

The background of the slide is a photograph of the Texas State Capitol dome. The dome is white with a gold statue on top. Two flags are flying in front of the dome: the United States flag and the Texas state flag. The text is overlaid on the right side of the image.

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



December 1, 2016

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

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Report to the
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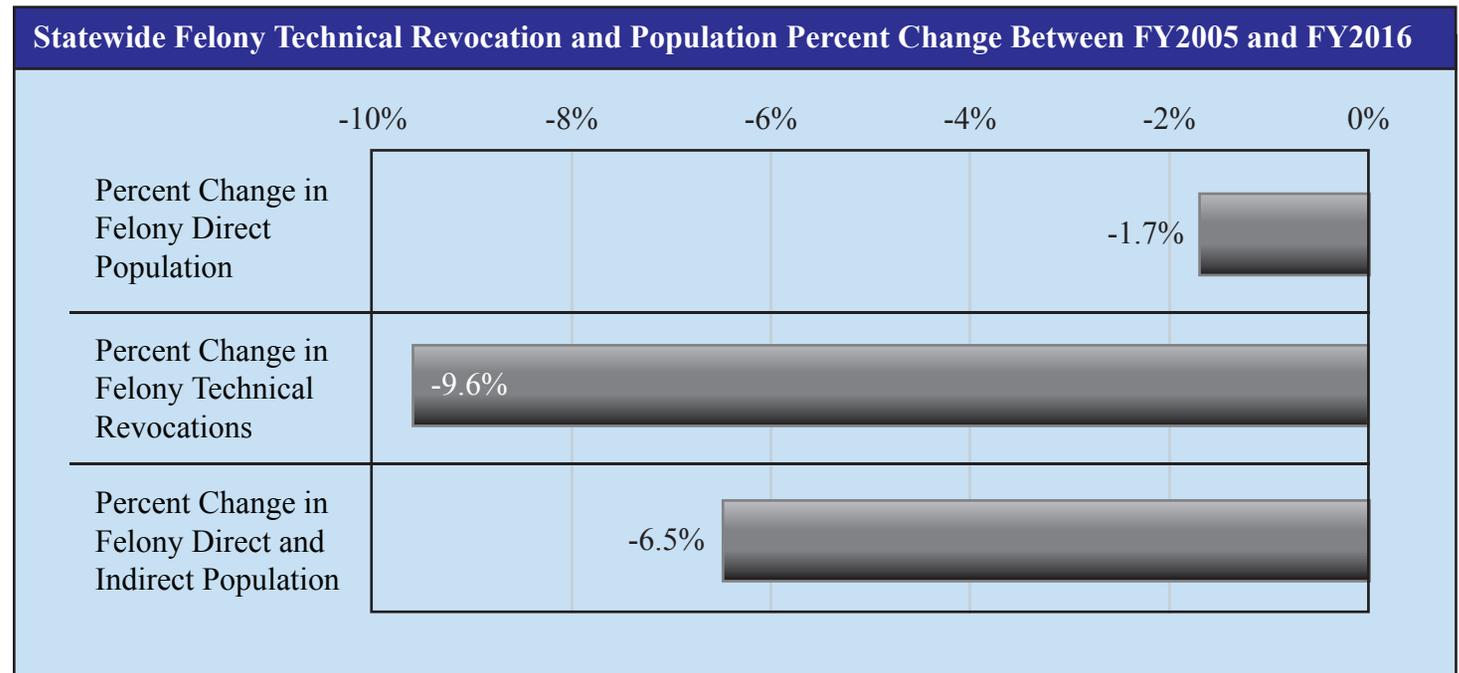


INTRODUCTION

The Legislature requires the Texas Department of Criminal Justice-Community Justice Assistance Division (TDCJ-CJAD) to publish an annual monitoring report on the use 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.

Throughout Fiscal Year (FY) 2016, TDCJ-CJAD used 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 residential treatment and aftercare. An overview of the history of targeted diversion program funding is available in Appendix A.

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.



Introduction

Since FY2005, fewer felony offenders are reported under direct supervision. 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 (1) face-to-face contact with a community supervision officer (CSO) every three (3) months. Local community supervision and corrections departments (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 decreased 1.7% from 157,914 offenders on August 31, 2005, to 155,167 offenders on August 31, 2016. The number of felony technical revocations decreased 9.6% between FY2005 (13,504) and FY2016 (12,209).

The remainder of the 2016 Monitoring Report documents the changes since FY2010 in the community supervision population. FY2010 was the year that the Community Supervision Tracking System-Intermediate System (CSTS-ISYS) was first used for officially reporting community supervision information.

Felony Population							
	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016
Felony Direct and Indirect Population	238,951	236,478	231,376	225,843	221,600	218,052	217,958
Felony Direct Population	172,003	170,558	166,054	162,295	158,821	156,124	155,167

The felony direct and indirect population decreased 8.8% (20,993 fewer offenders) from FY2010 to FY2016. Between FY2015 and FY2016, the felony direct and indirect population decreased 0.04% (94 fewer offenders). The direct population during FY2016 also decreased 9.8% from FY2010 and 0.6% from FY2015. The percentage of direct population as a portion of the direct and indirect population has remained between 71.2% and 72.1% during the period of FY2010 through FY2016, which is higher than 67.7% in FY2005.



