

JANUARY 2013 REPORT FINDINGS AND 2013–14 INTERIM RESEARCH HIGHLIGHTS

Legislative Budget Board

Criminal Justice Forum

October 4, 2013

Outline of Today's Criminal Justice Forum

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- Criminal Justice Forum parameters
- Overview of January 2013 reports and findings
 - Adult Projections
 - Juvenile Projections
 - Recidivism
 - Uniform Cost
 - Texas At-Risk Youth Services Project
- Potential questions for future research
- Agency Performance Review team overview
- School Performance Review team overview
- Audience feedback and questions

Criminal Justice Forum Parameters

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- Diverse group of participants
- A learning opportunity for all
- Limited to the subject area
- Please hold all questions and feedback until the end of the presentation
- Please fill out the feedback form and turn in after the Forum (last page of handouts)
 - **There is a new section of the feedback form specifically for research suggestions**

Feedback Form – Research Suggestions

4

What did you like most about the forum?
+ _____

What are your suggestions for improving the forum?

Other comments or suggestions:

Please provide us with any recommendations for future research or suggestions to improve current or planned research:

To help us better meet your needs, please check the category that best describes you:
 Legislative staff
 State agency staff
 Local government staff
 College/University Faculty
 College/University Student
 Advocacy group members
 Media bloggers
 General Public
 Other, please specify: _____

Please provide us with any recommendations for future research or suggestions to improve current or planned research:

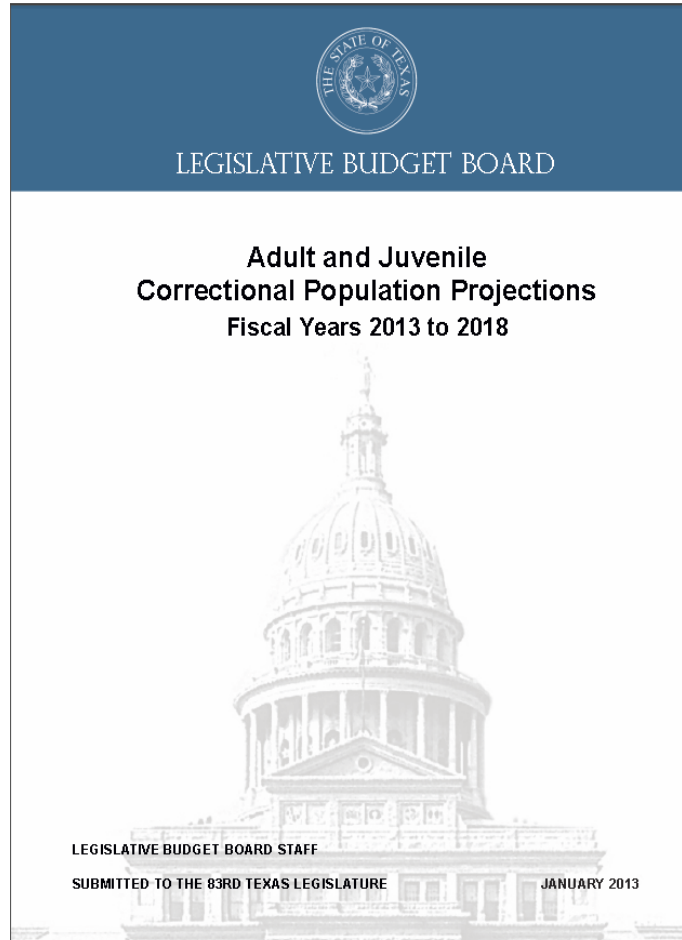
Criminal Justice Forum Parameters

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- Criminal Justice Forums are an opportunity for various groups to come together to learn about and discuss current issues in criminal/juvenile justice.
- If you have any questions that remain unanswered following the Criminal Justice Forum, please feel free to talk with any CJDA team member following the Forum
- Past Criminal Justice Forum presentations may be found here: <http://www.lbb.state.tx.us/CJDA.aspx?Team=CJDA>

Overview of January 2013 Adult Correctional Population Projections

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Adult Projections: Methodology

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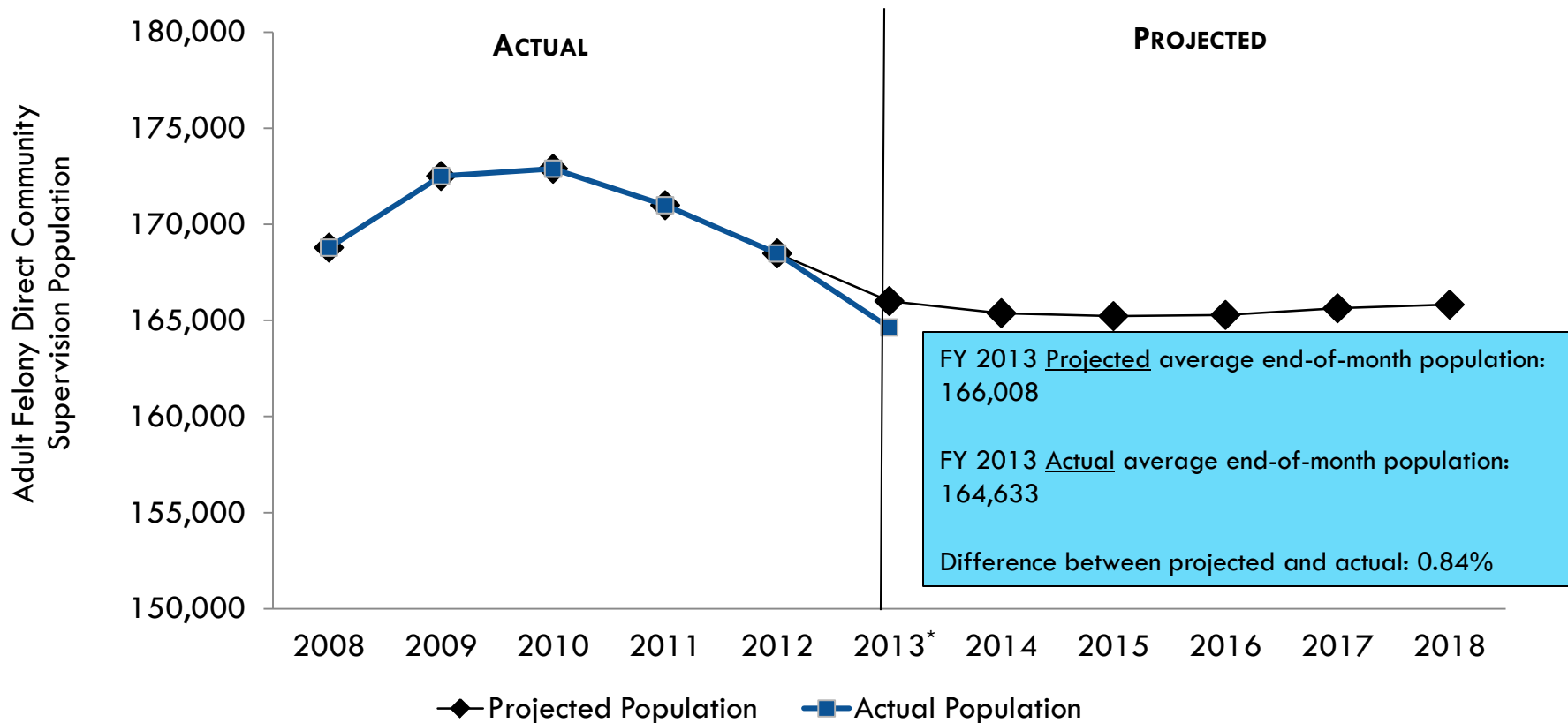
- Projections are based on current statutes, laws, policies, and practices. Major shifts in current statutes, laws, policies, or practices will affect LBB projections.
- The LBB simulation model integrates outcomes and tracks offender movement into, through, and out of various segments of the adult criminal and juvenile justice systems.
- In addition to quantitative data gathered from state agencies, the LBB gathers data through qualitative field work. The qualitative data collected help provide context to quantitative data and inform projection assumptions.

