



Report to the Governor and
Legislative Budget Board on the
Monitoring of Community Supervision
Diversion Funds



December 1, 2014

Report to the
Governor and
Legislative
Budget Board
on the
Monitoring of
Community
Supervision
Diversion Funds

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INTRODUCTION

The 79th, 80th, and 81st Texas Legislatures appropriated significant new funding for community supervision in Texas. Appropriations riders for the Fiscal Year (FY) 2006-2007, FY2008-2009, and FY2010-2011 biennia directed that these funds target high-risk offenders and the reduction of revocations by increasing treatment resources. The 82nd and 83rd Texas Legislatures continued to fund these additional treatment resources. An overview of the history of targeted diversion program funding is available in Appendix A.

During FY2014, the Texas Department of Criminal Justice-Community Justice Assistance Division (TDCJ-CJAD) continued to use the additional funds, along with existing Diversion Program (DP) funding, to implement the state leadership's strategy of reducing caseloads, increasing the availability of substance abuse treatment options, promoting evidence-based progressive sanctions models, and providing community sentencing options through expanded residential treatment and aftercare.

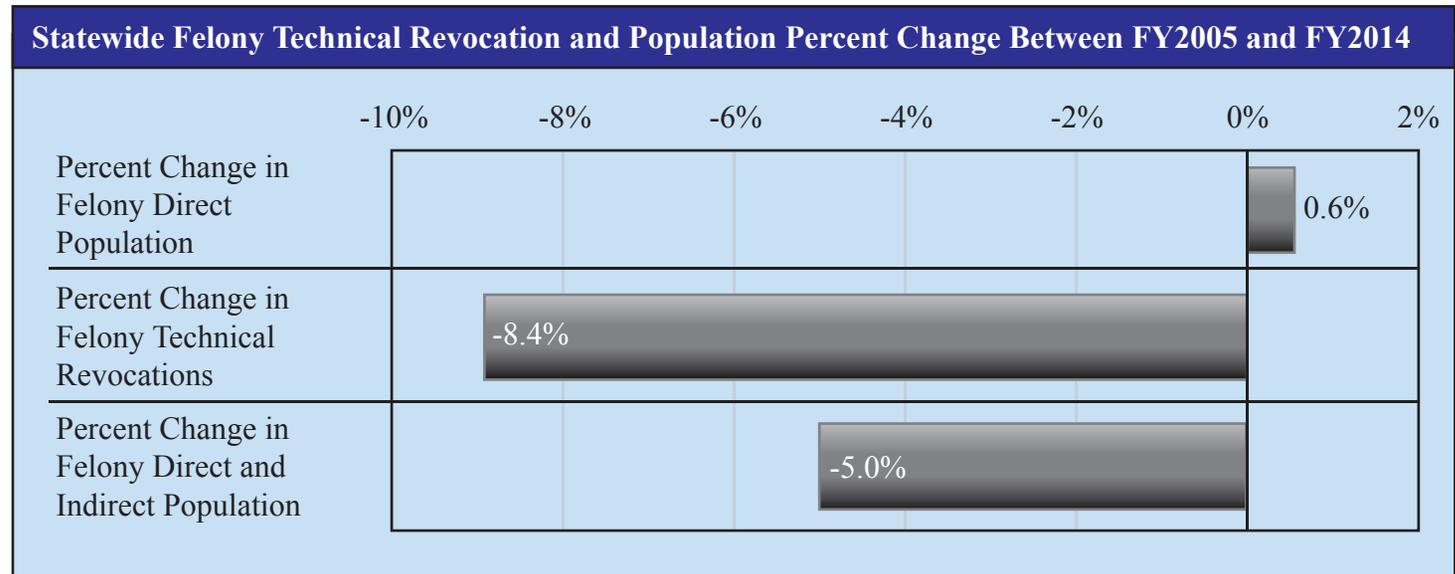
The Legislature requires TDCJ-CJAD to publish an annual monitoring report on the impact of funding targeted at making a positive impact on the criminal justice system. This series of reports has been published since 2005 under the title of *Report to the Governor and Legislative Budget Board on the Monitoring of Community Supervision Diversion Funds* (the Monitoring Report) and is available on the TDCJ website.

Reports from 2011 and earlier years compared changes between Community Supervision and Corrections Departments (CSCDs) that received additional diversion funding and those that did not. These comparisons are no longer applicable, as the additional diversion funding has been fully operationalized for CSCDs to achieve the overall goal of enhancing treatment resources and decreasing caseload sizes to reduce revocations to TDCJ.



Introduction

The chart below provides an overview of the changes in the community supervision population with FY2005 as a baseline for evaluation prior to additional diversion funding that was first distributed in FY2006.



Since FY2005, more felony offenders are reported under direct supervision and are eligible to use treatment resources. Offenders are under direct supervision if they are legally on community supervision, work or reside in the jurisdiction in which they are supervised, and receive a minimum of one face-to-face contact with a community supervision officer (CSO) every three months. Local CSCDs may maintain direct supervision of offenders living and/or working in adjoining jurisdictions if the CSCD has documented approval from the adjoining jurisdictions. Offenders are classified as indirect when they do not meet the criteria for direct supervision.

The felony direct community supervision population increased 0.6% from August 31, 2005 (157,914 offenders) to August 31, 2014 (158,821 offenders), while the number of felony technical revocations decreased 8.4% between FY2005 (13,504) and FY2014 (12,373). This results in a larger proportion of felony offenders reported under direct supervision (67.7% in FY2005 compared to 71.7% in FY2014) and eligible to use treatment resources.



Introduction

The remainder of the 2014 Monitoring Report documents the changes since FY2010 in the community supervision population. FY2010 was the year that the current data collection system, the Community Supervision Tracking System-Intermediate System (CSTS-ISYS), was established as the required system for reporting community supervision information.

Felony Population					
	FY2010	FY2011	FY2012	FY2013	FY2014
Felony Direct and Indirect Population	238,951	236,478	231,376	225,843	221,600
Felony Direct Population	172,003	170,558	166,054	162,295	158,821

The felony direct and indirect population decreased 7.3% (17,351 fewer offenders) from FY2010 to FY2014. The felony direct and indirect population decreased 1.9% (4,243 offenders) between FY2013 and FY2014. The direct population during FY2014 also decreased by 7.7% from FY2010 and by 2.1% since FY2013. The percentage of direct population as a portion of the direct and indirect population has consistently remained at approximately 72% during the period of FY2010 through FY2014.



Effectiveness of Diversion Funds Allocated by the Texas Legislature

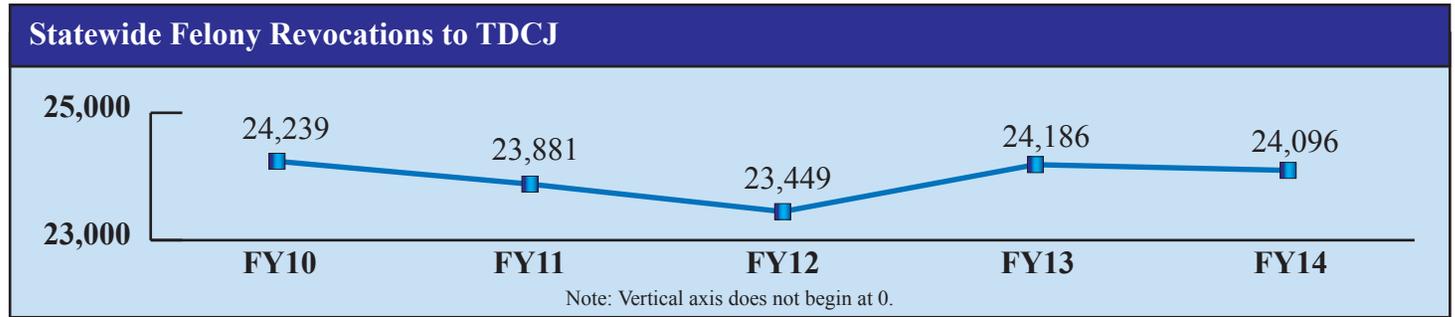
MONITORING EFFECTIVENESS

TDCJ-CJAD's annual Monitoring Report analyzes specific evaluation criteria to monitor the impact of funding intended to divert probationers from prison. Data in this report have been calculated using information from CSTS-ISYS. The evaluation criteria are listed below, and definitions of each are located in Appendix B.

