



Jail Backlog Projection for Fiscal Years 1992 - 1998: Update for Texas Attorney General

Special Report

May 21, 1992



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Note From the Director

This is the first special report of the Criminal Justice Policy Council for the Office of the Attorney General. The Attorney General requested that the Criminal Justice Policy Council develop projections of the jail backlog of state inmates to meet court mandates in the *Alberti v. Sheriff of Harris County* lawsuit. The projection presented here is an update of projections published by the Criminal Justice Policy Council on March 5, 1992 (Interim Projections: Fiscal Years 1992 - 1998). The update accounts for changes in the prison construction schedule and integrates the most recent backlog data as the starting base for the projection. The projection was conducted using the JUSTICE computerized projection and simulation model developed by the Criminal Justice Policy Council. The main assumptions of the projection are stated in the body of the report.

Tony Fabelo, Ph.D.
Executive Director

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U.S. Department of Justice
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Main Assumptions of Projection

- **Prison release/admission rate of 138 a day**
 - √ The average prison release rate per day between September 1991 and April 1992 (Fiscal Year 1992) has been 138
- **Added prison capacity will be used for reducing the jail backlog of state prisoners as soon as it becomes operational**
 - √ When new capacity becomes operational prison admissions will increase above 138 admissions per day until the new capacity is exhausted
- **Prison capacity and the capacity of the Community Corrections Drug Treatment Facilities will become operational according to the schedule in Appendix 2**
 - √ This schedule is based on projections made in May 1992 by the Texas Department of Criminal Justice - Institutional Division
 - Schedule does not include potential additional capacity gained by the settlement of the Ruiz litigation
 - Schedule does not include potential additional capacity gained by the acquisition of the privately built NGroup prisons
- **The starting backlog for the projection is that reported for the end of April 1992 by the Texas Commission on Jail Standards: 17,198 (May 1, 1992 report)**
- **Releases from county jails on Parole-in-Absentia (PIA) will increase to an average of 10% of the total backlog**
 - √ PIA releases represented 10% of the total backlog in fiscal year 1990 and 1991
 - √ In fiscal year 1992 PIA releases have declined and represent 5% of the total backlog
 - √ The Texas Department of Criminal Justice is implementing new policies that are expected to increase the number of PIA releases to the pre-1992 average of 10% of the total backlog

Assumptions (cont.)

- **Sentencing patterns are assumed not to change from present practices during the period of the projection**
- **Residential facilities funded by the Texas Department of Criminal Justice - Community Justice Assistance Division, which become operational in FY 1992, will result in approximately 759 new diversions from prison**
- **The community corrections drug treatment beds will operate as follows:**
 - √ The facilities will operate at 99% of capacity
 - √ Offenders will serve an average of nine months in these facilities
 - √ Approximately 50% of offenders placed in these facilities will be diversions from prison (would have gone to prison otherwise)
 - √ Approximately 95% of the offenders placed in the facilities will complete the drug treatment program successfully
 - √ All those completing the program successfully will be ordered by the court to complete their sentences on probation
 - √ All those not completing the program successfully will be ordered by the court to complete their sentences in prison