Adult Projections: Populations

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- Texas Department of Criminal Justice (TDCJ) - State agency responsible for monitoring and distributing state funds to 122 local adult community supervision and corrections departments, operating adult correctional facilities, and supervising adults released to parole supervision
 - Community supervision (Probation)
 - Felons Under Direct Supervision
 - Misdemeanor Placements
 - Correctional Institutions – Prisons, State Jails, and Substance Abuse Felony Punishment Facilities
 - Parole

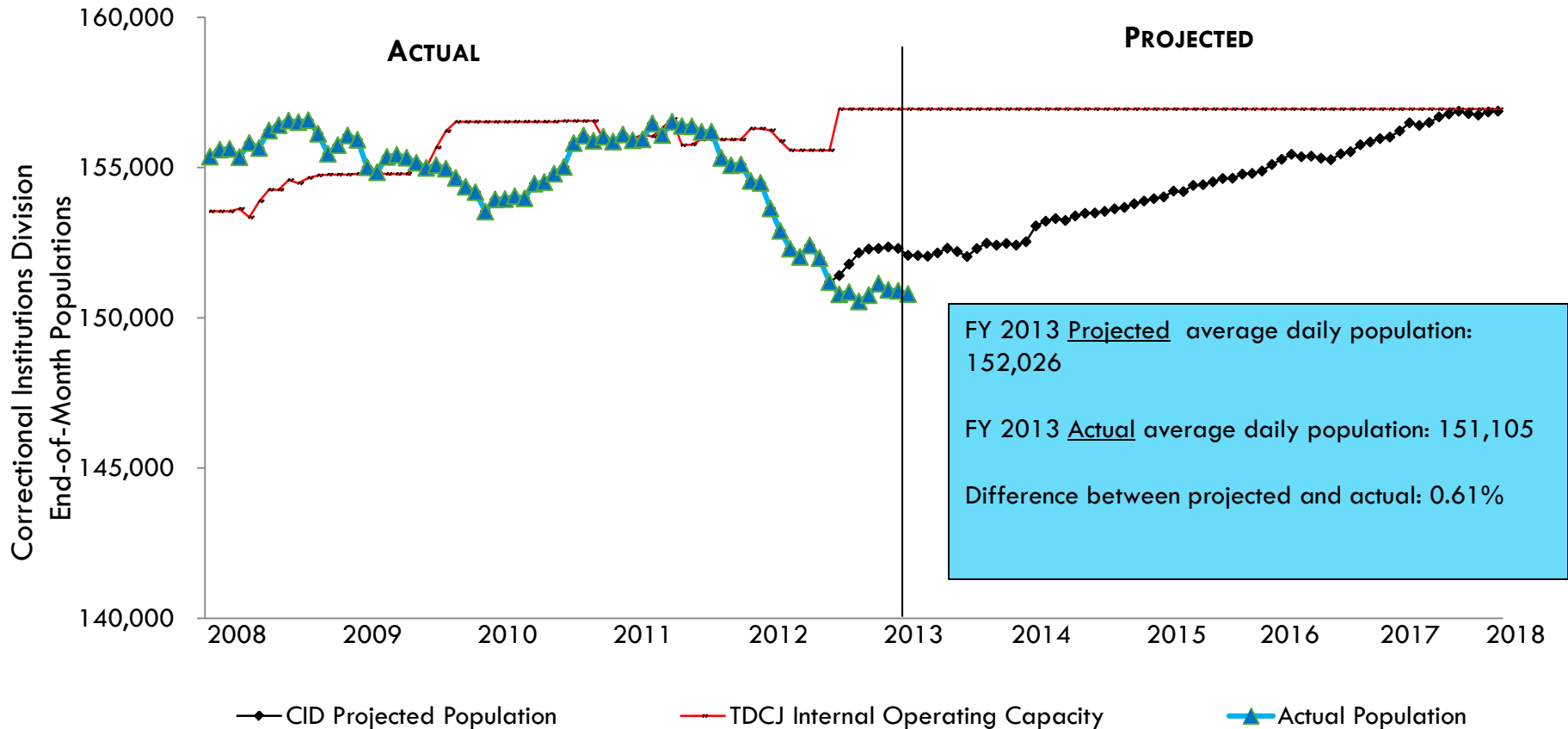
January 2013 Projected Versus Actual Populations – Felons Under Direct Community Supervision, FY 2008 –18



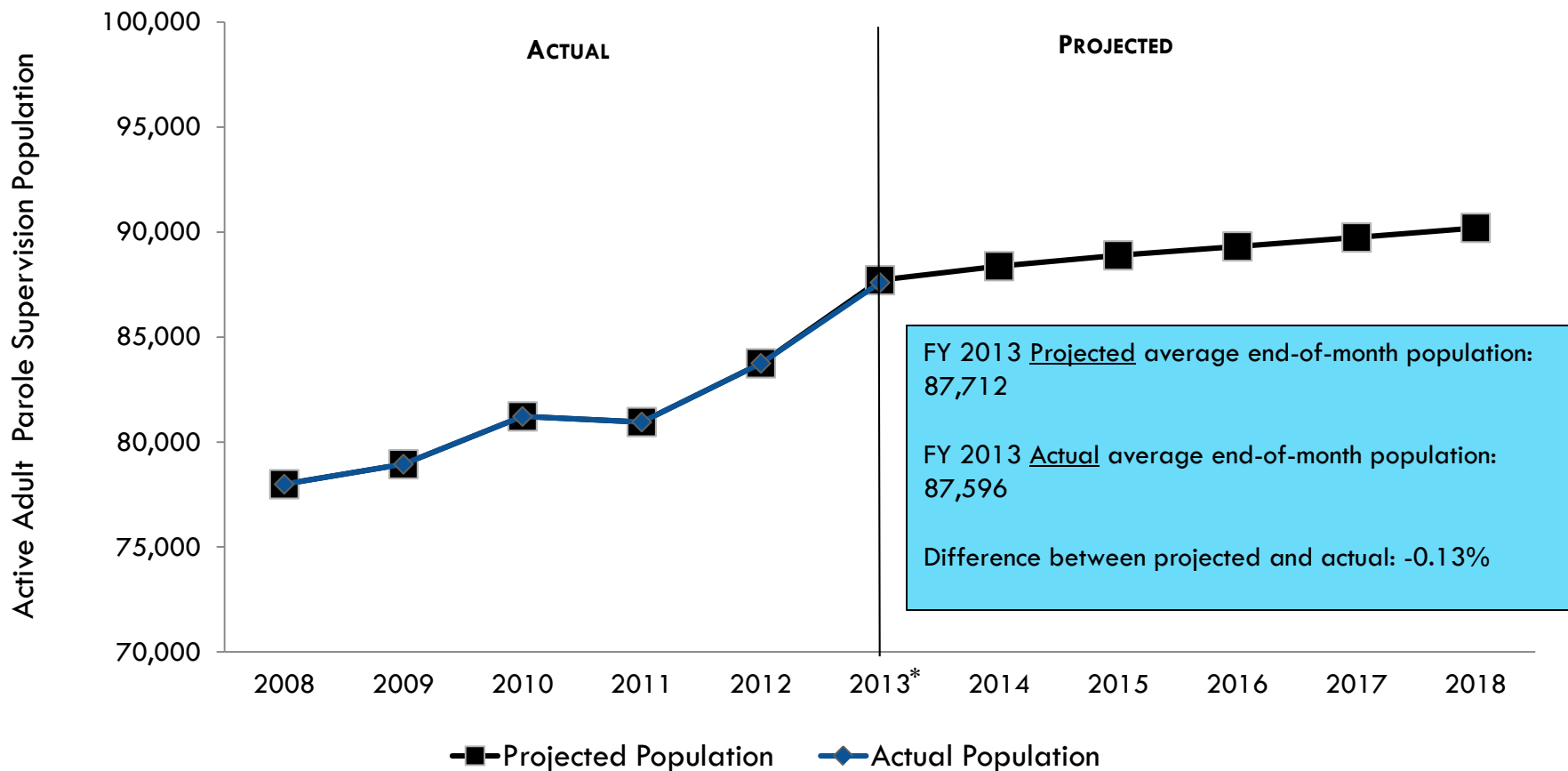
*The fiscal year 2013 average number of felons under direct community supervision is based on nine months of data (September 2012 through May 2013). Data are preliminary and subject to revision.

