

Texas Probation Association

Emerging National Trends and Texas Probation Policies

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The JFA Institute

Austin, Texas

April 2, 2007

Overview

- **National Context Creating New Demands**
- **Capacity Gap**
- **Texas Potential National Impact**

National Context Driving Changes

Prison Expenditures Skyrocketing



“They Are Going to Be Released Anyway”



“Re-entry”



“They Are Going Back to the Same Neighborhoods”



“Justice Reinvestment”



“They Should Succeed While on Community Supervision”



“Evidence Based Practices”

Relentless Increase in States Correctional Populations Since 1990

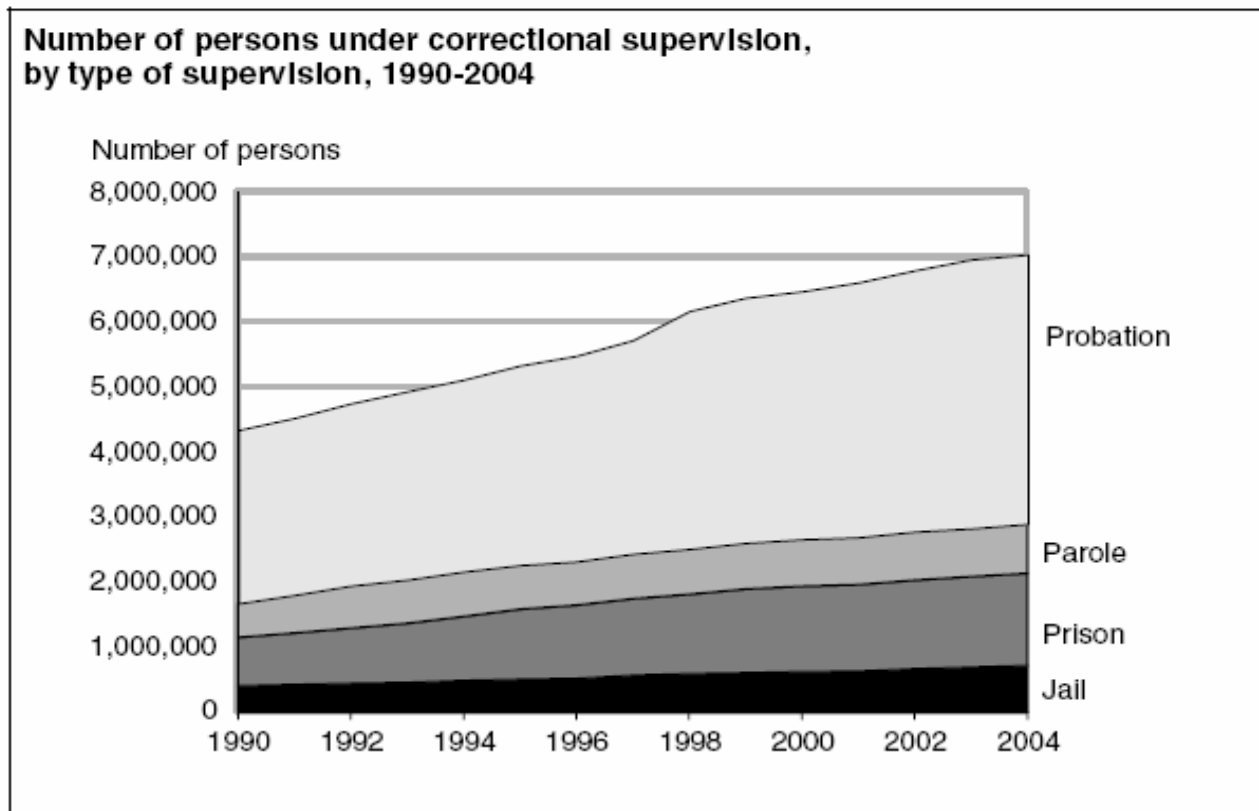
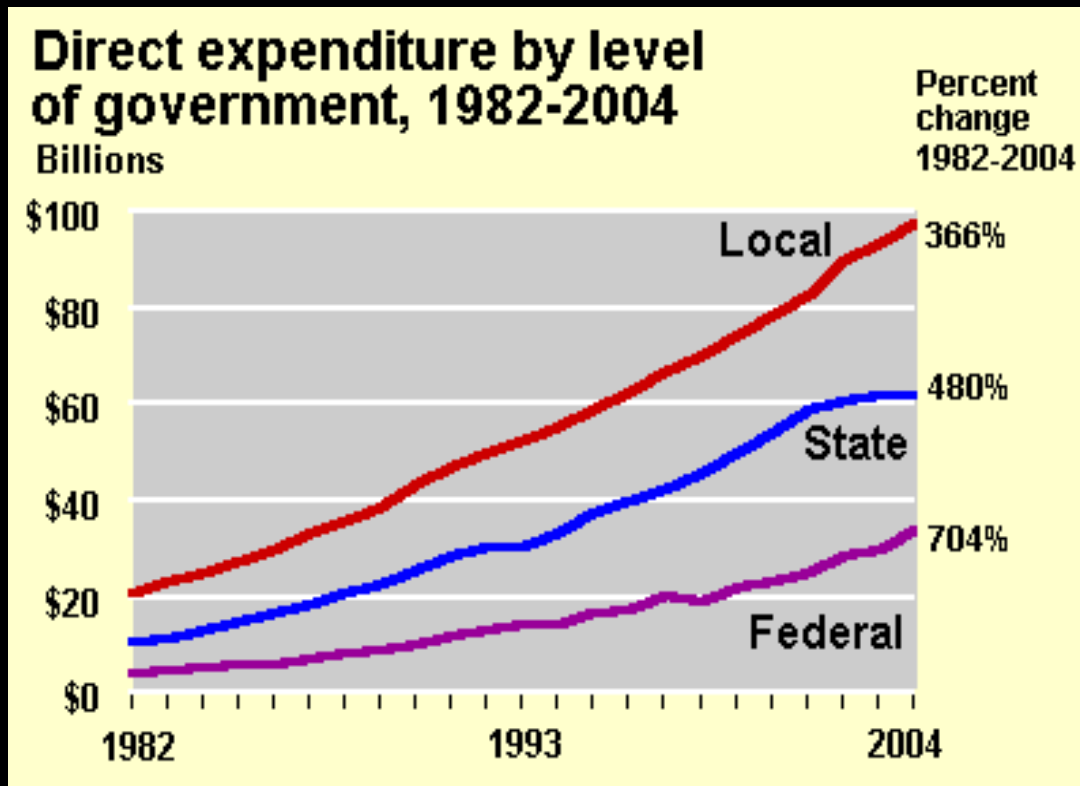


Figure 1

Source: USDOJ, BJS, Probation and Parole in the US, 2004

Related Increases in Justice Expenditures by All Levels of Government

Justice Expenditures



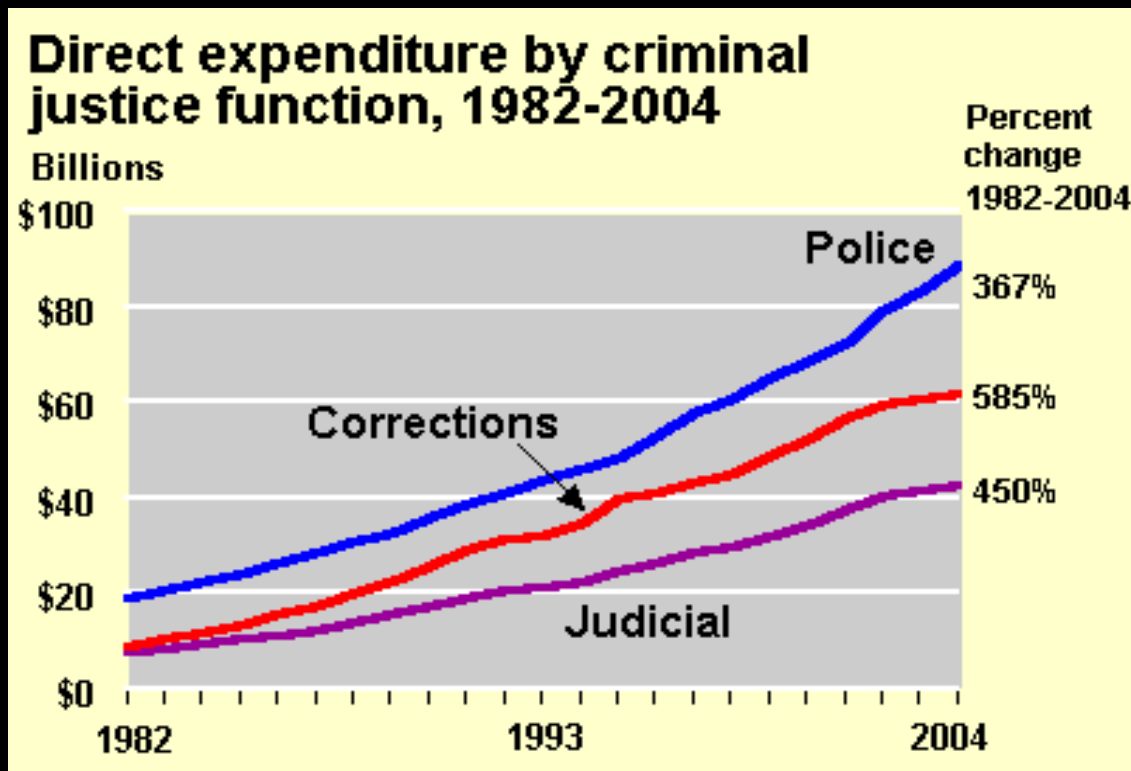
Justice expenditures increased from \$36 billion in 1982 to over \$193 billion in 2004

System employed 2.4 million persons in 2003

Source: USDOJ, BJS, "Justice Expenditure and Employment in the US, 2003" April 2006; chart at <http://www.ojp.usdoj.gov/bjs/glance/expgov.htm>