Correctional Beds Capacity Expansion Schedule

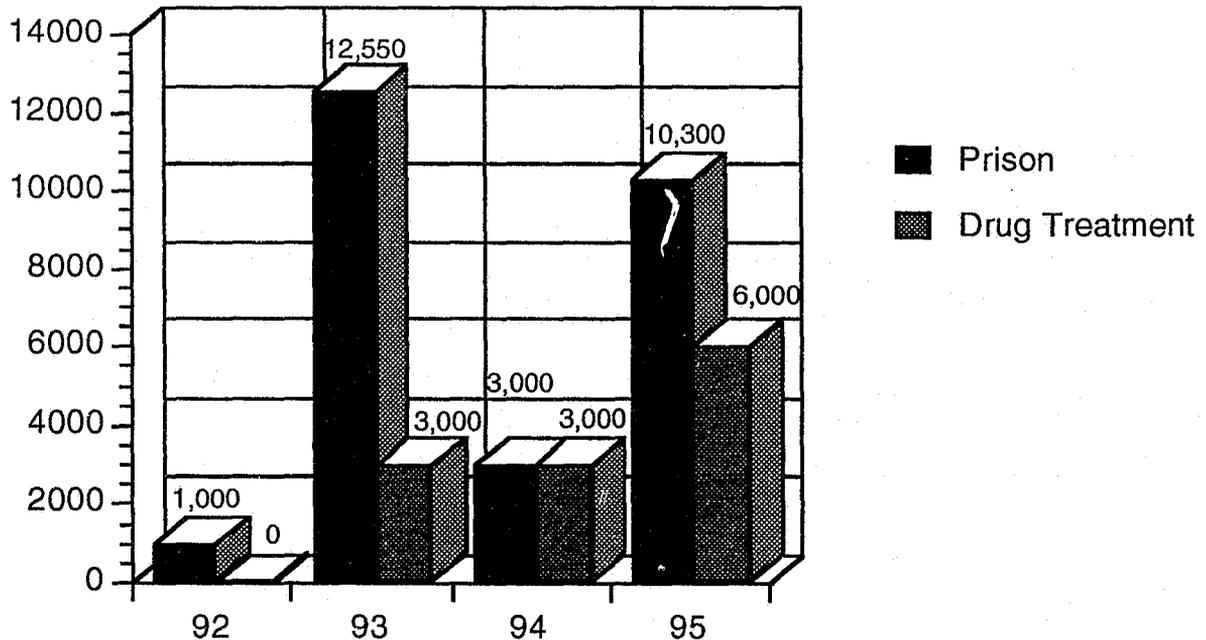
- Funds for the construction of approximately 25,000 correctional beds were authorized by Texas voters during the bond election of November 1991

- √ Of the 25,000 correctional beds authorized for construction, 12,000 are beds in Community Corrections Drug Treatment Facilities

- √ The schedule for correctional bed expansion and the projected total correctional bed capacity is shown below

- The schedule includes beds that were funded prior to the November 1991 bond election

Correctional Bed Expansion Schedule, FY 92 - 95



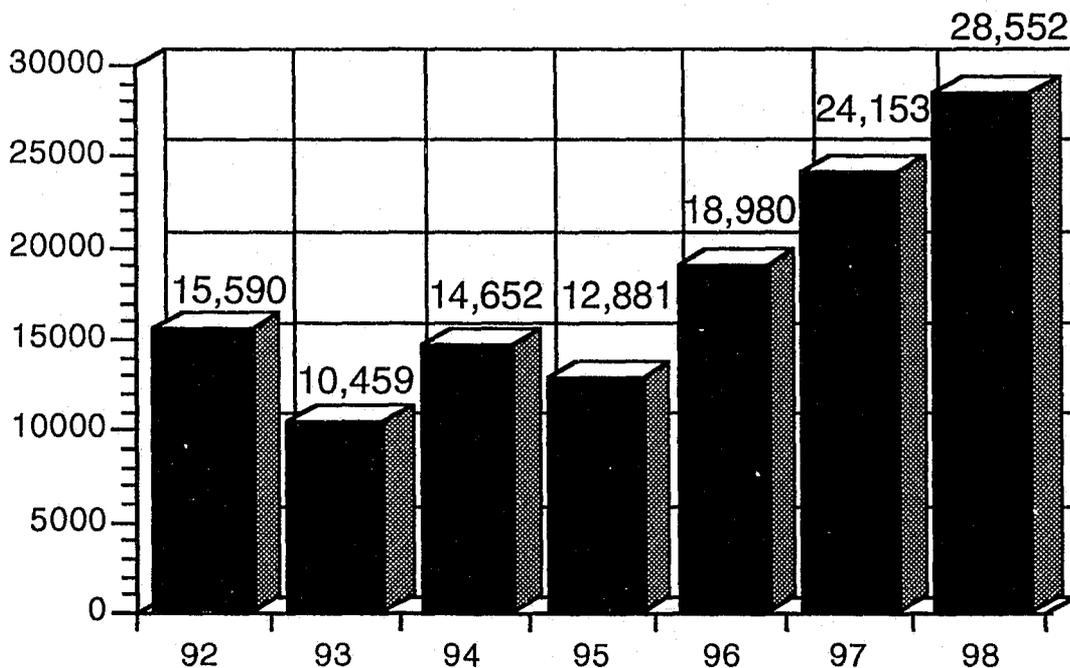
Projected Prison and Drug Treatment Bed Capacity