Effectiveness of Diversion Funds Allocated by the Texas Legislature

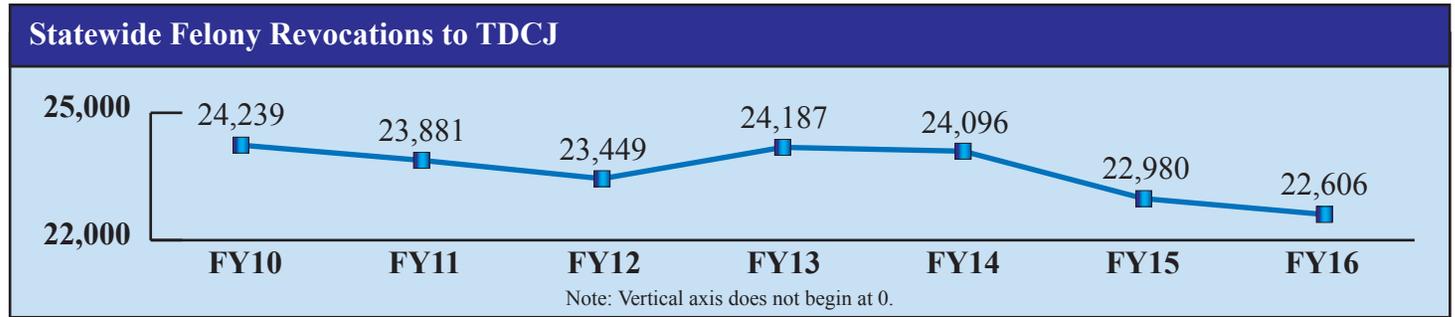
MONITORING EFFECTIVENESS

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



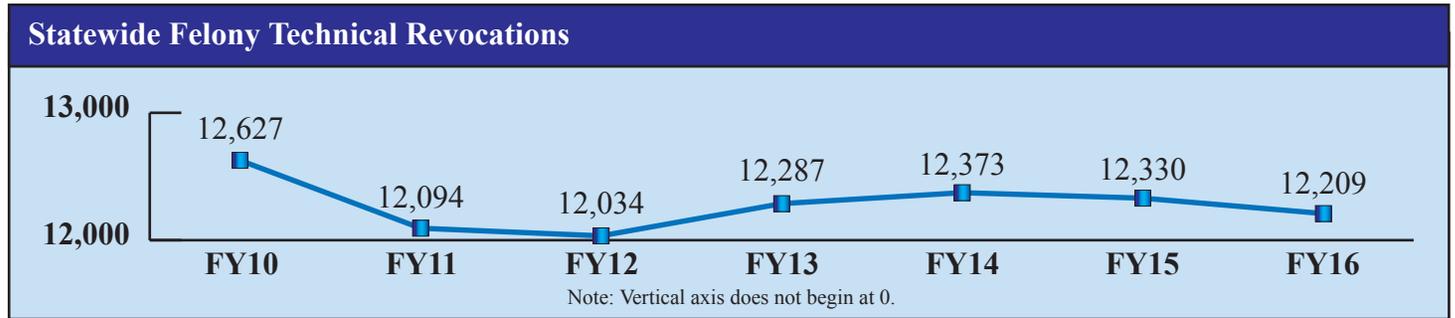
Felony revocations to TDCJ in FY2016 decreased 6.7% from FY2010 (1,633 fewer felony revocations) and 1.6% from FY2015 (374 fewer felony revocations).

Offense Type	% of Felony Revocations to TDCJ
Violent	20.0%
Property	30.7%
Controlled Substance	32.4%
Other	10.4%
DWI	6.5%

The table above shows the percentage of felony revocations by offense type. A majority (63.1%) of felony revocations to TDCJ during FY2016 occurred among offenders who were placed on community supervision for property or controlled substance offenses.



Effectiveness of Diversion Funds Allocated by the Texas Legislature



Felony technical revocations in FY2016 decreased 3.3% from FY2010 (418 fewer technical revocations) and decreased 1.0% from FY2015 (121 fewer technical revocations). Technical violations of community supervision conditions can vary widely from those with 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	17.6%
Property	30.8%
Controlled Substance	35.8%
Other	9.3%
DWI	6.5%

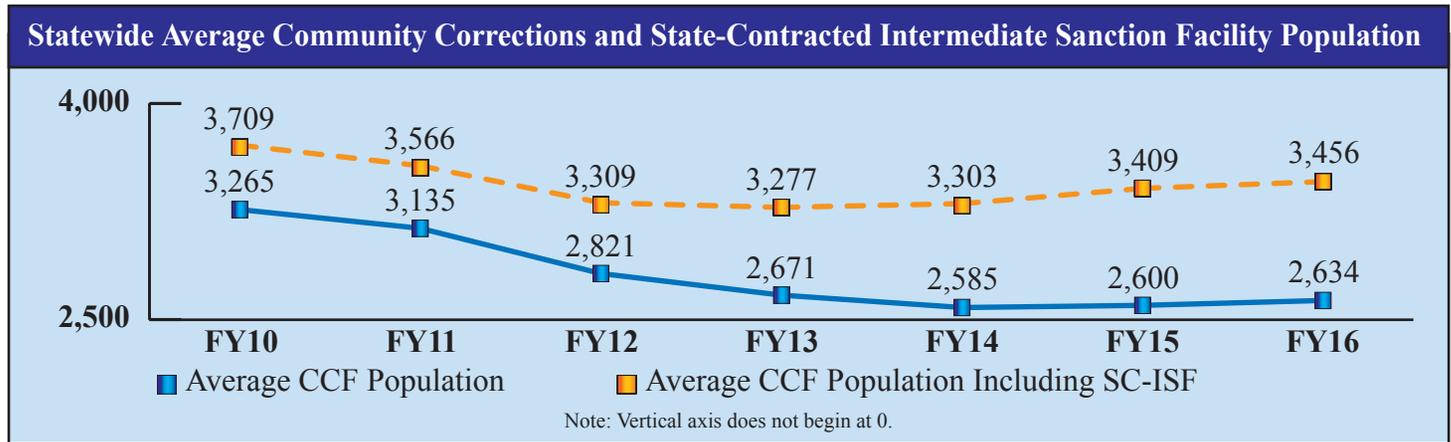
The table to the left shows the percentage of felony technical revocations by offense type. During FY2016, the distribution of technical revocations reflected the distribution of revocations to TDCJ as a whole (see previous page).

CSCDs report that offenders absconding from community supervision strongly impact the decision to revoke an offender’s community supervision. In FY2016, approximately 45.6% of offenders revoked to TDCJ for technical violations had been reported as an

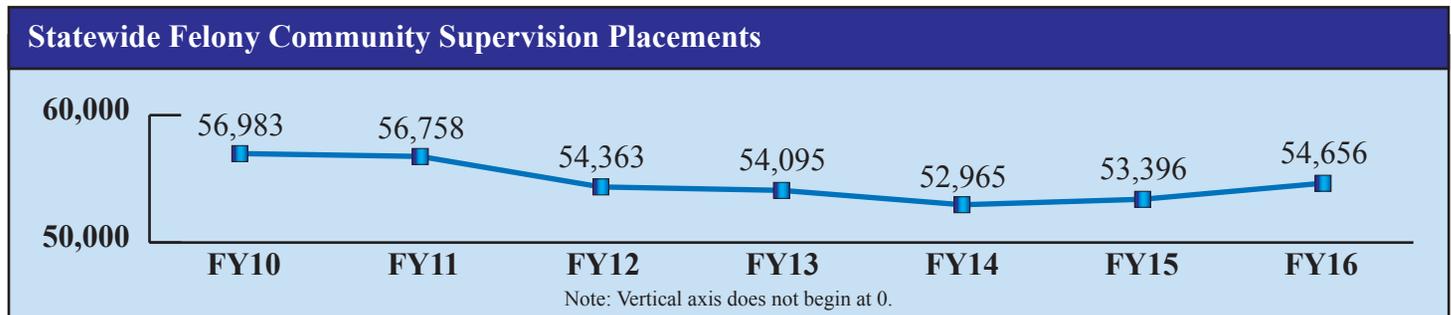
absconder during the year prior to revocation, an increase from 42% in FY2015. Absconders are offenders who are known to have left the jurisdiction without authorization or who have not personally contacted their CSO within 90 days and either (1) have an active Motion to Revoke (MTR) or Motion to Adjudicate 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