Corrections Leading the Increases in Expenditures

Justice Expenditures



Direct expenditures for corrections has increased faster than other justice expenditures

\$60.8 billion in 2003

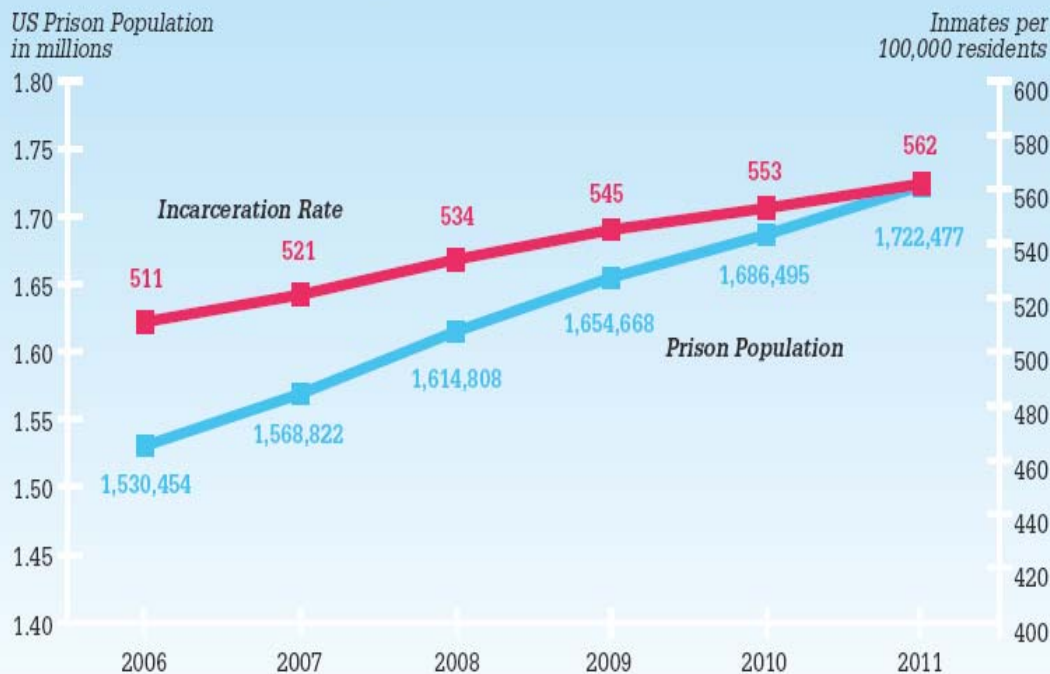
Source: USDOJ, BJS, "Justice Expenditure and Employment in the US, 2003" April 2006; chart at <http://www.ojp.usdoj.gov/bjs/glance/exptyp.htm>

Public Safety, Public Spending

Forecasting America's Prison Population 2007-2011



FIGURE 6:
**Projected National Prison Population
 and Incarceration Rate, 2006-2011**



By 2011, America's prison population is projected to increase by 192,000 to over 1.7 million inmates. One in every 178 U.S. residents will live in prison.

Federal and state governments are projected to need as much as \$15 billion in additional operational funds over the next five years.

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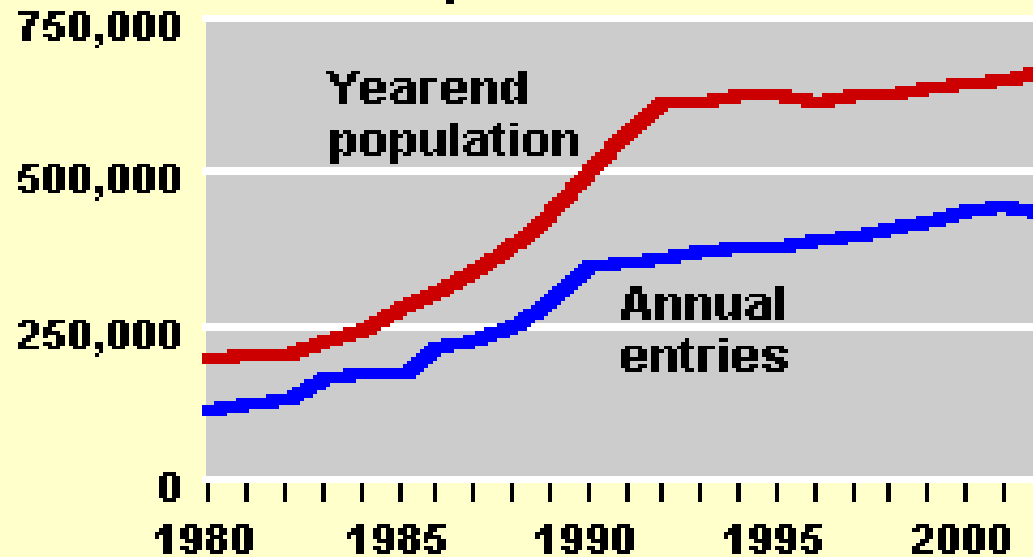
“They Should Succeed While on Community Supervision”



“Evidence Based Practices”

We Have to Release Most Offenders from Prison

Annual State parole population and entries to State parole, 1980-2002



Source: USDOJ, BJS, Reentry Trends in the US

Time served: www.albany.edu/sourcebook

95% of all state prisoners **will be released** from prison at some point

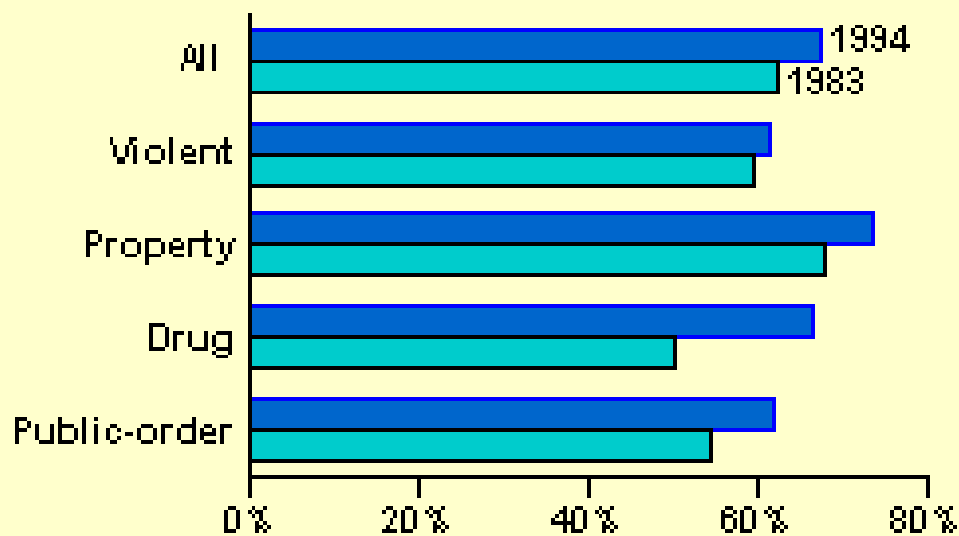
In 2001 there were **592,000** offenders released from prison compared to 405,400 in 1990 (45% increase)

National **average time served in prison** was **2.4 years** in 1999; **4.4 years** for **violent offenders**

We Are Not Doing a Great Job in Preventing Them from Coming Back

Percent of released prisoners rearrested within 3 years, by offense, 1983 and 1994

Offense of prisoners released



51.8% of those released in 1994 returned to prison within 3 years

67.5% of offenders released from prison in 1994 were rearrested after 3 years compared to **62.5%** in 1983

Source: USDOJ, BJS, Reentry Trends in the US

In the Words of the President.....

“This year, some 600,000 inmates will be released from prison back into society.”

“We know from long experience that if they can't find work, or a home, or help, they are much more likely to commit crime and return to prison.”

“America is the land of the second chance, and when the gates of the prison open, the path ahead should lead to a better life.”

President George W. Bush
State of Union Address, January 20, 2004

Re-entry Model



Recovery Model

Continuum of State, Local and
Community Services

Substance Abuse, Mental Health,
Physical Health, Employment,
Housing, Training/Education,
Healthy Families/Child Support

