

LEGISLATIVE BUDGET BOARD

Adult and Juvenile Correctional Population Projections

Fiscal Years 2016 to 2021

LEGISLATIVE BUDGET BOARD STAFF

JUNE 2016

Adult and Juvenile Correctional Population Projections

Fiscal Years 2016 to 2021

June 2016

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 that they may incorporate the relevant information into Legislative Appropriation Requests for the 2018–19 biennium.

In February 2017, updated projections will be published in preparation for the Eighty-fifth Legislative Session, 2017. Enhancements to the projections will be made by conducting focus groups and interviews with practitioners and officials in various parts of the criminal and juvenile justice systems to obtain a more in-depth understanding of factors affecting criminal and juvenile justice populations. Additionally, comprehensive data through fiscal year 2016 will be analyzed and incorporated into the updated projections.

Ursula Parks

Director

CONTENTS

Executive Summary	1
Why are Correctional Population Projections Produced?	1
Correctional Population Projections Overview	1
Crime in Texas.....	2
Adult Arrests and Arrest Rates	5
Adult Correctional Population Projections	7
Methodology.....	7
Adult Incarceration Actual and Projected Populations, Fiscal Years 2011 to 2021	7
Active Adult Parole Supervision Actual and Projected Populations, Fiscal Years 2011 to 2021	8
Adult Felony Direct Community Supervision Actual and Projected Populations, Fiscal Years 2011 to 2021	9
Adult Misdemeanor Community Supervision Actual and Projected Placements, Fiscal Years 2011 to 2021	9
Juvenile Arrests and Arrest Rates	11
Juvenile Correctional Population Projections	13
Methodology.....	13
Juvenile State Residential Actual and Projected Populations, Fiscal Years 2011 to 2021.....	13
Juvenile Parole Actual and Projected Populations, Fiscal Years 2011 to 2021	15
Juvenile Probation Supervision Actual and Projected Populations, Fiscal Years 2011 to 2021	16
Glossary	19
General Terms	19
Criminal Justice System Terms.....	19
Juvenile Justice System Terms	20
Appendix A: Adult Correctional Population Projections Methodology and Assumptions	21
Correctional Population Projections Methodology at a Glance.....	21
Factors Affecting Adult Correctional Population Projections.....	21
Incarceration Population Projection Methodology	21
Active Adult Parole Supervision Population Projection.....	23

Adult Felony Direct Community Supervision Population Projection..... 25

Adult Misdemeanor Community Supervision Placements Projection..... 26

Appendix B: Juvenile Correctional Population Projections Methodology and Assumptions27

Factors Affecting Juvenile Correctional Population Projections..... 27

Juvenile State Residential Population Projection 27

Juvenile Parole Population Projection..... 29

Juvenile Probation Supervision Population Projection..... 30

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. These responsibilities were codified in the Texas Government Code, Section 322.019, by the Seventy-ninth Legislature, Regular Session, 2005. One responsibility of the CJDA team is to conduct periodic, long-term adult and juvenile correctional population projections to serve as a basis for biennial funding determinations. The June 2016 Adult and Juvenile Correctional Population Projections report provides correctional population projections for fiscal years 2016 to 2021 in preparation for the Eighty-fifth Legislature, 2017.

WHY ARE CORRECTIONAL POPULATION PROJECTIONS PRODUCED?

Correctional population projections are produced to serve as a basis for biennial funding determinations. The June 2016 projections will inform upcoming state correctional agency requests for legislative appropriations and the introduced version of the General Appropriations Bill. The CJDA team will update these projections in the February 2017 Adult and Juvenile Correctional Population Projections report. The February 2017 projections will inform budgeting and policy decisions during the Eighty-fifth Legislature, 2017.

CORRECTIONAL POPULATION PROJECTIONS OVERVIEW

The June 2016 correctional population projections indicate the adult correctional residential population will remain relatively stable through fiscal year 2021 and within internal operating capacity. The juvenile state correctional population is expected to increase through most of the projection period but remain within the number of beds available for permanent assignment for the projection period. Specifically:

- adult state incarcerated populations are projected to remain stable from fiscal years 2016 to 2021 and to remain, on average, 3.4 percent below the Texas Department of Criminal Justice's (TDCJ) internal operating capacity; and
- juvenile state residential populations are projected to increase slightly through most of the projection period; the state residential population is expected

to remain below the number of beds available for permanent assignment for the entire projection period.

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

Figure 2 shows additional detail on adult and juvenile correctional population projection figures from fiscal years 2017 to 2019. Projected population figures are the yearly average of the end-of-month population counts for adults and the average daily population for juveniles. Although juvenile residential populations are projected to decrease in fiscal year 2019, they are expected to increase modestly in fiscal years 2020 and 2021.

METHODOLOGY AT A GLANCE

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

CORRECTIONAL POPULATIONS AT A GLANCE

Figure 3 shows adult and juvenile correctional populations, as of February 29, 2016.

**FIGURE 1
CORRECTIONAL POPULATION PROJECTION GROWTH TRENDS, FISCAL YEARS 2016 TO 2021**

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

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

**FIGURE 2
CORRECTIONAL POPULATION PROJECTIONS OVERVIEW, FISCAL YEARS 2017 TO 2019**

POPULATION	TYPE	2017	2018	2019	PERCENTAGE CHANGE FOR PERIOD
Adult	Incarceration	147,683	147,668	147,659	(0.02%)
Adult	Parole	87,704	87,849	88,055	0.4%
Adult	Felony Direct Community Supervision	157,248	157,212	157,853	0.4%
Adult	Misdemeanor Community Supervision Placements	92,600	91,002	89,100	(3.8%)
Juvenile	State Residential	1,389	1,403	1,386	(0.2%)
Juvenile	Parole	427	428	425	(0.5%)
Juvenile	Juvenile Probation	21,629	22,571	22,773	5.3%

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

**FIGURE 3
CORRECTIONAL POPULATIONS AS OF FEBRUARY 29, 2016**

POPULATION	TYPE	COUNT
Adult	Incarceration	147,210
Adult	Parole	87,552
Adult	Felony Direct Community Supervision	155,784
Juvenile	State Residential	1,331
Juvenile	Parole	393
Juvenile	Juvenile Probation	21,492

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 and, therefore, are not included.

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

CRIME IN TEXAS

In addition to correctional population projections, this report also includes recent adult and juvenile crime statistics. **Figure 4** shows adult and juvenile arrests in calendar years 2013 and 2014. Additional detail on adult and juvenile arrests, including arrests by offense type, is on pages 5 (adult) and 9 (juvenile).

FIGURE 4
ADULT AND JUVENILE ARRESTS AND ARREST RATES, CALENDAR YEARS 2013 TO 2014

POPULATION	2013		2014		PERCENTAGE CHANGE	
	ARRESTS	RATE	ARRESTS	RATE	ARRESTS	RATE
Adult	865,797	4,419	820,942	4,064	(5.2%)	(8.0%)
Juvenile	70,274	2,537	57,490	2,034	(18.2%)	(19.8%)

NOTES:

- (1) Adults in Texas are defined as individuals age 17 and older.
- (2) Juvenile arrests and arrest rates refer to individuals ages 10 to 16, as specified by the Texas Family Code.
- (3) Rates are per 100,000 adults and 100,000 juveniles, respectively.

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

ADULT ARRESTS AND ARREST RATES

Both the number of adult arrests and the adult arrest rate decreased from calendar years 2013 to 2014, by 5.2 percent and 8.0 percent, respectively. Arrests for violent, property, and other offenses decreased from calendar years 2013 to 2014, and drug offenses increased 1.2 percent. Arrest rates decreased for all offenses during this period. The Texas State Data Center estimated the calendar years 2013 and 2014 Texas adult population to be 19,787,489 and 20,201,787, respectively. **Figure 5** shows arrest figures by offense type for calendar years 2013 and 2014.

Figure 6 shows the percentage change in arrest rates by offense type from calendar years 2013 to 2014. Arrest rates are calculated by dividing the number of adult arrests by the adult population in the state and then multiplying the result by 100,000.

**FIGURE 5
ADULT ARRESTS AND ARREST RATES, CALENDAR YEARS 2013 TO 2014**

OFFENSE	2013		2014		PERCENTAGE CHANGE	
	ARRESTS	RATE	ARRESTS	RATE	ARRESTS	RATE
Violent	119,833	612	114,771	568	(4.2%)	(7.2%)
Property	141,482	722	136,707	677	(3.4%)	(6.3%)
Drug	130,644	667	132,271	655	1.2%	(1.8%)
Other	473,838	2,419	437,193	2,164	(7.7%)	(10.5%)
TOTAL	865,797	4,419	820,942	4,064	(5.2%)	(8.0%)

NOTES:

- (1) Adults are defined as individuals age 17 and older.
- (2) See the glossary for offenses included in these offense categories.
- (3) Rates are per 100,000 adults.