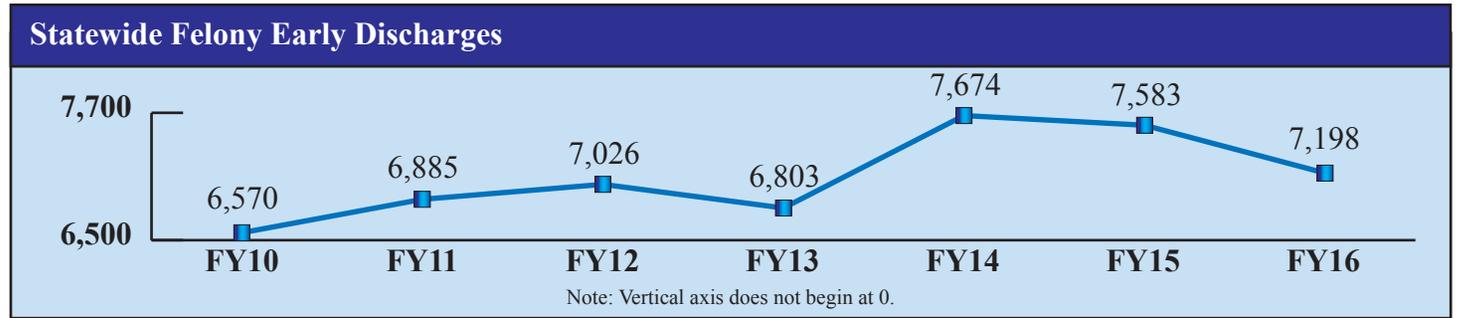
The average Community Corrections Facility (CCF) population decreased 19.3% from FY2010 but increased 1.3% between FY2015 and FY2016. The CSCDs also use a State-Contracted Intermediate Sanction Facility (SC-ISF) to address offender needs and/or violations. This facility has three tracks upon placement: substance abuse treatment, substance abuse relapse, and cognitive behavioral treatment. Departments have increased usage of the SC-ISF, and probationers occupied 832 beds as of August 31, 2016. A map of the CCFs and the SC-ISF is available in Appendix C.



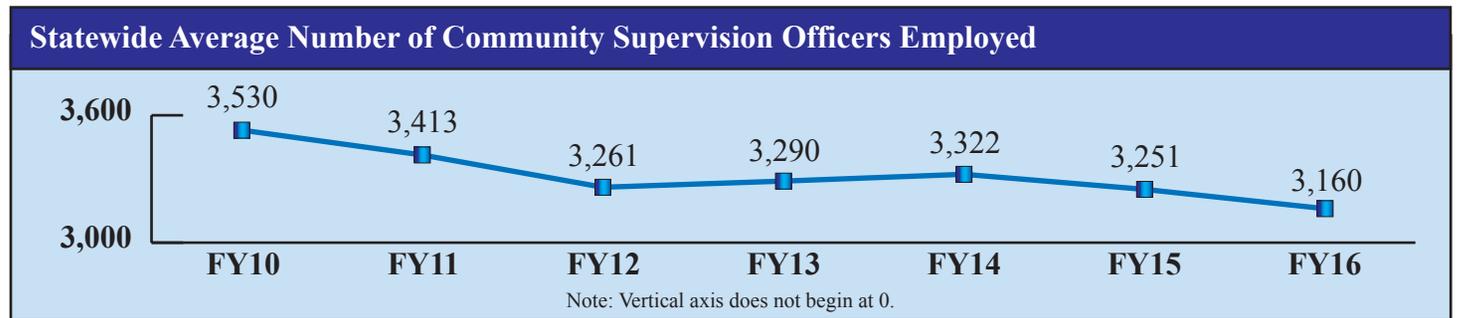
Felony community supervision placements decreased 4.1% (2,327 fewer placements) from FY2010 to FY2016 but increased 2.4% (1,260 more placements) since FY2015.



Effectiveness of Diversion Funds Allocated by the Texas Legislature



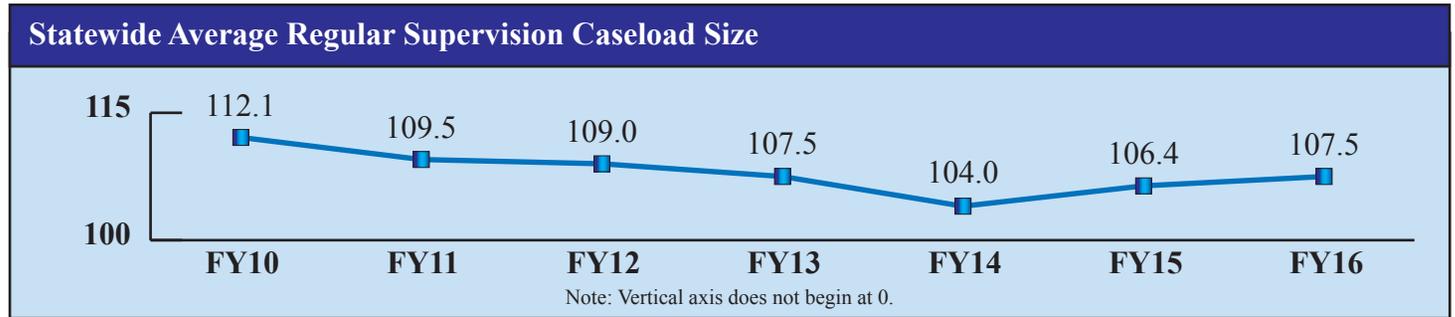
Felony early discharges from community supervision (as provided in *Article 42.12, Texas Code of Criminal Procedure*) increased statewide 9.6% from FY2010 to FY2016, which may have contributed (in part) to a decrease in the total felony population during the previous five years. Between FY2015 and FY2016, however, early discharges decreased 5.1%.



The statewide average number of CSOs employed decreased 10.5% between FY2010 and FY2016, and 2.8% between FY2015 and FY2016.



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 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 4.1% from FY2010 to FY2016. The number of regular CSOs included in the average regular supervision caseload size calculation decreased 4.7% between FY2015 and FY2016, which led to an increase of 1.0% in average caseload size.

Regular Caseload Officers and Numbers of Offenders Served, by Fiscal Year							
	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016
Number of Regular CSOs	2,149	2,062	2,058	2,053	2,008	1,956	1,865
Number of Offenders Supervised	240,814	225,878	224,361	220,629	208,767	208,171	200,388

Between FY2010 and FY2016, the number of regular CSOs decreased by 13.2%. The number of offenders served on regular caseloads decreased by 16.8%.

Specialized Caseload Officers and Caseload Sizes, by Fiscal Year							
	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016
Number of Specialized CSOs	701	735	716	716	757	720	759
Number of Offenders Supervised	32,413	34,005	33,300	33,413	35,201	33,273	36,663
Average Specialized Caseload Size	46.2	46.3	46.5	46.7	46.5	46.2	48.3

Between FY2010 and FY2016, the number of specialized officers increased 8.3%, and the number of offenders on specialized caseloads increased 13.1%. The average specialized caseload size remained relatively constant until FY2016, when it increased by an average of almost two offenders per caseload.