January 2013 Projected Versus Actual Populations – Correctional Institutions, FY 2008–18

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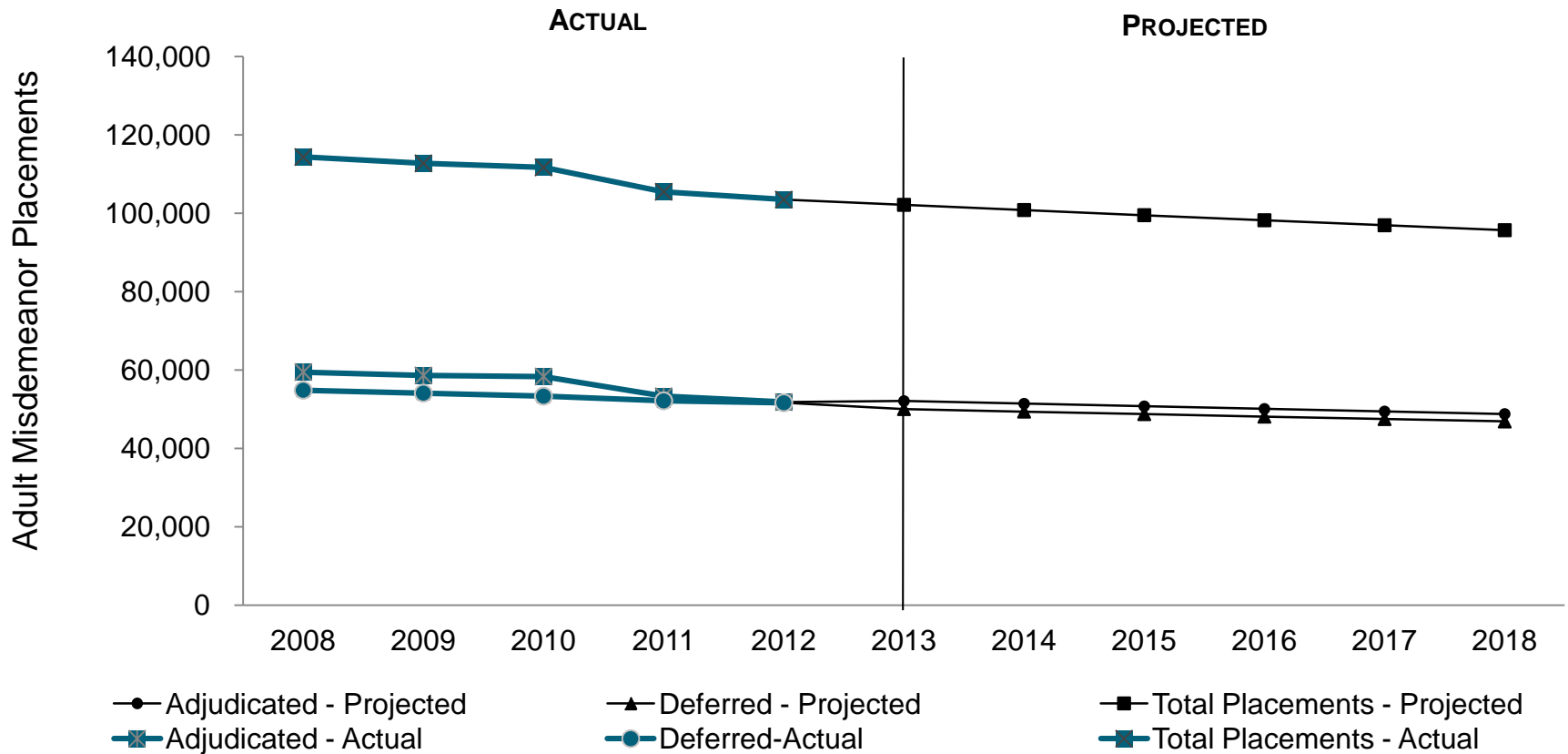
January 2013 Projected Versus Actual Populations – Active Parole Supervision, FY 2008–18



*The fiscal year 2013 average number of adults under active parole supervision data are preliminary and subject to revision.

January 2013 Projected Versus Actual Populations – Misdemeanor Community Supervision Placements, FY 2008–18

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January 2013 Projected Versus Actual Populations – Misdemeanor Community Supervision Placements, FY 2013

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Type of Misdemeanor Community Supervision Placement*	Projected Average Number of Placements per Month	Actual Average Number of Placements per Month	Percent Difference
Total Community Supervision Placements	8,514	8,611	1.1 percent
Adjudicated Community Supervision	4,342	4,320	-0.5 percent
Deferred Adjudication	4,172	4,291	2.8 percent

*The fiscal year 2013 average number of adult misdemeanor community supervision placements is based on nine months of data (September 2012 through May 2013). Data are preliminary and subject to revision.

January 2013 Adult Projections Qualitative Review: Methodology

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- Interviews and focus groups with criminal justice practitioners and decision-makers:

Judges	Prosecutors	Community Supervision Staff	Public Defenders
Defense Attorneys	State Criminal Justice Agency Administrators	State Jail Offenders	County Jail Offenders

- Data collection took place during site visits and statewide conferences

January 2013 Adult Projections Qualitative Review: Major Findings

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- Criminal justice populations are largely stable due to the level and balance of available treatment options
- Statewide misdemeanor community supervision placements are declining because many offenders prefer short county jail sentences over community supervision
- State jail and community supervision time credits enacted in 2011 have had little overall impact on criminal justice populations thus far

January 2013 Adult Projections Qualitative Review: Recommendations from the Field

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- Maintain current treatment options available for offenders in various components of the criminal justice system
- Provide support for the recruitment and retention of qualified criminal justice staff

Adult Projections: Next Steps

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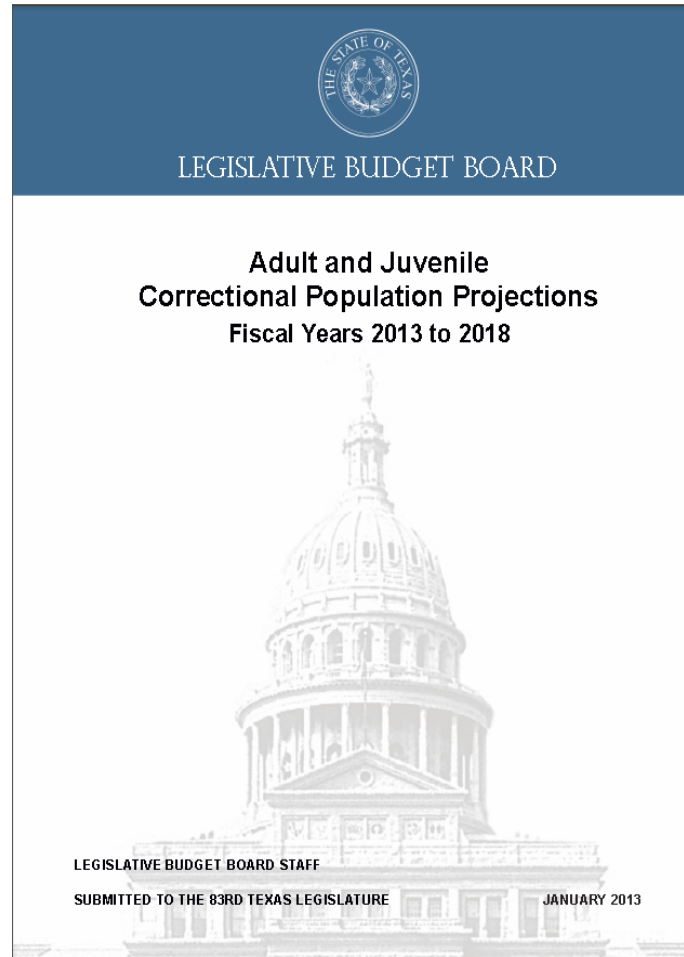
- Continue to monitor January 2013 projections
 - Parole and Discretionary Mandatory Supervision Case Considerations, Approvals, and Approval Rates
 - Probation Revocations
 - Parole Revocations
 - Select legislation (sentence credits, modifications to parole eligibility, and early termination case consideration):

80th Legislative Session	82 nd Legislative Session	83 rd Legislative Session
HB 1678	HB 1205	SB 549
	HB 2649	SB 1173