Faith Based Communities

Victim Restorative Justice

Outcome Based Accountability
for Program and Services

Building Capacity in High Risk
Communities

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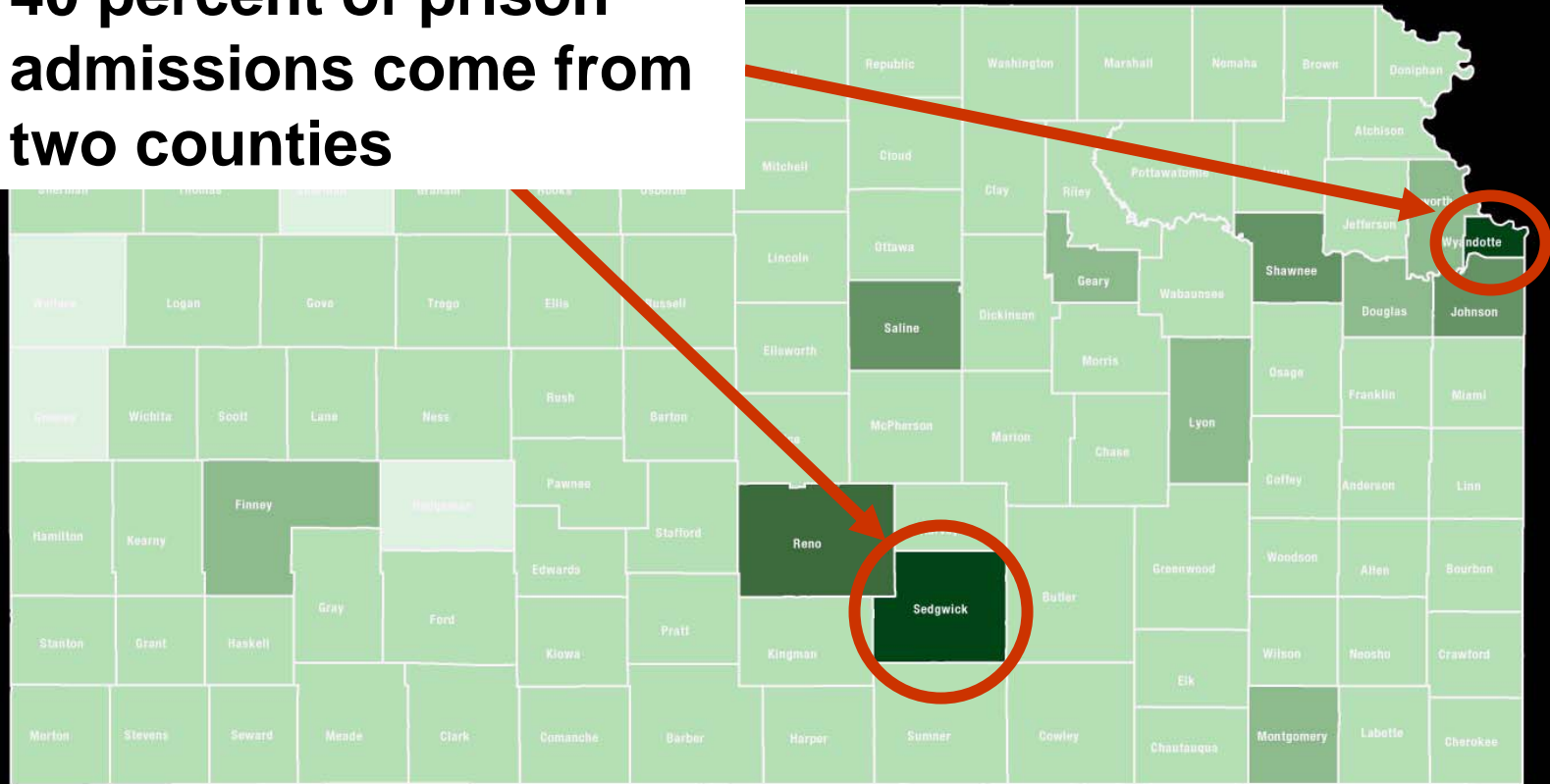
“They Should Succeed While on Community Supervision”



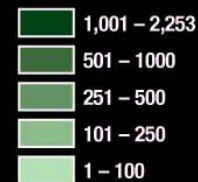
“Evidence Based Practices”

Kansas as National Incubator

40 percent of prison admissions come from two counties

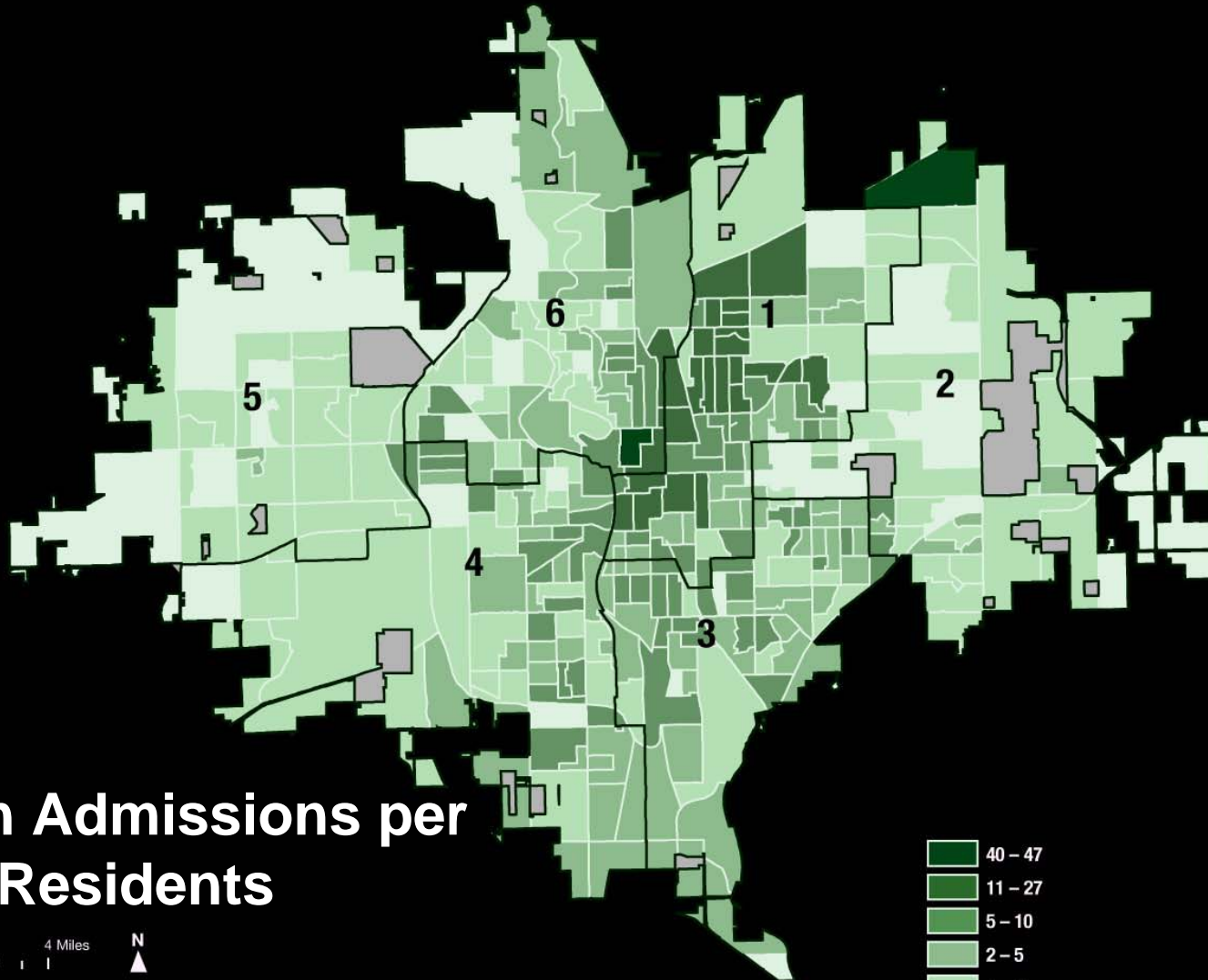
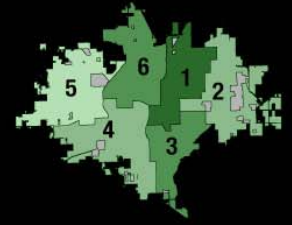