- Felony Revocations to TDCJ-Correctional Institutions Division
- Felony Technical Revocations
- Average Community Corrections Facility Population
- Felony Community Supervision Placements
- Felony Early Discharges
- Community Supervision Officers Employed
- Average Regular Supervision Caseload Size



Effectiveness of Diversion Funds Allocated by the Texas Legislature



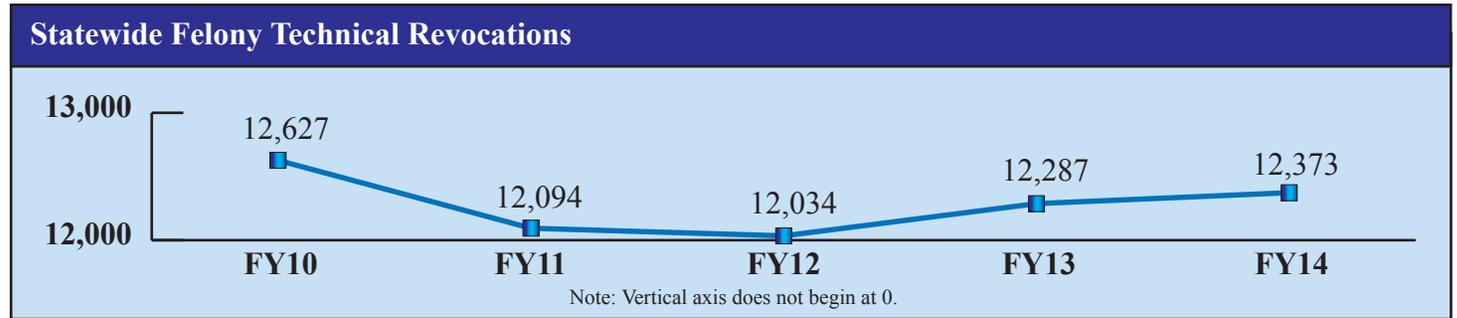
Felony revocations to TDCJ in FY2014 represent a 0.6% decrease from FY2010 (143 fewer felony revocations) and a 0.4% decrease from FY2013 (90 fewer felony revocations).

Offense Type	% of Felony Revocations to TDCJ
Violent	20.3%
Property	33.0%
Controlled Substance	30.5%
Other	9.7%
DWI	6.5%

The above table shows the percentage of felony revocations by offense type. When comparing similar, previously published data, note that the method to classify offenses into group offense types changed slightly beginning in FY2012.



Effectiveness of Diversion Funds Allocated by the Texas Legislature



Felony technical revocations decreased 2.0% from FY2010 to FY2014, representing 254 fewer technical revocations. Technical violations of conditions of community supervision can vary widely from those having little impact on public safety (such as not paying fines, fees, and court costs, missing an office appointment, or not doing community service) to more significant public safety violations (such as absconding from supervision, violating child safety zones, or not avoiding contact with a victim as ordered).

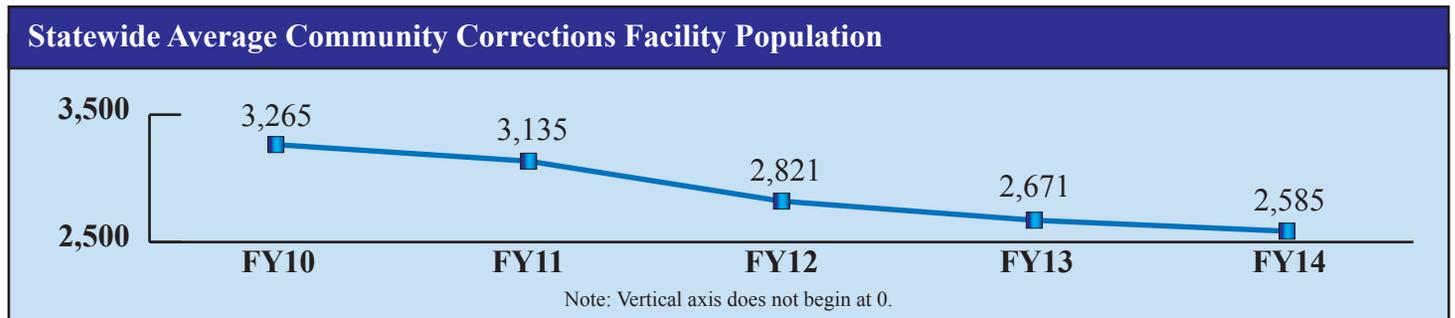
Offense Type	% of Felony Technical Revocations
Violent	18.0%
Property	33.0%
Controlled Substance	33.0%
Other	9.6%
DWI	6.4%

The table to the left shows the percentage of felony technical revocations by offense type. When comparing similar, previously published data, note that the method to classify offenses into group offense types changed slightly beginning in FY2012. During FY2014 the distribution of technical revocations reflected the distribution of revocations to TDCJ as a whole.

Although the specifics of each case are not available at the state level, CSCDs report that whether or not an offender has absconded from community supervision strongly impacts the decision to revoke an offender's community supervision. In FY2014, approximately 45% of offenders revoked to TDCJ for technical violations had been reported as an absconder during the year prior to revocation, an increase from 42% in FY2013. Absconders are offenders who are known to have left the jurisdiction without authorization or who have not personally contacted their CSO within 90 days and either (1) have an active Motion to Revoke (MTR) or Motion to Adjudicate Probation filed and an unserved capias for their arrest; or (2) have been arrested on an MTR or Motion to Adjudicate Probation but have failed to appear for the MTR hearing and the court has issued a bond forfeiture warrant.



Effectiveness of Diversion Funds Allocated by the Texas Legislature



The 79th, 80th, and 81st Texas Legislatures appropriated additional diversion funding for residential treatment beds. When comparing with historical information, previous reports excluded Mentally Impaired Offender Facilities (MIOF) because only one facility existed in the initial comparison year of FY2005. The chart above updates previously published averages since FY2010 to include MIOFs. The average Community Corrections Facility (CCF) population decreased 20.8% from FY2010 and decreased 3.2% between FY2013 and FY2014.

