULT FELONY DIRECT COMMUNITY SUPERVISION POPULATION PROJECTION

Individuals who work or reside in the jurisdiction in which they are supervised and receive at least one in-person contact with a community supervision officer every three months are considered under direct supervision. Indirect supervision can include individuals who have absconded, receive supervision in other jurisdictions, or submit reports but are ineligible for supervision in another jurisdiction. Total felony community supervision includes indirect and direct supervisions. Currently, only direct supervision is funded, and only the direct felony supervision population is projected.

PLACEMENTS

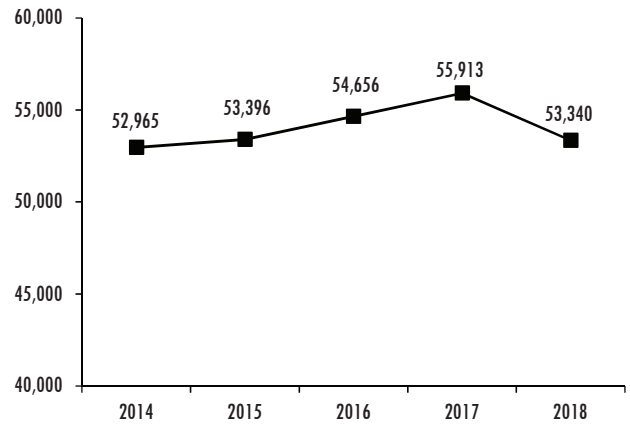
Placements onto direct felony community supervision decreased 7.4 percent from fiscal years 2017 to 2018. From fiscal years 2019 to 2024, placements onto direct felony community supervision are projected to fluctuate.

Total 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. From fiscal years 2017 to 2018, total felony community supervision placements decreased 4.7 percent. **Figure 31** shows historical total felony community supervision placement trends.

LENGTH OF SUPERVISION

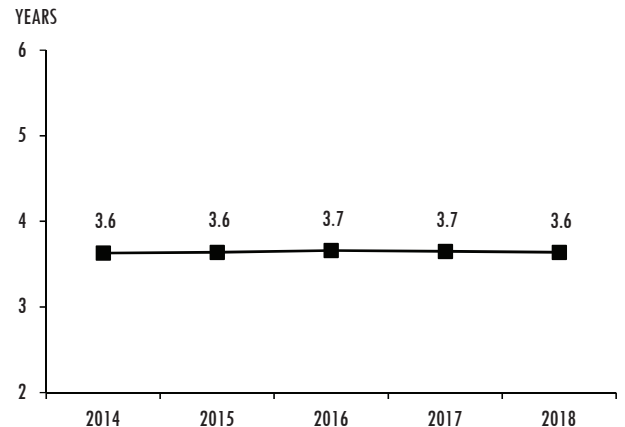
The length of community supervision is driven primarily by the individual’s probation length, compliance with supervision conditions, and community supervision revocation practices in local judicial districts. The projection model simulates an individual’s movement through community supervision based on these and other factors. The average length of supervision for individuals that were terminated from direct felony community supervision during fiscal year 2018 was 3.4 years. The average length of supervision for all felony community supervision terminations, successful and unsuccessful, for fiscal year 2018 was 1,329 days, or 3.6 years. This length is similar to the lengths observed from fiscal years 2014 to 2017. **Figure 32** shows historical lengths of felony community supervision for all terminations.

**FIGURE 31
FELONY COMMUNITY SUPERVISION PLACEMENTS,
FISCAL YEARS 2014 TO 2018**



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

**FIGURE 32
AVERAGE LENGTH OF SUPERVISION OF FELONY
COMMUNITY SUPERVISION, FISCAL YEARS 2014 TO 2018**



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

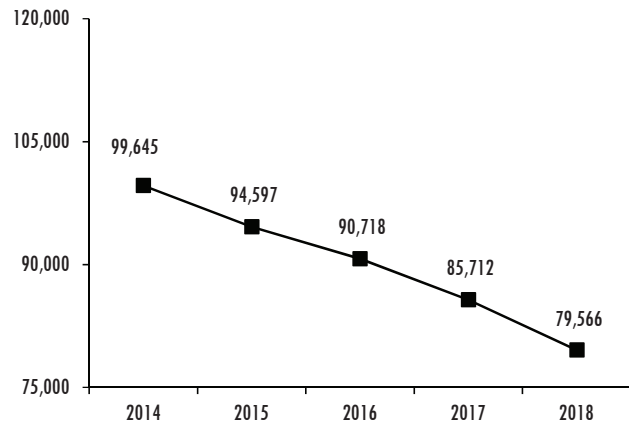
ADULT MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS PROJECTION