0 15 30 60 Miles

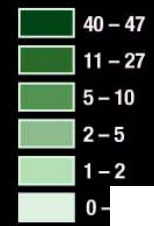


Prison Admissions

Wichita to Develop Comprehensive Re-entry/Community Strategy



Prison Admissions per 1,000 Residents

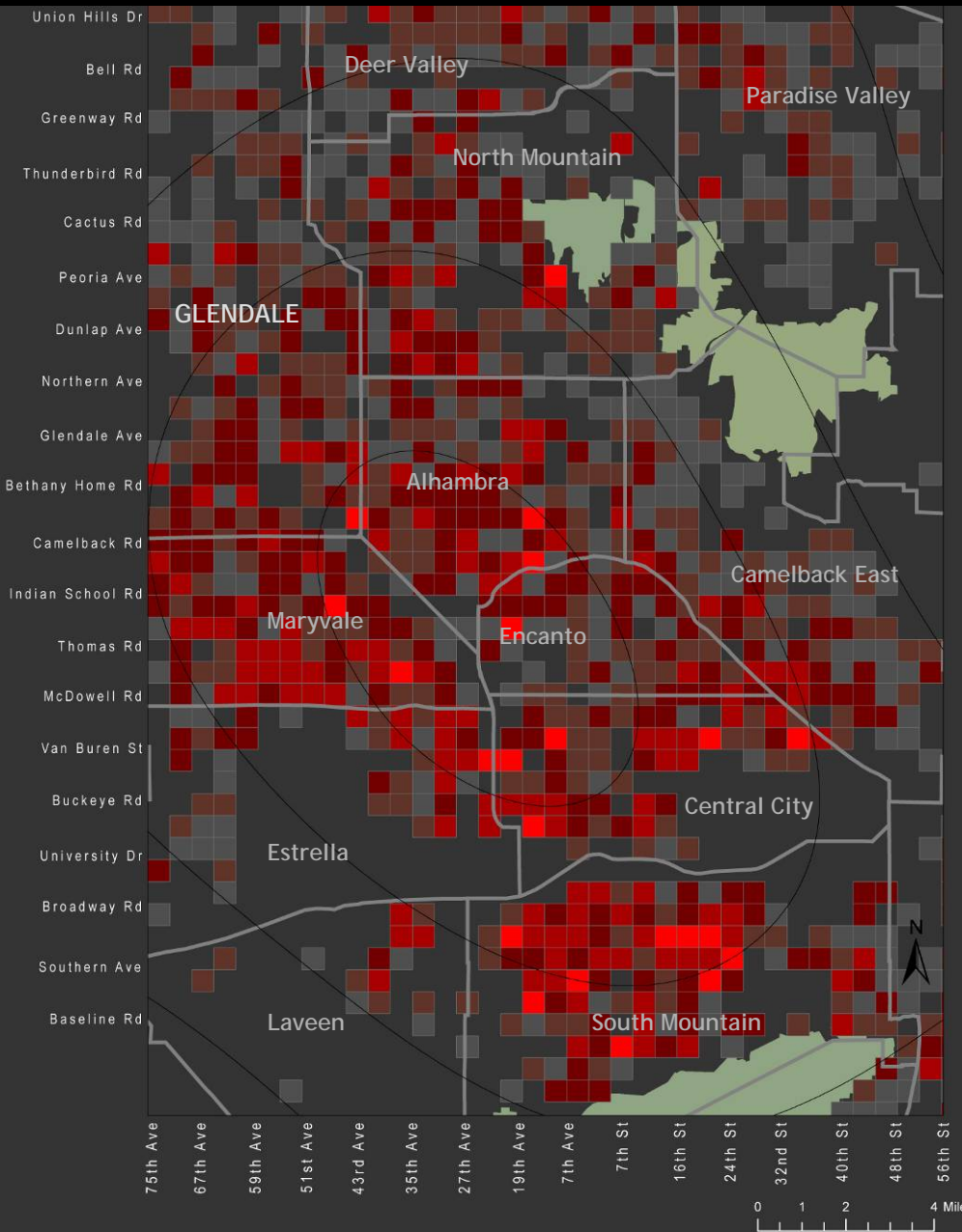


Admissions per 1000



Prison Expenditure ½ Mile Grid

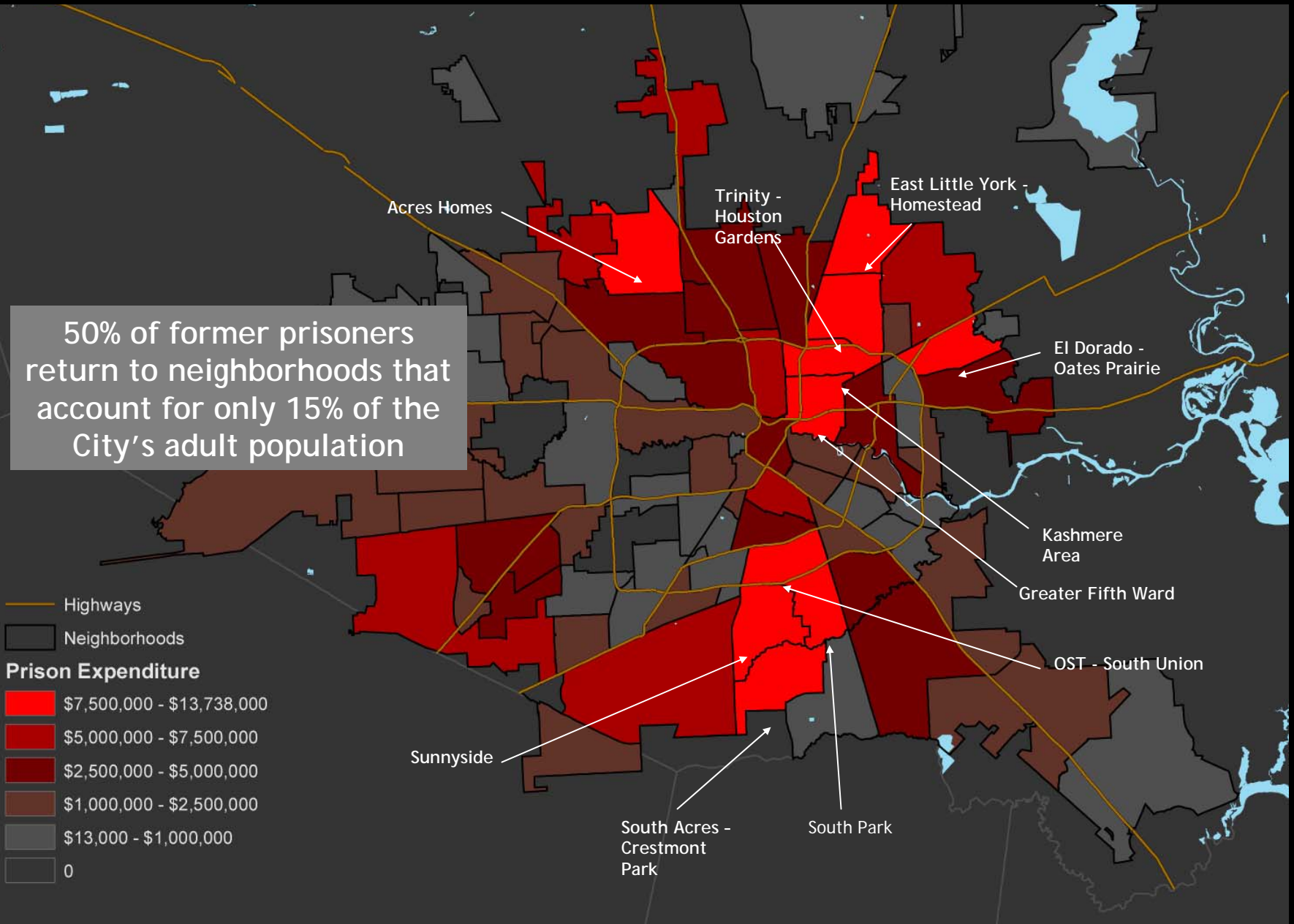
Central & South Phoenix



VPA	Bed Years	Expenditure
South Mountain	2,480.6	\$50,876,685
Maryvale	2,473.1	\$50,722,849
Alhambra	1,447.6	\$29,690,878
Central City	1,367.6	\$28,049,465
North Mountain	1,295.0	\$26,561,260
Camelback East	955.5	\$19,598,111
Deer Valley	778.5	\$15,967,438
Estrella	758.8	\$15,562,569
Paradise Valley	645.7	\$13,242,890
Encanto	625.2	\$12,822,021
Laveen	251.0	\$5,147,393
Ahwatukee Foothills	165.7	\$3,399,121
Desert View	24.0	\$492,240
North Gateway	1.0	\$20,510
New Village	0.0	\$0

Some ½ mile by ½ mile areas in Phoenix cost the state between \$1 to \$2 million dollars a year each in prison costs. South Mountain neighborhoods alone account for over \$50 million a year.

Ten of Houston's 88 Neighborhoods Account for Almost \$100 million a Year in Prison Expenditures



Policies to Reduce the High Percentage of Disconnected Youth in High Poverty Neighborhoods Are Also Critical

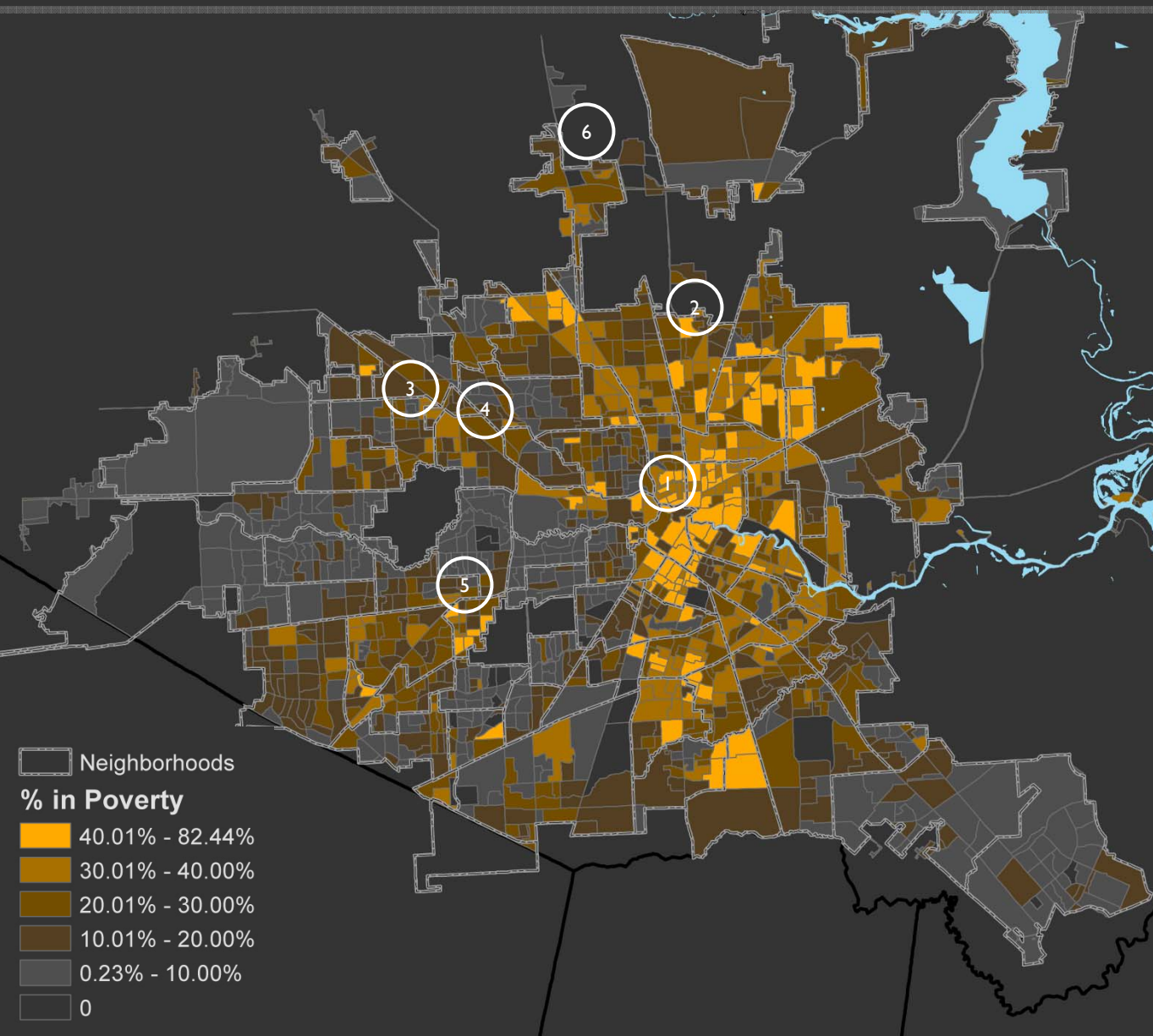
Houston Block Groups Neighborhood Borders

Another key indicator of neighborhood conditions is **Disconnected Youth: 16 – 19 year-olds who are not working, not in school, and have no high school diploma.**