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

**FIGURE 6
PERCENTAGE CHANGE IN ADULT ARREST RATES BY OFFENSE TYPE, CALENDAR YEARS 2013 TO 2014**



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

ADULT CORRECTIONAL POPULATION PROJECTIONS

METHODOLOGY

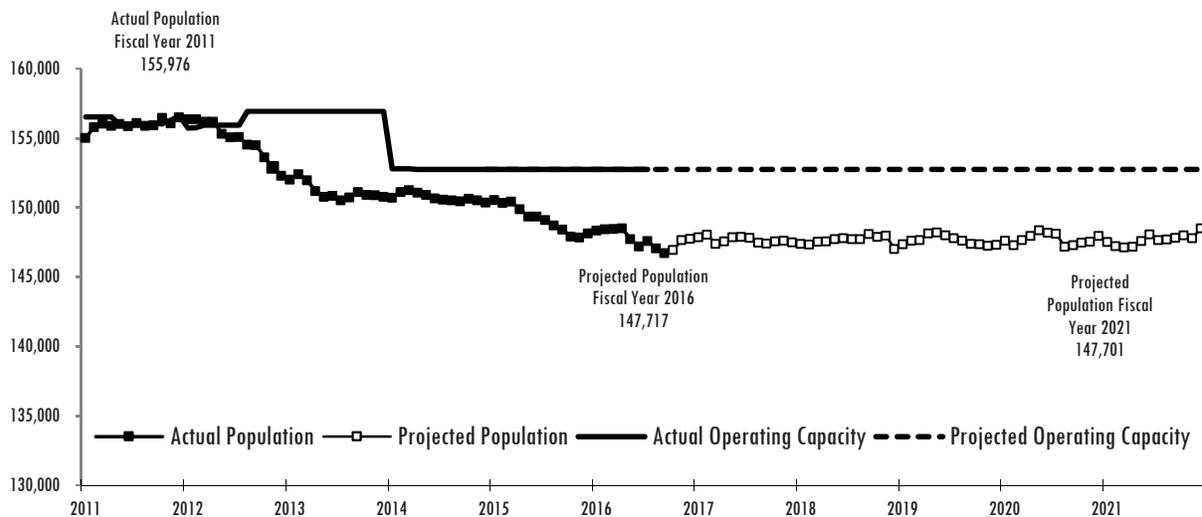
The LBB’s CJDA team produces correctional population projections by using a statistical simulation model that incorporates up-to-date demographic and correctional information. The model simulates individual offender movement throughout the adult criminal justice system to produce aggregate population estimates for the next five fiscal years. Each offender’s projected movement is governed by the state laws in place at the time of the offender’s offense. Population projections assume all current policies, procedures, and laws are held constant throughout the projection period. Additional information on the adult correctional population projection methodology is shown in **Appendix A**.

ADULT INCARCERATION ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2011 TO 2021

The adult incarceration population is projected to remain stable from fiscal years 2016 to 2021. The stability in the population is primarily driven by three current trends: a slowing of admissions into the Texas Department of Criminal Justice (TDCJ) since 2012; steady parole and discretionary mandatory supervision case considerations and approvals; and slightly longer lengths of stay for the total incarcerated population.

During the projection period, the adult incarceration population is projected to remain below internal operating capacity. Any significant change in projection drivers (e.g., admissions and parole approval practices) may affect future populations. The projected incarceration population for TDCJ is shown in **Figure 7** along with the TDCJ internal operating capacity. See **Appendix A** for additional

FIGURE 7
ACTUAL AND PROJECTED TEXAS DEPARTMENT OF CRIMINAL JUSTICE INCARCERATION POPULATION AND INTERNAL OPERATING CAPACITY, FISCAL YEARS 2011 TO 2021



NOTE: In September 2013, the Texas Department of Criminal Justice (TDCJ) permanently removed 4,316 beds from capacity as part of the budget reductions directed by the Eighty-third Legislature, Regular Session, 2013. In December 2013, TDCJ permanently removed 40 beds from capacity to accommodate wheelchair accessibility. In July 2015, TDCJ permanently added five beds to capacity at the Santa Maria Unit to accommodate the expansion of the Baby and Mother Bonding Initiative program.
 SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

information regarding projections drivers and model assumptions.

Figure 8 shows the end-of-month yearly average of projected populations from fiscal years 2016 to 2021 and the population relative to TDCJ’s current internal operating capacity. The internal operating capacity is 96.0 percent of unit capacity to allow prison administrators to accommodate logistical and safety issues. See **Appendix A**.

**ACTIVE ADULT PAROLE SUPERVISION
ACTUAL AND PROJECTED POPULATIONS,
FISCAL YEARS 2011 TO 2021**

The active adult parole supervision population is projected to remain stable with a slight increase of 0.7 percent from fiscal years 2016 to 2021. Although parole and discretionary

mandatory supervision placements have decreased, the total number of placements remains greater than those observed before the fiscal year 2012 peak. Placements are projected to remain stable throughout the projection period. The length of supervision is also projected to remain stable. Any significant change in projection drivers (e.g., parole approval and consideration practices) may affect future populations. See **Appendix A** for additional information regarding projection drivers and model assumptions.

Figure 9 shows the actual and projected parole population from fiscal years 2011 to 2021. **Figure 10** shows the projections for the end-of-month yearly average population of active adult parole supervision from fiscal years 2016 to 2021.

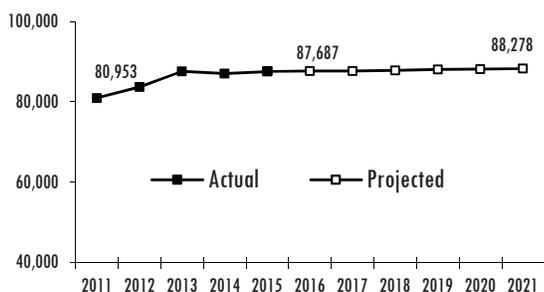
**FIGURE 8
PROJECTED INCARCERATION POPULATIONS AND INTERNAL OPERATING CAPACITY, FISCAL YEARS 2016 TO 2021**

YEAR	INCARCERATION POPULATION (END-OF-MONTH YEARLY AVERAGE)	INTERNAL OPERATING CAPACITY	INTERNAL OPERATING CAPACITY COMPARED TO PROJECTED POPULATION	
			DIFFERENCE	PERCENTAGE
2016	147,717	152,765	5,048	3.4%
2017	147,683	152,765	5,082	3.4%
2018	147,668	152,765	5,097	3.5%
2019	147,659	152,765	5,106	3.5%
2020	147,739	152,765	5,026	3.4%
2021	147,701	152,765	5,064	3.4%

NOTE: Internal operating capacity is 96.0 percent of the sum of total unit capacities. The Texas Department of Criminal Justice internal operating capacity includes beds temporarily removed from capacity and will differ from the internal operating capacity reported in the Legislative Budget Board’s Monthly Correctional Indicators report.

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

**FIGURE 9
ACTUAL AND PROJECTED ACTIVE ADULT PAROLE
SUPERVISION POPULATIONS, FISCAL YEARS 2011 TO 2021**



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

**FIGURE 10
PROJECTED ACTIVE ADULT PAROLE SUPERVISION
POPULATIONS, FISCAL YEARS 2016 TO 2021**

YEAR	POPULATION (END-OF-MONTH YEARLY AVERAGE)
2016	87,687
2017	87,704
2018	87,849
2019	88,055
2020	88,138
2021	88,278

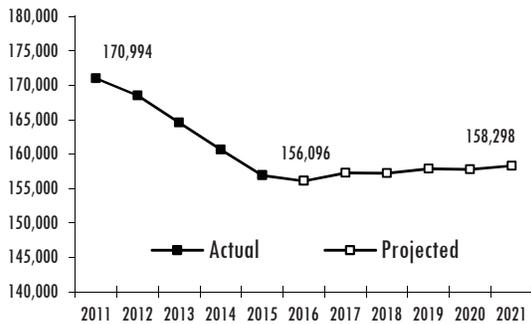
SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

ADULT FELONY DIRECT COMMUNITY SUPERVISION ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2011 TO 2021

The adult felony direct community supervision population is expected to increase slightly from fiscal years 2016 to 2021 due to a recent slight increase in placements, a slight increase in length of stay for the population, and a slight decrease of terminations. However, the felony community supervision population is projected to be stable throughout the projection period. See **Appendix A** for additional information regarding projection drivers and model assumptions.

Figure 11 shows the actual and projected populations of felony direct community supervision from fiscal years 2011 to 2021. **Figure 12** shows the projected end-of-month yearly average for this population from fiscal years 2016 to 2021.