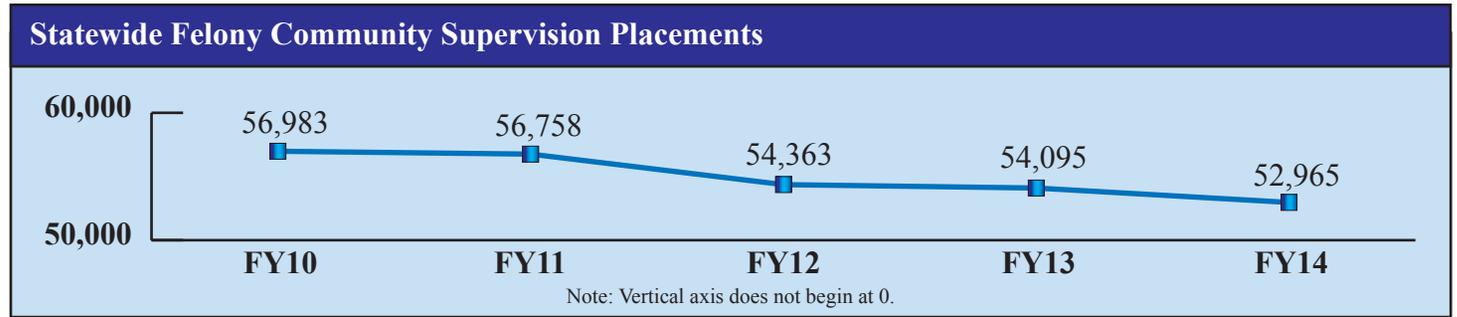
Facility changes that occurred during FY2014 impacted the average CCF population. The Midland County CSCD Court Residential Treatment Center (CRTC) has been closed since January of 2014 due to physical plant issues. The MIOF in Harris County CSCD closed after the first quarter of FY2013 for program reorganization and reopened in March of 2014.

The CSCDs also use a State-Contracted Intermediate Sanctions Facility (SC-ISF) to address offender needs and/or violations. This facility has three tracks for placement: substance abuse treatment, substance abuse relapse, and cognitive behavioral. Departments have shown an increased usage of the SC-ISF, and probationers are currently occupying almost 800 beds.

A map of CCFs and the SC-ISF is available in Appendix C.



Effectiveness of Diversion Funds Allocated by the Texas Legislature



Felony community supervision placements decreased 7.1% (4,018 fewer placements) from FY2010 to FY2014 and decreased 2.1% (1,130 fewer placements) since FY2013.

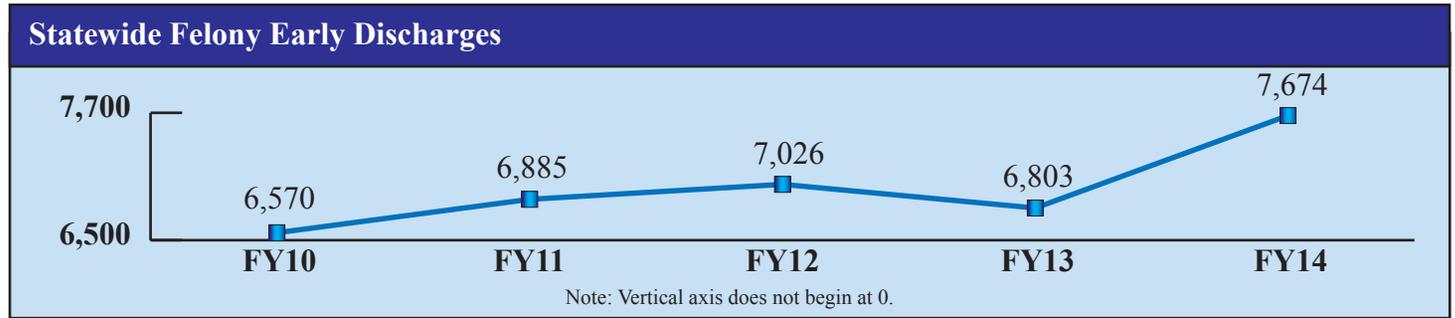
CSCDs use a validated assessment to classify offenders as having minimum, medium, or maximum needs and risk to re-offend. The table below shows the risk and needs levels of felony offenders placed on community supervision in FY2010 and FY2014.

Risk and Needs Levels for Community Supervision Placements				
	Risk Level		Needs Level	
	FY2010	FY2014	FY2010	FY2014
Minimum	22.1%	20.9%	39.9%	42.6%
Medium	38.8%	36.8%	48.7%	46.7%
Maximum	39.1%	42.3%	11.4%	10.7%

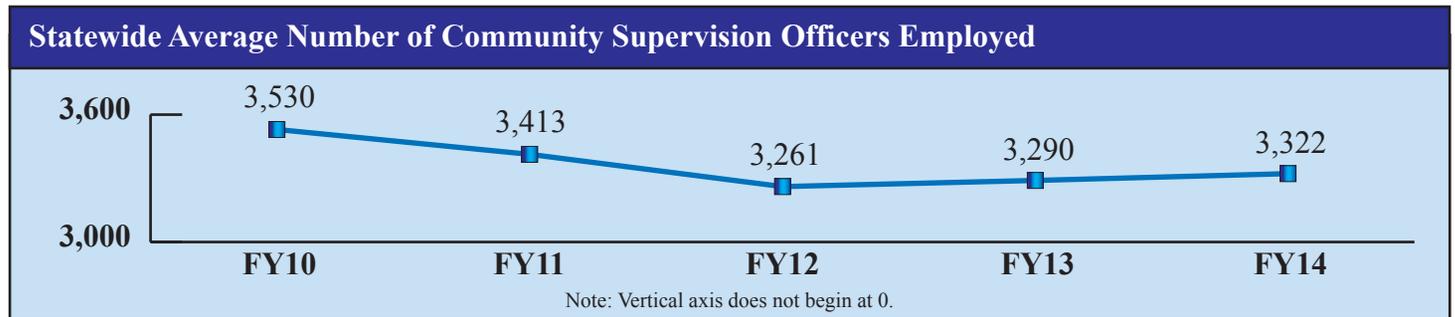
Between FY2010 and FY2014, the percentage of felony placements classified as maximum risk increased from 39.1% to 42.3%, while the percentage of felony placements classified as minimum risk decreased from 22.1% to 20.9% during the same time period. In FY2010, 11.4% of felony placements were classified as maximum needs, and this percentage decreased to 10.7% in FY2014.



Effectiveness of Diversion Funds Allocated by the Texas Legislature



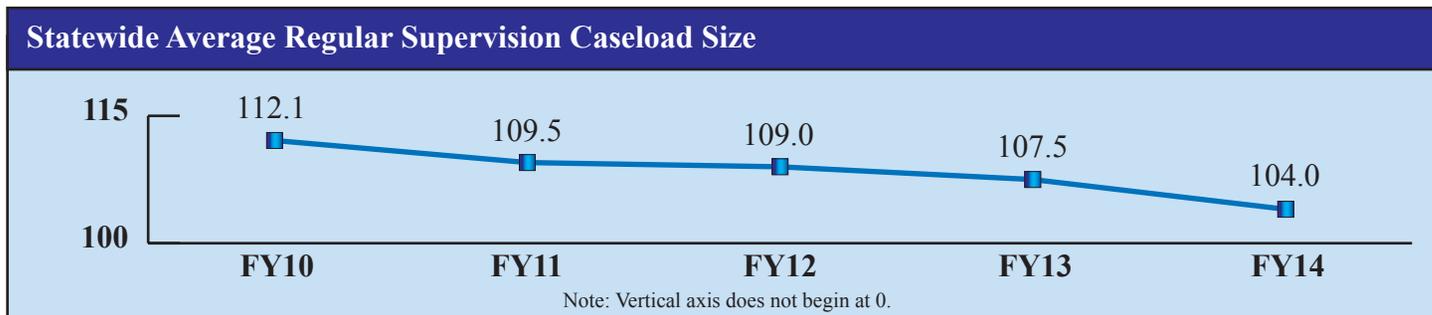
Felony early discharges from community supervision (as provided in *Article 42.12, Texas Code of Criminal Procedure*) increased statewide 16.8% from FY2010 to FY2014. They also increased 12.8% between FY2013 and FY2014, which contributes to the decrease in the total felony population during FY2014.