Neighborhoods with High Rates of Disconnected Youth

Neighborhood Name	Count	Percent
(1) Downtown	413	38.2%
(2) Eastex-Jensen Area	401	20.7%
(3) Spring Branch Ctr.	368	19.8%
(4) Spring Branch East	308	18.9%
(5) Gulfton	527	18.6%
(6) Greater Greenspoint	362	16.7%

Neighborhoods with 300 or more 16 – 19 year olds and > 15% not working/not in school/no diploma



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“Evidence Based Practices”

Probation System Has the Highest Number of Offenders

TABLE 1
Adult Correctional Populations, 1980–2005



Population	1980	2005	% Change
Probation	1,118,097	4,162,536	272%
Jail	183,988	747,529	306%
Prison	319,598	1,461,132	357%
Parole	220,438	784,408	255%
Total Adults Under Corrections	1,842,100	7,155,605	288%
Adult Population	162.8 Million	222.3 million	36%
% of Adults Under Corrections	1.1%	3.2%	

Sources: U.S. Department of Justice, Office of Justice Programs. *Prisoners in 2005*, Bureau of Justice Statistics Bulletin, by Paige M. Harrison and Allen J. Beck (Washington, D.C.: November 2006), NCJ 215092; U.S. Department of Justice, Office of Justice Programs. *Prison and Jail Inmates at Midyear 2005*, Bureau of Justice Statistics Bulletin, by Paige M. Harrison and Allen J. Beck (Washington, D.C.: May 2006), NCJ 213133 and U.S. Department of Justice, Office of Justice Programs. *Probation and Parole in the US 2005*, Bureau of Justice Statistics Bulletin, by Lauren E. Glaze and Thomas P. Bonoza (Washington, D.C.: November 2006), NCJ 215091

Need to “Modernize” Probation with “Evidence Based Practices”

Assessments based on scientific tools

Supervision strategies targeting criminogenic needs

Progressive sanctions for violations

Effective principles for programs

Probation officer in “engagement” role

Strategies for special needs offenders

Partnership and collaboration

Better use of technology

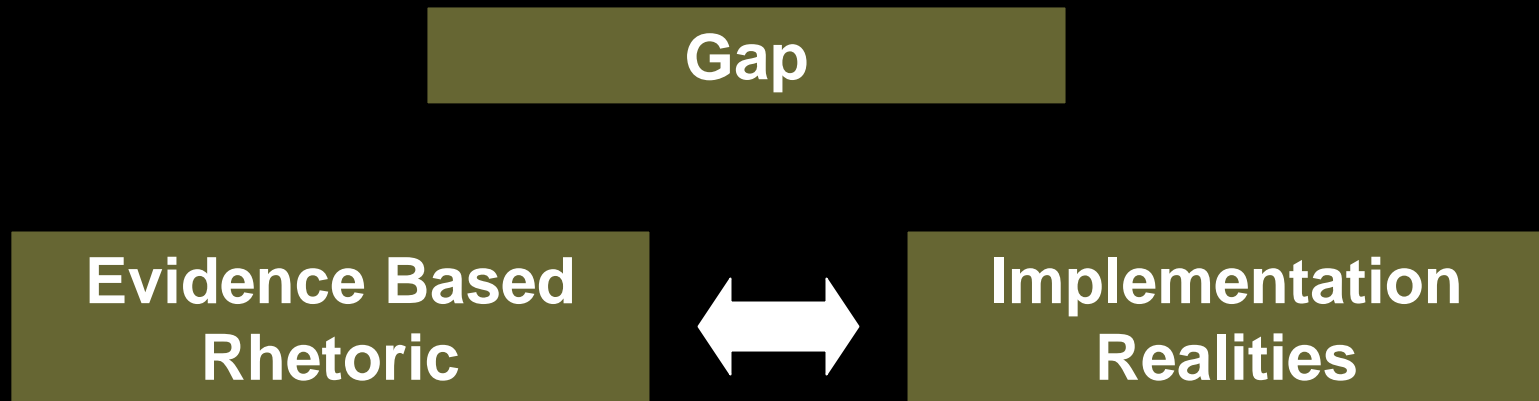
Accountability for outcomes

Moving from supervising “paper” (compliance) to supervising people (changing behavior)

Overview

- **National Context Creating New Demands**
- **Capacity Gap**
- **Texas Potential National Impact**

Rhetoric vs. Reality



Gaps

Gap 1

Management Structure

Gap 2

Assessments

Supervision Strategies

Sanctioning Strategies

Gap 3

Emphasis on casework

Need to address traditional judges “fiefdoms”

Have to work in unison

Need to reduce caseloads/ paperwork

Gaps (cont.)

Gap 3

Programs



**Need
capacity
and quality**

Gap 4

**Partnership and
collaborations**



**Need to be
sustained**

Gap 5

**Accountability and
technology**



**Need
expertise
and
integration**

You Need to Address All Inter Related Issues to Modernize Organization

Assessment based on scientific tools

Supervision strategies targeting criminogenic needs

Progressive sanctions for violations

Effective principles for programs

Probation officer in “engagement” role

Strategies for special needs offenders

Partnership and collaboration

Better use of technology

Accountability for outcomes

You cannot change one and not the others and expect significant changes in outcomes

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Travis Probation System as National “Incubator” Site

Travis Community Impact Supervision

Creation of a Central Diagnosis Units Using Diagnosis Tools to Identify Risk and Needs of Offenders

Redesign Supervision Strategies and Conditions of Supervision to Match Needs of Population and Orient System to Neighborhood Based Strategies

Develop Progressive Sanctions for Non-Compliance and Diversion Programs That Meet Quality Criteria

Create Organizational Structure to Promote Accountability for Outcomes and Support the Shift to New Model

Organizational Assessment Identified Weaknesses and Strengths

The JFA Institute
Washington, D.C./Austin, Texas

Conducting Justice and Corrections Research for Effective Policy Making

Organizational Assessment of Travis County Community Supervision and Corrections Department (CSCD)

Facing the Challenges to Successfully Implement the
Travis Community Impact Supervision (TCIS) Model

Report to Travis CSCD Director, Dr. Geraldine Nagy

Dr. Tony Fabelo

Angie Gunter

The JFA Institute
Austin, Texas Office

August 2005

Process of Organization Change Involved Department Wide Committees and “Court” Community

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Washington, D.C./Austin, Texas

Conducting Justice and Corrections Research for Effective Policy Making

Travis Community Impact Supervision: An Incubator Site to Improve Probation

Dr. Tony Fabelo


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Austin, Texas Office

Dr. Geraldine Nagy
Director, Travis County *Community Supervision and Corrections*
Department

January 2006

5 Walter Houp Court, NE Washington, D.C. 20002 Ph. 202-544-4211 www.JFA-Associates.com

First Goal to Streamlined Paperwork and Create a Central Diagnosis and Intake Process

 *The JFA Institute*
Washington, D.C./Austin, Texas

Conducting Justice and Corrections Research for Effective Policy Making

Travis Community Impact Supervision

Better Diagnosis: The First Step to Improve Probation Supervision Strategies

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Austin, Texas Office

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Director, Travis County *Community Supervision and Corrections Department*

June 2006

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Validation of Assessment Tools as a Key Step to Assure “Court” Community

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Washington, D.C./Austin, Texas

Conducting Justice and Corrections Research for Effective Policy Making

Travis Community Impact Supervision Guiding Justice Decisions with Risk Assessment Instruments

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Conducting Justice and Corrections Research for Effective Policy Making

Travis Community Impact Supervision Assessing Supervision Needs: A Profile of the Travis Probation Population

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Dr. Geraldine Nagy
Director, Travis County *Community Supervision and Corrections*
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September 2006

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One Consolidated Assessment Form Created and Identification of Implementation Logistics Specified

The JFA Institute
Washington, D.C./Austin, Texas

Conducting Justice and Corrections Research for Effective Policy Making

Travis Community Impact Supervision

Resource Report: Central Diagnosis Assessment Forms

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November 2006

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Conducting Justice and Corrections Research for Effective Policy Making

Travis Community Impact Supervision

The Logistics of Implementing a Central Diagnosis Unit

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Division Director, Operations, Travis County *Travis County*
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January 2006

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Set Process and Outcome Accountability Measuring Systems

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Conducting Justice and Corrections Research for Effective Policy Making

Travis Community Impact Supervision

Outcome Tracking Reporting for Improving Probation Management Strategies

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Dr. W. Carsten Andresen
Research Division, Travis County Community Supervision and Corrections Department

January 2007

The JFA Institute
Washington, D.C./Austin, Texas

Conducting Justice and Corrections Research for Effective Policy Making

Travis Community Impact Supervision

Measuring Process Efficiency to Improve Probation Management Strategies

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Research Division, Travis County Community Supervision and Corrections Department

March 2007

Explore Neighborhood Based Strategies

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Travis Community Impact Supervision