**FIGURE 11
ACTUAL AND PROJECTED ADULT FELONY DIRECT COMMUNITY SUPERVISION POPULATIONS
FISCAL YEARS 2011 TO 2021**



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

**FIGURE 12
PROJECTED ADULT FELONY DIRECT COMMUNITY SUPERVISION POPULATIONS
FISCAL YEARS 2016 TO 2021**

YEAR	POPULATION (END-OF-MONTH YEARLY AVERAGE)
2016	156,096
2017	157,248
2018	157,212
2019	157,853
2020	157,768
2021	158,298

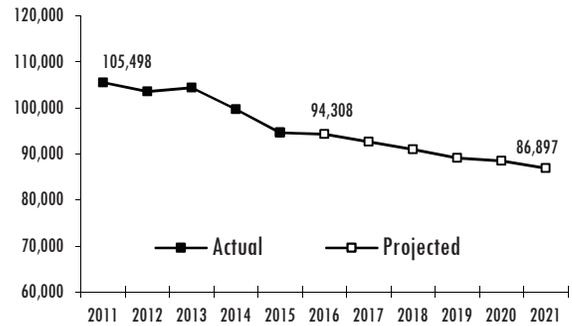
SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

ADULT MISDEMEANOR COMMUNITY SUPERVISION ACTUAL AND PROJECTED PLACEMENTS, FISCAL YEARS 2011 TO 2021

Misdemeanor community supervision placements are projected to decrease 7.9 percent from fiscal years 2016 to 2021. The projected decrease in these placements is based on the decrease in placements observed during four of the past five fiscal years. This trend was also observed in comparing the first half of fiscal year 2016 to the first half of fiscal year 2015. See **Appendix A** for additional information regarding projection drivers and model assumptions.

Figure 13 shows the projected placements for misdemeanor community supervision from fiscal years 2011 to 2021. **Figure 14** shows the projected number of these placements for fiscal years 2016 to 2021.

**FIGURE 13
ACTUAL AND PROJECTED ADULT MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS
FISCAL YEARS 2011 TO 2021**



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

**FIGURE 14
PROJECTED ADULT MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS
FISCAL YEARS 2016 TO 2021**

YEAR	PLACEMENTS
2016	94,308
2017	92,600
2018	91,002
2019	89,100
2020	88,504
2021	86,897

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

JUVENILE ARRESTS AND ARREST RATES

Figure 15 shows the number of juvenile arrests decreased 18.2 percent from calendar years 2013 to 2014. Similarly, the juvenile arrest rate decreased 19.8 percent during this period. The arrest rate decreased for all types of offenses, most notably disorderly conduct, which decreased 75.2 percent. The Texas State Data Center estimated the calendar year 2013 Texas juvenile populations, ages 10 to 16, to be 2,769,468; the agency estimated the calendar year 2014

juvenile population to be 2,826,393. Figure 15 shows juvenile arrest figures by offense type.

Figure 16 shows the percentage change in juvenile arrest rates by offense type from calendar years 2013 to 2014. Juvenile arrest rates are calculated by dividing the number of juvenile arrests by the juvenile population ages 10 to 16 in the state, and then multiplying the result by 100,000.

FIGURE 15
JUVENILE ARRESTS AND ARREST RATES, CALENDAR YEARS 2013 TO 2014

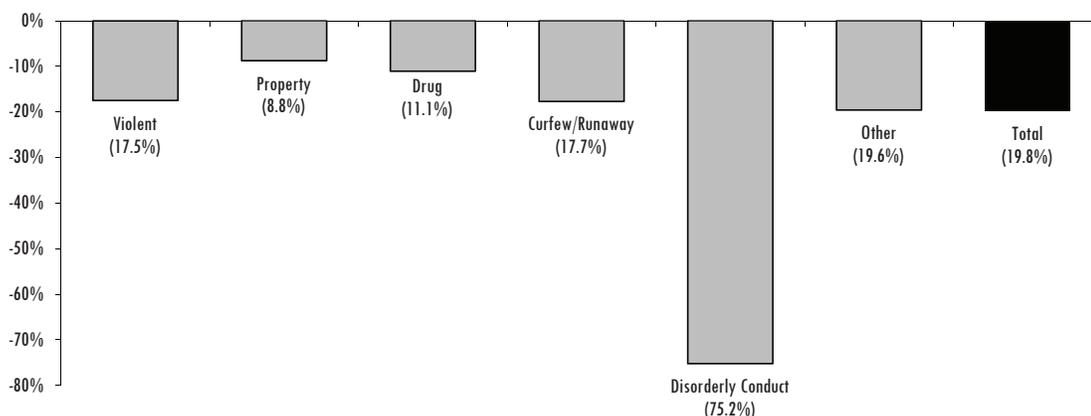
OFFENSE	2013		2014		PERCENTAGE CHANGE	
	ARRESTS	RATE	ARRESTS	RATE	ARRESTS	RATE
Violent	13,817	499	11,630	411	(15.8%)	(17.5%)
Property	17,345	626	16,145	571	(6.9%)	(8.8%)
Drug	7,912	286	7,182	254	(9.2%)	(11.1%)
Curfew/Runaway	12,263	443	10,300	364	(16.0%)	(17.7%)
Disorderly Conduct	5,828	210	1,473	52	(74.7%)	(75.2%)
Other	13,109	473	10,760	381	(17.9%)	(19.6%)
TOTAL	70,274	2,537	57,490	2,034	(18.2%)	(19.8%)

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.
- (3) Rates are per 100,000 juveniles.

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

FIGURE 16
PERCENTAGE CHANGE IN JUVENILE ARREST RATES BY OFFENSE TYPE, CALENDAR YEARS 2013 TO 2014



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

JUVENILE CORRECTIONAL POPULATION PROJECTIONS

METHODOLOGY

The LBB's CJDA team produces juvenile correctional population projections by using a statistical simulation model that incorporates up-to-date demographic and correctional information. The model simulates individual juvenile movement throughout the juvenile justice system to produce aggregate population estimates for the next five fiscal years. Each juvenile's projected movement is governed by the laws in place at the time of the juvenile's offense. Population projections assume all current policies, procedures, and laws are held constant throughout the projection period. Additional information on the juvenile correctional population projection methodology is shown in **Appendix B**.

JUVENILE STATE RESIDENTIAL ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2011 TO 2021

Juvenile state residential populations are projected to increase slightly through most of the projection period. The state residential population is expected to remain below the number of beds available for permanent assignment for the entire projection period. Any significant change in projection drivers (e.g., new commitments, parole revocation practices, and lengths of stay) may affect actual populations.

Admissions to state residential facilities decreased each year from fiscal years 2008 to 2014 by an average of 12.4 percent. Beginning in February 2015 admissions to state residential facilities began to increase and resulted in a 4.8 percent increase in fiscal year 2015. Among the various admissions categories, new admissions for determinate sentences and technical revocations experienced some of the greatest increases. New admissions for determinate sentences increased 50.0 percent, from 80 to 120, from fiscal years 2014 to 2015. Technical parole revocations increased 14.9 percent, from 67 to 77, during this same period.

A probable cause for the increase in admissions to state residential facilities is the increase in referrals to juvenile probation departments for violent felony offenses for the first time in several years. These offenses include homicide, sexual assault, robbery, and aggravated assault, among others.

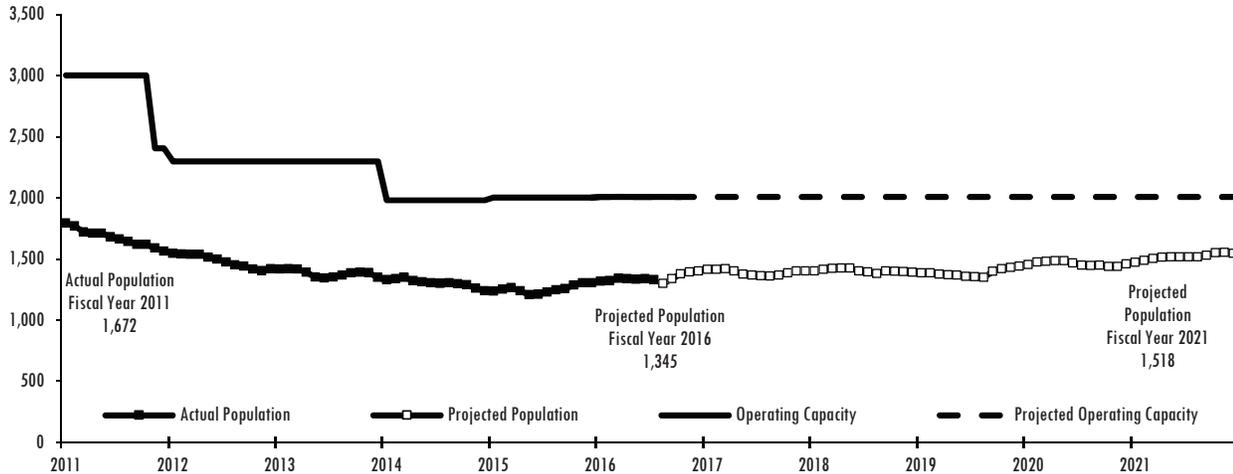
Referrals for violent felony offenses decreased each year from fiscal years 2008 to 2014 but increased 8.4 percent in fiscal year 2015. Robbery and aggravated assault experienced some of the greatest increases from fiscal years 2014 to 2015 at 19.2 percent and 10.7 percent respectively. Both of these offenses, in certain circumstances, are eligible for determinate sentences. Offenses eligible for determinate sentencing are specified in the Texas Family Code, Section 53.045. If the increase in admissions of determinate sentence offenders continues, the average length of stay in state residential facilities is likely to increase during the projection period because these offenders stay significantly longer than indeterminate sentence offenders.