Texas Risk Assessment System

TEXAS RISK ASSESSMENT SYSTEM (TRAS)

TDCJ implemented the Texas Risk Assessment System (TRAS) on January 1, 2015. The TRAS is organized into seven domains that focus on criminogenic risk factors: Criminal History; Education, Employment, and Financial Situation; Family and Social Support; Neighborhood; Substance Use; Peer Associations; and Criminal Attitudes and Behavioral Patterns. More information on TRAS implementation is available in the FY2015 Monitoring Report.

For community supervision, the TRAS replaced the Wisconsin Risk/Needs Assessment used by CSCDs for over 30 years. The tables below present the risk levels for offenders under direct supervision on July 31, 2016 and offenders originally placed on community supervision between September 1, 2015 and July 31, 2016.

Offenders under Direct Supervision on July 31, 2016, by Risk Level		
Risk Level	Felons	Misdemeanants
High	5.8%	3.5%
Moderate	20.6%	17.4%
Low/Moderate	27.6%	10.0%
Low	46.0%	69.1%

Offenders Originally Placed on Community Supervision September 1, 2015 - July 31, 2016, by Risk Level		
Risk Level	Felons	Misdemeanants
High	11.6%	4.7%
Moderate	33.4%	19.4%
Low/Moderate	29.5%	9.9%
Low	25.5%	66.0%

Note: August 2016 risk information was not available for publication. CSCDs have 90 days to complete a TRAS instrument on original placements and an additional 30 days from the date of the assessment to submit the resulting data to TDCJ. Offenders who were originally placed during July 2016 and are on direct supervision are included in the direct supervision numbers.



Texas Risk Assessment System

The full range of assessments available with TRAS includes “trailer” instruments to assist CSCDs in identifying offenders who require further clinical evaluation for alcohol, drug, or mental health issues. CSCDs can also use other approved specialized screening instruments that are not part of TRAS. Both the TRAS trailers and other screening instruments assist CSCDs in identifying which offenders need treatment or other types of programs. The following table presents information on the number of offenders with TRAS trailers submitted to TDCJ between September 1, 2015 and August 31, 2016.

Offenders with TRAS Trailers Submitted to TDCJ between September 1, 2015 and August 31, 2016, by Number and Outcome		
Trailer Type	Number of Offenders Screened	Percent of Offenders Needing Clinical Evaluation
Alcohol	77,138	8.5%
Drug	78,898	16.5%
Mental Health	82,630	22.9%

Offenders may be assessed multiple times during a fiscal year as officers determine that a possible need for treatment is present. The table above shows the number of offenders who were evaluated during FY2016 and the percentage of those for whom at least one trailer indicated the need for clinical evaluation. Assessment information from the TRAS instruments and the trailers suggests that the population under community supervision requires resources for additional treatment and programming.



Perspectives on Revocations

PERSPECTIVES ON REVOCATIONS

The table below presents FY2015-2016 felony population and revocation information for the ten most populous CSCDs. These CSCDs account for 52% of the felony community supervision population. The largest decreases in felony population were in El Paso, Nueces, and Tarrant CSCDs. The overall population for these ten CSCDs increased by 357 offenders (0.3% increase) between FY2015 and FY2016. The largest increases in felony population were in Collin and Bexar CSCDs.

Ten Most Populous CSCDs, FY2015 to FY2016								
CSCD	FY2015 Felony Population	FY2016 Felony Population	Percent Change in Felony Population (FY2015 to FY2016)	Percent of FY2016 State Felony Population	FY2015 Felony Revocations to TDCJ	FY2016 Felony Revocations to TDCJ	Percent Change in Felony Revocations to TDCJ	Percent of FY2016 Statewide Felony Revocations to TDCJ
Dallas	28,715	28,908	0.7%	13.3%	2,434	2,401	-1.4%	10.6%
Harris	23,441	23,635	0.8%	10.8%	2,734	2,813	2.9%	12.4%
Bexar	13,990	14,170	1.3%	6.5%	1,555	1,421	-8.6%	6.3%
Tarrant	11,413	11,214	-1.7%	5.1%	1,683	1,407	-16.4%	6.2%
Hidalgo	8,261	8,281	0.2%	3.8%	591	532	-10.0%	2.4%
El Paso	7,909	7,770	-1.8%	3.6%	325	340	4.6%	1.5%
Travis	6,962	6,875	-1.2%	3.2%	577	535	-7.3%	2.4%
Cameron	4,861	4,829	-0.7%	2.2%	399	321	-19.5%	1.4%
Collin	3,834	4,129	7.7%	1.9%	452	394	-12.8%	1.7%
Nueces	4,048	3,980	-1.7%	1.8%	383	352	-8.1%	1.6%

All but two of the ten most populous CSCDs reduced their revocations to TDCJ between FY2015 and FY2016, which resulted in 617 fewer revocations to prison and state jail. Cameron (19.5%), Tarrant (16.4%), and Collin (12.8%) CSCDs had the largest percentage reductions in revocations to TDCJ (412 fewer revoked offenders). Although El Paso and Harris increased revocations between FY2015 and FY2016 (15 and 79 more revocations, respectively), they revoked fewer offenders in FY2016 than FY2014 (407 and 3,055, respectively). Also, El Paso accounted for only 1.5% of the revocations to TDCJ while making up 3.6% of the statewide felony population during FY2016.



Perspectives on Revocations

FY2016 Felony Revocations and Felony Technical Revocations Grouped by Range of Felony Direct and Indirect Population								
Size Group	Range of Felony Direct and Indirect Population	Number of CSCDs in Group	Felony Direct and Indirect Population	Percent of Statewide Population	Total Felony Revocations to TDCJ	Percent of Statewide Felony Revocations to TDCJ	Total Felony Technical Revocations to TDCJ	Percent of Statewide Felony Technical Revocations to TDCJ
1	1,999-28,908	24	149,082	68.3%	14,582	64.6%	7,189	63.1%
2	942-1,998	25	33,796	15.5%	4,124	18.3%	2,237	19.6%
3	567-941	24	18,227	8.6%	1,998	8.9%	943	8.1%
4	362-566	25	11,404	5.2%	1,299	5.8%	730	6.6%
5	48-361	24	5,449	2.4%	603	2.4%	308	2.6%
Total		122	217,958	100%	22,606	100%	11,407	100%

In the table above, CSCDs were placed into five groups according to their felony direct and indirect population to make comparisons by CSCD size. Each category includes approximately the same number of departments. The FY2016 felony direct and indirect population numbers are reported in Appendix D; these numbers can be used to determine into which group a CSCD was included. Only Size Group 1 had a lower percentage of felony revocations to TDCJ than its percentage of the statewide population. Size Groups 2 and 4 had a higher percentage of revocations to TDCJ and technical revocations to TDCJ than percentage of the statewide direct and indirect felony population.



