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# Impact Analysis of Proposed Prison Admissions Formula on State Backlog in County Jails

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Criminal Justice Policy Council  
P.O. Box 13332  
Austin, Texas 78711  
(512) 463-1810

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U.S. Department of Justice  
National Institute of Justice

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## **Note From The Director**

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This report presents the backlog projections for the state of Texas as well as for Harris, Dallas, Tarrant, Bexar, Travis, El Paso, Jefferson, Nueces, Galveston, Hidalgo, Cameron, and Lubbock Counties for fiscal year 1994 (September, 1993 to August, 1994). This is the first time the Criminal Justice Policy Council has projected the jail backlog for individual counties. The projections account for the impact of the proposed prison admissions county allocation formula upon the jail backlog. The proposed formula by the Texas Department of Criminal Justice was published in the Texas Register, June 11, 1993. The impact of new prison capacity becoming operational in fiscal year 1994 and capacity available due to prison releases is also considered in the projection. The sentencing reforms adopted by the 73rd Texas Legislature will not be effective until fiscal year 1995 and, therefore, have no impact on these projections.

The proposed county allocation formula would be used to allocate to the counties a projected 33,600 admissions to prison in fiscal year 1994. The proposed amendments to the current allocation formula reduce the weight for violent index crimes from 15 to 10, for all index crimes from 20 to 10, for probation placements from 10 to 5, and for juvenile probation funding from 10 to 5. On the other hand, the weight for parole releases is increased from 10 to 15 and a new factor for the "jail backlog population" is added by the board and given a weight of 20. The proposed formula will increase prison admissions for Harris, Tarrant, and Travis Counties. The formula will decrease the prison admissions allocated to Dallas, Bexar, El Paso, Jefferson, Nueces, Galveston, Hidalgo, Cameron, and Lubbock Counties.

The backlog of state "paper-ready" prisoners in county jails by August, 1994 is projected to be 21,998. The proposed prison admissions allocation formula will allow the jail backlog in Harris, Tarrant, and Travis Counties to decrease faster than under the current allocation with Harris County experiencing the biggest decrease. By August, 1994 the backlog of convicted felons physically located in Harris County will be 1,208 lower under the proposed formula than under the current formula (a backlog of 4,975 vs. 6,183).

**Tony Fabelo, Ph.D.**  
**Executive Director**

## Main Assumptions of the Projection

- Admissions to prison in fiscal year 1994 will be distributed among Texas counties as shown below
  - These percentages are the result of the prison admissions allocation formula (Table 2) proposed by the Texas Department of Criminal Justice (as published in the Texas Register, June 11th, 1993)
  - The state fiscal year is September, 1993 to August, 1994

**Table 1: Prison Admission Percentages by County**

	Percentage Allocation FY 1993	Percentage Allocation FY 1994
Harris	20.70%	25.30%
Dallas	17.19%	15.68%
Tarrant	7.94%	8.11%
Bexar	6.93%	5.53%
Travis	4.19%	4.20%
El Paso	3.33%	2.56%
Jefferson	1.89%	1.76%
Nueces	1.85%	1.83%
Galveston	1.34%	1.31%
Hidalgo	1.74%	1.45%
Cameron	1.29%	1.20%
Lubbock	1.10%	1.06%
Other	30.50%	30.01%

**Table 2: Prison Admission County Allocation Formula  
Weights**

Statutory Factors	Current	Proposed
Historical Admissions	10%	10%
Violent Index Crime	15%	10%
Index Crime	20%	10%
Drug Crime Arrests	10%	10%
Population	5%	5%
Unemployment	5%	5%
Parole Releases	10%	15%
Discretionary Factors		
Probation Placements	10%	5%
Probation Completions	5%	5%
Juvenile Probation Funding	10%	5%
Jail Backlog	0%	20%
Total	100%	100%

## Main Assumptions of the Projection (Cont.)

- An estimated 33,600 admissions will be allocated for fiscal year 1994
  - This estimate is based on projected new prison and transfer facility capacities for the year as well as capacity available due to releases from prison
  - This estimate assumes that an average of 75 offenders per day will be released from prison in fiscal year 1994
    - This is the average number of offenders released per day from September, 1992 to April, 1993
  - Transfer facilities are used for reducing jail backlog

**Table 3: Projected Construction Schedule**

Date	Unit	Capacity	Unit Type
June 15th, 1993	Stiles	2,232	Prison
September 1st	Ellis II	60	Geriatric
October 15th	Jester	550	Psychiatric
November 1st	Palestine	2,000	Transfer Facility
November 15th	Terrell	2,232	Prison
December 1st	Abilene	2,000	Transfer Facility
December 15th	Huntsville	2,000	Transfer Facility
May 1st	Cuero	1,008	Prison
May 15th	Colorado City	1,008	Prison
June 15th	Chasefield	4,000	Transfer Facility
August 15th	Fort Stockton	1,008	Prison
Total		18,098	