- Next projections report will be released in June 2014

Overview of January 2013 Juvenile Correctional Population Projections

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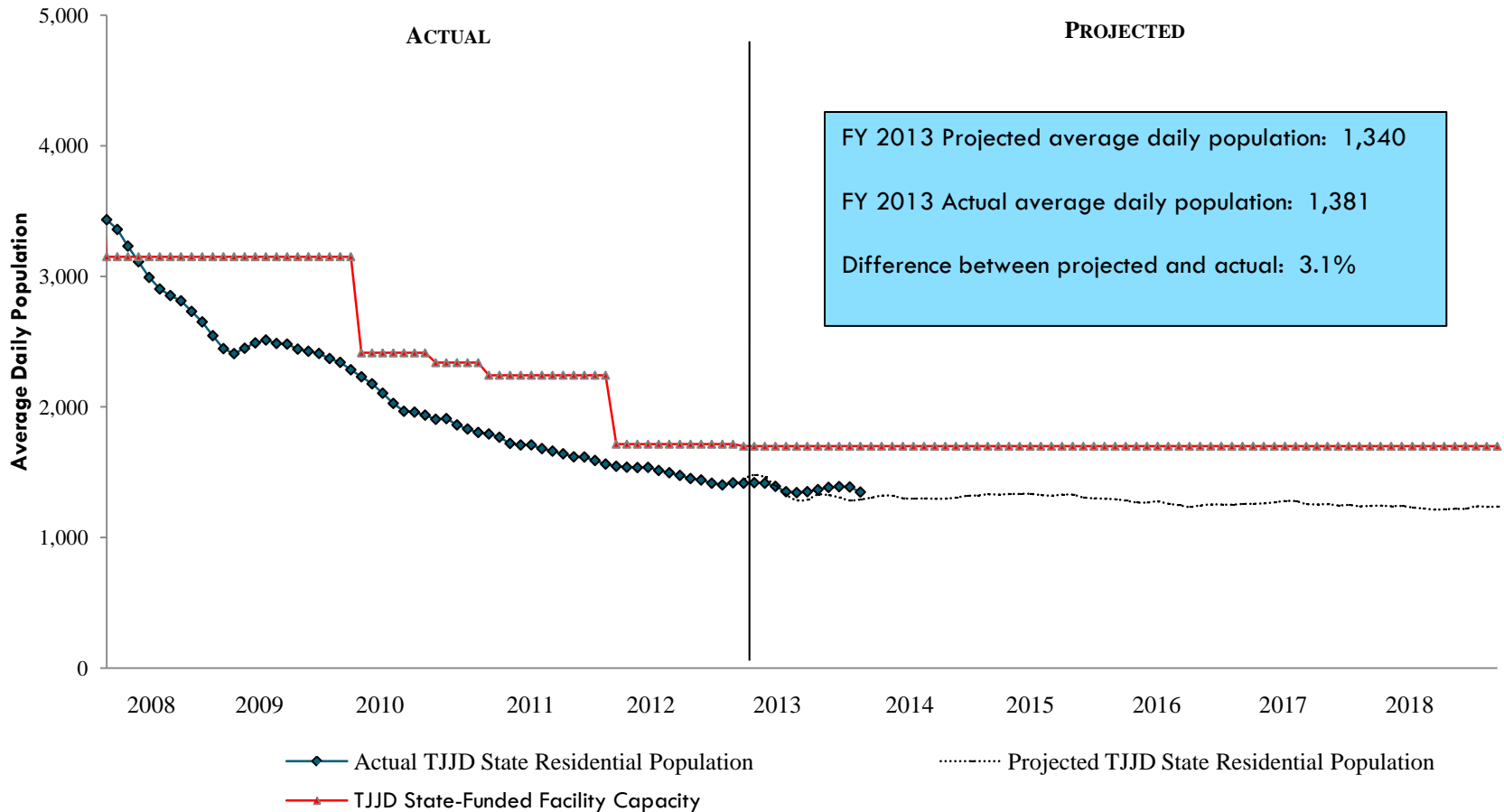


Juvenile Projections: Methodology

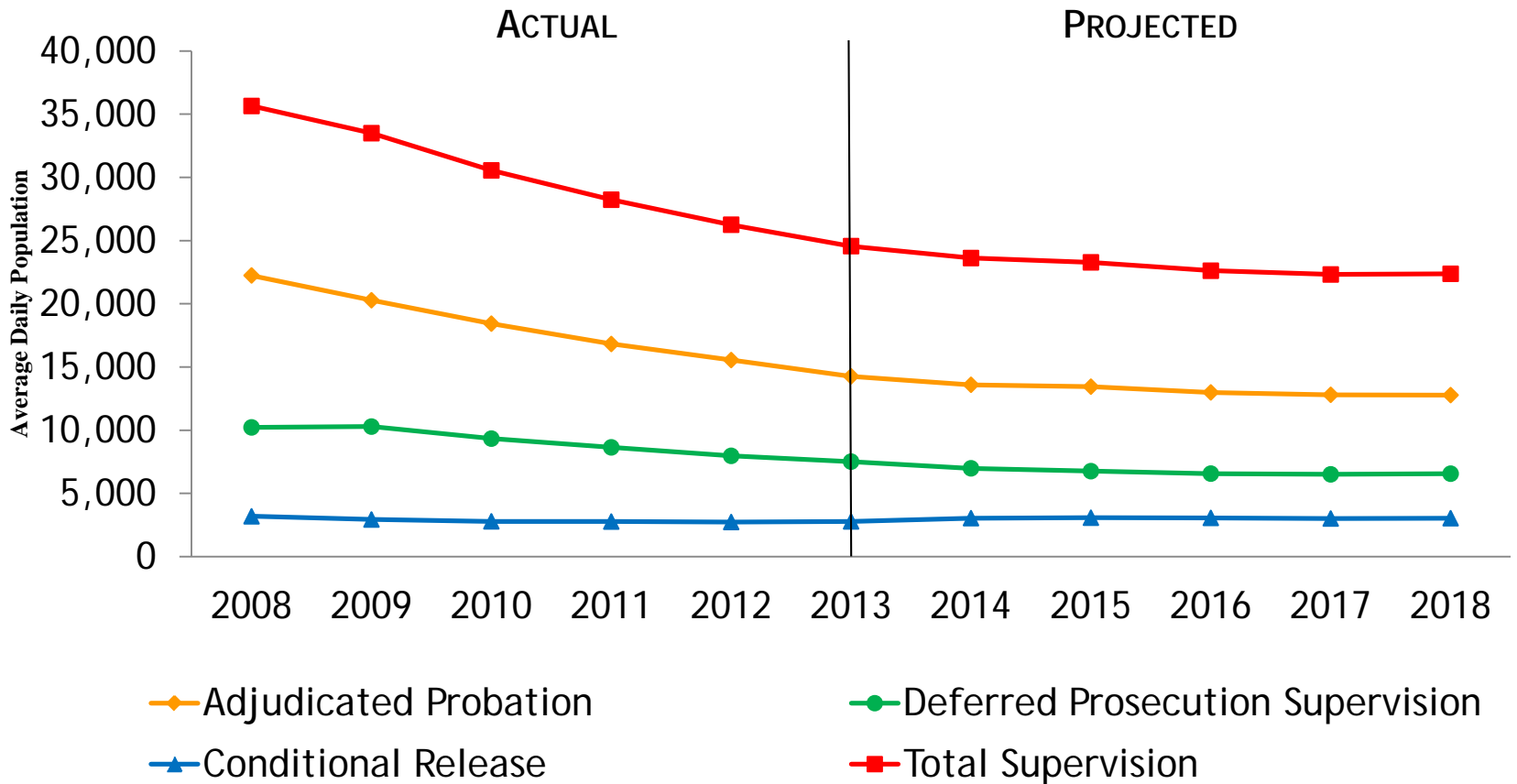
19

- Projections are based on current statutes, laws, policies, and practices. Major shifts in current statutes, laws, policies, or practices will affect LBB projections.
- The LBB simulation model integrates outcomes and tracks offender movement into, through, and out of various segments of the adult criminal and juvenile justice systems.
- In addition to quantitative data gathered from state agencies, the LBB gathers data through qualitative field work. The qualitative data collected help provide context to quantitative data inform projection assumptions.

January 2013 Actual & Projected TJJD State Residential Population & State-Funded Capacity, FY 2008–18



January 2013 Actual & Projected Juvenile Probation Supervision Populations, FY 2008–18



January 2013 Juvenile Projections Qualitative Review: Methodology

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- Interviews and focus groups with juvenile justice practitioners and decision-makers:

Judges	Defense Attorneys	Juvenile Probation Staff
Public Defenders	Prosecutors	

- Data collection took place during site visits and statewide conferences

January 2013 Juvenile Projections Qualitative Review: Major Findings

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- In spite of declining commitments to TJJD and a growing juvenile population in Texas, juvenile probation supervision populations continue to decline slightly. Reasons include:
 - Fewer referrals from law enforcement
 - Fewer referrals from schools
 - Juvenile probation departments reported they are focusing resources on a growing proportion of high-risk, high-need juvenile offenders

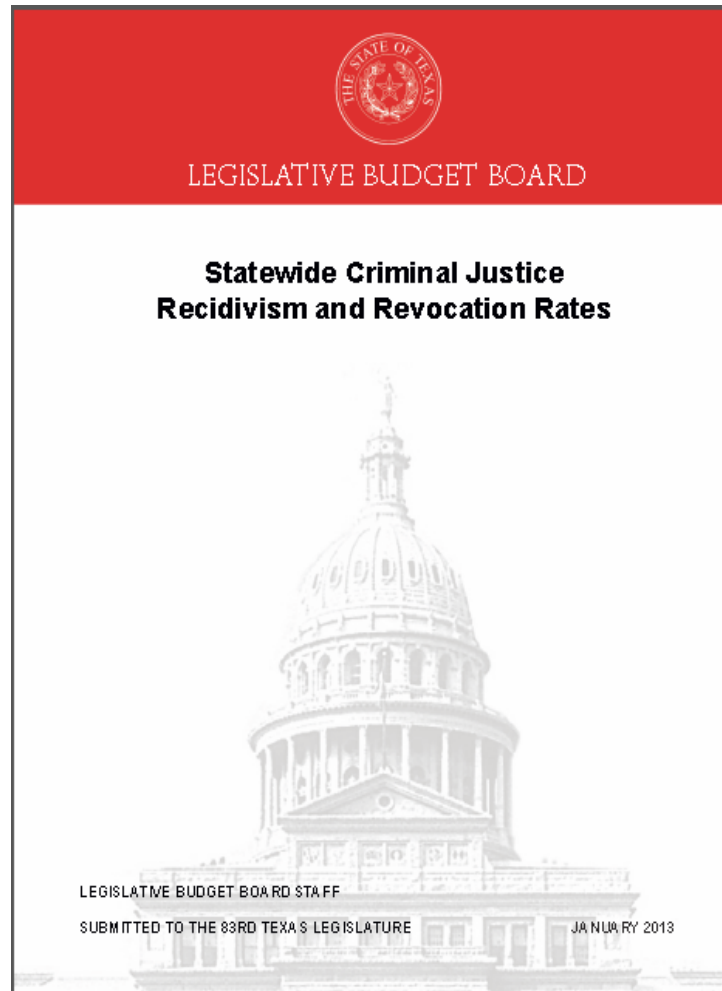
January 2013 Juvenile Projections Qualitative Review: Recommendations from the Field