Felony Cohort Study Update: Comparisons by Age Category

FELONY COHORT STUDY UPDATE: COMPARISONS BY AGE CATEGORY

Beginning with the FY2010 Monitoring Report, the felony cohort study has presented information on felony offenders tracked for two years after their original placement on community supervision. This year's report focuses on the FY2014 felony original placement sample according to age category at placement. If comparing the table below with previous annual reports, please note that the youthful offender categories have been revised to "17 and Under" and "18 to 21."

FY2014 Felony Original Community Supervision Placements, by Age Category							
	17 and Under (N=857) (1.6%)	18 to 21 (N=8,704) (16.9%)	22 to 25 (N=8,764) (17.0%)	26 to 30 (N=9,071) (17.6%)	31 to 40 (N=12,436) (24.1%)	41 to 50 (N=7,301) (14.1%)	51 and Above (N=4,514) (8.7%)
Gender							
Female	10.6%	18.3%	26.4%	30.1%	31.5%	31.1%	23.4%
Male	89.4%	81.7%	73.6%	69.9%	68.5%	68.9%	76.6%
Community Supervision Type at Placement							
Adjudicated	10.2%	13.8%	20.7%	29.2%	36.5%	42.9%	45.5%
Deferred Adjudication	89.8%	86.2%	79.3%	70.8%	63.5%	57.1%	54.5%
Offense Degree at Placement							
First Degree Felony	7.5%	6.5%	5.7%	4.9%	4.3%	3.7%	3.7%
Second Degree Felony	38.0%	30.0%	21.9%	18.1%	16.1%	13.9%	15.5%
Third Degree Felony	20.0%	24.2%	29.2%	34.1%	37.2%	41.4%	46.5%
State Jail Felony	34.3%	38.9%	42.7%	42.4%	41.8%	40.4%	33.9%
Felony - Unclassified	0.2%	0.4%	0.5%	0.5%	0.6%	0.6%	0.4%
Offense Type at Placement							
Violent	23.6%	22.6%	21.9%	20.4%	18.3%	16.0%	17.1%
Property	52.6%	37.7%	28.1%	24.8%	24.5%	24.4%	19.2%
Controlled Substance	15.4%	27.6%	35.5%	36.0%	35.2%	32.3%	28.9%
DWI	0.1%	0.5%	2.5%	6.3%	11.1%	17.9%	24.4%
Other	8.3%	11.6%	12.0%	12.5%	10.9%	9.4%	10.4%
Probation Length							
Less Than One Year	0.4%	0.3%	0.3%	0.3%	0.4%	0.4%	0.4%
One to Five Years	76.1%	77.8%	80.0%	80.0%	77.6%	76.9%	72.5%
More Than Five Years	23.5%	21.9%	19.7%	19.7%	22.0%	22.7%	27.1%



Felony Cohort Study Update: Comparisons by Age Category

The largest offense type category for offenders age 21 or younger was property offenses; however, the largest offense type category for offenders age 22 or older was controlled substance offenses. Offenders in the age group “51 and Above” had a higher percentage of DWI offenses and third degree felonies than any other age category. Most offenders were placed on community supervision for one to five years; however, a higher percentage of offenders age 51 or older were placed on community supervision for five or more years compared to other age categories.

Community Supervision Status Two Years After Placement, by Age Category							
	17 and Under (N=857)	18 to 21 (N=8,704)	22 to 25 (N=8,764)	26 to 30 (N=9,071)	31 to 40 (N=12,436)	41 to 50 (N=7,301)	51 and Above (N=4,514)
Active	51.0%	61.0%	64.7%	65.8%	68.7%	71.0%	73.8%
Terminated	49.0%	39.0%	35.3%	34.2%	31.3%	29.0%	26.2%

As previous Monitoring Reports have shown, most felony offenders are still on community supervision two years after placement. Offenders age 17 years or less had the lowest percentage of offenders still on community supervision after two years.

The chart below gives information about the supervision status of offenders remaining on community supervision two years after placement.

Supervision Level for Offenders Active Two Years After Placement, by Age Category							
	17 and Under (N=437)	18 to 21 (N=5,310)	22 to 25 (N=5,673)	26 to 30 (N=5,970)	31 to 40 (N=8,546)	41 to 50 (N=5,186)	51 and Above (N=3,330)
Direct Supervision	73.6%	76.7%	78.3%	79.0%	79.2%	81.8%	87.6%
Indirect Supervision	26.4%	23.3%	21.7%	21.0%	20.8%	18.2%	12.4%

Transfer supervision levels are excluded from the sample because those offenders are supervised in another jurisdiction. For all age categories, most offenders who remained on supervision two years after placement were directly supervised by CSCDs; however, the percentage of offenders within each age category who were supervised directly increased incrementally with age.



Felony Cohort Study Update: Comparisons by Age Category

Offenders Terminated Within Two Years of Placement, by Age Category and Termination Reason							
	17 and Under (N=420)	18 to 21 (N=3,394)	22 to 25 (N=3,091)	26 to 30 (N=3,101)	31 to 40 (N=3,890)	41 to 50 (N=2,115)	51 and Above (N=1,184)
Early Termination	6.2%	9.0%	10.5%	12.4%	13.5%	16.6%	25.1%
Expiration of Supervision Term	6.9%	10.5%	13.2%	12.6%	15.5%	18.3%	22.2%
Revocation	85.5%	78.5%	73.9%	72.0%	68.0%	59.5%	40.2%
Death	1.0%	1.2%	1.6%	2.1%	1.9%	4.6%	11.2%
Adjudicated and Probated	0.2%	0.2%	0.2%	0.1%	0.1%	0.0%	0.1%
Administrative Closure and Other	0.2%	0.6%	0.6%	0.8%	1.0%	1.0%	1.2%

Of offenders terminating community supervision within two years of placement, a higher percentage of each age category was revoked compared to the other termination reasons. The percentage of offenders terminating community supervision early increased as the age of the offenders increased. The percentage of offenders with a revocation as the reason for termination was twice as high for offenders age 17 years or less when compared to offenders who were 51 or more years old.