The statewide average number of CSOs employed decreased 5.9% between FY2010 and FY2014, but increased 1.0% between FY2013 and FY2014.



Effectiveness of Diversion Funds Allocated by the Texas Legislature



The statewide average regular supervision caseload size is calculated by dividing the direct felony, direct misdemeanor, and pretrial population supervised on regular caseloads by the number of regular CSOs. Offenders are considered under pretrial supervision if they participate in a court-approved pretrial supervision program operated or contracted by the CSCD. The statewide average regular supervision caseload size decreased 7.2% from FY2010 to FY2014. The number of regular CSOs included in the average regular supervision caseload size calculation decreased 2.2% between FY2013 and FY2014, while the population of offenders supervised by those CSOs decreased 5.4%, which led to the decrease of 3.3% in average regular supervision caseload size. The average regular supervision caseload size of 104.0 is the lowest reported since the Monitoring Report began.

Regular Caseload Officers and Numbers of Offenders Served, by Fiscal Year					
	FY2010	FY2011	FY2012	FY2013	FY2014
Number of Regular CSOs	2,149	2,062	2,058	2,053	2,008
Number of Offenders Supervised	240,814	225,878	224,361	220,629	208,767

Between FY2010 and FY2014, the number of regular CSOs decreased by 6.6%. The number of offenders served on regular caseloads decreased by 13.3%.

Specialized Caseload Officers and Caseload Sizes, by Fiscal Year					
	FY2010	FY2011	FY2012	FY2013	FY2014
Number of Specialized CSOs	701	735	716	716	757
Number of Offenders Supervised	32,413	34,005	33,300	33,413	35,201
Average Specialized Caseload Size	46.2	46.3	46.5	46.7	46.5

Between FY2010 and FY2014, the number of specialized officers increased 8.0%, and the number of offenders on specialized caseloads increased 8.6%. The average specialized caseload size has remained relatively constant. While the community supervision population has been decreasing, the proportion of maximum risk offenders needing more intensive supervision has increased. The CSCDs have responded to this need by increasing the number of officers available to provide specialized supervision.



Perspectives on Revocations

PERSPECTIVES ON REVOCATIONS

The chart below lists changes in felony population and revocations between FY2013 and FY2014 in the 10 most populous CSCDs. Seven of the 10 CSCDs experienced a reduction in felony population between FY2013 and FY2014. The remaining three CSCDs increased in felony population by 1.6% or less. These 10 CSCDs supervised a total of 2,860 fewer felons on direct and indirect community supervision during FY2014 compared with FY2013 (a 2.4% decrease), but they still represent 52.5% of the offender population.

Ten Most Populous CSCDs, FY2013 to FY2014								
CSCD	FY2013 Felony Population	FY2014 Felony Population	Percent Change in Felony Population (FY2013 to FY2014)	Percent of FY2014 State Felony Population	FY2013 Felony Revocations to TDCJ	FY2014 Felony Revocations to TDCJ	Percent Change in Felony Revocations to TDCJ	Percent of FY2014 Statewide Felony Revocations to TDCJ
Dallas	30,745	29,604	-3.7%	13.4%	2,928	2,705	-7.6%	11.2%
Harris	24,305	23,868	-1.8%	10.8%	3,286	3,055	-7.0%	12.6%
Bexar	14,928	14,330	-4.0%	6.5%	1,647	1,565	-5.0%	6.5%
Tarrant	11,636	11,610	-0.2%	5.2%	1,545	1,491	-3.5%	6.2%
Hidalgo	8,825	8,515	-3.5%	3.8%	527	591	12.1%	2.4%
El Paso	8,324	8,400	0.9%	3.8%	437	407	-6.9%	1.7%
Travis	7,440	7,036	-5.4%	3.2%	693	677	-2.3%	2.8%
Cameron	5,211	5,091	-2.3%	2.3%	439	454	3.4%	1.9%
Nueces	4,054	4,092	0.9%	1.8%	428	481	12.4%	2.0%
Collin	3,782	3,844	1.6%	1.7%	509	529	3.9%	2.2%

The four most populous CSCDs reduced their felony revocations to TDCJ between FY2013 and FY2014. In particular, the two most populous CSCDs (Dallas and Harris) reduced their share of the statewide felony revocations to TDCJ, respectively, from 12.1% and 13.6% in FY2013 to 11.2% and 12.6% in FY2014. El Paso CSCD revoked 30 fewer offenders resulting in a 6.9% decrease in revocations from FY2013 to FY2014 despite a 0.9% increase in felony population. Overall, these 10 CSCDs revoked 484 fewer felons during FY2014 than in FY2013.



Perspectives on Revocations

Another method of evaluating revocations is to compare a CSCD's percent of the statewide felony population to the percent of the statewide felony revocations to TDCJ. If a CSCD has a revocation rate in proportion to the state as a whole, these two percentages should be the same. A CSCD with a higher percentage of felony revocations to TDCJ than percentage of the statewide felony population would have revoked a disproportionate number of offenders. Conversely, a CSCD with a larger percentage of the statewide felony population than percentage of felony revocations would have revoked a smaller proportion of offenders than would be expected.

For example, Hidalgo County CSCD had a 12.1% increase in revocations from FY2013 to FY2014, but its 2.4% percentage of statewide felony revocations is lower than its share of the felony population of 3.8%. In contrast, Harris County CSCD decreased felony revocations to TDCJ by 7.0% from FY2013 to FY2014; however, the CSCD's 12.6% share of the statewide felony revocations to TDCJ is higher than its 10.8% of the felony population.

FY2014 Felony Revocations and Felony Technical Revocations Grouped by Individual CSCD Percent of Statewide Felony Direct and Indirect Population								
Group	CSCD Felony Population Group	Number of CSCDs in Group	Group Percent of Statewide Population	Group Felony Population	Group Total Felony Revocations to TDCJ	Percent of Statewide Felony Revocations to TDCJ	Felony Technical Revocations to TDCJ	Percent of Statewide Felony Technical Revocations
1	>1.0% (Top 20)	20	64.9%	143,899	14,857	61.7%	7,120	60.7%
2	0.5%-1.0%	26	17.8%	39,545	4,849	20.1%	2,478	21.1%
3	0.3%-0.4%	27	9.6%	21,181	2,344	9.7%	1,072	9.2%
4	0.2%	31	6.1%	13,536	1,726	7.2%	907	7.7%
5	0.01%-0.1%	18	1.6%	3,439	320	1.3%	148	1.3%

The table above groups CSCDs by five ranges according to their percent of the statewide direct and indirect population. The ranges were determined by identifying breaks in the ranked percentages to place CSCDs in groups of approximately 20-30. The group in which a CSCD is counted can be determined by consulting Appendix D to identify the individual CSCD's percent of the statewide felony population during FY2014.

The top 20 CSCDs accounted for 64.9% of the felony population but only 60.7% of the felony technical revocations during FY2014. The second and fourth most populous group of CSCDs accounted for a higher percentage of the statewide felony revocations and felony technical revocations than their group percentage of the statewide felony population.