End FY	Prison Capacity	Operational Capacity	Drug Treatment Capacity
92	55,212	52,600	0
93	67,762	64,550	3,000
94	70,762	67,400	6,000
95	81,062	77,213	12,000
96	81,062	77,213	12,000
97	81,062	77,213	12,000
98	81,062	77,213	12,000

Jail Backlog Projection: FY 1992-1998

- **The projected jail backlog of state prisoners by the end of fiscal year 1998 under a prison daily release/admission rate of 138 is 28,552**
 - √ The monthly jail backlog projection is presented in Appendix 1
- **Average time served for offenders in prison will increase overtime**
 - √ A larger prison population means that more offenders in the prison population will be eligible for parole
 - √ A release policy of 138 per day will result in a decrease in the parole rate compared to the present parole rate for the same number of releases per day
 - √ A decrease in parole rate will increase time served in prison
 - Present average time served in prison: 20 months
 - Average by end of fiscal year 1998: 33 months

Projected Total Jail Backlog of State Felons, FY 1992-1998



Appendix 1: Monthly Projection of Jail Backlog of State Inmates

SUMMARY OF SYSTEM DYNAMICS - MONTHLY

Mon-Yr (1)	S.A. Facilities Operational Capacity (2)	Prison Capacity Gain (3)	Prison Capacity 100% (4)	Prison Operational Capacity (5)	Admissions Target (6)	Admissions Pressure (7)	Jail To Prison (8)	Jail Diversions (9)	Local Diversions (10)	Admissions Shortfall (11)	Jail Backlog (12)
Baseline		4/92:	54,212	51,650							9/91: 13,384
May-92	0	0	54,212	51,650	3,036	4,725	3,022	1,833	98	(228)	16,970
Jun-92	0	0	54,212	51,650	2,760	4,610	2,746	1,810	98	(44)	16,926
Jul-92	0	0	54,212	51,650	2,898	4,685	2,884	1,806	155	(160)	16,766
Aug-92	0	1,000	55,212	52,600	3,036	4,737	3,967	1,790	156	(1,176)	15,590
FY 1992	0	1,000	55,212	52,600	34,224	53,141	36,191	13,985	759	2,206	15,590
Sep-92	0	2,250	57,462	54,738	2,622	4,652	4,734	1,672	0	(1,754)	13,836
Oct-92	2,970	1,000	58,462	55,688	3,174	3,793	4,105	1,497	0	(1,809)	12,027
Nov-92	2,970	2,000	60,462	57,588	2,760	4,737	4,636	1,316	0	(1,215)	10,812
Dec-92	2,970	2,250	62,712	59,725	2,484	4,635	4,597	1,194	0	(1,156)	9,656
Jan-93	2,970	0	62,712	59,725	3,036	4,924	3,022	1,079	0	823	10,479
Feb-93	2,970	0	62,712	59,725	2,622	4,752	2,608	1,161	0	983	11,462
Mar-93	2,970	0	62,712	59,725	2,898	4,890	2,884	1,259	0	747	12,209
Apr-93	2,970	0	62,712	59,725	3,036	4,972	3,022	1,334	0	616	12,825
May-93	2,970	4,500	67,212	64,000	3,036	4,948	7,274	1,396	0	(3,722)	9,103
Jun-93	2,970	0	67,212	64,000	2,622	4,774	2,608	1,023	0	1,143	10,246
Jul-93	2,970	550	67,762	64,550	3,036	3,925	3,572	1,138	0	(785)	9,461
Aug-93	2,970	0	67,762	64,550	2,898	4,941	2,884	1,059	0	998	10,459
FY 1993	2,970	12,550	67,762	64,550	34,224	55,943	45,946	15,128	0	(5,131)	10,459