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- Provide additional resources for the growing population of juvenile offenders with serious mental health needs
- Maintain existing or enhance juvenile probation departments' local control and flexibility of funding

Overview of January 2013 Recidivism and Revocation Report

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Recidivism and Revocation Report: Methodology

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- **Cohorts**
 - Juveniles and Adults
 - State and Local Correctional Populations
- **Key Measures**
 - Revocation of Parole or Community Supervision
 - Recidivism
 - Rearrest (class B misdemeanor or greater severity)
 - Reincarceration (state jail, prison, or juvenile state residential facility)

Recidivism and Revocation Report: Methodology

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- **Recidivism Follow-up Time Period**
 - 3 Years from Start of Supervision
 - 3 Years from Exit from Secure Residential Facilities
- **Recidivism Rate**
 - Number of Recidivists/Number in Cohort
- **Additional Recidivism Analyses**
 - Time to First Rearrest or Reincarceration
 - Compare Characteristics of Recidivists and Release Cohorts

Recidivism and Revocation Report: Additional Details

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- Data Sources
 - TDCJ: adult cohort and incarceration data
 - TJJD: juvenile cohort, referral*, and incarceration data
 - DPS: adult and some juvenile arrest data
- Reports and Presentations
 - This report is published in January of odd-numbered years
 - Most recent report: January 2013
 - Past presentation details methodology: March & April 2012

* Referrals to juvenile probation departments for Class B misdemeanors and above are counted as rearrests

January 2013 Recidivism and Revocation Report: Highlights

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Adult (TDCJ) recidivism rate highlights, FY 2008 Cohorts

Correctional Population	Rearrest Rate	Reincarceration Rate
Prison	47.2%	22.4%
State Jail	62.7	30.6
Substance Abuse Felony Punishment Facility (SAFPF)	40.9	38.9
In-Prison Therapeutic Community (IPTC)	44.5	22.6
Intermediate Sanction Facility (ISF)	57.2	36.8

January 2013 Recidivism and Revocation Report: Highlights

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Juvenile recidivism rate highlights, FY 2008 Cohorts

Correctional Population	Rearrest Rate	Reincarceration Rate
Local Juvenile Probation Departments (JPD)		
Deferred Prosecution Supervision	50.6%	2.4%
Adjudicated Probation Supervision	64.5	12.9
Secure Residential Facility	66.6	29.8
Texas Juvenile Justice Department (TJJD)		
Secure Residential Facility	77.6	45.5

January 2013 Recidivism and Revocation Report: Highlights

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Revocation rate highlights, FY 2012 Cohorts

Correctional Population	Revocation Rate	Percent of Revocations that are Technical
Adult		
Community Supervision	14.5%	50.0%
Parole	7.4	15.1
Juvenile		
Deferred Prosecution Supervision (JPD)	0.04	-- (none)
Adjudicated Probation Supervision (JPD)	3.5	60.8
Parole (TJJD)	11.5	25.7

Recidivism and Revocation Report: Caveats and Data Limitations

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- Rearrests only capture those crimes for which an offender was caught by authorities
- Changing reincarceration rates may be due to changing state and local policies and practices

Recidivism and Revocation Report: Caveats and Data Limitations

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- **Caution when Making Comparisons**
 - Many factors (e.g., age) affect recidivism outcomes
 - Caution should be used when comparing recidivism rates across:
 - States
 - Population types (e.g., lower risk populations such as probation with higher risk populations such as incarceration)
- **Missing State Identification Numbers (SIDs)**
 - SIDs make it easier to match cohort to DPS, TJJD, and TDCJ records
 - Missing SIDs may lower recidivism rates
 - Many local juveniles do not have SIDs

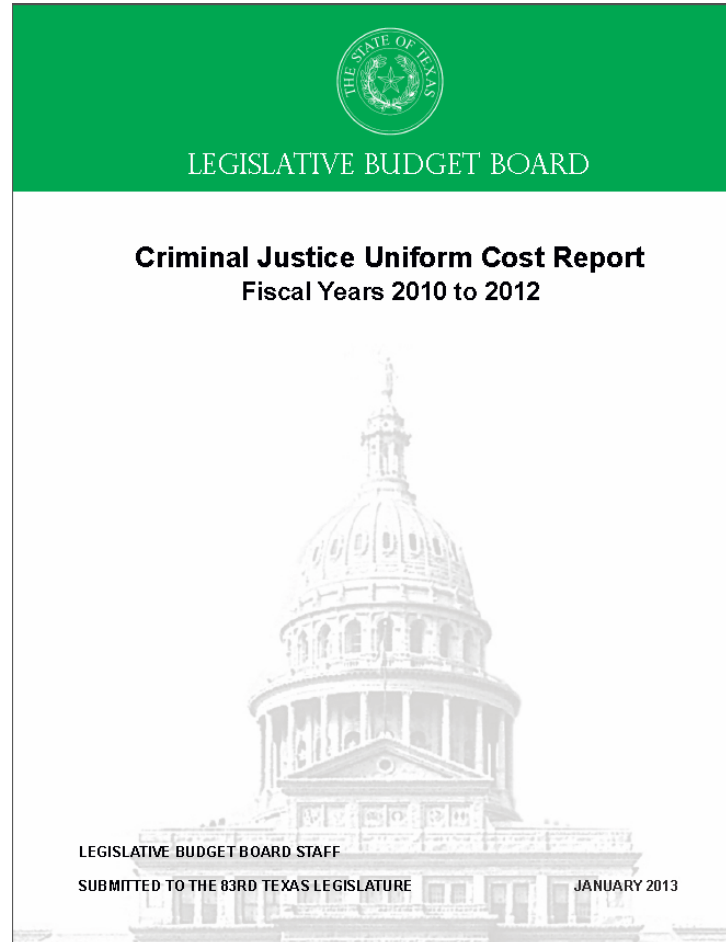
Recidivism and Revocation Report: Planned Improvements

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- Calculate adult community supervision recidivism rates
- Add cohort and recidivist characteristics when possible (e.g., risk and need)

Overview of January 2013 Uniform Cost Report

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Uniform Cost Report: Overview

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- Provides cost per day information for various adult and juvenile correctional operations, facilities, and programs for use in funding determinations
- Provides a basis of comparison for the Texas Legislature
- Published in January of odd-numbered years
- Most recent report is January 2013

Uniform Cost Report: Methodology

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- TDCJ and TJJJ are partners in the project – agencies provide expenditure and population data used to determine cost per day figures
- Cost per day figures reported in the Uniform Cost Project are used to develop cost and savings estimates in fiscal notes
- Cost per day formula:
 - $\frac{\text{(program expenditures/average daily population)}}{\text{number of days in a fiscal year}}$

Uniform Cost Report: Methodology

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- Differences between cost per day figures published in the General Appropriations Act (GAA) and the Uniform Cost Report (UCR):

Publication	Fiscal Years Included:	Appropriation vs. Expenditure:	Funding Types Included:
2014-15 General Appropriations Act	2014–15 (future years)	Appropriation	Direct appropriations only
2013 Uniform Cost Report	2010–12 (past years)	Expenditure	Direct expenditures, indirect administration, benefits

January 2013 Uniform Cost Report: Highlights

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TDCJ (adult) cost per day highlights, FY 2012

Correctional Population/Program	FY 2012 Uniform Cost Per Day
TDCJ-Correctional Institutions Division (CID) System-wide	\$50.04
TDCJ-CID 1,000 Bed Unit	\$41.99
TDCJ-CID State Jail	\$42.90
TDCJ Parole Supervision	\$3.63
Community Supervision (includes state and local expenditures)	\$2.99