The increase in referrals for violent felonies has continued through the first six months of fiscal year 2016 and is projected to continue throughout the projection period and will likely increase admissions to state residential facilities. However, the effects from increased violent felony referrals will be somewhat offset by the effects of Senate Bill 1630, Eighty-fourth Legislature, 2015. This legislation requires the Texas Juvenile Justice Department (TJJD) to develop a regionalization plan to divert 30 juveniles from state residential facilities in fiscal year 2016 and 150 juveniles from such facilities in fiscal year 2017 and subsequent years. The requirements set forth in this legislation have been incorporated in this projection.

Figure 17 shows the actual and projected monthly state residential population for TJJD from fiscal years 2011 to 2021. See **Appendix B** for additional information about projection drivers and model assumptions.

Figure 18 shows the average daily projected population from fiscal years 2016 to 2021 and the population relative to TJJD's operating capacity. See **Appendix B** for additional details.

FIGURE 17
ACTUAL AND PROJECTED TEXAS JUVENILE JUSTICE DEPARTMENT STATE RESIDENTIAL AVERAGE DAILY POPULATION AND OPERATING CAPACITY, FISCAL YEARS 2011 TO 2021



NOTE: In July 2011, the Texas Juvenile Justice Department (TJJD) closed three state residential facilities as part of budget reductions. In September 2014, TJJD permanently removed additional state residential facility beds from capacity when the agency converted open bay areas to single-occupancy rooms; closed two halfway houses; and utilized fewer contract facility beds.
 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 2016 TO 2021

YEAR	STATE RESIDENTIAL POPULATION	OPERATING CAPACITY	OPERATING CAPACITY COMPARED TO PROJECTED POPULATION	
			DIFFERENCE	PERCENTAGE
2016	1,345	2,007	662	33.0%
2017	1,389	2,007	618	30.8%
2018	1,403	2,007	604	30.1%
2019	1,386	2,007	621	30.9%
2020	1,460	2,007	547	27.3%
2021	1,518	2,007	489	24.4%

NOTE: Operating capacity represents the total number of beds available for permanent assignment. Not included within this number are 279 temporary assignment (youth management and clinic) beds. At present there are 513 permanent assignment beds and 76 temporary assignment beds off-line.
 SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

JUVENILE PAROLE ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2011 TO 2021

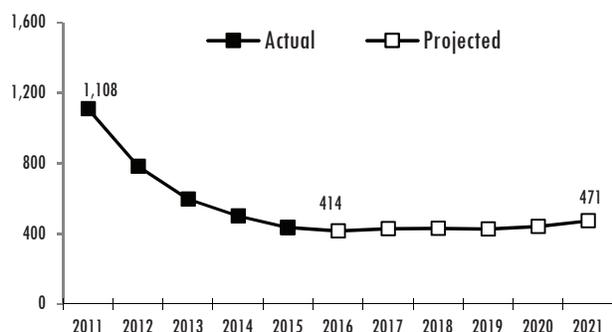
Juvenile parole populations are projected to increase slightly through most of the projection period. Any significant change in projection drivers (e.g., commitment and parole revocation practices) may affect actual populations.

The juvenile parole average daily population decreased significantly each year from fiscal years 2011 to 2015 but has increased slightly since the beginning of fiscal year 2016. From fiscal years 2012 to 2015 on average 69.1 percent of all juveniles released from TJJD facilities were ultimately admitted to parole supervision. The increases observed in the state residential population are likely to continue to be observed in the parole population.

Like the state residential population, TJJD’s juvenile parole supervision population will also be affected by the implementation of Senate Bill 1630, Eighty-fourth Legislature, 2015, provisions requiring juveniles to be diverted from state residential facilities. That effect has been incorporated, but it will not be realized until fiscal year 2018.

Figure 19 shows the actual and projected juvenile parole population for TJJD from fiscal years 2011 to 2021. See Appendix B for additional information about these projections and model assumptions.

**FIGURE 19
ACTUAL AND PROJECTED JUVENILE PAROLE POPULATIONS, FISCAL YEARS 2011 TO 2021**



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

Figure 20 shows the projected average daily parole supervision population from fiscal years 2016 to 2021. See Appendix B for more details.

**FIGURE 20
PROJECTED JUVENILE PAROLE AVERAGE DAILY POPULATIONS, FISCAL YEARS 2016 TO 2021**

YEAR	POPULATION
2016	414
2017	427
2018	428
2019	425
2020	440
2021	471

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

JUVENILE PROBATION SUPERVISION ACTUAL AND PROJECTED POPULATIONS, FISCAL YEARS 2011 TO 2021

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

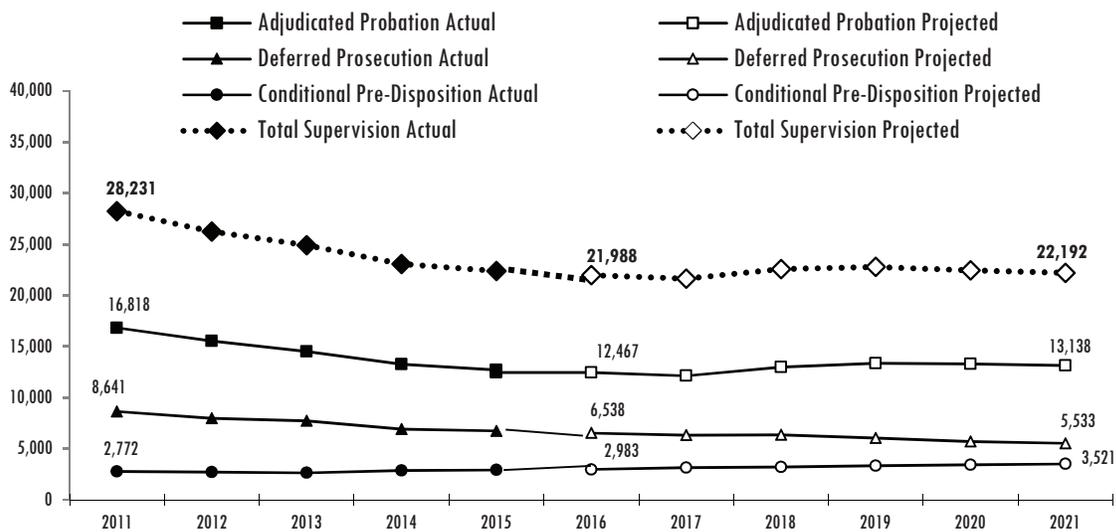
Although juvenile probation departments experienced significantly fewer admissions from fiscal year 2011 to 2015, felony referrals increased 3.6 percent from fiscal year 2014 to 2015 and this increase has continued through the first six months of fiscal year 2016. Within the group of felony referrals, referrals for violent felony offenses increased 8.4 percent in fiscal year 2015 and this increase has continued through the first six months of fiscal year 2016. Both of these increases represent a shift in trends. Referrals for violent felonies and all felonies had decreased each year from fiscal years 2008 to 2014.

The total juvenile probation supervision population decreased 20.7 percent from fiscal years 2011 to 2015 and has decreased 1.9 percent during the first eight months of fiscal year 2016. The population is expected to fluctuate slightly throughout the projection period and end the projection period 0.9 percent higher than the fiscal year 2016 level. Although the average daily population of deferred prosecution is projected

to decrease, the average daily population of juveniles on conditional pre-disposition supervision is projected to increase. The average daily population of juveniles on adjudicated probation supervision is projected to decrease slightly at the beginning of the projection period, but then increase in the middle of the period before stabilizing at the end of the period.

Figure 21 shows the actual and projected juvenile probation supervision populations from fiscal years 2011 to 2021. Figure 22 shows projected average juvenile probation supervision daily population from fiscal years 2016 to 2021. See Appendix B for more details.