Footnotes: Admissions shortfall in this report includes local diversions.
 (11) = (7) - [(8)+(9)+(10)]
 (12) = previous jail backlog + admissions shortfall.
 Jail diversions include PIA, PIA/PPT, and Jail to Boot Camp
 Jail to Prison does not include those going from Boot Camp to Prison

SUMMARY OF SYSTEM DYNAMICS - MONTHLY

Mon-Yr (1)	S.A. Facilities Operational Capacity (2)	Prison Capacity Gain (3)	Prison Capacity 100% (4)	Prison Operational Capacity (5)	Admissions Target (6)	Admissions Pressure (7)	Jail To Prison (8)	Jail Diversions (9)	Local Diversions (10)	Admissions Shortfall (11)	Jail Backlog (12)
Sep-93	2,970	0	67,762	64,550	2,760	4,960	2,746	1,159	0	1,055	11,514
Oct-93	2,970	0	67,762	64,550	3,174	5,140	3,160	1,264	0	716	12,230
Nov-93	2,970	0	67,762	64,550	2,484	4,792	2,470	1,336	0	986	13,216
Dec-93	2,970	0	67,762	64,550	2,622	4,872	2,608	1,435	0	829	14,045
Jan-94	2,970	0	67,762	64,550	3,036	5,084	3,022	1,518	0	544	14,589
Feb-94	2,970	1,000	68,762	65,500	2,622	4,895	3,553	1,572	0	(230)	14,359
Mar-94	2,970	1,000	69,762	66,450	2,898	5,096	3,829	1,549	0	(282)	14,077
Apr-94	3,465	0	69,762	66,450	2,898	4,037	2,884	1,521	0	(368)	13,709
May-94	4,455	1,000	70,762	67,400	2,760	4,571	3,691	1,484	0	(604)	13,105
Jun-94	4,455	0	70,762	67,400	2,898	5,161	2,884	1,424	0	853	13,958
Jul-94	5,445	0	70,762	67,400	3,174	4,808	3,160	1,509	0	139	14,097
Aug-94	5,940	0	70,762	67,400	2,760	4,824	2,746	1,523	0	555	14,652
FY 1994	5,940	3,000	70,762	67,400	34,086	56,240	36,753	17,294	0	4,193	14,652
Sep-94	5,940	0	70,762	67,400	2,898	5,215	2,884	1,578	0	753	15,405
Oct-94	6,435	0	70,762	67,400	3,036	5,024	3,022	1,654	0	348	15,753
Nov-94	6,930	1,000	71,762	68,350	2,484	4,728	3,415	1,688	0	(375)	15,378
Dec-94	7,425	0	71,762	68,350	2,898	4,974	2,884	1,651	0	439	15,817
Jan-95	7,920	1,000	72,762	69,300	2,622	4,079	3,553	1,695	0	(1,169)	14,648
Feb-95	9,405	3,800	76,562	72,938	2,622	4,642	6,229	4,578	0	(3,165)	11,483
Mar-95	10,890	0	76,562	72,938	3,036	5,386	3,022	1,261	0	1,103	12,586
Apr-95	11,880	2,250	78,812	75,075	2,898	4,812	5,011	1,372	0	(1,571)	11,015
May-95	11,880	2,250	81,062	77,213	2,760	4,952	4,872	1,215	0	(1,135)	9,880
Jun-95	11,880	0	81,062	77,213	3,036	5,389	3,022	1,101	0	1,266	11,146
Jul-95	11,880	0	81,062	77,213	3,036	5,132	3,022	1,228	0	882	12,028
Aug-95	11,880	0	81,062	77,213	2,898	5,053	2,884	1,316	0	853	12,881
FY 1995	11,880	10,300	81,062	77,213	34,224	59,386	43,820	17,337	0	(1,771)	12,881