January 2013 Uniform Cost Report: Highlights

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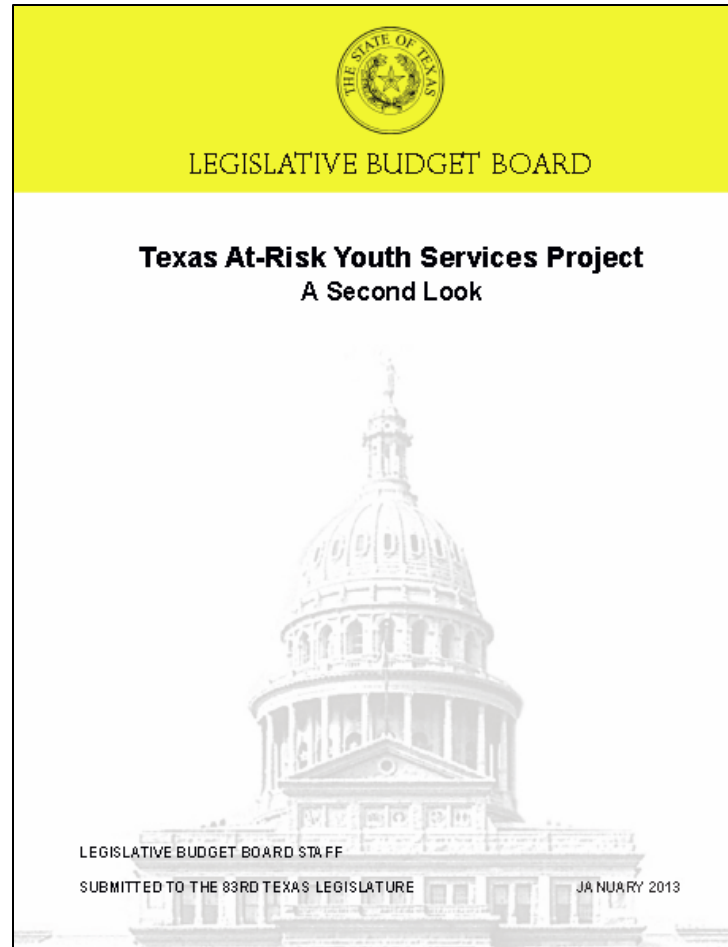
TJJD (juvenile) cost per day highlights, FY 2012

Correctional Population/Program	FY 2012 Uniform Cost Per Day
State-Operated Facilities	\$380.32
Parole Supervision	\$33.32
Community Supervision Services*	\$22.42
Detention/Pre-Adjudication Facilities*	\$216.39
Post-Adjudication Facilities*	\$137.12

*Total cost per day includes state and local expenditures.

Overview of January 2013 Texas At-Risk Youth Services Project: A Second Look

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Texas At-Risk Youth Services Project: A Second Look

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- Second report of a multi-interim research project
- Texas At-Risk Youth Services Project (ARYSP) goal – Provide recommendations to improve the delivery of services to at-risk youth in Texas
- First report was published in January 2011
 - Exploratory: “Where are the kids”?
 - Quantitative and qualitative methods
 - Included case file reviews, focus groups and interviews with practitioners, and interviews with caregivers of youth involved in the juvenile justice system

Texas At-Risk Youth Services Project: A Second Look

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- January 2013 ARYSP report subtitled “A Second Look” – January 2011 report refined the necessary research questions
 - Further research into juvenile delinquency prevention programs funded by various state agencies
 - Services to At-Risk Youth (STAR)
 - Community Youth Development (CYD)
 - Communities in Schools (CIS)
 - Juvenile probation departments (JPDs)
 - Other service providers

Texas At-Risk Youth Services Project: A Second Look

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- Relationship of past research and current ARYSP research and recommendations
- A few relevant quotes from past research...

Texas At-Risk Youth Services Project: A Second Look

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“The most effective programs we saw were local efforts which link a committed, caring adult with a child.”
- *Safeguarding our Future*

Texas At-Risk Youth Services Project: A Second Look

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**“Schools are a logical service center
for children and families.” –
*Safeguarding our Future***

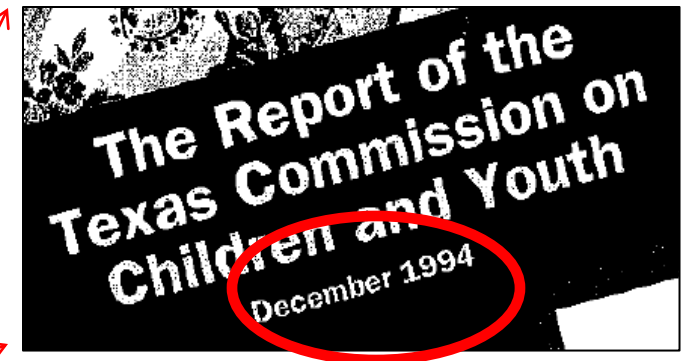
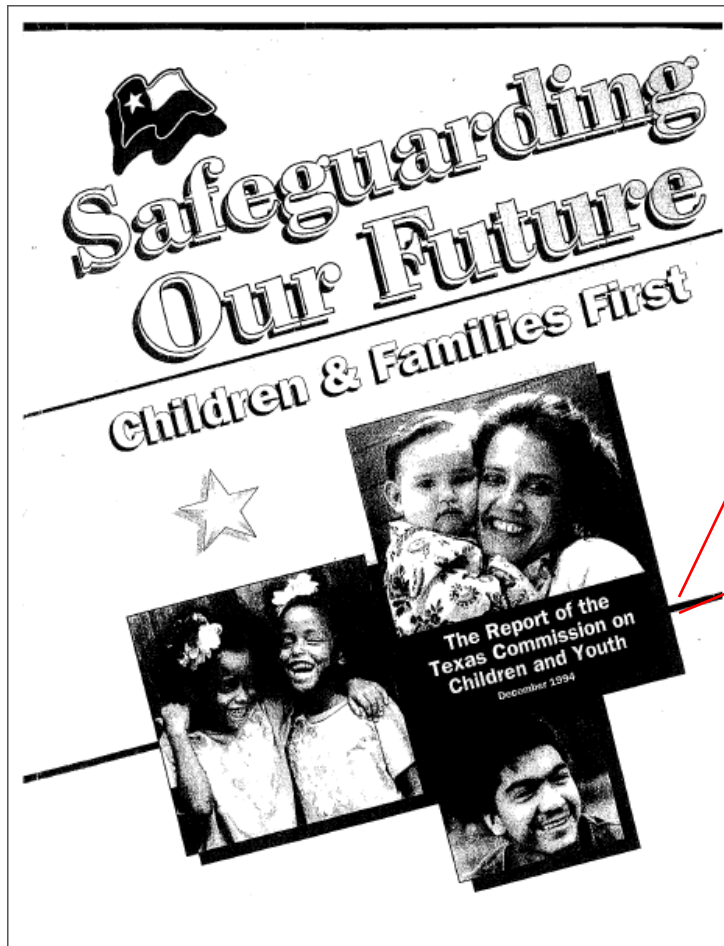
Texas At-Risk Youth Services Project: A Second Look

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“The majority of services provided are crisis intervention rather than prevention or early intervention. Rather than prioritizing services which support families and build on their strengths, the state tends to intervene in the most expensive and intensive manner possible, after problems have gotten out of hand.” – *Safeguarding our Future*

Texas At-Risk Youth Services Project: A Second Look

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Texas At-Risk Youth Services Project: A Second Look

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- Major findings
 - The outcomes of most state-funded delinquency prevention and intervention (P/I) efforts in Texas are largely unknown
 - Schools are the ideal settings to provide delinquency P/I services to at-risk youth
 - Delinquency P/I services are most effective when provided at the elementary and middle school ages
 - Future juvenile probation referrals and school-based indicators are the best performance measures for delinquency P/I services

Texas At-Risk Youth Services Project: A Second Look

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- Legislative recommendations adopted by the 83rd Legislature
 - Increase General Revenue funds allocated to Communities in Schools from the appropriations made to the Texas Education Agency
 - Total increase of \$11.0 million for FY 2014-15 (37.2 percent increase over FY 2012-13)

Texas At-Risk Youth Services Project: Going Forward

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- LBB plans to continue ARYSP during the 2013-14 interim
- Research plan is still under construction
 - Scope
 - Direction
 - Deliverable
- LBB will continue to monitor juvenile delinquency prevention/intervention budget and policy issues throughout the interim

Potential Questions for Future Research

Change in the Severity of Juveniles Under Local Supervision

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While the number of juveniles under local supervision has declined in the past several years, practitioners have indicated the juveniles currently under supervision have more significant risks and needs than juveniles in the past.