**FIGURE 21
ACTUAL AND PROJECTED JUVENILE PROBATION SUPERVISION POPULATIONS BY SUPERVISION TYPE
FISCAL YEARS 2011 TO 2021**



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

FIGURE 22
PROJECTED JUVENILE PROBATION SUPERVISION POPULATIONS BY SUPERVISION TYPE
FISCAL YEARS 2016 TO 2021

YEAR	AVERAGE DAILY POPULATION			TOTAL SUPERVISION
	ADJUDICATED PROBATION	DEFERRED PROSECUTION	CONDITIONAL PRE-DISPOSITION	
2016	12,467	6,538	2,983	21,988
2017	12,141	6,338	3,150	21,629
2018	12,998	6,347	3,226	22,571
2019	13,361	6,064	3,348	22,773
2020	13,293	5,718	3,437	22,448
2021	13,138	5,533	3,521	22,192

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

GLOSSARY

GENERAL TERMS

ARRESTING OFFENSES

The Department of Public Safety (DPS) publishes arrest counts for certain offenses. The 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/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).

INTERNAL OPERATING CAPACITY

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

OPERATING ADJUSTMENTS

The percentage of the unit capacity correctional institution administrators leave unfilled to accommodate logistical issues, safety issues, and issues involving separating offenders 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 population estimate is produced by the Texas State Data Center by reconciling the actual births, deaths, and migration

for that year. At the time of this report, the latest estimates from the Texas State Data Center were produced in May 2016, and this data includes estimated populations for the calendar years before 2015.

POPULATION PROJECTION

The 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 this data includes projected populations for calendar years through 2050.

UNIT CAPACITY

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

CRIMINAL JUSTICE SYSTEM TERMS

DISCRETIONARY MANDATORY SUPERVISION

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

MANDATORY SUPERVISION

Mandatory supervision (MS) is an automatic release when time served plus good time earned equals the sentence length, with no requirement for release approval from BPP. MS was abolished in August 1996 and replaced with discretionary mandatory supervision; however, some offenders who entered prison before that time are still eligible for MS release.

PAROLE SUPERVISION

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

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 determine, during an adjudication hearing, that the juvenile committed the petitioned offense(s). During a disposition hearing, the judge then specifies the supervision length of probation and the conditions of supervision. The judge may place the juvenile on probation at home or in a secure or nonsecure residential facility. As part of this supervision, the juvenile is required to follow certain requirements (e.g., meet with the probation officer regularly or be at home by a certain time), participate in programs (e.g., mentoring, drug treatment, or counseling), 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, the judge may revoke probation and commit the juvenile to the custody of the Texas Juvenile Justice Department (TJJD). See the Texas Family Code, Chapter 54, Section 4.

CONDITIONAL PRE-DISPOSITION

Conditional pre-disposition is a type of community-based supervision. It is one of the three types of juvenile probation department supervision defined in the Texas Family Code. As of October 1, 2013, TJJD changed the description of this supervision from Conditional Release from Detention to Conditional Pre-Disposition Supervision.

DEFERRED PROSECUTION

Deferred prosecution is one of the three types of juvenile probation department supervision defined in the Texas Family Code. In accordance with 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 less severe offense histories. Participation requires consent from the juvenile and the juvenile's family. At any time during supervision, the juvenile and the family may terminate the supervision and request an adjudication hearing. Supervision may last up to six months, unless extended by the judge for up to another six months. Similar to adjudicated probation, deferred prosecution includes supervision conditions. If the juvenile violates any of the conditions during the supervision period, the department may request formal adjudication of the case. If a juvenile successfully completes deferred prosecution, the juvenile must be released from supervision, and any filed petition for the case should be dismissed. See the Texas Family Code, Chapter 53, Section 3.

DETERMINATE SENTENCE

A determinate sentence is a commitment for a specified period of time that is set by the juvenile court and can last up to 40 years in length; juveniles who have not completed their sentence length by their 19th birthday are transferred to the adult system to complete the sentence.

INDETERMINATE SENTENCE

An indeterminate sentence is a commitment for an unspecified length of time up to the juvenile's 19th birthday; TJJD has sole discretion over the commitment length.

APPENDIX A: ADULT CORRECTIONAL POPULATION PROJECTIONS METHODOLOGY AND ASSUMPTIONS

CORRECTIONAL POPULATION PROJECTIONS METHODOLOGY AT A GLANCE

The Legislative Budget Board's Criminal Justice Data Analysis (CJDA) team produces correctional population projections by using a statistical simulation model that incorporates up-to-date demographic and correctional information. The model simulates individual offender movement throughout the adult criminal and juvenile justice systems to produce aggregate population estimates for the projection period. Each offender's projected movement is governed by the laws in place at the time of the offender's offense. Population projections assume all current policies, procedures, and laws are held constant throughout the projection period.

FACTORS AFFECTING ADULT CORRECTIONAL POPULATION PROJECTIONS

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

TEXAS ADULT POPULATION

From calendar years 2010 to 2014, the adult population (age 17 or older) increased 8.3 percent, from 18.7 to 20.2 million people, as estimated by the Texas State Data Center and the Office of the State Demographer. These agencies project the population will increase 8.2 percent (1.7 million adults) from calendar years 2016 to 2021.

These agencies estimate that the adult population most at risk of criminal justice involvement (adults ages 17 to 34) also increased from calendar years 2010 to 2014, but the increase was slightly less (4.5 percent, or from 6.6 million to 6.9 million people). These agencies project the population will increase 5.4 percent (377,692 adults) from calendar years 2016 to 2021.

TEXAS ADULT ARREST RATE

From calendar years 2010 to 2014, the total adult arrest rate decreased 26.2 percent, from 5,507 to 4,064 arrests per 100,000 adults. Although arrest rates effectively gauge public safety, trends capturing the number of adult arrests better

gauge the pressure on the criminal justice system. Total adult arrests decreased 20.1 percent from calendar years 2010 to 2014, from 1,027,482 to 820,942 arrests. From calendar years 2010 to 2014, adult arrests decreased 8.7 percent for violent offenses and 9.1 percent for property offenses. These arrests increased 1.2 percent for drug offenses and decreased 29.6 percent for other offenses during the same period. From calendar years 2013 to 2014, adult arrests decreased slightly across most offense categories. During this period, violent arrests decreased 4.2 percent, property offenses decreased 3.4 percent, and other offenses decreased 7.7 percent. Drug offenses increased 1.2 percent during that period.

The adult arrest data are compiled from the Texas Department of Public Safety's annual Crime in Texas reports, and the population data are compiled from Texas State Data Center and Office of the State Demographer population estimates.

INCARCERATION POPULATION PROJECTION METHODOLOGY

The Texas Department of Criminal Justice (TDCJ) incarcerated population consists of the prison, state jail, and substance abuse felony punishment facility populations. The TDCJ incarceration population projection is based on a discrete-event simulation modeling approach resulting from the movement of individual offenders into, through, and out of TDCJ. Discrete-event simulation focuses on the modeling of a system as it evolves as a dynamic process. The model simulates offender movement based on offense type, sentence length, and time credited to current sentence.

MONTHLY POPULATION PROJECTIONS

Figure 23 shows the projected end-of-month incarcerated population counts from fiscal year 2017 to 2019.

ADMISSIONS

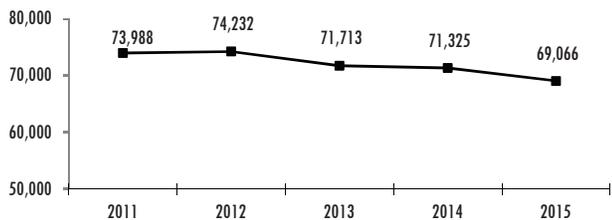
TDCJ admissions remained relatively stable from fiscal years 2012 to 2015, fluctuating an average of 2.4 percent each year. From fiscal years 2014 to 2015, admissions decreased 0.5 percent, after decreasing during each of the two previous fiscal years. These fluctuations from slight increases to decreases in admissions can be observed historically (see **Figure 24**).

**FIGURE 23
PROJECTED TEXAS DEPARTMENT OF CRIMINAL JUSTICE
END-OF-MONTH INCARCERATION POPULATION COUNTS
FISCAL YEARS 2017 TO 2019**

MONTH	2017 POPULATION	2018 POPULATION	2019 POPULATION
September	147,887	147,408	147,385
October	148,054	147,353	147,625
November	147,390	147,567	147,672
December	147,590	147,577	148,167
January	147,884	147,746	148,232
February	147,900	147,811	148,027
March	147,844	147,735	147,821
April	147,489	147,748	147,636
May	147,415	148,105	147,392
June	147,580	147,912	147,371
July	147,639	148,007	147,258
August	147,526	147,045	147,326
Average	147,683	147,668	147,659

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

**FIGURE 24
TEXAS DEPARTMENT OF CRIMINAL JUSTICE
INCARCERATION ADMISSIONS
FISCAL YEARS 2011 TO 2015**



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

The number of admissions for fiscal years 2016 to 2021 is expected to remain relatively stable and to fluctuate slightly, similar to historical trends. This projection assumes TDCJ incarceration facilities will receive an average of 70,330 admissions annually.