Felony Cohort Study Update: Comparisons by Age Category

Offenders Revoked Within Two Years of Placement, by Age Category							
	17 and Under (N=359)	18 to 21 (N=2,665)	22 to 25 (N=2,283)	26 to 30 (N=2,232)	31 to 40 (N=2,640)	41 to 50 (N=1,258)	51 and Above (N=476)
Reason for Revocation							
New Conviction or Subsequent Arrest	62.4%	55.5%	51.4%	47.0%	45.4%	39.7%	36.1%
Other Reason for Revocation (Technical)	37.6%	44.5%	48.6%	53.0%	54.6%	60.3%	63.9%
Offense Degree of New Conviction/Subsequent Arrest							
Felony	56.3%	54.2%	58.6%	60.6%	65.6%	58.9%	70.9%
Misdemeanor	36.2%	36.8%	31.9%	31.1%	27.6%	33.9%	22.7%
Both	7.5%	9.0%	9.5%	8.3%	6.8%	7.2%	6.4%
Revocation Destination							
Prison	55.2%	54.8%	47.3%	47.0%	47.2%	46.6%	50.0%
State Jail	38.7%	38.6%	45.9%	46.3%	46.2%	47.1%	41.8%
County Jail	6.1%	6.5%	6.7%	6.7%	6.5%	6.1%	8.0%
Other	N/A	0.1%	0.1%	0.0%	0.1%	0.2%	0.2%
Absconders							
Percent Absconded at Time of revocation	6.1%	10.4%	12.2%	12.0%	11.5%	11.2%	8.6%

More offenders who were 25 years of age or younger at placement were revoked for new convictions or subsequent arrests rather than for a technical reason. For all age categories, when offenders committed a new offense or had a subsequent arrest, a higher percentage of these offenses were felonies rather than misdemeanors. Except for offenders ages 41 to 50, a higher percentage of offenders were revoked to prison than to other revocation destinations. A higher percentage of offenders ages 22 to 30 were reported as having absconded prior to their revocation than other age categories.



SUMMARY

Trends in Texas community supervision since FY2010 include:

- Decreasing revocations to TDCJ;
- Decreasing technical revocations;
- Decreasing average regular caseload size;
- Increasing number of specialized caseloads and offenders served on those caseloads;
- Increasing early discharges with a decrease since FY2015;
- Decreasing community supervision placements with increases during the most recent two fiscal years; and
- Decreasing community supervision population.

Between FY2010 and FY2016, the felony direct and indirect population decreased 8.8%. During this same time frame, felony original community supervision placements decreased by 4.1%. Felony early discharges increased by 9.6% as departments continue to incorporate early termination as an incentive for compliance with community supervision. Since FY2010, the number of specialized CSOs employed by the CSCDs increased 8.3%, and the number of offenders receiving services on specialized caseloads increased 13.1%. The decreasing population still requires treatment services, specialized caseloads, and other programs.



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 funding 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 94 CSCDs that submitted progressive sanctions models or components of a progressive sanctions model as part of their community justice plan for FY2016. Ninety-four of 122 CSCDs have jurisdiction over 92% of the community supervision population of Texas and are listed below.

CSCDs with Progressive Sanctions Models for FY2016-2017					
Angelina	Collin	Guadalupe	Kaufman	Nueces	Tom Green
Atascosa	Comanche	Hardin	Kendall	Orange	Travis
Bailey	Crane	Harris	Kerr	Palo Pinto	Tyler
Bastrop	Dallas	Haskell	Kleberg	Panola	Upshur
Bell	Deaf Smith	Hidalgo	Lavaca	Parker	Uvalde
Bexar	Denton	Hill	Liberty	Pecos	Val Verde
Bowie	Ector	Hockley	Limestone	Polk	Van Zandt
Brazoria	El Paso	Hood	Lubbock	Potter	Victoria
Brazos	Erath	Hopkins	Matagorda	Reeves	Walker
Brown	Fannin	Howard	McCulloch	Rusk	Webb
Burnet	Fayette	Hunt	McLennan	San Patricio	Wichita
Caldwell	Floyd	Jasper	Midland	Scurry	Williamson
Cameron	Fort Bend	Jefferson	Milam	Smith*	Wise
Cass	Galveston	Jim Wells	Montgomery	Tarrant	Wood
Cherokee	Grayson	Johnson	Moore	Taylor	
Childress	Gregg	Jones	Nolan	Terry	

* Smith CSCD did not have a PSM in FY2005 or FY2016 but is implementing one during FY2017.



Prison Diversion Progressive Sanctions Program

To assess the impact of the preference for diversion program grants given to proposals that contain a progressive sanctions model, revocations and technical revocations were examined for the groups of CSCDs below. Smith CSCD is not included below; they received DP funding in FY2016-2017 but did not transition to a PSM until FY2017.

PSM and DP – 78 (nine more than FY2014) 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 – 16 (six fewer than FY2014) 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 – 27 (four fewer than FY2014) CSCDs without a progressive sanctions model or components of a progressive sanctions model in the community justice plan that did not receive diversion program funding

	Percent of Statewide Felony Direct/Indirect Population FY2016	Percent Change in Felony Direct/Indirect Population (FY2005 and FY2016)	Percent Change in Felony Revocations to TDCJ (FY2005 and FY2016)	Percent Change in Felony Technical Revocations (FY2005 and FY2016)
PSM and DP	88.9%	-6.9%	-8.0%	-11.1%
PSM and No DP	3.5%	-11.7%	26.8%	19.6%
No PSM and No DP	6.8%	2.0%	1.3%	-1.4%

A successful progressive sanctions model requires a 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 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 in revocations to TDCJ between FY2005 and FY2016. In addition, the 16 CSCDs with progressive sanctions models but no DP funding represent small communities (3.5% of the felony population) and have shown substantial percentage increases in revocations and technical revocations since FY2005. A decrease by 11.7% in felony population results in a reduced level of formula-based funding. Additionally, without DP funding for a comprehensive range in levels of sanction and treatment, these CSCDs may lack the ability to address the treatment needs of offenders who have difficulty complying with the conditions of probation because of substance abuse or mental health issues.



Prison Diversion Progressive Sanctions Program

The analysis indicates that implementation of a progressive sanctions model or components of progressive sanctions model is one factor impacting the reduction of felony revocations to TDCJ and technical revocations. It also suggests that CSCDs may 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. In addition, decreasing population may further reduce formula-based funding to respond to offender needs.



- 26 Appendix A: History of Targeted Probation Diversion Program Funding
- 28 Appendix B: Definitions of Evaluation Criteria
- 29 Appendix C: FY2016 Map of Community Corrections Facilities and State-Contracted Intermediate Sanction Facility
- 30 Appendix D: FY2016 Felony Revocations by CSCD



Additional Funding Provided by the 79th-84th 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-84th 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 to fully fund CSCD health insurance

84th Legislature

- \$12 million increase in Basic Supervision funding
- \$18.9 million to fully fund CSCD health insurance
- \$1 million increase for BIPP



Appropriations Rider 45 (General Appropriations Act 2015) 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).

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 prison during the reporting period. The source of this data is the number of felony revocations to State Jail and prison 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 original felony community supervision placements during the reporting period. The source of this data is felony “Community Supervision Placements” as reported to CSTS-ISYS.