Change in the Severity of Juveniles Under Local Supervision

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- Potential variables for consideration:
 - Criminal history
 - Severity of offenses
 - Other indicators of needs

Outcomes of Local Juvenile Residential Facilities

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- Increasing reliance on local facilities instead of state facilities to rehabilitate juvenile offenders
- Provide an understanding of best practices across the state for local juvenile residential facilities

Outcomes of Local Juvenile Residential Facilities

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- Potential variables for consideration:
 - Recidivism rates
 - Incarceration rates
 - Delinquent history and needs of juveniles in different facilities across the state

University Partnership

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- **What is the University Partnership?**
 - Partnership between Texas State University and the LBB to secure federal funding in order to conduct research
- **What are the project's main goals?**
 - Research a critical state issue
 - Develop policy recommendations to address state issues and maximize state resources
- **Why enter into this partnership?**
 - Leverage the resources and strengths of the university and LBB

University Partnership

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Research Question

- Which local juvenile justice interventions are most effective in reducing recidivism for certain types of juveniles?

University Partnership

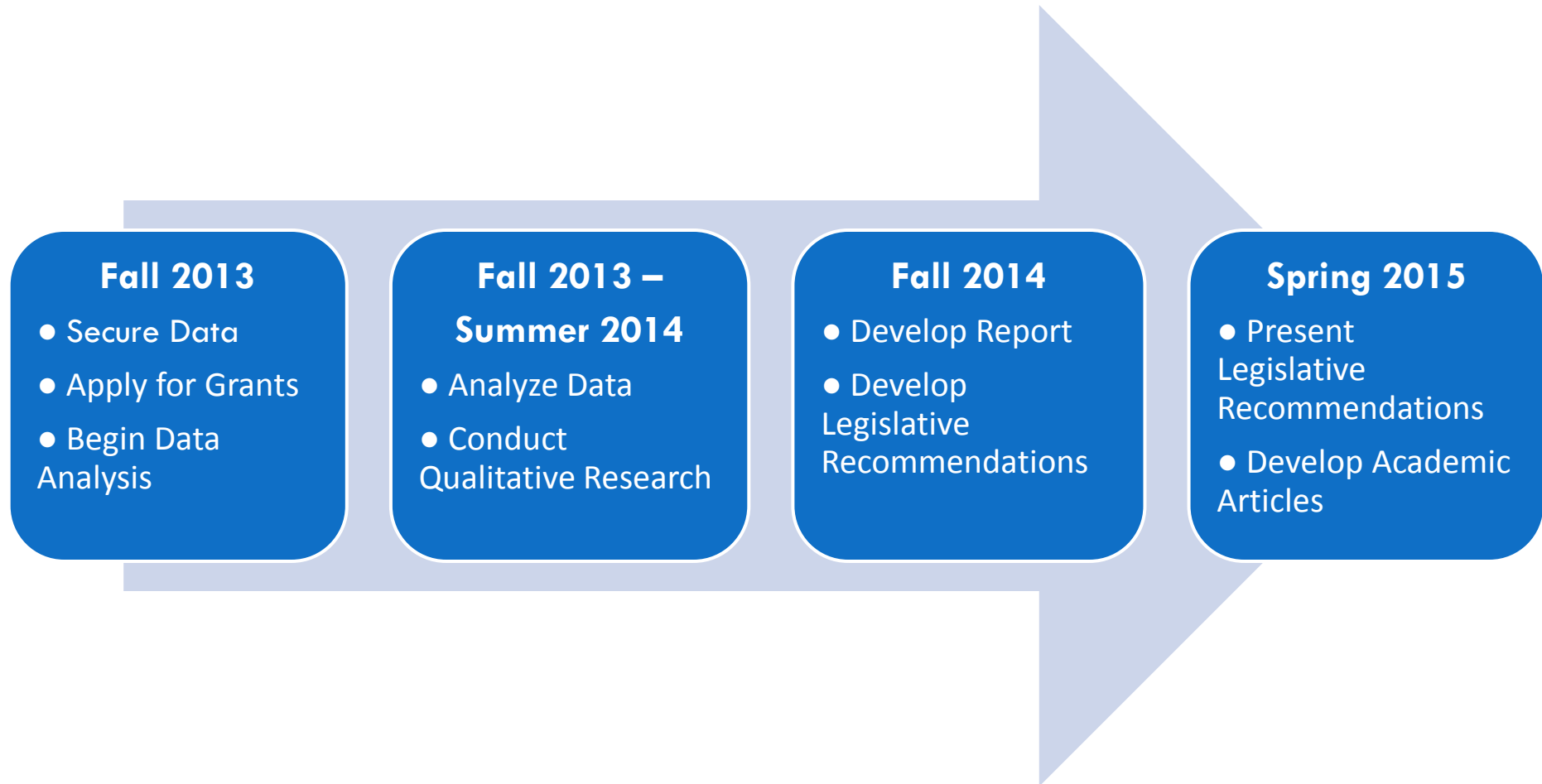
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Research Methodology

- Quantitative
 - Cluster Analysis
 - Recidivism
 - Multivariate Regression (Logistic & Negative Binomial)
- Qualitative: Focus Groups

University Partnership

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Agency Performance Review Team Overview

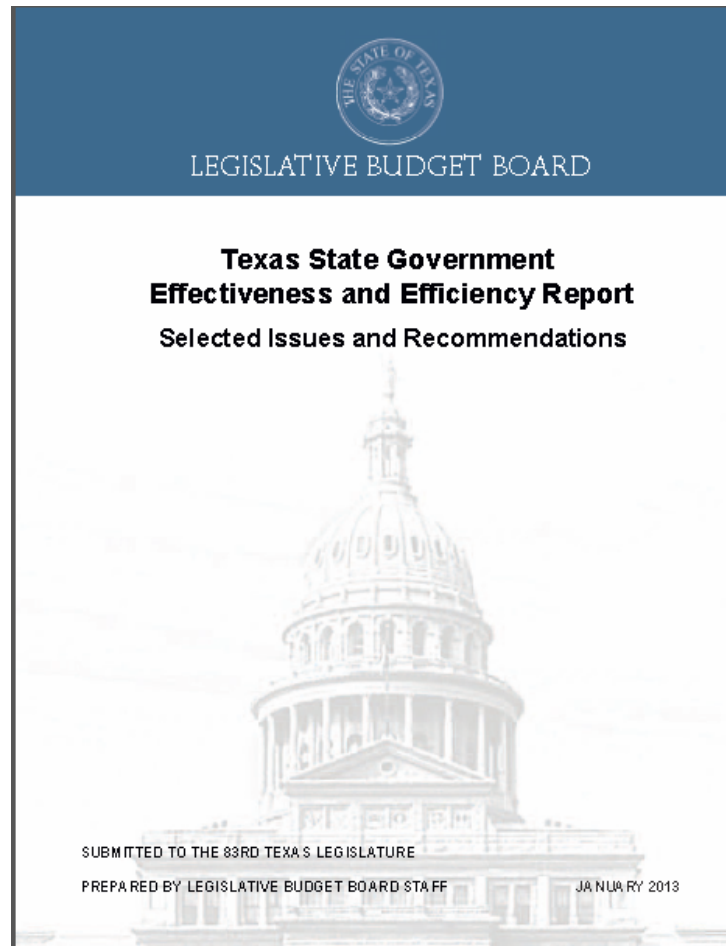
Agency Performance Review Team

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- Conducts reviews of the effectiveness and efficiency of state agency operations, state fiscal policy, and community college operations
- Reports and related recommendations are published primarily in LBB's Government Effectiveness and Efficiency Report (GEER) in January of odd numbered years

Agency Performance Review Team

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Agency Performance Review Team

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- Includes recommendations for statutory and budgetary changes that would
 - positively affect the budget,
 - improve services, and
 - apply innovative practices to state government operations
- Agency Performance Review and School Performance Review-focused forum in February 2014

Agency Performance Review Team

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Suggest a review at www.bettertexasgov.org

The screenshot displays the Legislative Budget Board website. At the top, the text "LEGISLATIVE BUDGET BOARD" is centered. Below it is a navigation menu with items: HOME, BUDGET, PUBLICATIONS, FISCAL NOTES, LBB TEAMS, ABOUT THE LBB, EXTERNAL LINKS, and AGENCIES PORTAL. A yellow box highlights the breadcrumb "LBB Teams > Agency Performance Review".

On the left side, there is a "Search" section with dropdown menus for years (2000 to 2013), "All Subjects", and "All Document Types", along with a "Search" button. Below this is the "APR Resources" section, which includes "APR Statutory Basis" and "Texas Government Code, Chapter 322". Underneath is the "GEER Archives" section, where "Submit an Idea" is circled in red. Other links in this section include "Team & Assignments", contact information for Julie Ivie (Manager) and Jeremiah Jerrell (Supervisor), and "APR Resources".