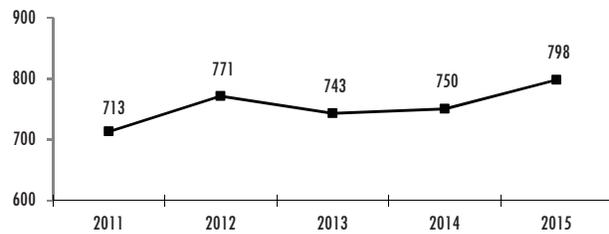
LENGTH OF STAY

Longer incarceration stays can increase the population by slowing releases; in contrast, shorter lengths of stay can decrease the population by expediting releases. The adult incarcerated population’s length of stay in TDCJ is primarily driven 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 Board of Pardons and Paroles (BPP). The projection model simulates an offender’s movement through TDCJ based on these and other factors. The model projects length of stay for newly admitted offenders and those incarcerated at the end of fiscal year 2015, the most recent sample of offenders available. The analysis covers length of stay in TDCJ and does not include time served in county jail for the sentence before being received by TDCJ.

Among offenders released, the average length of stay in TDCJ increased slightly from fiscal years 2011 to 2015. A similar trend is expected for the projection period (see **Figure 25**).

**FIGURE 25
AVERAGE LENGTH OF STAY IN DAYS TEXAS DEPARTMENT
OF CRIMINAL JUSTICE OF RELEASES
FISCAL YEARS 2011 TO 2015**



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

ACTIVE ADULT PAROLE SUPERVISION POPULATION PROJECTION

The active adult parole population projection is a component of the discrete-event simulation modeling approach. Discrete-event simulation focuses on the modeling of a system over time as a dynamic process. The model simulates offender movement through the system based on offense type, sentence length, and time credited to current sentence.

The BPP considers and approves offenders for release onto parole supervision through a parole or discretionary mandatory supervision (DMS) process. Statutory requirements determine offenders' eligibility for parole and DMS, and these requirements are commonly based on offenders' sentence dates and committing offenses. Offenders are typically eligible for parole release before DMS release. A relatively small number of offenders sentenced before September 1, 1996, are automatically placed onto parole supervision through a mandatory supervision release process.

PLACEMENTS

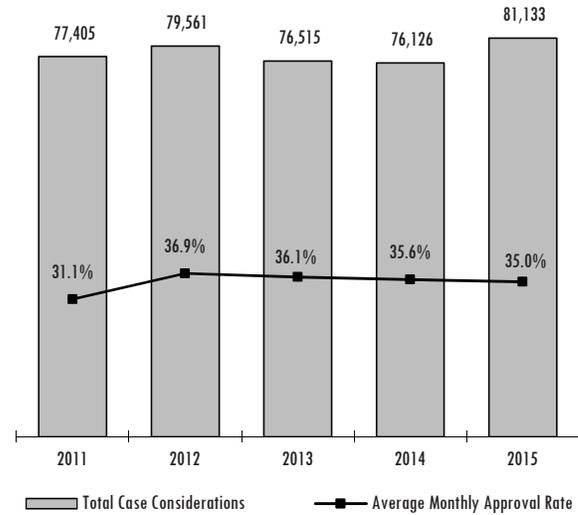
Releases from prison and subsequent placements onto parole supervision were relatively stable from fiscal years 2007 to 2011, but increased significantly (20.7 percent) from fiscal years 2011 to 2012.

Parole placements include those offenders released from prison following an approval from the BPP; those released from prison through the mandatory supervision release process; those serving a term of parole supervision for an offense committed in another state and whose supervision was transferred to Texas; and those whose supervision was transferred from the juvenile system.

From fiscal years 2013 to 2014, parole placements decreased slightly by 2.6 percent. During this period, parole case considerations decreased, and the parole approval rate decreased, though not to the level observed in fiscal year 2011 (see **Figures 26** and **27**). **Figure 28** shows historical placement trends.

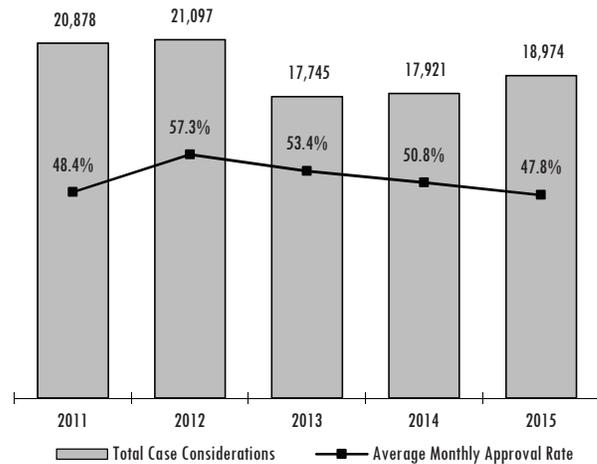
During the projection period, placements are expected to decrease and then remain stable. This projection assumes parole placements will average 36,574 annually, a 1.7 percent decrease from the 37,195 placements received in fiscal year 2015.

FIGURE 26
PAROLE CASE CONSIDERATIONS AND APPROVAL RATES
FISCAL YEARS 2011 TO 2015



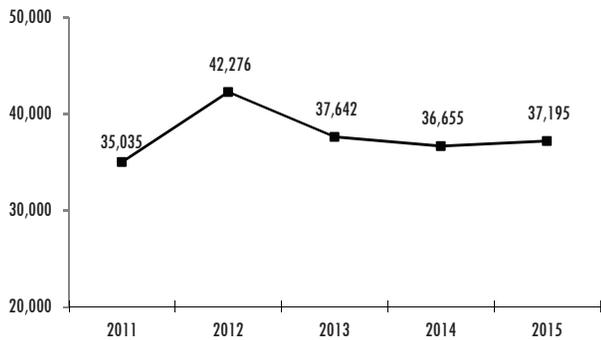
SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

FIGURE 27
DISCRETIONARY MANDATORY SUPERVISION CASE
CONSIDERATIONS AND APPROVAL RATES
FISCAL YEARS 2011 TO 2015



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

FIGURE 28
PAROLE PLACEMENTS, FISCAL YEARS 2011 TO 2015



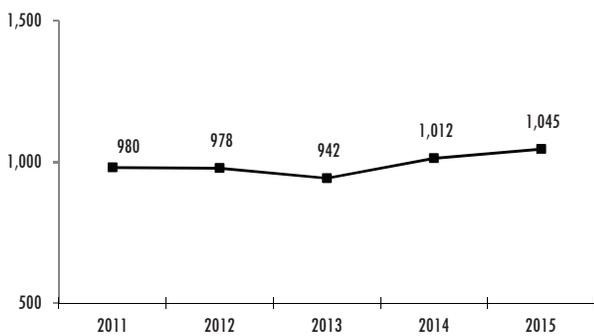
SOURCES: Legislative Budget Board; Texas Department of Criminal Justice.

LENGTH OF SUPERVISION

Parole length of supervision is primarily driven by the offender’s sentence length, compliance with supervision conditions, and the BPP’s parole revocation practices. The projection model simulates an offender’s movement through parole based on these and other factors. The model projects length of supervision for newly admitted offenders and those on parole at the end of fiscal year 2015, the most recent sample of offenders available.

Among offenders exiting parole supervision, supervision length fluctuated between slight increases and decreases from fiscal years 2011 to 2015. During this time, supervision length averaged 991 days and fluctuated annually 1.7 percent on average (see **Figure 29**). The length of supervision is projected to average 1,051 days from fiscal years 2016 to 2021.

FIGURE 29
AVERAGE LENGTH OF SUPERVISION IN DAYS OF PAROLEES, FISCAL YEARS 2011 TO 2015



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

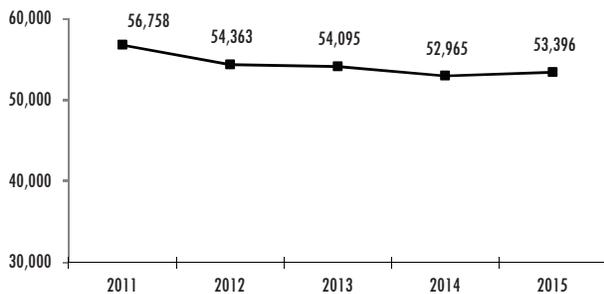
ADULT FELONY DIRECT COMMUNITY SUPERVISION POPULATION PROJECTION

The adult felony direct community supervision population projection is based on a discrete-event simulation modeling approach. Discrete-event simulation focuses on the modeling of a system across time as a dynamic process. The model simulates offender movement through the system based on characteristics such as offense type, sentence length, and time credited to current sentence.

PLACEMENTS

Felony community supervision placements decreased 2.6 percent from fiscal years 2012 to 2014. However, the decrease was reversed with a 0.8 percent increase from fiscal years 2014 to 2015 and has continued with a 2.8 percent increase through the first seven months of fiscal year 2016. **Figure 30** shows historical felony community supervision placement trends.