Thinking About Location: Orienting Probation to Neighborhood Based Supervision

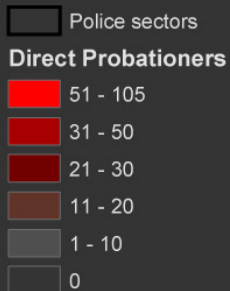
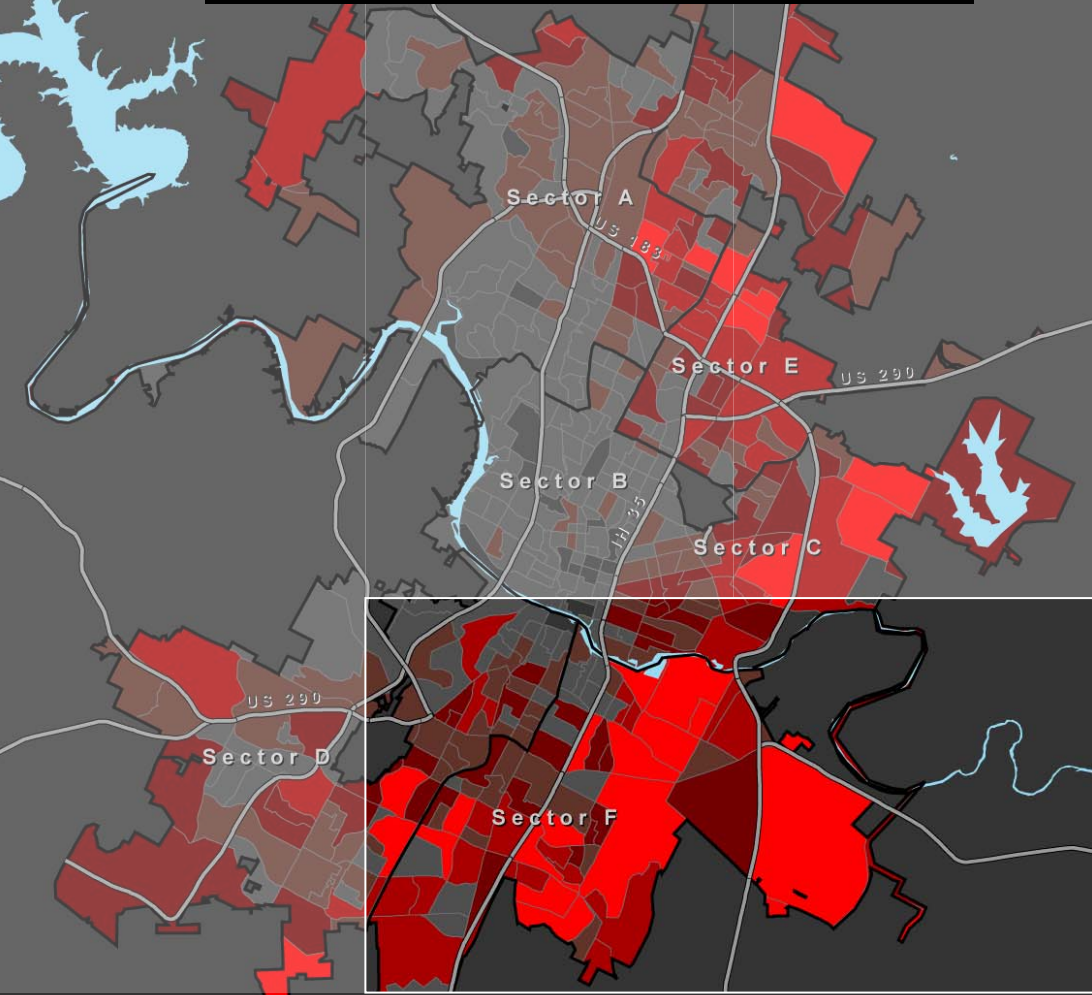
Eric Cadora
The JFA Mapping Center

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October 2006

Austin, Travis County



Probationers and Parolees
Tend to Be Concentrated in
“High Stake” Communities Yet
Probation and Parole Do Not
Coordinate Strategies and
Services

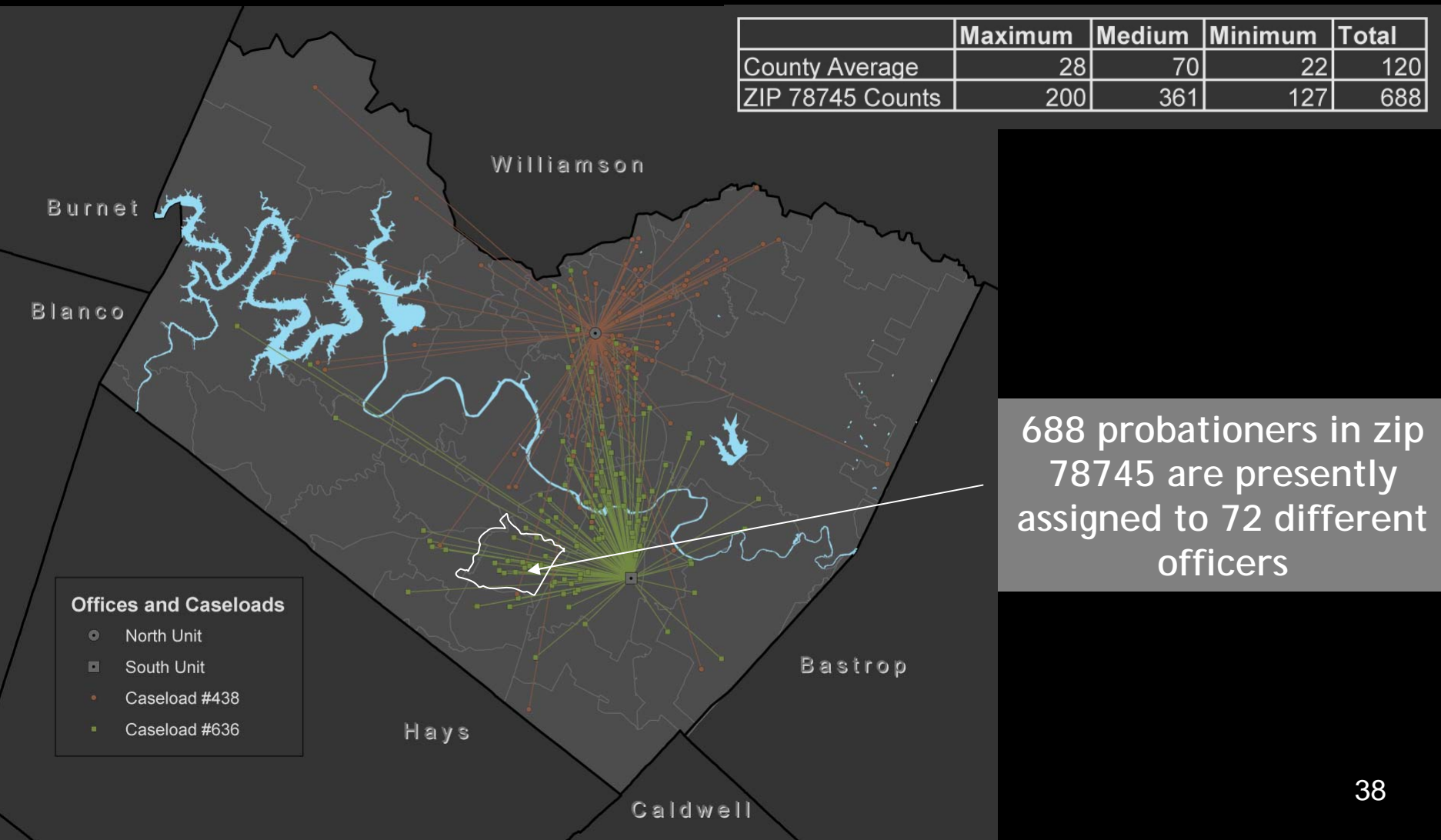
Travis County Sector F

Sector F has the highest
number of probationer per
capita in Travis (24 per 1,000
population)

34% of prison discretionary
releases to Austin are also in
this area

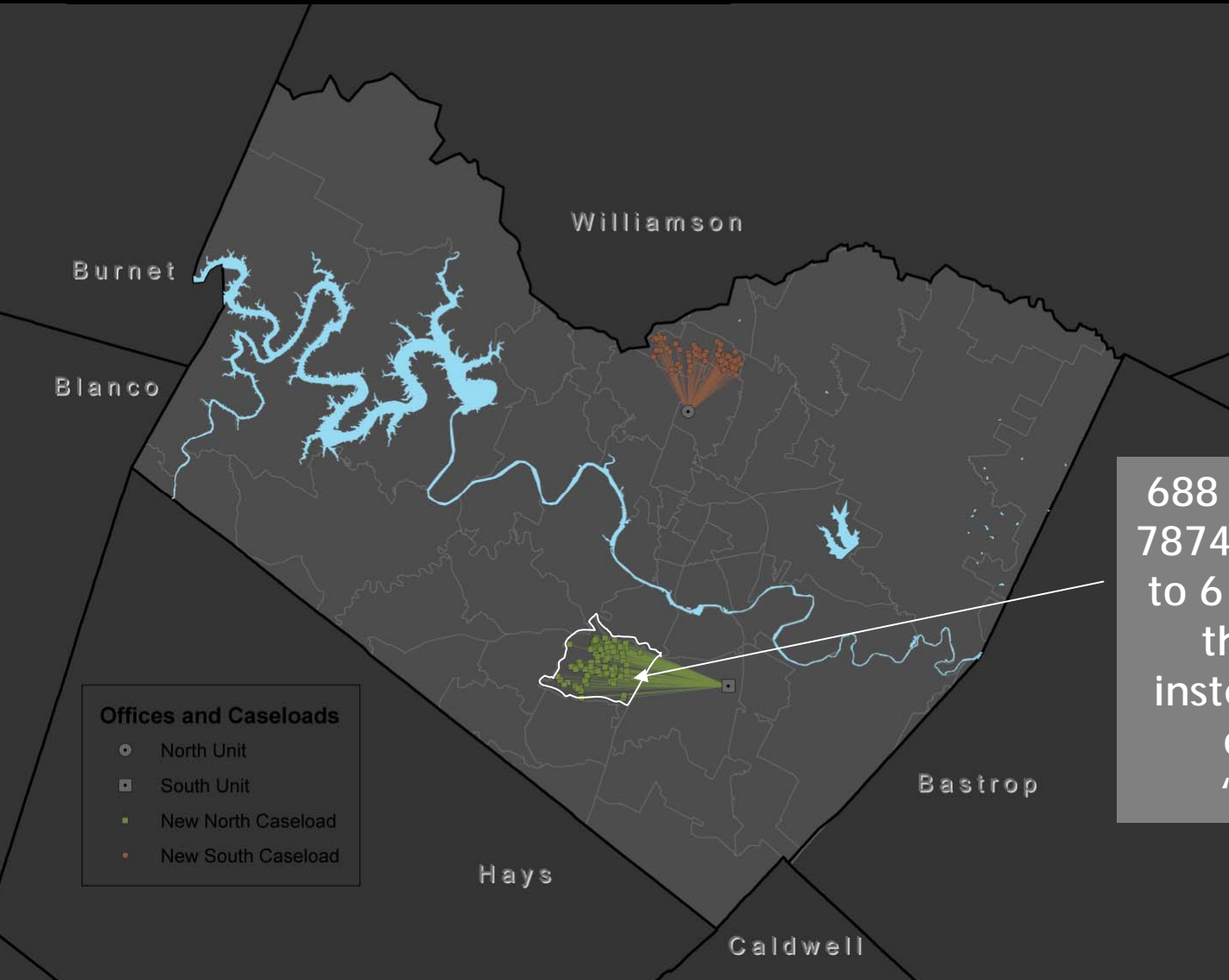
Thinking About High Stake Communities Can Even Encourage a Better Utilization of Present Resources Like Probation Supervision