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 across successive time intervals. Annual placements observed from fiscal years 2004 to 2018 are used to utilize the most recent, complete fiscal year’s data available and data from previous fiscal years to capture past changes in trends that may influence future values.

PLACEMENTS

From fiscal years 2004 to 2018, misdemeanor community supervision placements fluctuated, tending to decrease at various rates. During that time, placements decreased from 118,867 to 79,566, or 33.1 percent. Although placements increased slightly by 0.8 percent from fiscal years 2012 to 2013, the downward trend has continued since then through fiscal year 2018. Placements decreased 7.2 percent from fiscal years 2017 to 2018. This projection assumes that placements will average 70,263 annually, which is 11.7 percent less than the 79,566 placements during fiscal year 2018. **Figure 33** shows historical placement trends.

**FIGURE 33
MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS
FISCAL YEARS 2014 TO 2018**



NOTE: Misdemeanor community supervision placement data include deferred adjudication and 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

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 the areas listed below, adjustments to the projections may become necessary.

TEXAS JUVENILE POPULATION

From calendar years 2012 to 2016, the juvenile population ages 10 to 16 in Texas increased 6.9 percent, according to the Texas State Data Center and Office of the State Demographer. The Texas State Data Center projects this population will increase 2.7 percent from calendar years 2019 to 2024.

JUVENILE STATE RESIDENTIAL POPULATION PROJECTION

The state residential population is projected to increase slightly during the subsequent years as a result of the continued increase in violent felony referrals to juvenile probation departments and fewer commitment diversions through the regional diversion alternatives (RDA) program.

MONTHLY POPULATION PROJECTIONS

Figure 34 shows the projected monthly average daily state residential population from fiscal years 2020 to 2021.

**FIGURE 34
PROJECTED TEXAS JUVENILE JUSTICE DEPARTMENT STATE AVERAGE DAILY RESIDENTIAL POPULATION
FISCAL YEARS 2020 TO 2021**

2020	POPULATION	2021	POPULATION
September	1,181	September	1,251
October	1,196	October	1,256
November	1,201	November	1,269
December	1,187	December	1,275
January	1,188	January	1,267
February	1,184	February	1,256
March	1,198	March	1,257
April	1,215	April	1,257
May	1,231	May	1,263
June	1,242	June	1,279
July	1,243	July	1,288
August	1,243	August	1,298
Average	1,209	Average	1,268

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

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 in fiscal year 2015 by 4.8 percent. Admissions experienced modest decreases in fiscal years 2016 and 2017, of 2.8 percent and 1.9 percent respectively, and then a substantial decrease of 9.4 percent in fiscal year 2018. The latter decrease was due in part to TJJD exceeding the target of diverting 150 juveniles from commitment through the RDA program during fiscal year 2018 by 111 juveniles or 74.0 percent. Based on discussions with the agency, the rising costs of residential placements make it unlikely the program will exceed its target by such a large margin in future years.

The continued increase in referrals for violent felony offenses to juvenile probation departments is also expected to result in increased 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, respectively, followed by a more substantial increase of 5.2 percent during fiscal year 2018. **Figure 35** shows historical admissions to state residential facilities from fiscal years 2014 to 2018.