## Main Assumptions of the Projection (Cont.)

Table 4: Prison and Transfer Facility Capacity

	Prison	Transfer Facility
May 1993	58,307	3,030
June	60,539	3,030
July	60,539	3,030
August	60,539	3,030
Fiscal 1994		
September	60,599	3,030
October	61,149	3,030
November	63,381	5,030
December	63,381	7,030
January 1994	63,381	9,030
February	63,381	9,030
March	63,381	9,030
April	63,381	9,030
May	65,397	9,030
June	65,397	13,030
July	65,397	13,030
August	66,405	13,030

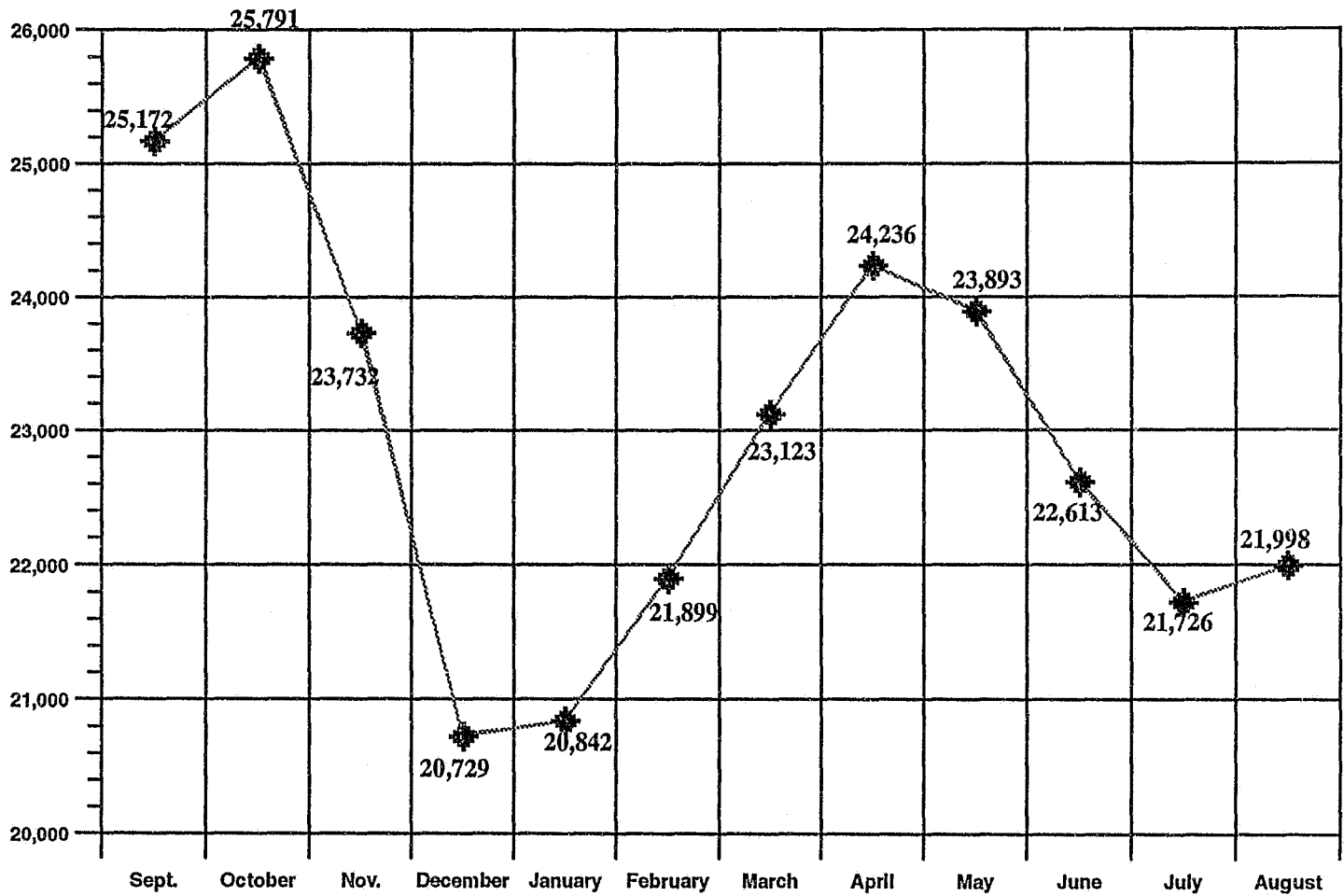
## Main Assumptions of the Projection (Cont.)