Felony Cohort Study Update: Comparisons by Gender

FELONY COHORT STUDY UPDATE: COMPARISONS BY GENDER

The felony cohort study tracks felony offenders for two years following their original placement on community supervision, as reported to CSTS-ISYS. The study has been a recurring feature in the Monitoring Report since 2010. The section has been changed this year to use a new baseline year of FY2010. For the first time, comparisons are made by gender. The table below characterizes three cohorts at the time of placement.

Felony Original Community Supervision Placements, by Fiscal Year and Gender						
	FY2010		FY2011		FY2012	
	Male (N=41,135)	Female (N=14,366)	Male (N=40,964)	Female (N=14,181)	Male (N=38,922)	Female (N=13,913)
Community Supervision Type at Placement						
Adjudicated	34.2%	27.0%	33.7%	26.1%	32.8%	26.0%
Deferred Adjudication	65.8%	73.0%	66.3%	73.9%	67.2%	74.0%
Offense Degree at Placement						
First Degree Felony	5.7%	4.5%	5.9%	4.4%	5.6%	4.4%
Second Degree Felony	23.4%	14.8%	23.9%	15.3%	23.0%	15.0%
Third Degree Felony	30.9%	21.3%	32.2%	21.7%	33.7%	25.2%
State Jail Felony	39.3%	58.8%	37.4%	58.0%	37.1%	54.8%
Felony - Unclassified	0.7%	0.6%	0.6%	0.6%	0.6%	0.6%
Offense Type at Placement						
Violent	20.4%	11.0%	22.7%	11.2%	22.6%	11.5%
Property	26.8%	40.7%	26.5%	40.2%	27.1%	39.3%
DWI	10.3%	6.1%	10.3%	6.3%	10.1%	6.7%
Controlled Substance	32.1%	31.8%	30.5%	32.6%	29.6%	32.2%
Other	10.4%	10.4%	10.0%	9.7%	10.6%	10.3%
Risk Level at Placement						
Minimum	18.9%	32.4%	18.5%	31.7%	17.3%	30.3%
Medium	39.0%	39.1%	38.5%	38.9%	36.6%	38.5%
Maximum	42.1%	28.5%	43.0%	29.4%	46.1%	31.2%

The number of placements steadily decreased from FY2010 to FY2012 for both males and females. Placement of felons on deferred adjudication has increased slightly since FY2010 for both males and females. A higher percentage of females are placed on community supervision for a state jail felony when compared to males during



Felony Cohort Study Update: Comparisons by Gender

all three fiscal years. Overall, placement for a state jail felony has decreased since FY2010. Of the offenders placed in FY2012 for a state jail felony, 84.5% were placed for property or controlled substance offenses.

The most common offense types that placed an offender on community supervision are controlled substance offenses and property offenses for both genders during all three fiscal years. A consistently higher percentage of females are placed on community supervision for a property offense than males. The percentage of placements for violent offenses remained approximately the same over the fiscal years for females.

The felony cohort study continues to show increases in the percentage of felony offenders classified as maximum risk from year to year, while the percentage who are classified as minimum and medium risk decreases for both genders. Risk refers to the likelihood that an offender will reoffend based upon an assessment. Maximum risk offenders are more likely to commit a new offense, and they require closer supervision and more resources and programming to keep them successfully on community supervision.

Community Supervision Status Two Years After Placement						
Status	FY2010		FY2011		FY2012	
	Male (N=41,135)	Female (N=14,366)	Male (N=40,964)	Female (N=14,181)	Male (N=38,922)	Female (N=13,913)
Active	68.5%	71.9%	68.0%	71.7%	66.4%	69.4%
Terminated	31.5%	28.1%	32.0%	28.3%	33.6%	30.6%

The percentage of offenders still active on community supervision two years after placement has decreased slightly since FY2010. Compared to males, a lower percentage of females terminate community supervision within two years of placement.



Felony Cohort Study Update: Comparisons by Gender

The two charts below give more information on the status of offenders two years after placement. The first chart shows how offenders remaining active on community supervision were being supervised, and the second chart shows the discharge reason for those offenders whose community supervision had terminated.

Offenders Active Two Years After Placement						
Supervision Status	FY2010		FY2011		FY2012	
	Male (N=28,183)	Female (N=10,325)	Male (N=27,853)	Female (N=10,169)	Male (N=25,855)	Female (N=9,651)
Direct Supervision	77.2%	83.0%	77.6%	84.2%	77.3%	83.2%
Residential	1.4%	1.3%	1.3%	1.1%	1.3%	1.0%
Indirect Supervision	21.4%	15.7%	21.1%	14.7%	21.4%	15.8%

The mix of supervision status among both male and female offenders at two years after placement remained relatively stable during these three years; however, the percentage of females who were on direct supervision was consistently higher than for males. Two years after placement, more than three-fourths of offenders remaining on community supervision were on direct supervision.

Offenders Terminated Within Two Years After Placement						
Reason for Termination	FY2010		FY2011		FY2012	
	Male (N=12,952)	Female (N=4,041)	Male (N=13,111)	Female (N=4,012)	Male (N=13,067)	Female (N=4,262)
Early Termination	10.2%	14.7%	10.3%	15.0%	10.8%	14.4%
Expiration of Supervision Term	15.0%	24.6%	14.9%	23.8%	14.4%	20.4%
Revocation	71.3%	57.1%	71.4%	58.5%	71.1%	62.1%
Other	3.5%	3.6%	3.4%	2.7%	3.7%	3.1%

The percentage of males terminating community supervision early increased slightly between FY2010 and FY2012. The percentage of females being revoked within two years of placement on community supervision has increased since FY2010.



SUMMARY

Trends in Texas community supervision since FY2010 include:

- Decreasing technical revocations;
- Decreasing average caseload size;
- Increasing early terminations;
- Decreasing community supervision placements; and
- Decreasing community supervision population.

Between FY2010 and FY2014, the felony direct and indirect population decreased by 7.3%. During this same time frame, felony original community supervision placements decreased by 7.1%. Felony early discharges increased by 16.8% as departments continue to incorporate early termination as an incentive for compliance with community supervision. The proportion of offenders classified as maximum risk began increasing prior to FY2010. Since FY2010, the number of specialized CSOs employed by the CSCDs increased 8% to meet an 8.6% growth in the number of offenders needing services on specialized caseloads.

The decreasing population still requires treatment resources, specialized caseloads, and other programs that target maximum risk offenders. Based on increased early terminations of offenders compliant with community supervision conditions and the increased placement of offenders with greater risk of reoffending, the community supervision population has changed.



Prison Diversion Progressive Sanctions Program

PRISON DIVERSION PROGRESSIVE SANCTIONS PROGRAM

Section 509.016 of the Texas Government Code outlines the state leadership’s strategy for TDCJ-CJAD’s application of diversion funding. The statute calls for the implementation of progressive sanctions models (PSM) that “reduce the revocation rate of defendants placed on community supervision.” In the funding of discretionary diversion grants, TDCJ-CJAD shall give preference to those CSCDs that present to the division a plan that will target medium-risk and high-risk defendants and use progressive sanction models that adhere to the components set forth in *Section 469.001, Health and Safety Code* and contains some, if not all, of the components listed in *Section 509.016 (b) (1)-(14), Texas Government Code*.