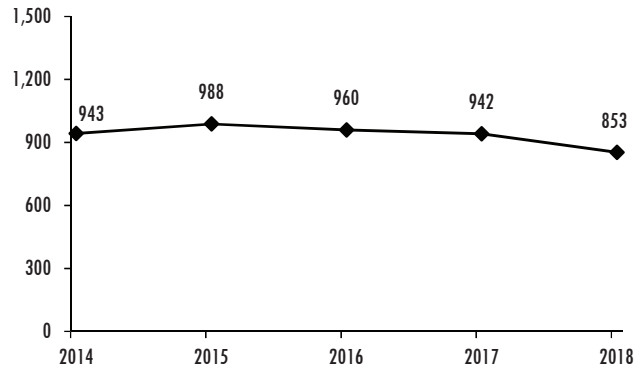
The number of state residential admissions is projected to increase from fiscal years 2019 to 2024. For this projection, it is assumed TJJD will receive an average of 948 state residential admissions per year for fiscal years 2019 to 2024.

LENGTH OF STAY

Future releases are primarily by minimum length of stay, maximum length of stay possible given the juveniles’ 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 2018.

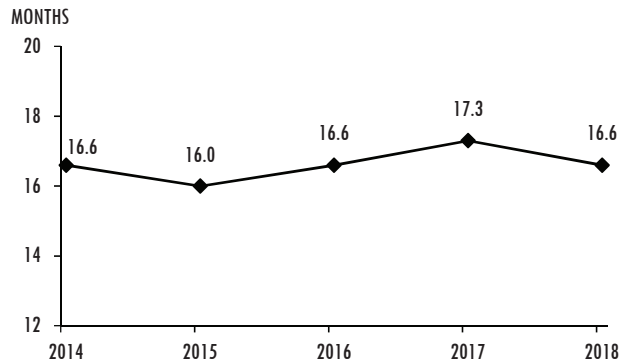
Figure 36 shows the average length of stay for juveniles released from TJJD state residential facilities increased from fiscal years 2015 to 2017, then decreased during fiscal year 2018. The model indicates the average length of stay is expected to decrease slightly from the fiscal year 2018 level and average 16.2 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 whom the agency determines should no longer be in state residential facilities are released or discharged.

**FIGURE 35
JUVENILE STATE RESIDENTIAL ADMISSIONS,
FISCAL YEARS 2014 TO 2018**



SOURCES: Legislative Budget Board Texas Juvenile Justice Department.

**FIGURE 36
AVERAGE LENGTH OF STAY OF TEXAS JUVENILE JUSTICE
DEPARTMENT RESIDENTIAL RELEASES,
FISCAL YEARS 2014 TO 2018**



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

JUVENILE PAROLE POPULATION PROJECTION

Most juveniles admitted to parole supervision are initially 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 depends on completing program objectives. The parole supervision population is projected to increase a total of 7.1 percent during the projection period and finish fiscal year 2024 with an average daily population of 436.

ADMISSIONS

As shown in **Figure 37**, parole admissions decreased from fiscal years 2014 to 2016, increased during fiscal year 2017, and were stable during fiscal year 2018.

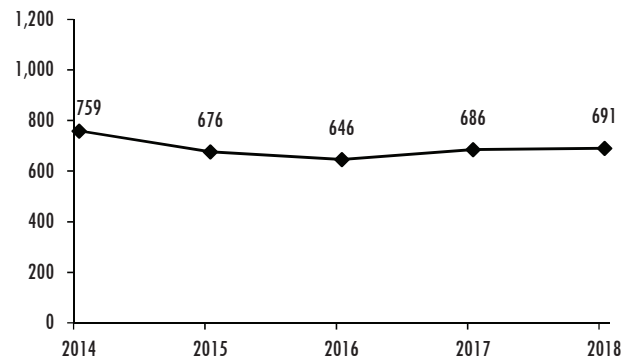
In fiscal year 2018, TJJD began conducting more proactive case reviews to ensure the juveniles, who agency staff determine should no longer be in state residential facilities, are released or discharged. This policy is expected to increase admissions to parole. From fiscal years 2014 to 2018, on average, 67.8 percent of all juveniles released from state residential facilities were admitted to parole supervision. Assuming a similar proportion are admitted to parole in 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. For this projection, it is assumed there will be an average of 728 admissions per year to juvenile parole for fiscal years 2019 to 2024.