Footnotes: Admissions shortfall in this report includes local diversions.
 (11) = (7) - [(8)+(9)+(10)]
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Sep-95	11,880	0	81,062	77,213	2,898	5,156	2,884	1,401	0	871	13,752
Oct-95	11,880	0	81,062	77,213	2,898	4,233	2,884	1,458	0	(139)	13,613
Nov-95	11,880	0	81,062	77,213	2,622	4,795	2,608	1,474	0	713	14,326
Dec-95	11,880	0	81,062	77,213	3,036	5,581	3,022	1,546	0	1,013	15,339
Jan-96	11,880	0	81,062	77,213	2,760	4,935	2,746	1,647	0	542	15,881
Feb-96	11,880	0	81,062	77,213	2,622	5,150	2,608	1,701	0	841	16,722
Mar-96	11,880	0	81,062	77,213	3,036	5,631	3,022	1,785	0	824	17,546
Apr-96	11,880	0	81,062	77,213	2,760	5,251	2,746	1,868	0	637	18,183
May-96	11,880	0	81,062	77,213	2,898	5,331	2,884	1,931	0	516	18,699
Jun-96	11,880	0	81,062	77,213	3,036	5,439	3,022	1,983	0	434	19,133
Jul-96	11,880	0	81,062	77,213	2,760	4,443	2,746	2,026	0	(329)	18,804
Aug-96	11,880	0	81,062	77,213	3,174	5,329	3,160	1,993	0	176	18,980
FY 1996	11,880	0	81,062	77,213	34,500	61,274	34,332	20,843	0	6,099	18,980
Sep-96	11,880	0	81,062	77,213	2,898	5,789	2,884	2,011	0	894	19,874
Oct-96	11,880	0	81,062	77,213	2,898	5,287	2,884	2,100	0	303	20,177
Nov-96	11,880	0	81,062	77,213	2,622	5,446	2,608	2,131	0	707	20,884
Dec-96	11,880	0	81,062	77,213	2,898	5,856	2,884	2,201	0	771	21,655
Jan-97	11,880	0	81,062	77,213	2,898	5,632	2,884	2,273	0	469	22,124
Feb-97	11,880	0	81,062	77,213	2,622	5,487	2,608	2,325	0	554	22,678
Mar-97	11,880	0	81,062	77,213	3,036	5,739	3,022	2,381	0	336	23,014
Apr-97	11,880	0	81,062	77,213	2,622	4,693	2,608	2,414	0	(329)	22,685
May-97	11,880	0	81,062	77,213	3,036	5,554	3,022	2,382	0	150	22,835
Jun-97	11,880	0	81,062	77,213	2,898	6,024	2,884	2,397	0	743	23,578
Jul-97	11,880	0	81,062	77,213	2,760	5,469	2,746	2,471	0	252	23,830
Aug-97	11,880	0	81,062	77,213	3,174	5,979	3,160	2,496	0	323	24,153
FY 1997	11,880	0	81,062	77,213	34,362	66,955	34,194	27,588	0	5,173	24,153