Consistent with these Legislative mandates, TDCJ-CJAD has adopted a review process that favors proposals for diversion funding that contain a progressive sanctions model. TDCJ-CJAD identified 91 CSCDs that have submitted progressive sanctions models or components of a progressive sanctions model as part of their Community Justice Plan in FY2014. Ninety-one of 122 CSCDs have jurisdiction over 93% of the felony community supervision population of Texas and are listed below.

CSCDs with Progressive Sanctions Models for FY2014-2015					
Anderson	Childress	Guadalupe	Kendall	Palo Pinto	Upshur
Angelina	Collin	Hardin	Kleberg	Panola	Uvalde
Atascosa	Comanche	Harris	Lavaca	Parker	Val Verde
Bailey	Dallas	Haskell	Liberty	Pecos	Van Zandt
Bastrop	Deaf Smith	Hidalgo	Limestone	Polk	Victoria
Bell	Denton	Hill	Lubbock	Potter	Walker
Bexar	Ector	Hockley	Matagorda	Reeves	Webb
Bowie	El Paso	Hood	McLennan	Rusk	Wichita
Brazoria	Ellis	Hopkins	Midland	San Patricio	Williamson
Brazos	Fannin	Howard	Milam	Scurry	Wise
Brown	Fayette	Hunt	Montgomery	Tarrant	Wood
Burnet	Floyd	Jasper	Moore	Taylor	
Caldwell	Fort Bend	Jefferson	Morris	Terry	
Cameron	Galveston	Jim Wells	Nolan	Tom Green	
Cass	Grayson	Johnson	Nueces	Travis	
Cherokee	Gregg	Jones	Orange	Tyler	



Prison Diversion Progressive Sanctions Program

To assess the impact of preference for diversion program grant proposals that contain a progressive sanctions model, revocations and technical revocations were examined for the following groups of CSCDs:

PSM and DP – 69 CSCDs with a progressive sanctions model or components of a progressive sanctions model in the community justice plan that received diversion program funding

PSM and No DP – 22 CSCDs with a progressive sanctions model or components of a progressive sanctions model in the community justice plan that did not receive diversion program funding

No PSM and No DP – 31 CSCDs without a progressive sanction model or components of a progressive sanctions model in the community justice plan that did not receive diversion program funding

	Percent Change in Felony Revocations to TDCJ (FY2005 and FY2014)	Percent Change in Felony Technical Revocations (FY2005 and FY2014)
PSM and DP	-2.3%	-10.1%
PSM and No DP	12.6%	0.1%
No PSM and No DP	14.1%	4.1%

A successful progressive sanctions model requires a wider range of options to address offender violations and needs. Grant funding helps increase available options in these models. CSCDs that had a progressive sanctions model or components of a progressive sanctions model in the community justice plan and received diversion program funding showed reductions in felony revocations to TDCJ and felony technical revocations. CSCDs not receiving DP funding, regardless of having a progressive sanctions model or components of a progressive sanctions model in the community justice plan, showed increases between FY2005 and FY2014. The larger percentage increase in revocations to TDCJ than in technical revocations for CSCDs not receiving diversion program funding suggests that the increase in revocations to TDCJ is largely due to revocations involving a new offense.

The analysis indicates that implementation of a progressive sanctions model or components of a progressive sanctions model is one factor impacting the reduction of felony revocations to TDCJ and technical revocations. It also suggests that CSCDs benefit from implementing a progressive sanctions model; however, the full benefit may not be realized without available diversion program funding and/or local resources for substance abuse treatment and programs targeting high risk offenders.



- 24 Appendix A: History of Targeted Diversion Program Funding
- 26 Appendix B: Definitions of Evaluation Criteria
- 27 Appendix C: Map of Community Corrections Facilities and State-Contracted Intermediate Sanctions Facility
- 28 Appendix D: FY2014 Felony Revocations by CSCD



Additional Funding Provided by the 79th-83rd Texas Legislatures**79th Legislature**

Provided an additional \$55.5 million per biennium intended to:

- reduce caseloads and
- provide additional residential treatment beds

80th Legislature

Provided significant new funding intended to further strengthen community supervision.

CSCD Operated

- \$32.3 million increase for 800 new Community Corrections Facility (CCF) beds
- \$10.0 million increase in Outpatient Substance Abuse Treatment
- \$17.5 million Basic Supervision funding
 - \$10.0 million increase in Basic Supervision funding
 - \$7.5 million increase due to increases in population projections

TDCJ Operated

- \$63.1 million increase for 1,500 new Substance Abuse Felony Punishment Facility (SAFPF) treatment beds
- \$28.8 million increase for 1,400 new Intermediate Sanction Facility (ISF) beds (shared with parole)
- \$10.0 million increase for Mental Health Treatment through the Texas Correctional Office on Offenders with Medical or Mental Impairments (TCOOMMI)

81st Legislature

- \$11.1 million increase for increased population projections in Basic Supervision funding
- \$13.1 million increase for community supervision officers and direct care staff salary increases
 - 3.5% salary increase in FY2010
 - an additional 3.5% salary increase in FY2011
- \$23.7 million increase to biennialize SAFPF, ISF, and CCF beds

82nd Legislature

- Continued to fund additional treatment resources, previously appropriated
- Eliminated appropriations riders that directed expenditure of additional funding:
 - Rider 75: Diversion Program Funding
 - Rider 78: Targeted Substance Abuse Treatment Funding



Additional Funding Provided by the 79th-83rd Texas Legislatures

83rd Legislature

- \$20 million increase in community corrections funding
- Diversion Program Funding:
 - \$10 million increase for Community Corrections Facility (CCF) operations
 - \$1.25 million per fiscal year for Battering Intervention and Prevention Program (BIPP) funding
- \$17 million for CSCD health insurance



Appropriations Rider 48 (General Appropriations Act 2013) requires TDCJ-CJAD to develop an accountability system to track the effectiveness of diversion program funding targeted at making a positive impact on the criminal justice system. TDCJ-CJAD tracks seven evaluation criteria, which are discussed in this report. The primary source of data for the evaluation criteria is the Community Supervision Tracking System-Intermediate System (CSTS-ISYS) as reflected in the system as of November 7, 2014.

The evaluation criteria definitions and data sources used for this report are detailed below:

Felony Revocations to TDCJ: The total number of felony revocations to State Jail and TDCJ during the reporting period. The source of this data is the number of felony revocations to State Jail and TDCJ as reported to CSTS-ISYS.

Felony Technical Revocations: The total number of “Other Reasons for Revocation” during the reporting period. The source of this data is the number of felony revocations with a revocation reason identified as “Other Reasons for Revocation” as reported to CSTS-ISYS.

Average Community Corrections Facility (CCF) Population: The average CCF population for the reporting period. The source of this data is the Community Corrections Facilities population as reported on the Monthly Community Supervision Program Report (FY2010 - FY2013) and CSTS-ISYS (starting in FY2014).

Felony Community Supervision Placements: Total number of felony community supervision placements during the reporting period. The source of this data is felony “Community Supervision Placements” as reported to CSTS-ISYS.