LENGTH OF SUPERVISION

The projection model simulates movement through juvenile parole supervision based on length of supervision. Factors that multivariate regression modeling show to be statistically significant predictors of length of supervision include the age the juvenile started parole, treatment needs, and offense for which the juvenile was committed, among others. The regression model is based on juveniles released from parole during fiscal year 2018.

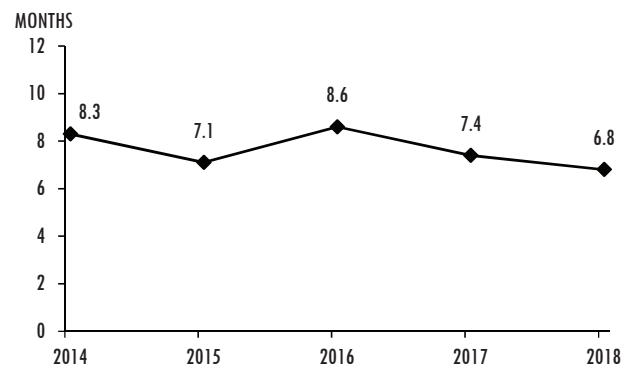
Figure 38 shows the average length of supervision for juveniles released from parole supervision fluctuated from fiscal years 2014 to 2018 but decreased the last two years. The model indicates the average length of supervision is expected to increase slightly to an average of 7.2 months for the projection period.

**FIGURE 37
JUVENILE PAROLE ADMISSIONS
FISCAL YEARS 2014 TO 2018**



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

**FIGURE 38
AVERAGE LENGTH OF SUPERVISION OF JUVENILE PAROLE
RELEASES, FISCAL YEARS 2014 TO 2018**



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

JUVENILE PROBATION SUPERVISION POPULATION PROJECTION

The total supervision average daily population is projected to be stable during the projection period, increasing an average of 0.6 percent per year and ending the period 3.0 percent higher than the fiscal year 2019 level. During the projection period, deferred prosecution is expected to increase an average of 1.0 percent per year, adjudicated probation is projected to decrease 0.2 percent per year, and conditional predisposition supervision is expected to increase an average of 2.3 percent per year.

ADMISSIONS

Figure 39 shows that total annual supervision admissions decreased an average of 4.8 percent per year from fiscal years 2014 to 2017 but increased 1.4 percent during fiscal year 2018. From fiscal years 2014 to 2017, admissions to deferred prosecution decreased an average of 6.4 percent per year but increased 4.9 percent during fiscal year 2018. From fiscal years 2014 to 2018, admissions to adjudicated probation decreased an average of 3.9 percent per year. Admissions to conditional predisposition supervision decreased an average of 5.7 percent from fiscal years 2014 to 2016 and then increased an average of 1.6 percent from fiscal years 2016 to 2018.

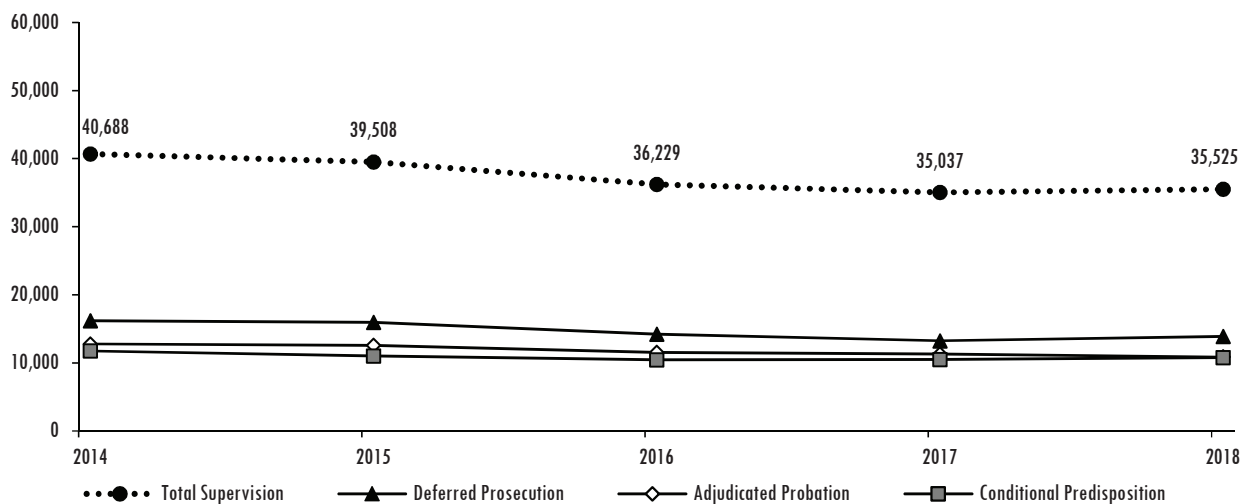
Admissions are projected to increase slightly for deferred prosecution and conditional predisposition and to decrease slightly for adjudicated probation during the projection period.