Austin, Travis County



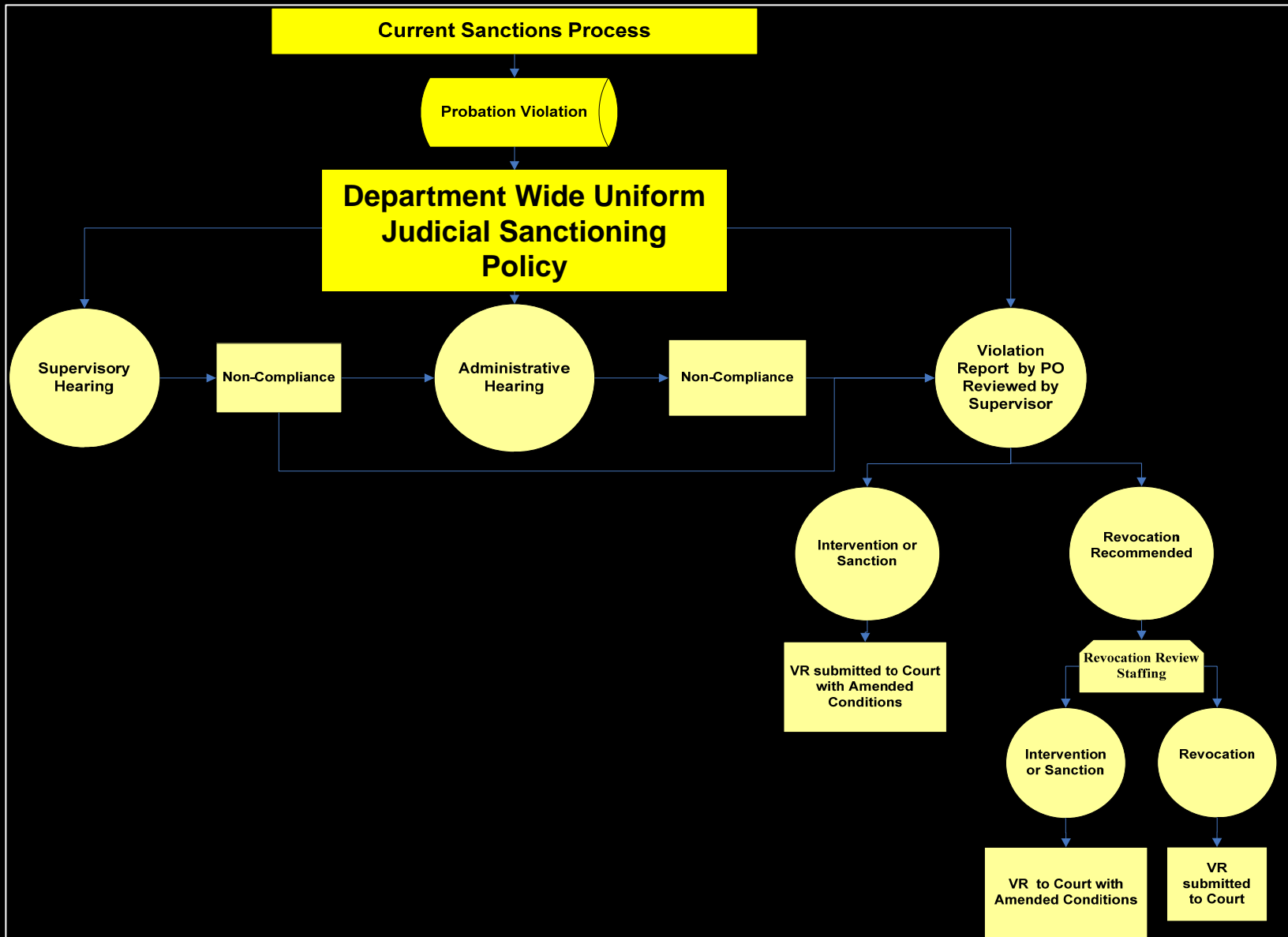
Probation Caseloads Could Be Organized More Effectively Around “High Stakes” Neighborhoods

Austin, Travis County



688 probationers in zip 78745 could be assigned to 6 officers working in the neighborhood instead of 72 different officers from a “central” office

Create a Uniform Sanctioning Policy



Progressive Sanctions and Incentives Structure

PROGRESSIVE SANCTIONS AND INCENTIVES IN TRAVIS COUNTY



Dr. Geraldine Nagy
DIRECTOR

February 2007

GUIDELINES FOR GRADUATED VIOLATIONS

Control Condition Violation

	High	Medium	Low
Failure to pay fees (i.e., fine, court costs, probation fees, DPS fees, special program fees)	1	1	1
Failure to work community service hours	1	1	1
Failure to attend Alcohol Education/Traffic Safety classes (DWI School)	1	1	1
Failure to attend a DWI school for repeat offenders	1	1	1
Failure to attend Drug Offender Education classes	1	1	1
Commission of a new offense <<Class C>>	1	1	1
Failure to work at suitable employment	1	1	1
Failure to pay Restitution	1	1	1
Failure to support your dependents	1	1	1
Failure to designate your current place of residence	1	1	1
Failure to receive prior permission to change your address	1	1	1
Failure to attend and complete Anger Management classes, Parenting Classes, Theft classes, Family Violence classes, Cognitive classes, DWI Panel	2	1	1
Failure to report	1	1	1
Failure to follow curfew hours	1	1	1
Buying, selling, possessing, or consuming an alcoholic beverage or any substance for the purpose of intoxication	2	1	1
Entering an establishment where alcoholic beverages are sold	2	1	1
Failure to submit to a Breathalyzer or Urinalysis	2	1	1
Positive Urinalysis or BAC	2	1	1
Failure to permit the CSO to visit you at your home or elsewhere	1	1	1
Failure to report for all commitment	2	2	2
Failure to avoid persons or places of disreputable character	2	2	1
Failure to attend and complete a Specialized Program (i.e., Gang, Sex Offender, Domestic Violence, Child Abuse, High Risk, M-MR)	3	3	3
Failure to register as a Sex Offender. Follow Sex Offender rules	3	3	3
Failure to install Ignition Interlock, Electronic Monitoring or SRAM	3	3	3
Commission of a new misdemeanor offense <<non-Class C>>	3	3	3
Failure to avoid contact with the victim in probated case	3	3	3
Failure to stay away from child safety zone	3	3	3
Possession of a firearm or prohibited weapon	4	4	4
Failure to report at Community Corrections Facility	4	4	4
Commission of a new felony offense	4	4	4

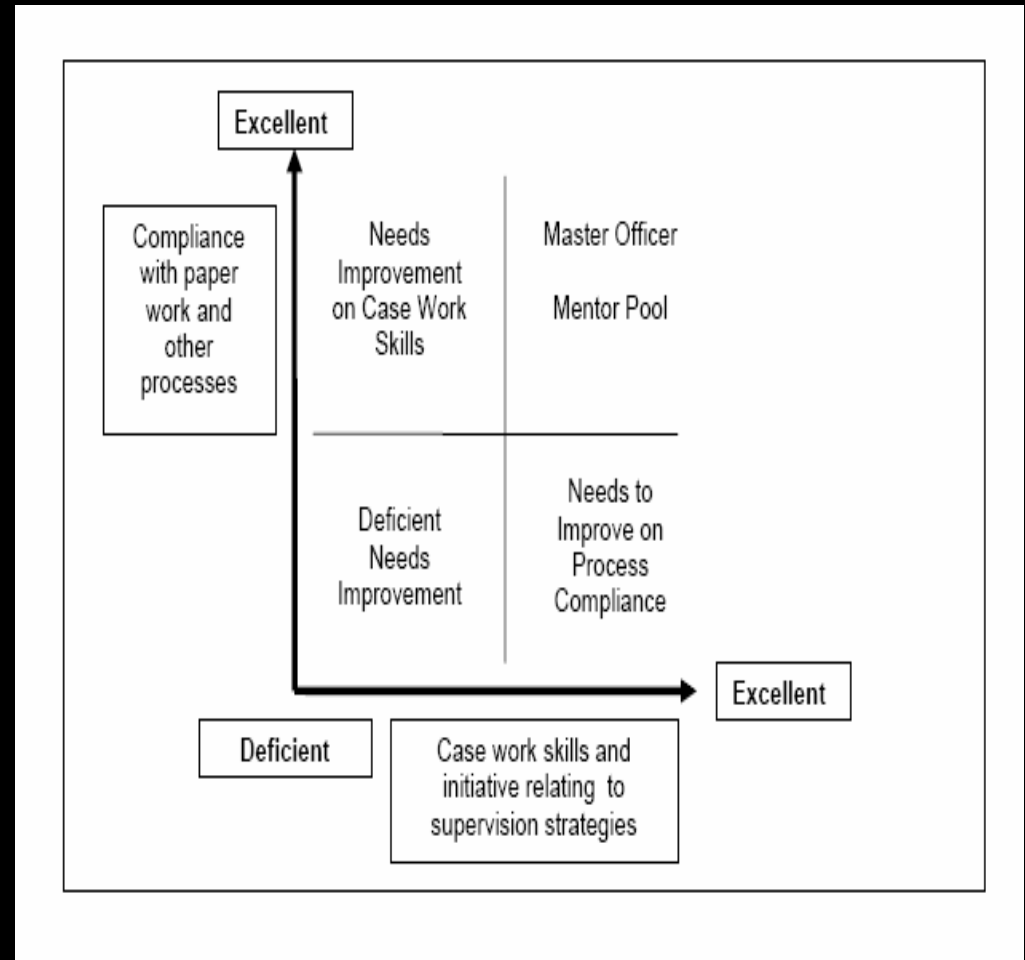
Treatment Condition-Violation

	High	Medium	Low
Positive Urinalysis or BAC as treatment requirement	1	1	1
Failure to attend AA/NA Meeting	1	1	1
Failure to attend drunk driving panel	1	1	1
Failure to attend cognitive classes	1	1	1
Failure to participate in assessment and testing	1	1	2
Failure to participate in specialized case load	2	2	3
Failure to participate in out-patient counseling	2	2	2
Failure to participate and complete in-patient treatment	3	3	3
Failure to report to SAFFP	4	4	4
Failure to attend Sex Offender treatment	4	4	4
Failure to report to SMART facility	4	4	4