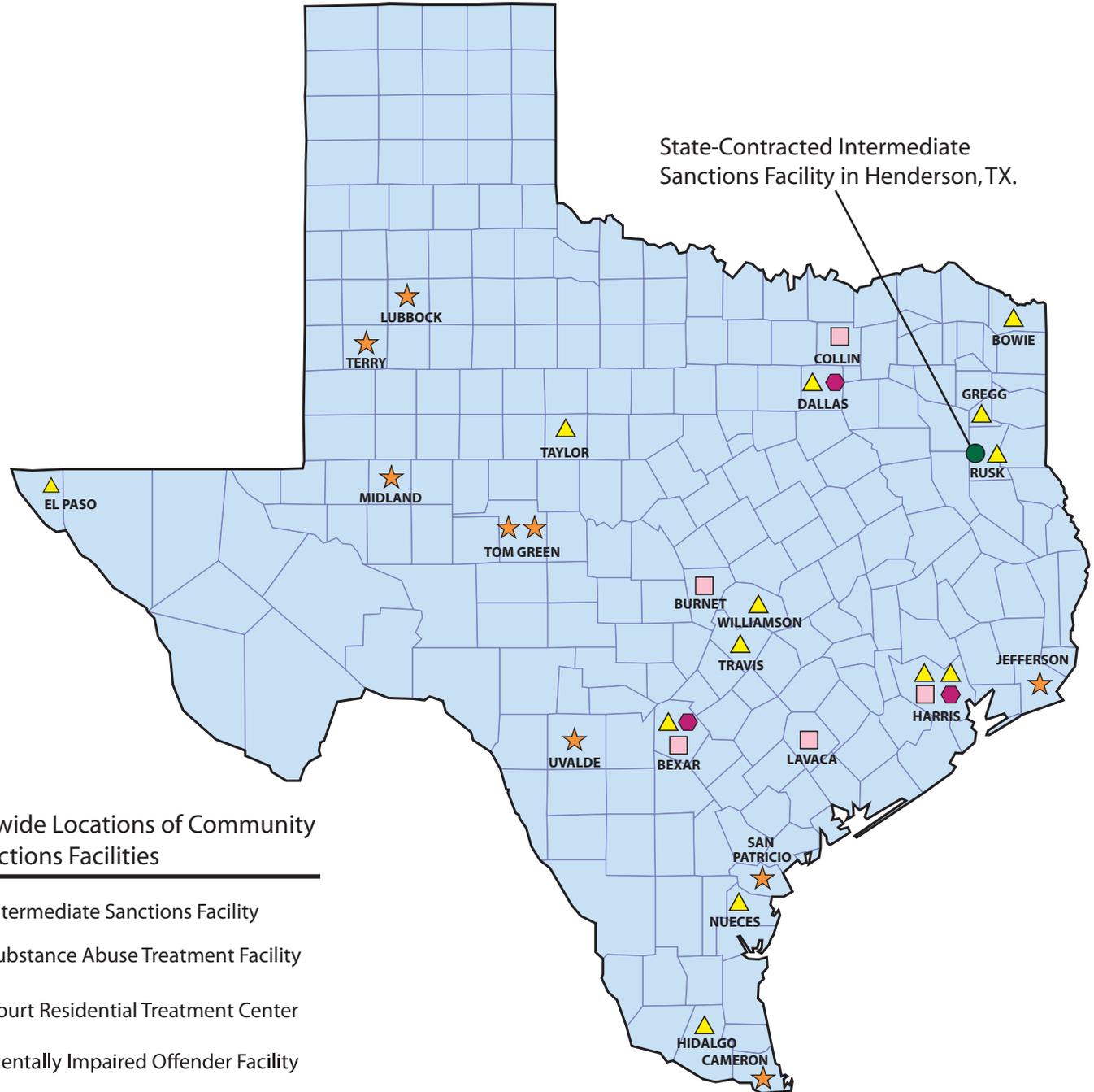
Felony Early Discharges: The total number of felony early discharges during the reporting period. The source of this data is the number of felony “Early Discharges” as reported to CSTS-ISYS.

Community Supervision Officers (CSOs) Employed: The average number of CSOs employed during the reporting period who supervise at least one direct case. The source of this data is the “Total Number of CSOs” as reported on the Monthly Community Supervision Staff Report.

Average Regular Supervision Caseload Size: The number of direct and pretrial offenders per regular community supervision officer (CSO) who supervises at least one direct case and spends at least 50% of his or her time on supervision or supervision-related duties. The source of this data is the biannual Caseload Report.



APPENDIX C: MAP OF COMMUNITY CORRECTIONS FACILITIES AND STATE-CONTRACTED INTERMEDIATE SANCTIONS FACILITY



Statewide Locations of Community Corrections Facilities

- Intermediate Sanctions Facility
- ▲ Substance Abuse Treatment Facility
- ★ Court Residential Treatment Center
- ⬡ Mentally Impaired Offender Facility



CSCD	Percent of Statewide Felony Direct and Indirect Population	Felony Revocations to TDCJ	Percent of Statewide Felony Revocations to TDCJ	Felony Technical Revocations to TDCJ	Percent of Statewide Felony Technical Revocations	Percent of Felony Revocations to TDCJ for Technical Violations
Statewide		24,096		11,725		48.7%
Harris	10.8%	3,055	12.7%	1,755	15.0%	57.4%
Dallas	13.4%	2,705	11.2%	1,522	13.0%	56.3%
Bexar	6.5%	1,565	6.5%	645	5.5%	41.2%
Tarrant	5.2%	1,491	6.2%	742	6.3%	49.8%
Travis	3.2%	677	2.8%	253	2.2%	37.4%
Hidalgo	3.8%	591	2.5%	202	1.7%	34.2%
Collin	1.7%	529	2.2%	253	2.2%	47.8%
Potter	1.3%	482	2.0%	261	2.2%	54.1%
Nueces	1.8%	481	2.0%	218	1.9%	45.3%
Cameron	2.3%	454	1.9%	161	1.4%	35.5%
El Paso	3.8%	407	1.7%	165	1.4%	40.5%
Montgomery	1.0%	394	1.6%	210	1.8%	53.3%
Jefferson	1.5%	357	1.5%	154	1.3%	43.1%
Bell	1.4%	344	1.4%	144	1.2%	41.9%
Ector	0.8%	317	1.3%	230	2.0%	72.6%
Denton	1.3%	310	1.3%	123	1.0%	39.7%
Smith	0.8%	300	1.2%	197	1.7%	65.7%
Brazoria	1.1%	293	1.2%	105	0.9%	35.8%
Victoria	1.1%	267	1.1%	75	0.6%	28.1%
McLennan	0.9%	260	1.1%	108	0.9%	41.5%
Taylor	0.9%	259	1.1%	88	0.8%	34.0%
Lubbock	1.4%	257	1.1%	106	0.9%	41.2%
Johnson	1.1%	232	1.0%	137	1.2%	59.1%
Tom Green	0.8%	228	0.9%	101	0.9%	44.3%
Liberty	0.7%	222	0.9%	95	0.8%	42.8%
Grayson	0.7%	210	0.9%	150	1.3%	71.4%
Galveston	0.9%	204	0.8%	66	0.6%	32.4%
Midland	0.9%	198	0.8%	93	0.8%	47.0%