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 2018.

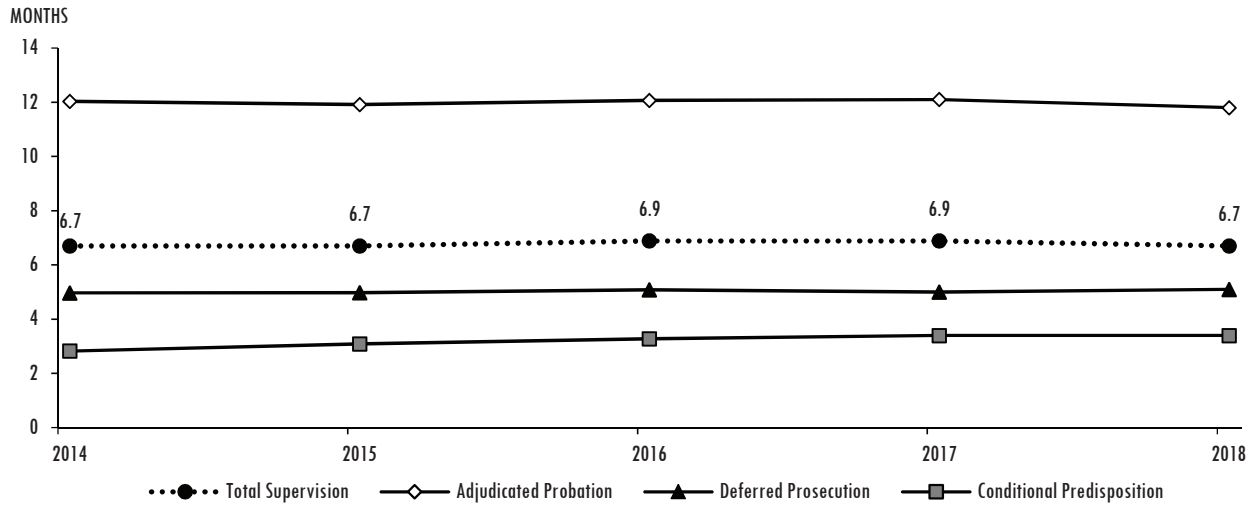
As shown in Figure 40, the length of supervision remained relatively stable from fiscal years 2014 to 2018. Supervision length is projected to remain stable from fiscal years 2019 to 2024. The length of conditional predisposition supervision averaged 3.2 months from fiscal years 2014 to 2018 and is projected to average 3.4 months from fiscal years 2019 to 2024. The length of deferred prosecution averaged 5.0 months during the past five fiscal years and is projected to average 5.1 months from fiscal years 2019 to 2024. The length of adjudicated probation averaged 12.0 months during the past five fiscal years and is projected to average 12.1 months from fiscal years 2019 to 2024.

FIGURE 39
JUVENILE PROBATION SUPERVISION ADMISSIONS, FISCAL YEARS 2014 TO 2018



SOURCES: Legislative Budget Board Texas Juvenile Justice Department.

FIGURE 40
AVERAGE LENGTH OF SUPERVISION FOR JUVENILE PROBATION SUPERVISION RELEASES,
FISCAL YEARS 2014 TO 2018



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