Footnotes: Admissions shortfall in this report includes local diversions.
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Sep-97	11,880	0	81,062	77,213	2,760	6,046	2,746	2,528	0	772	24,925
Oct-97	11,880	0	81,062	77,213	3,036	5,962	3,022	2,606	0	334	25,259
Nov-97	11,880	0	81,062	77,213	2,760	5,839	2,746	2,639	0	454	25,713
Dec-97	11,880	0	81,062	77,213	2,622	5,763	2,608	2,684	0	471	26,184
Jan-98	11,880	0	81,062	77,213	2,898	4,985	2,884	2,731	0	(630)	25,554
Feb-98	11,880	0	81,062	77,213	2,760	5,695	2,746	2,668	0	281	25,835
Mar-98	11,880	0	81,062	77,213	2,898	6,302	2,884	2,697	0	721	26,556
Apr-98	11,880	0	81,062	77,213	3,036	5,925	3,022	2,769	0	134	26,690
May-98	11,880	0	81,062	77,213	3,036	6,204	3,022	2,782	0	400	27,090
Jun-98	11,880	0	81,062	77,213	2,622	6,212	2,608	2,822	0	782	27,872
Jul-98	11,880	0	81,062	77,213	3,036	6,256	3,022	2,900	0	334	28,206
Aug-98	11,880	0	81,062	77,213	2,898	6,164	2,884	2,934	0	346	28,552
FY 1998	11,880	0	81,062	77,213	34,362	71,953	34,194	32,760	0	4,399	28,552

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Appendix 2: Construction Schedule of
Prison and Substance Abuse Treatment
Facilities

Prison Construction Schedule May, 1992 Update

Month/Year	Bed ID	Bed 100%	Bed Private	ID 100% Units	ID Cap	Private	Total Sys Cap	Operational (100% Priv. + 100%+95% ID)	Description
Starting Cap.									
Apr-92				978	51,234	2,000	54,212	51,650	
May-92				978	51,234	2,000	54,212	51,650	
Jun-92				978	51,234	2,000	54,212	51,650	
Jul-92				978	51,234	2,000	54,212	51,650	
Aug-92	1,000			978	52,234	2,000	55,212	52,600	Freestone
Sep-92	2,250			978	54,484	2,000	57,462	54,738	Beeville
Oct-92	1,000			978	55,484	2,000	58,462	55,688	Lamesa
Nov-92	2,000			978	57,484	2,000	60,462	57,588	Hondo, Pampa
Dec-92	2,250			978	59,734	2,000	62,712	59,725	Abilene
Jan-93				978	59,734	2,000	62,712	59,725	
Feb-93				978	59,734	2,000	62,712	59,725	
Mar-93				978	59,734	2,000	62,712	59,725	
Apr-93				978	59,734	2,000	62,712	59,725	
May-93	4,500			978	64,234	2,000	67,212	64,000	Beaumont, Livingston
Jun-93				978	64,234	2,000	67,212	64,000	
Jul-93		550		1,528	64,234	2,000	67,762	64,550	Jester Psychiatric Unit
Aug-93				1,528	64,234	2,000	67,762	64,550	
Sep-93				1,528	64,234	2,000	67,762	64,550	
Oct-93				1,528	64,234	2,000	67,762	64,550	
Nov-93				1,528	64,234	2,000	67,762	64,550	
Dec-93				1,528	64,234	2,000	67,762	64,550	
Jan-94				1,528	64,234	2,000	67,762	64,550	
Feb-94	1,000			1,528	65,234	2,000	68,762	65,500	Regional Unit
Mar-94	1,000			1,528	66,234	2,000	69,762	66,450	Regional Unit
Apr-94				1,528	66,234	2,000	69,762	66,450	
May-94	1,000			1,528	67,234	2,000	70,762	67,400	Regional Unit
Jun-94				1,528	67,234	2,000	70,762	67,400	
Jul-94				1,528	67,234	2,000	70,762	67,400	
Aug-94				1,528	67,234	2,000	70,762	67,400	