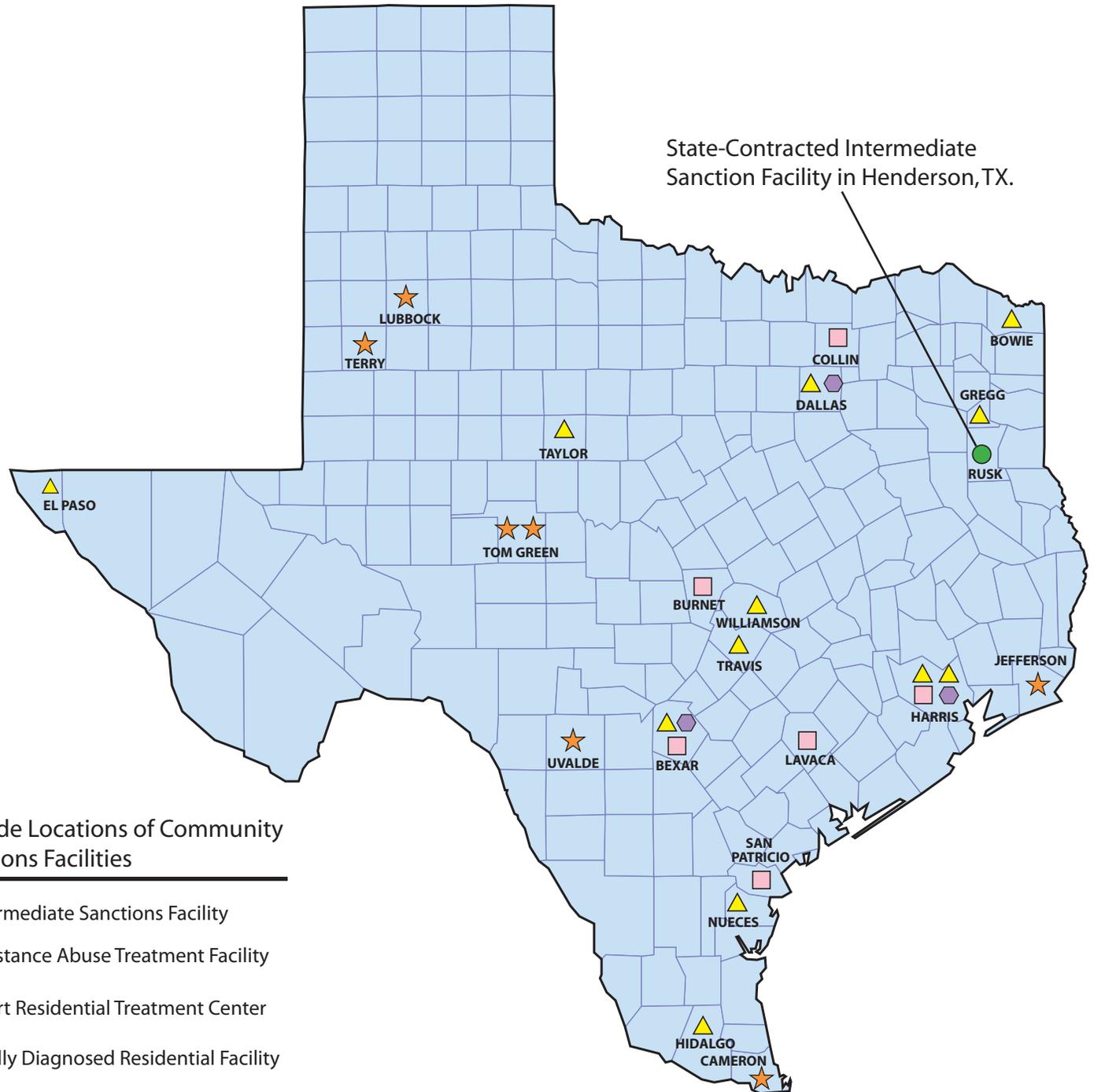
Felony Early Discharges: The total number of felony early discharges during the reporting period. The source of this data is the number of felony “Early Discharges” as reported to CSTS-ISYS.

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 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: FY2016 MAP OF COMMUNITY CORRECTIONS FACILITIES AND STATE-CONTRACTED INTERMEDIATE SANCTION FACILITY



CSCD	Felony Direct and Indirect Population	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	217,958		22,606		11,407		50.5%
Dallas	28,908	13.3%	2,401	10.6%	1,374	12.0%	57.2%
Harris	23,635	10.8%	2,813	12.4%	1,660	14.6%	59.0%
Bexar	14,170	6.5%	1,421	6.3%	640	5.6%	45.0%
Tarrant	11,214	5.1%	1,407	6.2%	805	7.1%	57.2%
Hidalgo	8,281	3.8%	532	2.4%	164	1.4%	30.8%
El Paso	7,770	3.6%	340	1.5%	133	1.2%	39.1%
Travis	6,875	3.2%	535	2.4%	187	1.6%	35.0%
Cameron	4,829	2.2%	321	1.4%	120	1.1%	37.4%
Collin	4,129	1.9%	394	1.7%	162	1.4%	41.1%
Nueces	3,980	1.8%	352	1.6%	183	1.6%	52.0%
Jefferson	3,319	1.5%	375	1.7%	178	1.6%	47.5%
Lubbock	3,034	1.4%	242	1.1%	74	0.6%	30.6%
Bell	2,903	1.3%	312	1.4%	133	1.2%	42.6%
Denton	2,817	1.3%	240	1.1%	113	1.0%	47.1%
Potter	2,752	1.3%	432	1.9%	215	1.9%	49.8%
Brazoria	2,621	1.2%	339	1.5%	156	1.4%	46.0%
Johnson	2,323	1.1%	278	1.2%	179	1.6%	64.4%
Victoria	2,291	1.1%	265	1.2%	73	0.6%	27.5%
Caldwell	2,266	1.0%	194	0.9%	77	0.7%	39.7%
Fort Bend	2,265	1.0%	179	0.8%	38	0.3%	21.2%
Galveston	2,234	1.0%	277	1.2%	88	0.8%	31.8%
McLennan	2,226	1.0%	277	1.2%	119	1.0%	43.0%
Montgomery	2,190	1.0%	342	1.5%	195	1.7%	57.0%
Taylor	2,050	0.9%	314	1.4%	123	1.1%	39.2%
Midland	1,965	0.9%	261	1.2%	103	0.9%	39.5%
Webb	1,803	0.8%	93	0.4%	43	0.4%	46.2%
Starr	1,725	0.8%	54	0.2%	9	0.1%	16.7%
Tom Green	1,724	0.8%	235	1.0%	129	1.1%	54.9%