**FIGURE 30
FELONY DIRECT COMMUNITY SUPERVISION PLACEMENTS
FISCAL YEARS 2011 TO 2015**



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

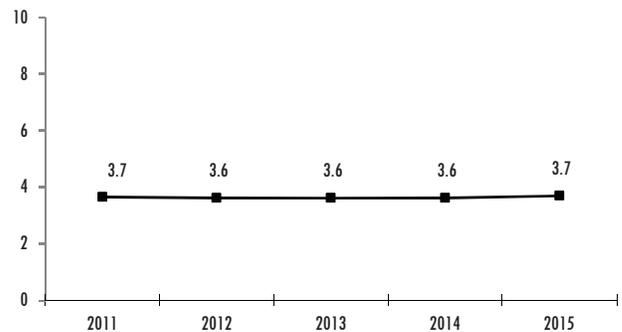
Projected yearly growth rates in adult felony direct community supervision placements vary according to fluctuations in Texas’ at-risk populations, felony court activity, and trends in court sentencing. The number of placements for fiscal years 2016 to 2021 is expected to increase slightly and then remain stable. This projection assumes placements will average 54,311 annually, which is a 1.7 percent increase from the 53,396 placements received in fiscal year 2015.

LENGTH OF SUPERVISION

The length of felony direct community supervision is primarily driven by the offender’s sentence length, compliance with supervision conditions, and individual practices of local

judicial districts for community supervision revocation. The projection model simulates an offender’s movement through supervision based on these and other factors. The model projects length of supervision for newly admitted offenders and those on community supervision at the end of fiscal year 2015, the most recent sample of offenders available. The average length of supervision is projected to be 1,295 days from fiscal years 2016 to 2021, similar to the length of supervision observed in fiscal year 2014 and slightly less than the level observed in fiscal year 2015. **Figure 31** shows historical lengths of felony community supervision.

**FIGURE 31
AVERAGE LENGTH OF SUPERVISION IN YEARS OF FELONY
COMMUNITY SUPERVISION, FISCAL YEARS 2011 TO 2015**



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

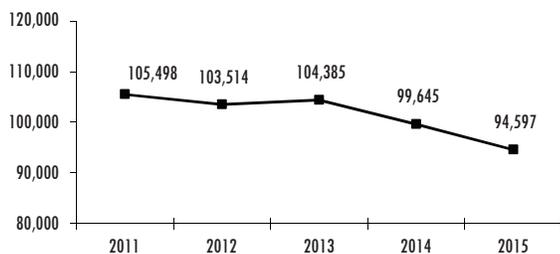
ADULT MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS PROJECTION

The adult misdemeanor community supervision placement projection is based on an autoregressive integrated moving average (ARIMA) model of actual annual placements observed from fiscal years 2000 to 2015. ARIMA is a form of regression analysis that incorporates past values, a moving average parameter, and differencing of observed values in order to produce forecasts of future values for a given set of time series data, in this case misdemeanor community supervision placements.

PLACEMENTS

From fiscal years 2003 to 2015, misdemeanor community supervision placements began a relatively consistent annual decrease. During that time, placements decreased 28.1 percent (from 131,490 to 94,597). While placements increased slightly (0.8 percent) from fiscal years 2012 to 2013, the downward trend has continued in fiscal year 2016. Comparing the first half of fiscal years 2015 and 2016, placements decreased 4.9 percent. This projection assumes placements will average 90,402 annually, which is 4.4 percent less than the 94,597 placements in fiscal year 2015. **Figure 32** shows historical placement trends.

FIGURE 32
MISDEMEANOR COMMUNITY SUPERVISION PLACEMENTS
FISCAL YEARS 2011 TO 2015



NOTES: Misdemeanor community supervision placement data presented in this report include deferred adjudication and adjudicated probation placements as well as 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

FACTORS AFFECTING JUVENILE CORRECTIONAL POPULATION PROJECTIONS

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

TEXAS JUVENILE POPULATION AND FELONY REFERRALS

From calendar years 2010 to 2014, the juvenile population (ages 10 to 16) increased 7.5 percent, according to the Texas State Data Center and the Office of the State Demographer. From calendar years 2008 to 2014, the juvenile population increased 15.6 percent, and from calendar years 2014 to 2015 the juvenile population decreased 1.0 percent. From fiscal years 2008 to 2014 violent felony referrals and all felony referrals decreased, while from fiscal years 2014 to 2015 both of these types of referrals increased. The Texas State Data Center projects the juvenile population will increase 1.7 percent from calendar years 2016 to 2021.

TEXAS JUVENILE ARREST RATE

From calendar years 2010 to 2014, the juvenile arrest rate decreased 54.0 percent (from 4,423 to 2,034 arrests per 100,000 juveniles). The juvenile arrest rate decreased 50.3 percent for violent offenses; 43.1 percent for property offenses; 49.9 percent for drug offenses; 46.9 percent for runaway, curfew, and loitering law violations; 92.2 percent for disorderly conduct; and 47.8 percent for other offenses. The juvenile arrest data are compiled from the Texas Department of Public Safety's annual Crime in Texas reports, and the population data are compiled from Texas State Data Center and Office of the State Demographer population estimates.

JUVENILE STATE RESIDENTIAL POPULATION PROJECTION

METHODOLOGY

The Texas Juvenile Justice Department's (TJJD) state residential population projections are based on the agency's individual-level data. The projection model is based on movement of individual juveniles into, through, and out of TJJD's state residential programs.

The state residential population is projected to remain fairly stable in the coming years, primarily as a result of stability in admissions.

MONTHLY POPULATION PROJECTIONS

Figure 33 shows the projected monthly average of the daily state residential population from fiscal years 2017 to 2019.

FIGURE 33
PROJECTED TEXAS JUVENILE JUSTICE DEPARTMENT STATE AVERAGE DAILY RESIDENTIAL POPULATION FISCAL YEARS 2017 TO 2019

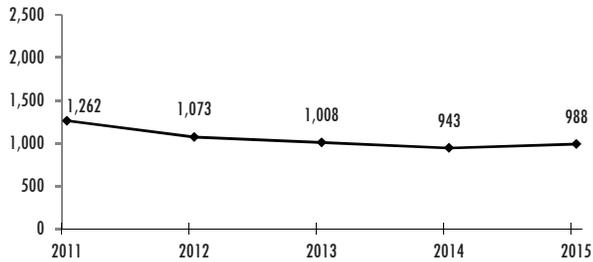
MONTH	2017 POPULATION	2018 POPULATION	2019 POPULATION
September	1,415	1,402	1,385
October	1,415	1,413	1,384
November	1,420	1,423	1,375
December	1,401	1,424	1,368
January	1,374	1,423	1,368
February	1,366	1,400	1,357
March	1,360	1,392	1,355
April	1,358	1,381	1,347
May	1,367	1,400	1,398
June	1,385	1,397	1,419
July	1,401	1,394	1,430
August	1,401	1,390	1,440
Average	1,389	1,403	1,386

SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

ADMISSIONS

Admissions to state residential facilities decreased substantially each year from fiscal years 2011 to 2014 (25.3 percent) and increased 4.8 percent in fiscal year 2015 (see Figure 34). This increase represents a change in admission patterns since the implementation of Senate Bill 103, Eightieth Legislature, 2007. Among the admissions categories experiencing the greatest increase new admission for determinate sentence and technical parole revocations. Both of these categories experienced an increase from fiscal years 2014 to 2015. New admissions for determinate sentences increased 50.0 percent, from 80 to 120, and admissions for

FIGURE 34
JUVENILE STATE RESIDENTIAL ADMISSIONS
FISCAL YEARS 2011 TO 2015



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

technical parole revocations increased 14.9 percent, from 67 to 77. A potential reason for the system increase is the 8.4 percent increase in referrals for violent felony offenses to juvenile probation departments. This increase represented a shift in a seven year decreasing trend.

Referrals for violent offenses are projected to continue to increase, and this trend will likely increase admissions to state residential facilities during the projection period. However, the effects from increased violent felony referrals will be somewhat offset by the effects of Senate Bill 1630, Eighty-fourth Legislature, 2015, which requires TJJD to develop a plan to divert 30 juveniles from state residential facilities in fiscal year 2016 and 150 juveniles from state residential facilities in fiscal year 2017 and subsequent fiscal years.

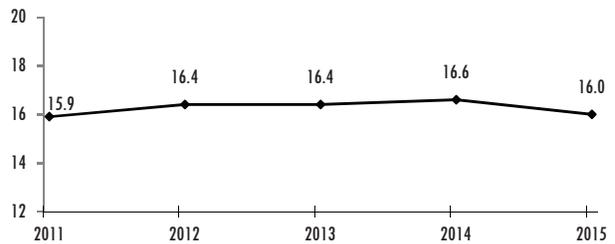
The number of state residential admissions is projected to increase from fiscal years 2016 to 2021. For this projection, it is assumed TJJD will receive an average of 1,039 state residential admissions per year for fiscal years 2016 to 2021.