CSCD	Percent of Statewide Felony Direct and Indirect Population	Felony Revocations to TDCJ	Percent of Statewide Felony Revocations to TDCJ	Felony Technical Revocations to TDCJ	Percent of Statewide Felony Technical Revocations	Percent of Felony Revocations to TDCJ for Technical Violations
Caldwell	1.1%	196	0.8%	65	0.6%	33.2%
Polk	0.5%	175	0.7%	77	0.7%	44.0%
Ellis	0.6%	172	0.7%	61	0.5%	35.5%
Kerr	0.4%	170	0.7%	84	0.7%	49.4%
Fort Bend	1.1%	164	0.7%	34	0.3%	20.7%
Brazos	0.6%	163	0.7%	57	0.5%	35.0%
Angelina	0.7%	161	0.7%	78	0.7%	48.4%
Williamson	0.7%	160	0.7%	81	0.7%	50.6%
Wichita	0.6%	159	0.7%	105	0.9%	66.0%
Gregg	0.6%	149	0.6%	108	0.9%	72.5%
Atascosa	0.5%	145	0.6%	79	0.7%	54.5%
Hopkins	0.5%	145	0.6%	64	0.5%	44.1%
San Patricio	0.7%	143	0.6%	85	0.7%	59.4%
Bastrop	0.6%	143	0.6%	52	0.4%	36.4%
Kaufman	0.5%	140	0.6%	78	0.7%	55.7%
Parker	0.4%	136	0.6%	43	0.4%	31.6%
Hill	0.2%	126	0.5%	63	0.5%	50.0%
Walker	0.4%	126	0.5%	46	0.4%	36.5%
Bowie	0.6%	125	0.5%	75	0.6%	60.0%
Henderson	0.4%	125	0.5%	66	0.6%	52.8%
Orange	0.4%	119	0.5%	66	0.6%	55.5%
Navarro	0.5%	117	0.5%	59	0.5%	50.4%
Anderson	0.4%	115	0.5%	62	0.5%	53.9%
Harrison	0.3%	109	0.5%	54	0.5%	49.5%
Nacogdoches	0.4%	102	0.4%	35	0.3%	34.3%
Limestone	0.2%	99	0.4%	67	0.6%	67.7%
Matagorda	0.4%	99	0.4%	35	0.3%	35.4%
Kleberg	0.4%	98	0.4%	41	0.3%	41.8%
Hunt	0.4%	95	0.4%	50	0.4%	52.6%



CSCD	Percent of Statewide Felony Direct and Indirect Population	Felony Revocations to TDCJ	Percent of Statewide Felony Revocations to TDCJ	Felony Technical Revocations to TDCJ	Percent of Statewide Felony Technical Revocations	Percent of Felony Revocations to TDCJ for Technical Violations
Guadalupe	0.3%	92	0.4%	42	0.4%	45.7%
Childress	0.4%	89	0.4%	71	0.6%	79.8%
Burnet	0.3%	88	0.4%	40	0.3%	45.5%
Webb	0.8%	86	0.4%	58	0.5%	67.4%
Rockwall	0.2%	85	0.4%	48	0.4%	56.5%
Jasper	0.4%	84	0.3%	42	0.4%	50.0%
Coryell	0.2%	83	0.3%	30	0.3%	36.1%
Hale	0.2%	82	0.3%	38	0.3%	46.3%
Lamar	0.3%	79	0.3%	43	0.4%	54.4%
Uvalde	0.3%	76	0.3%	44	0.4%	57.9%
Starr	0.8%	74	0.3%	23	0.2%	31.1%
Upshur	0.2%	72	0.3%	39	0.3%	54.2%
Fayette	0.3%	69	0.3%	30	0.3%	43.5%
Cherokee	0.2%	69	0.3%	23	0.2%	33.3%
Panola	0.3%	68	0.3%	36	0.3%	52.9%
Hood	0.2%	67	0.3%	49	0.4%	73.1%
Wood	0.2%	66	0.3%	38	0.3%	57.6%
Morris	0.4%	64	0.3%	24	0.2%	37.5%
Brown	0.3%	64	0.3%	21	0.2%	32.8%
Wise	0.3%	58	0.2%	25	0.2%	43.1%
Lavaca	0.3%	57	0.2%	20	0.2%	35.1%
Dawson	0.2%	56	0.2%	53	0.5%	94.6%
Van Zandt	0.2%	55	0.2%	39	0.3%	70.9%
Grayson	0.2%	55	0.2%	32	0.3%	58.2%
Deaf Smith	0.2%	54	0.2%	26	0.2%	48.1%
Nolan	0.2%	53	0.2%	22	0.2%	41.5%
Milam	0.2%	53	0.2%	0	0.0%	0.0%
Cass	0.2%	52	0.2%	32	0.3%	61.5%
Palo Pinto	0.2%	52	0.2%	29	0.2%	55.8%



CSCD	Percent of Statewide Felony Direct and Indirect Population	Felony Revocations to TDCJ	Percent of Statewide Felony Revocations to TDCJ	Felony Technical Revocations to TDCJ	Percent of Statewide Felony Technical Revocations	Percent of Felony Revocations to TDCJ for Technical Violations
Hardin	0.3%	52	0.2%	13	0.1%	25.0%
Reeves	0.2%	46	0.2%	36	0.3%	78.3%
Young	0.2%	46	0.2%	26	0.2%	56.5%
Cooke	0.2%	46	0.2%	25	0.2%	54.3%
Falls	0.2%	45	0.2%	25	0.2%	55.6%
Pecos	0.3%	45	0.2%	19	0.2%	42.2%
Fannin	0.2%	44	0.2%	23	0.2%	52.3%
Moore	0.2%	43	0.2%	29	0.2%	67.4%
Howard	0.2%	43	0.2%	22	0.2%	51.2%
Eastland	0.2%	39	0.2%	1	0.0%	2.6%
Comanche	0.2%	37	0.2%	20	0.2%	54.1%
Maverick	0.3%	37	0.2%	12	0.1%	32.4%
Rusk	0.2%	36	0.1%	19	0.2%	52.8%
Hutchinson	0.1%	34	0.1%	20	0.2%	58.8%
Val Verde	0.2%	33	0.1%	14	0.1%	42.4%
Terry	0.2%	32	0.1%	11	0.1%	34.4%
Montague	0.2%	30	0.1%	18	0.2%	60.0%
Andrews	0.1%	29	0.1%	7	0.0%	24.1%
Haskell	0.0%	28	0.1%	20	0.2%	71.4%
Jim Wells	0.4%	28	0.1%	8	0.0%	28.6%
Red River	0.1%	27	0.1%	11	0.1%	40.7%
McCulloch	0.2%	27	0.1%	10	0.1%	37.0%
Tyler	0.1%	24	0.1%	10	0.1%	41.7%
Kendall	0.1%	22	0.1%	9	0.1%	40.9%
Wilbarger	0.1%	17	0.1%	8	0.0%	47.1%
Erath	0.1%	17	0.1%	6	0.0%	35.3%
Wheeler	0.1%	17	0.1%	6	0.0%	35.3%
Scurry	0.1%	16	0.1%	6	0.0%	37.5%
Hockley	0.1%	16	0.1%	6	0.0%	37.5%



CSCD	Percent of Statewide Felony Direct and Indirect Population	Felony Revocations to TDCJ	Percent of Statewide Felony Revocations to TDCJ	Felony Technical Revocations to TDCJ	Percent of Statewide Felony Technical Revocations	Percent of Felony Revocations to TDCJ for Technical Violations
Winkler	0.0%	15	0.1%	13	0.1%	86.7%
Jones	0.1%	13	0.1%	7	0.0%	53.8%
Lamb	0.1%	12	0.0%	2	0.0%	16.7%
Bailey	0.1%	11	0.0%	9	0.1%	81.8%
Floyd	0.0%	8	0.0%	5	0.0%	62.5%
Crane	0.0%	7	0.0%	3	0.0%	42.9%
Baylor	0.0%	7	0.0%	0	0.0%	0.0%



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