On the right side, the "Agency Performance Review (APR) Team" section explains the team's role. Below it is the "Government Effectiveness and Efficiency Report (GEER)" section, which includes a list of years: 2013, 2011, 2009, and 2007. At the bottom right, there is a "Publications" section with a map of Texas and the heading "Agency Performance Review 2013", followed by a list of reports, including "Options to Reduce Reliance on General Revenue-Dedicated Accounts for Certification on the General Appropriations Bill".

School Performance Review Team Overview

School Performance Review Team

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- The nation's first state-level program designed to improve the management and finances of individual public school districts.
- The Texas Legislature created the Texas School Performance Review (TSPR) in 1990 to “periodically review the effectiveness and efficiency of the budgets and operations of school districts.” (Government Code Section 322.016)
- TSPR reviews school district functions and recommends ways to cut costs, increase revenue, reduce overhead, streamline operations, and improve the delivery of educational, financial, and operational services.

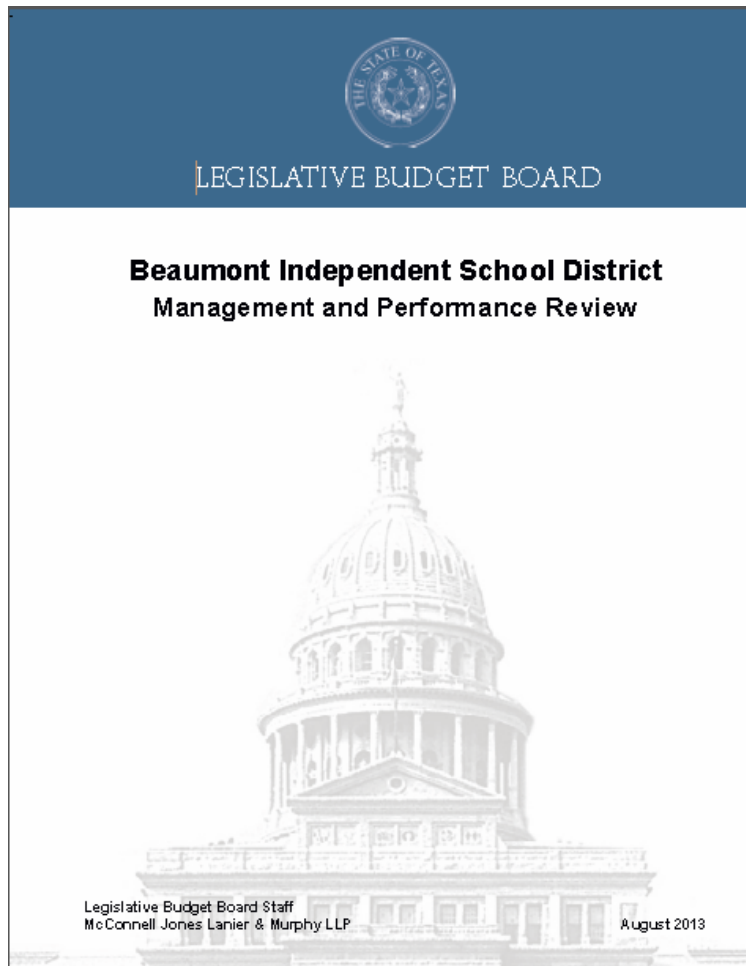
School Performance Review Team

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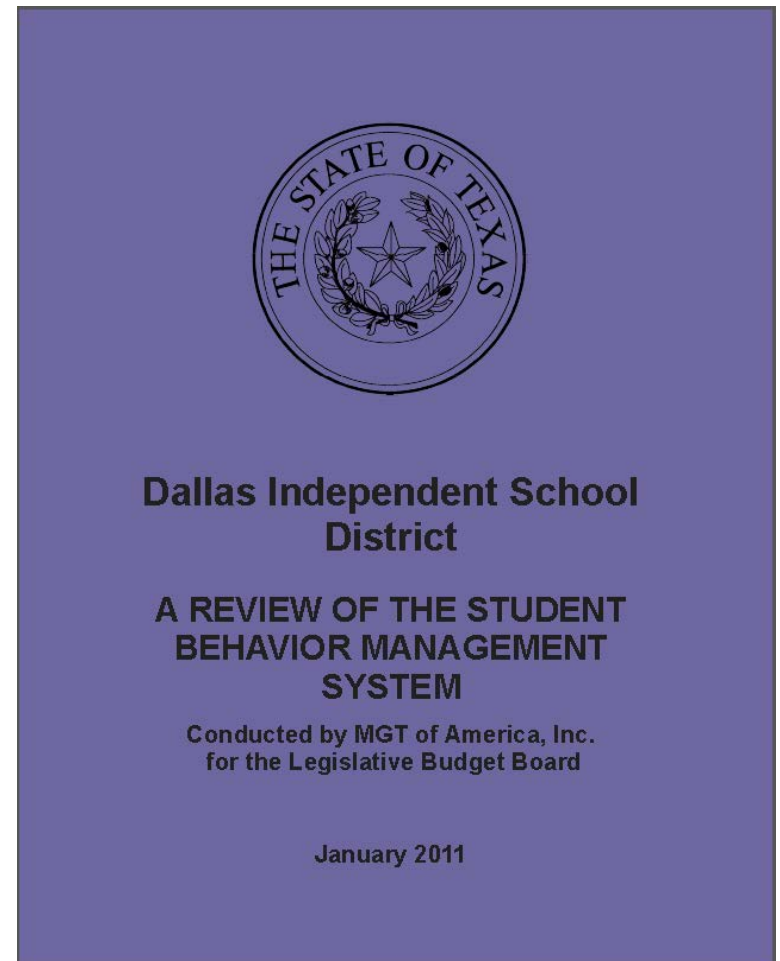
- Three types of reviews:
 - Comprehensive
 - Review of 12 functional areas
 - Report to the school district
 - Targeted
 - Review of specific functional area
 - Report to the school district
 - Information gathered for creating policy report
 - Policy
 - Specific topic area (either targeted or general education research)
 - Information only or findings/recommendations

School Performance Review Team

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Legislative Budget Board



October 4, 2013

Upcoming Criminal Justice Forums

Upcoming Criminal Justice Forums

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- The next Criminal Justice Forum will be held Friday, November 1, 2013, at 1:30 PM.
 - This forum will provide participants with information on current and recent research conducted by Texas' universities faculty, staff, and students

Upcoming Criminal Justice Forums

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- Future Criminal Justice Forums:
 - Performance Review
 - Advocacy Groups
 - Legal Groups
 - Criminal and Juvenile Justice Practitioners
 - Legislators
 - 84th Legislative Session Preparation
- Be sure to fill out our sign-in forms and provide an email address so we may keep you informed about future Criminal Justice Forums

Contact Information

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- Criminal Justice Data Analysis Team
 - Laurie Molina, Manager – laurie.molina@lbb.state.tx.us
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 - John Posey, Analyst – john.posey@lbb.state.tx.us
 - Ed Sinclair, Analyst – ed.sinclair@lbb.state.tx.us
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 - Julie Ivie, Assistant Director – julie.ivie@lbb.state.tx.us
- School Performance Review Team
 - Andrea Winkler, Analyst – andrea.winkler@lbb.state.tx.us
 - Lesli Cathey, Manager – lesli.cathey@lbb.state.tx.us

Contact Information

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LBB Main Number
512-463-1200

Report links

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- June 2012 Adult and Juvenile Correctional Population Projections:
http://www.lbb.state.tx.us/Public_Safety_Criminal_Justice/Pop_Projections/Adult%20and%20Juvenile%20Correctional%20Populations%20Projections2012-2017.pdf
- January 2013 Adult and Juvenile Correctional Population Projections:
http://www.lbb.state.tx.us/Public_Safety_Criminal_Justice/Pop_Projections/Adult%20and%20Juvenile%20Correctional%20Population%20Projections%20Fiscal%20Years%202013%20to%202018.pdf

Report links

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- **January 2013 Criminal Justice Uniform Cost Report:**
http://www.lbb.state.tx.us/Public_Safety_Criminal_Justice/Uniform_Cost/Criminal%20Justice%20Uniform%20Cost%20Report%20Fiscal%20Years%202010%20to%202012.pdf
- **January 2013 Recidivism and Revocation Report:**
http://www.lbb.state.tx.us/Public_Safety_Criminal_Justice/RecRev_Rates/Statewide%20Criminal%20Justice%20Recidivism%20and%20Revocation%20Rates2012.pdf

Report Links

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- January 2013 Texas At-Risk Youth Services Project – A Second Look:
http://www.lbb.state.tx.us/Public_Safety_Criminal_Justice/Reports/Texas%20At%20Risk%20Youth%20Services%20Project%20A%20Second%20Look.pdf
- January 2013 Government Effectiveness and Efficiency Report:
<http://www.lbb.state.tx.us/AgyPerfReview.aspx?Team=AgyPerfRev>