CSCD	Felony Direct and Indirect Population	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
Grayson	1,686	0.8%	226	1.0%	116	1.0%	51.3%
Smith	1,657	0.8%	278	1.2%	203	1.8%	73.0%
Williamson	1,624	0.7%	162	0.7%	74	0.6%	45.7%
Ector	1,601	0.7%	263	1.2%	178	1.6%	67.7%
San Patricio	1,445	0.7%	109	0.5%	55	0.5%	50.5%
Angelina	1,437	0.7%	173	0.8%	96	0.8%	55.5%
Ellis	1,370	0.6%	157	0.7%	74	0.6%	47.1%
Liberty	1,361	0.6%	222	1.0%	119	1.0%	53.6%
Bowie	1,335	0.6%	135	0.6%	82	0.7%	60.7%
Wichita	1,294	0.6%	173	0.8%	114	1.0%	65.9%
Brazos	1,241	0.6%	158	0.7%	55	0.5%	34.8%
Bastrop	1,215	0.6%	160	0.7%	90	0.8%	56.3%
Gregg	1,190	0.5%	201	0.9%	156	1.4%	77.6%
Polk	1,170	0.5%	183	0.8%	81	0.7%	44.3%
Hopkins	1,055	0.5%	137	0.6%	68	0.6%	49.6%
Kaufman	1,030	0.5%	151	0.7%	66	0.6%	43.7%
Atascosa	1,005	0.5%	147	0.6%	90	0.8%	61.2%
Anderson	995	0.5%	133	0.6%	78	0.7%	58.6%
Navarro	971	0.4%	84	0.4%	50	0.4%	59.5%
Walker	953	0.4%	114	0.5%	54	0.5%	47.4%
Jasper	944	0.4%	115	0.5%	54	0.5%	47.0%
Childress	935	0.4%	102	0.4%	62	0.5%	60.8%
Morris	924	0.4%	90	0.4%	43	0.4%	47.8%
Parker	920	0.4%	157	0.7%	44	0.4%	28.0%
Burnet	874	0.4%	74	0.3%	39	0.3%	52.7%
Jim Wells	872	0.4%	14	0.1%	4	0.0%	28.6%
Matagorda	851	0.4%	103	0.5%	28	0.2%	27.2%
Orange	850	0.4%	117	0.5%	71	0.6%	60.7%
Kerr	849	0.4%	148	0.7%	63	0.6%	42.6%



CSCD	Felony Direct and Indirect Population	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
Henderson	829	0.4%	128	0.6%	72	0.6%	56.3%
Guadalupe	819	0.4%	86	0.4%	51	0.4%	59.3%
Lavaca	813	0.4%	78	0.3%	40	0.4%	51.3%
Nacogdoches	786	0.4%	82	0.4%	39	0.3%	47.6%
Fayette	779	0.4%	61	0.3%	33	0.3%	54.1%
Hunt	779	0.4%	80	0.4%	32	0.3%	40.0%
Uvalde	746	0.3%	54	0.2%	27	0.2%	50.0%
Wise	714	0.3%	63	0.3%	30	0.3%	47.6%
Hardin	700	0.3%	49	0.2%	15	0.1%	30.6%
Brown	665	0.3%	102	0.4%	27	0.2%	26.5%
Harrison	608	0.3%	104	0.5%	63	0.6%	60.6%
Kleberg	591	0.3%	41	0.2%	18	0.2%	43.9%
Lamar	590	0.3%	96	0.4%	61	0.5%	63.5%
Maverick	581	0.3%	44	0.2%	22	0.2%	50.0%
Rockwall	579	0.3%	70	0.3%	39	0.3%	55.7%
Panola	573	0.3%	55	0.2%	20	0.2%	36.4%
Pecos	564	0.3%	46	0.2%	17	0.2%	37.0%
Upshur	560	0.3%	86	0.4%	55	0.5%	64.0%
Montague	541	0.2%	57	0.3%	22	0.2%	38.6%
Fannin	539	0.2%	37	0.2%	20	0.2%	54.1%
Van Zandt	533	0.2%	70	0.3%	39	0.3%	55.7%
Limestone	519	0.2%	70	0.3%	43	0.4%	61.4%
Deaf Smith	508	0.2%	68	0.3%	29	0.3%	42.6%
Hill	508	0.2%	76	0.3%	47	0.4%	61.8%
Cherokee	504	0.2%	55	0.2%	25	0.2%	45.5%
Cass	478	0.2%	43	0.2%	23	0.2%	53.5%
Eastland	456	0.2%	38	0.2%	29	0.3%	76.3%
Dawson	438	0.2%	51	0.2%	42	0.4%	82.4%
Howard	430	0.2%	36	0.2%	19	0.2%	52.8%



CSCD	Felony Direct and Indirect Population	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
Val Verde	428	0.2%	33	0.1%	23	0.2%	69.7%
Coryell	421	0.2%	62	0.3%	40	0.4%	64.5%
Hale	420	0.2%	39	0.2%	17	0.2%	43.6%
Comanche	416	0.2%	43	0.2%	26	0.2%	60.5%
Hood	416	0.2%	71	0.3%	50	0.4%	70.4%
Falls	415	0.2%	42	0.2%	15	0.1%	35.7%
Young	409	0.2%	34	0.1%	24	0.2%	70.6%
Palo Pinto	396	0.2%	36	0.2%	18	0.2%	50.0%
Nolan	389	0.2%	47	0.2%	24	0.2%	51.1%
Moore	380	0.2%	43	0.2%	21	0.2%	48.8%
Wood	374	0.2%	64	0.3%	39	0.3%	60.9%
Milam	362	0.2%	52	0.2%	23	0.2%	44.2%
Reeves	361	0.2%	31	0.1%	19	0.2%	61.3%
Rusk	340	0.2%	44	0.2%	24	0.2%	54.5%
Cooke	327	0.2%	53	0.2%	29	0.3%	54.7%
McCulloch	323	0.1%	37	0.2%	23	0.2%	62.2%
Hutchinson	317	0.1%	44	0.2%	32	0.3%	72.7%
Terry	316	0.1%	36	0.2%	16	0.1%	44.4%
Hockley	301	0.1%	23	0.1%	5	0.0%	21.7%
Gray	300	0.1%	51	0.2%	27	0.2%	52.9%
Erath	299	0.1%	30	0.1%	13	0.1%	43.3%
Scurry	262	0.1%	27	0.1%	12	0.1%	44.4%
Tyler	259	0.1%	14	0.1%	6	0.1%	42.9%
Bailey	229	0.1%	23	0.1%	7	0.1%	30.4%
Andrews	224	0.1%	19	0.1%	7	0.1%	36.8%
Wilbarger	221	0.1%	33	0.1%	15	0.1%	45.5%
Jones	219	0.1%	29	0.1%	15	0.1%	51.7%
Lamb	217	0.1%	19	0.1%	9	0.1%	47.4%
Wheeler	173	0.1%	9	0.0%	3	0.0%	33.3%



CSCD	Felony Direct and Indirect Population	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
Red River	168	0.1%	21	0.1%	12	0.1%	57.1%
Kendall	156	0.1%	20	0.1%	11	0.1%	55.0%
Baylor	110	0.1%	5	0.0%	1	0.0%	20.0%
Floyd	97	0.1%	5	0.0%	5	0.0%	100.0%
Winkler	96	0.0%	11	0.0%	8	0.1%	72.7%
Haskell	86	0.0%	11	0.0%	5	0.0%	45.5%
Crane	48	0.0%	8	0.0%	4	0.0%	50.0%



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