High
Medium
Low

Next Steps

- **In process:**
 - Personnel evaluation strategy
 - Revocation analysis and tracking process
 - Review of residential facility
 - Employment pilot for drug offenders
- **Next year:**
 - Program quality inventory and “certification”
 - Monitoring compliance with organizational changes
 - Effectiveness evaluation



Reports in Web Site

Travis Community Impact Supervision

http://www.co.travis.tx.us/community_supervision/TCIS_Initiative.asp

Texas Incarceration Policy Being Reinforced with a Risk Reduction Strategy Under Consideration in the Legislature



Risk Containment Strategy

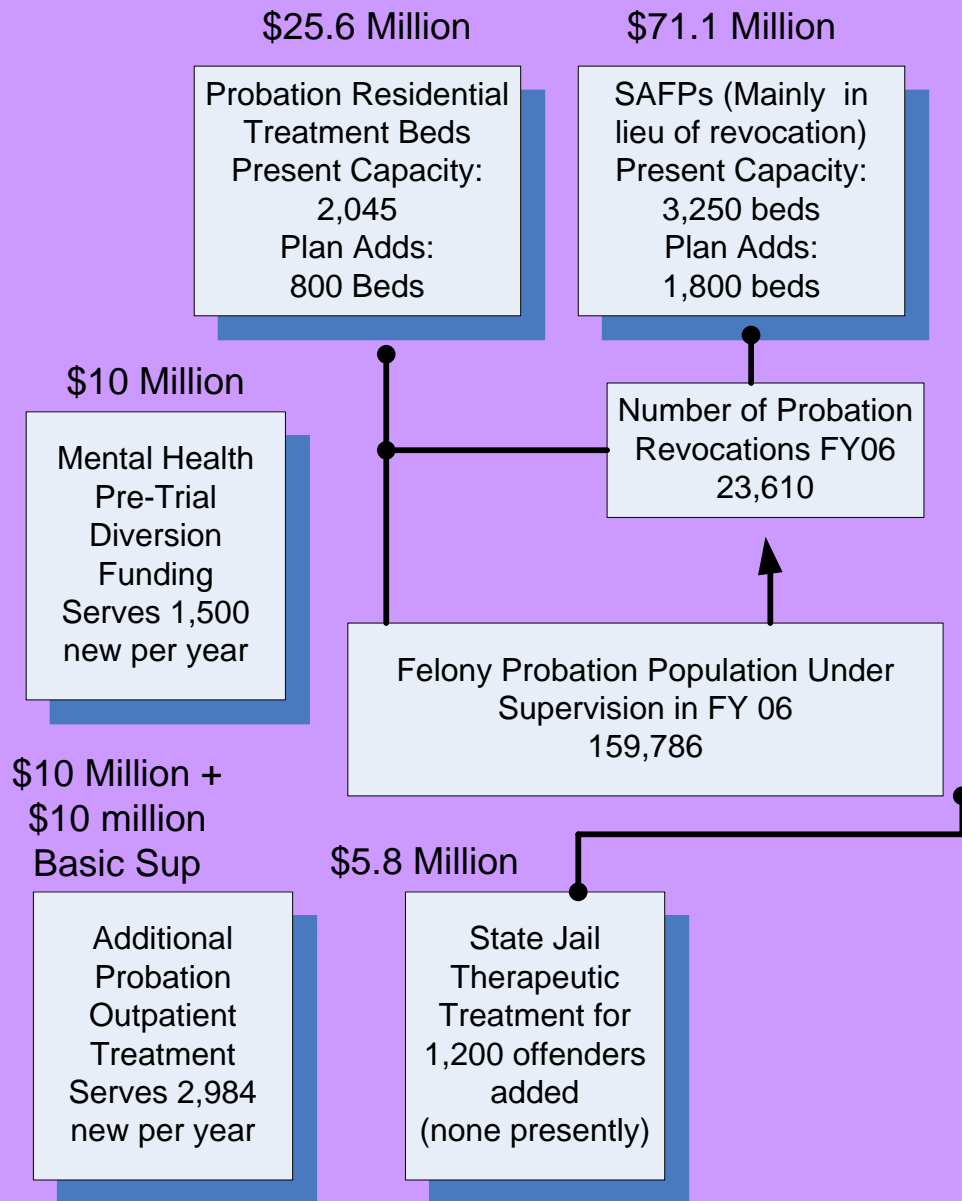
**Incapacitate to Contain Risk
Incarceration for Punishment and Retribution**



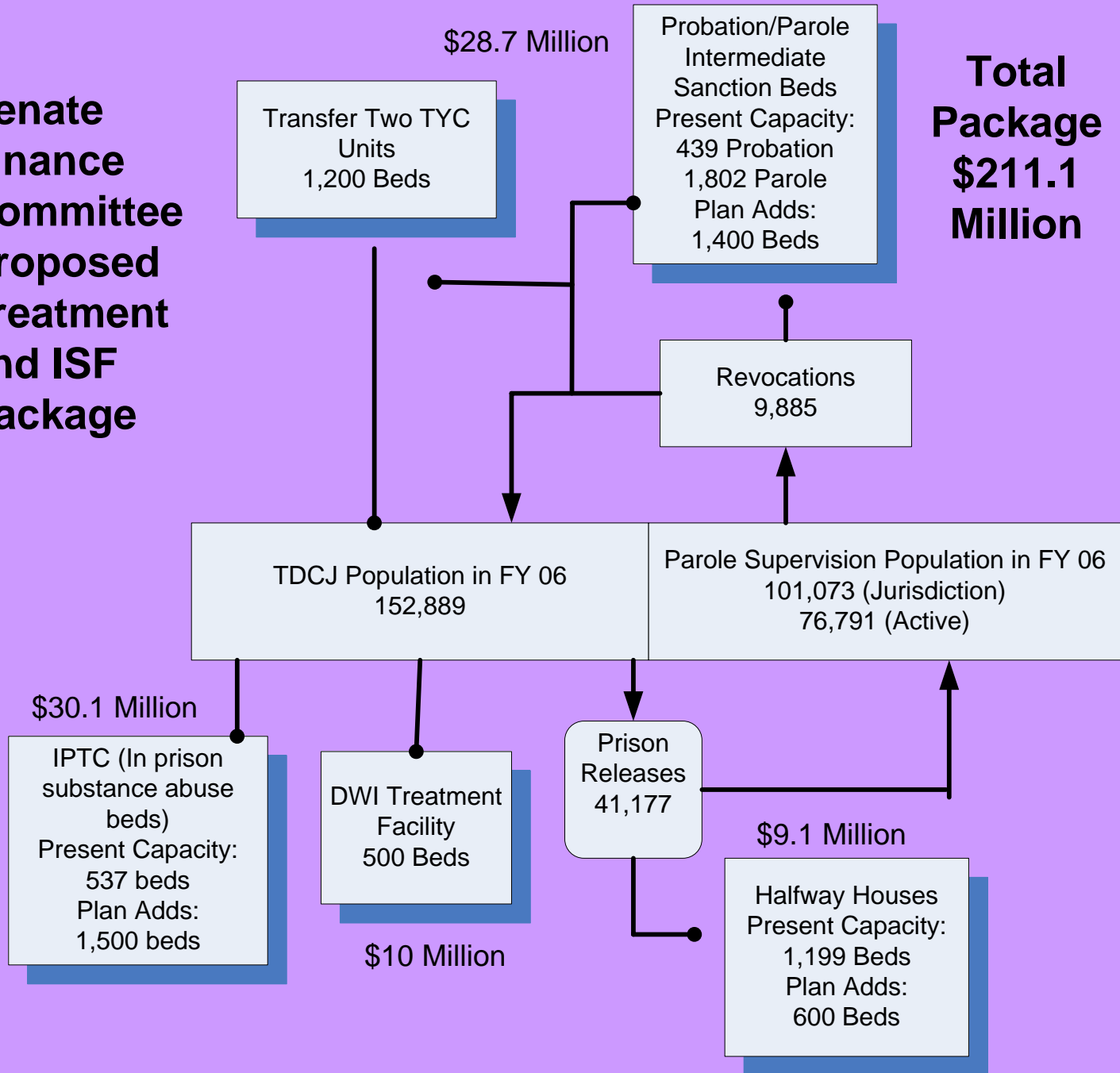
Risk Reduction Strategy

Change Behavior and Conditions that Creates Risk

Senate Finance Committee Proposed Probation Package



Senate Finance Committee Proposed Treatment and ISF Package



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Thank You