Prison Construction Schedule May, 1992 Update									
Sep-94			1,528	67,234	2,000	70,762	67,400		
Oct-94			1,528	67,234	2,000	70,762	67,400		
Nov-94	1,000		1,528	68,234	2,000	71,762	68,350	Regional Unit	
Dec-94			1,528	68,234	2,000	71,762	68,350		
Jan-95	1,000		1,528	69,234	2,000	72,762	69,300	Regional Unit	
Feb-95	3,250	550	2,078	72,484	2,000	76,562	72,938	Psychiatric Unit, Regional Unit and Maximum Security Unit	
Mar-95			2,078	72,484	2,000	76,562	72,938		
Apr-95	2,250		2,078	74,734	2,000	78,812	75,075	Maximum Security Unit	
May-95	2,250		2,078	76,984	2,000	81,062	77,213	Maximum Security Unit	
Jun-95			2,078	76,984	2,000	81,062	77,213		
Jul-95			2,078	76,984	2,000	81,062	77,213		
Aug-95			2,078	76,984	2,000	81,062	77,213		
Sep-95			2,078	76,984	2,000	81,062	77,213		
Oct-95			2,078	76,984	2,000	81,062	77,213		
Nov-95			2,078	76,984	2,000	81,062	77,213		
Dec-95			2,078	76,984	2,000	81,062	77,213		
Jan-96			2,078	76,984	2,000	81,062	77,213		
Feb-96			2,078	76,984	2,000	81,062	77,213		
Mar-96			2,078	76,984	2,000	81,062	77,213		
Apr-96			2,078	76,984	2,000	81,062	77,213		
May-96			2,078	76,984	2,000	81,062	77,213		
Jun-96			2,078	76,984	2,000	81,062	77,213		
Jul-96			2,078	76,984	2,000	81,062	77,213		
Aug-96			2,078	76,984	2,000	81,062	77,213		

Substance Abuse State Beds Construction Schedule May 1992 Update		
Month/Year	New Capacity	Total Capacity Substance Abuse State Beds
Starting Cap.		
Apr-92	0	0
May-92	0	0
Jun-92	0	0
Jul-92	0	0
Aug-92	0	0
Sep-92	0	0
Oct-92	3,000	3,000
Nov-92	0	3,000
Dec-92	0	3,000
Jan-93	0	3,000
Feb-93	0	3,000
Mar-93	0	3,000
Apr-93	0	3,000
May-93	0	3,000
Jun-93	0	3,000
Jul-93	0	3,000
Aug-93	0	3,000
Sep-93	0	3,000
Oct-93	0	3,000
Nov-93	0	3,000
Dec-93	0	3,000
Jan-94	0	3,000
Feb-94	0	3,000
Mar-94	0	3,000
Apr-94	500	3,500
May-94	1,000	4,500
Jun-94	0	4,500
Jul-94	1,000	5,500
Aug-94	500	6,000

Substance Abuse State Beds Construction Schedule May 1992 Update		
Sep-94	0	6,000
Oct-94	500	6,500
Nov-94	500	7,000
Dec-94	500	7,500
Jan-95	500	8,000
Feb-95	1,500	9,500
Mar-95	1,500	11,000
Apr-95	1,000	12,000
May-95	0	12,000
Jun-95	0	12,000
Jul-95	0	12,000
Aug-95	0	12,000
Sep-95	0	12,000
Oct-95	0	12,000
Nov-95	0	12,000
Dec-95	0	12,000
Jan-96	0	12,000
Feb-96	0	12,000
Mar-96	0	12,000
Apr-96	0	12,000
May-96	0	12,000
Jun-96	0	12,000
Jul-96	0	12,000
Aug-96	0	12,000

Appendix 3: Fiscal Year 1992 Releases and Backlog Data

Historical Release Data, September 91 to April 92								
Date	Parole Releases	Average Paroles Per Day	Total Releases	Average Total Per Day	Total PIAs Releases	Average PIAs Per Day	Jail Backlog	Percent PIA's of Backlog
Sep-91	2,439	122	3,155	158	778	39	13,134	6
Oct-91	2,636	120	3,136	143	903	41	13,691	7
Nov-91	2,148	107	2,544	127	796	40	14,821	5
Dec-91	2,198	116	2,659	140	631	33	14,695	4
Jan-92	2,343	112	2,886	137	784	37	15,854	5
Feb-92	2,076	109	2,590	136	832	44	16,699	5
Mar-92	2,412	115	2,857	136	777	37	16,825	5
Apr-92	2,587	118	2,820	128	1,245	57	17,198	7
Average		114.77		138.18		40.96		5.50