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- The Substance Abuse Felony Punishment Facilities (SAFP) are not counted as prison capacity for allocating prison admissions, but these facilities are projected to divert offenders from prison
  - Three SAFP of 500 beds each will become operational in June of 1993, July of 1994, and August of 1994
  - The total capacity of the SAFP by August, 1994 will be 2,592
- Releases from county jails or state transfer facilities on Parole-In-Absentia (PIA) will be an average of 5% of the population in county jails
- The current projections represent only "paper-ready" inmates, a change from past projections which included all convicted felons in county jails
  - "Paper-ready" inmates represent approximately 90% of all convicted felons in county jails
- The starting backlog for the projection is that reported for the end of May, 1993 by the Texas Commission on Jail Standards: 21,171 "paper-ready" inmates (June, 1993 report)
- Sentencing patterns are assumed not to change from present practices during the period of the projection
  - The sentencing reforms adopted by the 73rd Texas Legislature will not become effective until September 1994 (fiscal year 1995)



# Chart 1: Projected State Jail Backlog, FY 1994



## Assumptions Unique to Harris County Projection

- The projection of the Harris County backlog is for "paper-ready" felons physically in Harris County jail
  - This projection accounts for all inmates transferred by the state from the Harris County jail as part of the Alberti initiative
  - Approximately 5,400 convicted felons from Harris County are housed elsewhere
- The projection of the Harris County backlog does not account for the potential impact of the special community corrections programs funded as a part of the Alberti initiative
  - The CJPC will monitor the impact of this initiative and will adjust the projection as better information is available

**Table 5: Projected Harris County Jail Backlog Under Current and Proposed Allocation Formula, FY 1994**

	Total Backlog	Total Backlog
	Current	Proposed
September	4,761	4,572
October	5,119	4,846
November	4,853	4,390
December	4,432	3,740
January	4,679	3,915
February	5,084	4,301
March	5,572	4,762
April	5,961	5,131
May	6,050	5,129
June	5,964	4,908
July	5,916	4,764
August	6,183	4,975

**Table 6: Projected Jail Backlog Under Current and  
Proposed Allocation Formulas, FY 1994**

	Dallas		Tarrant		Bexar	
	Current	Proposed	Current	Proposed	Current	Proposed
September	3,592	3,615	2,476	2,473	1,024	1,046
October	3,592	3,645	2,542	2,536	1,055	1,105
November	3,113	3,228	2,373	2,360	897	1,008
December	2,522	2,711	2,150	2,128	681	865
January	2,519	2,728	2,190	2,165	690	901
February	2,668	2,879	2,293	2,267	762	984
March	2,863	3,079	2,429	2,402	847	1,082
April	3,002	3,221	2,529	2,502	918	1,165
May	2,888	3,133	2,515	2,485	887	1,166
June	2,633	2,918	2,437	2,402	793	1,119
July	2,448	2,760	2,377	2,339	728	1,090
August	2,508	2,833	2,441	2,400	749	1,134

**Table 7: Projected Jail Backlog Under Current and  
Proposed Allocation Formulas, FY 1994 (Cont.)**

	Travis		El Paso		Jefferson	
	Current	Proposed	Current	Proposed	Current	Proposed
September	665	665	323	335	699	701
October	677	676	338	366	719	724
November	571	570	265	327	686	697
December	437	435	159	264	638	655
January	447	445	158	281	649	669
February	493	491	188	322	676	698
March	548	547	223	369	710	733
April	590	588	254	412	739	763
May	568	566	237	418	740	767
June	512	509	189	400	725	757
July	472	470	154	392	715	751
August	492	490	157	415	731	770

**Table 8: Projected Jail Backlog Under Current and Proposed Allocation Formulas, FY 1994 (Cont.)**

	Nueces		Galveston		Hidalgo	
	Current	Proposed	Current	Proposed	Current	Proposed
September	526	527	341	342	71	75
October	546	547	359	360	77	88
November	515	516	339	340	37	61
December	467	470	307	310	3	21
January	478	482	318	321	0	27
February	506	509	340	343	16	47
March	539	542	367	370	34	69
April	567	571	390	393	0	89
May	569	573	393	397	0	87
June	554	559	385	390	0	72
July	544	550	381	386	0	63
August	560	566	395	400	2	71

**Table 9: Projected Jail Backlog Under Current and  
Proposed Allocation Formulas, FY 1994 (Cont.)**

	Cameron		Lubbock	
	Current	Proposed	Current	Proposed
September	232	233	253	254
October	243	246	263	264
November	219	226	241	245
December	183	195	211	217
January	188	202	216	223
February	205	220	231	238
March	224	240	248	256
April	242	259	263	271
May	240	260	262	271
June	227	250	251	261
July	219	245	243	255
August	226	254	251	263

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