LENGTH OF STAY

Future releases are largely driven by minimum length of stay, maximum length of stay possible given the age of juveniles, and release approval decisions. The projection model simulates juvenile movement through TJJD based on length of stay. Length of stay is based on factors that multivariate regression modeling show to be statistically significant predictors of length of stay. Those factors include age at intake, offense severity, mental health needs, and total adjudications, among others. The regression model is based on juveniles released from TJJD state residential facilities in fiscal year 2015.

Figure 35 shows the average length of stay for juveniles released from TJJD state residential facilities increased from

FIGURE 35
AVERAGE LENGTH OF STAY IN MONTHS OF TEXAS
JUVENILE JUSTICE DEPARTMENT RESIDENTIAL RELEASES
FISCAL YEARS 2011 TO 2015



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

fiscal year 2011 to 2012, was fairly stable from 2012 to 2014, and decreased in fiscal year 2015. The model indicates the average length of stay is expected to increase during the projection period to an average of 16.6 months. The projected increase in length of stay is due to the increase in admissions of determinate sentence offenders, who stay in state residential facilities significantly longer than other offenders.

JUVENILE PAROLE POPULATION PROJECTION

TJJD’s parole population projections are based on the agency’s individual-level data. The projection model is based on movement of individual juveniles into, through, and out of TJJD’s parole system.

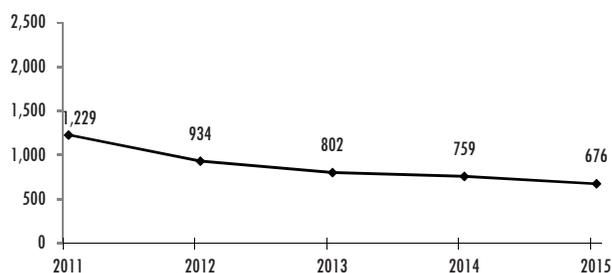
Most juveniles admitted to parole supervision are initially assigned to an intensive level of surveillance. Juveniles who have earned parole credit in other programs can be assigned to moderate supervision or minimum supervision levels. Surveillance is a verification of the juvenile’s location, daily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

For General Offenders (most non-violent offenders) a Fast Track Parole process is available. In accordance with Fast Track Parole, it is possible for a juvenile to be approved for discharge from TJJD jurisdiction at the sixth month on parole, rather than at the minimum ninth month. To be discharged, however, the juvenile has to demonstrate all requirements for discharge have been met.

ADMISSIONS

Parole admissions have decreased each year since fiscal year 2011 (see **Figure 36**).

**FIGURE 36
JUVENILE PAROLE ADMISSIONS
FISCAL YEARS 2011 TO 2015**



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

However, since the beginning of fiscal year 2016, the monthly average daily population has increased slightly. As a result of increased admissions to state residential facilities in fiscal year 2015 and the first half of fiscal year 2016, the number of admissions to parole is projected to increase during the projection period. Like the state residential population, TJJD’s juvenile parole supervision population will be affected by the implementation of Senate Bill 1630, Eighty-fourth Legislature, 2015, provisions requiring juveniles to be

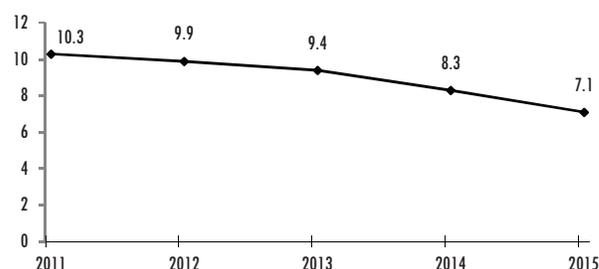
diverted from state residential facilities. Those provisions have been incorporated, but the effects will not be realized until fiscal year 2018. For this projection, it is assumed an average of 761 admissions per year will be admitted to juvenile parole for fiscal years 2016 to 2021.

LENGTH OF SUPERVISION

The projection model simulates movement through juvenile parole supervision based on length of supervision. Length of supervision is derived using multivariate regression modeling and is based on factors shown to be statistically significant predictors of length of supervision. Those factors 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 in fiscal year 2015.

Figure 37 shows the average length of supervision for juveniles released from parole supervision decreased from fiscal years 2011 to 2015. The model indicates the average length of supervision is expected to remain near the fiscal year 2015 level for the projection period.

**FIGURE 37
AVERAGE LENGTH OF SUPERVISION IN MONTHS OF
JUVENILE PAROLE RELEASES, FISCAL YEARS 2011 TO 2015**



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

JUVENILE PROBATION SUPERVISION POPULATION PROJECTION

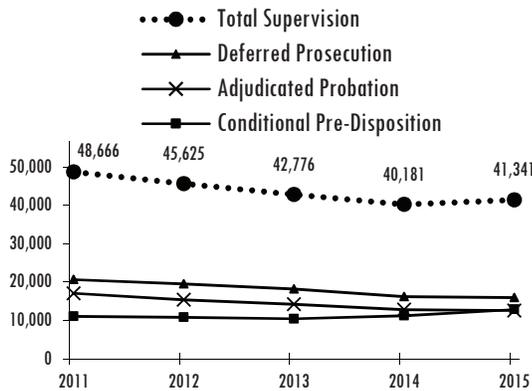
Juvenile probation supervision population projections are based on individual-level data provided by the Texas Juvenile Justice Department (TJJD). The projection model is based on movement of individual juveniles into, through, and out of juvenile probation supervision.

The model projects the total of the average daily population on supervision will remain relatively stable, increasing 0.9 percent from fiscal years 2016 to 2021. During the projection period, adjudicated probation is expected to increase an average of 1.1 percent per fiscal year, deferred prosecution is projected to decrease 3.3 percent per fiscal year, and conditional pre-disposition is expected to increase an average of 3.4 percent per fiscal year.

ADMISSIONS

Supervision admissions decreased an average of 6.2 percent each year from fiscal years 2011 to 2014; then admissions increased 2.9 percent from fiscal years 2014 to 2015 (see **Figure 38**). From fiscal years 2011 to 2015, admissions to adjudicated probation decreased an average of 7.2 percent, and admissions to deferred prosecution decreased an average of 6.2 percent. Admissions to conditional pre-disposition decreased an average of 2.8 percent from fiscal years 2011 to 2013; then increased an average of 11.1 percent from fiscal years 2013 to 2015. The increases in fiscal years 2014 and 2015 in conditional pre-disposition were due primarily to TJJD’s change in description of this supervision in October 2013.

FIGURE 38
JUVENILE PROBATION SUPERVISION ADMISSIONS
FISCAL YEARS 2011 TO 2015



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.

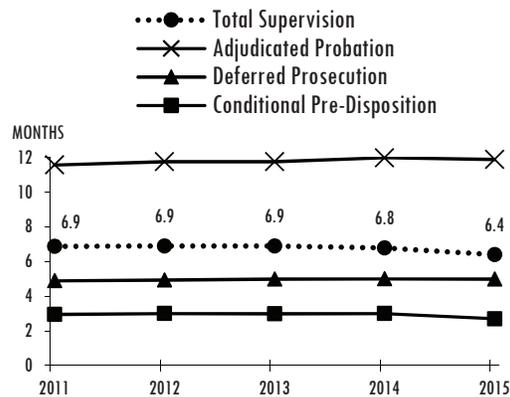
Admissions are based on the current data available and projected to increase slightly each year for conditional pre-disposition and for adjudicated probation, and to decrease slightly for deferred prosecution during the projection period.

LENGTH OF SUPERVISION

The projection model simulates movement through juvenile probation supervision based on length of supervision. Length of supervision is derived using multivariate regression modeling and is based on factors shown to be statistically significant predictors of length of stay. Those factors include expected supervision length, gang involvement, mental health needs, and offense history, among others. The regression model was used to analyze the supervision length of juveniles released from supervision in fiscal year 2015.

As shown in **Figure 39**, the length of supervision remained relatively stable from fiscal years 2011 to 2015. Supervision length is projected to increase slightly from fiscal years 2016 to 2021. The length of conditional pre-disposition averaged 2.9 months from fiscal years 2011 to 2015, and it is projected to increase slightly and average 3.1 months from fiscal years 2016 to 2021. The length of deferred prosecution averaged 5.0 months during the last five fiscal years and is projected to increase slightly and average 5.2 months from fiscal years 2016 to 2021. The length of adjudicated probation averaged 11.8 months during the last five fiscal years and is projected to increase slightly and average 12.3 months during the projection period.

FIGURE 39
AVERAGE LENGTH OF SUPERVISION FOR JUVENILE
PROBATION SUPERVISION RELEASES
FISCAL YEARS 2011 TO 2015



SOURCES: Legislative Budget Board; Texas Juvenile Justice Department.