

1. Introduction and Background

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Project Background

The Travis County Sheriff's Office (TCSO) Corrections Bureau is responsible for the safe and secure holding of detainees being processed into the jail system, and for the housing of inmates remanded or sentenced to jail by judicial order. To fulfill these responsibilities, TCSO Corrections Bureau operates two facilities: the Central Booking Facility (CBF)/Travis County Jail (TCJ), located in downtown Austin, and the Travis County Correctional Complex (TCCC), located in Del Valle, about 10 miles from downtown.

TCCC houses the majority of the County's inmate population. Comprised of 12 housing buildings, the complex has a design capacity of 2,461 beds in a combination of general population, special risk, and special need beds for male and female inmates. While the inmate population has not grown in recent years, an increasing number of inmates are presenting medical and mental health conditions, and with greater acuity levels than in the past. For many of these inmates, general population housing environments are not suitable, particularly for the female population, youthful offenders and inmates with medical/mental health conditions. In addition to being old and outmoded, many of the facilities at TCCC are in poor condition, with significant deferred maintenance required to repair physical plant deterioration and address energy systems deficiencies.

The Central Booking Facility is the hub where all newly arrested individuals are booked and processed into the system. The Travis County Jail provides short-term pre-classification housing (up to 72 hours) for detainees awaiting classification and transfer to TCCC, and other categories of classified inmates, such as high profile offenders, inmates assigned to the K9 program and inmate workers. The facility has a design capacity of 359 beds.

In 2011, Broaddus and Associates, in association with CGL Ricci Greene and Wiginton Hooker Jeffry Architects, completed a Central Campus Master Plan commissioned by Travis County in 2009. The Central Campus Master Plan addressed the facility needs of County agencies and the Court facilities located in central Austin. The Master Plan recommended expansion of the Criminal Courts in the central business district, necessitating the construction of a new Central Booking Facility and the demolition of the Travis County Jail (TCJ) in the near future. Because the new Central Booking Facility will provide capacity for 72-hour pre-classification housing only (196 beds), all long term housing presently located at TCJ will need to be absorbed at the Correctional Complex.

In 2014, the County retained CGL Ricci Greene, in association with Broaddus and Associates, to undertake a Needs Assessment and Master Plan dedicated to the Adult Correctional System. The Study was conducted in two Phases: *Phase 1 Needs Analysis* completed and issued in March 2015, and *Phase 2: Master Plan*, the subject of this report.

Phase 1: Needs Analysis

The Phase 1 Needs Analysis addressed the operational needs and the bedspace capacity (number and type) required to accommodate the County's correctional system population over the 20-year Master Planning horizon. The Needs Analysis contained a series of recommendations for addressing deficiencies and improving operational efficiencies based on an evaluation of criminal court initiatives, inmate classification, health services, programs, and staffing. The Phase 1 findings and recommendations summarized below became the foundation for master plan development in Phase 2.

1. Introduction and Background

Summary of Key Findings and Recommendations

Bedspace Capacity

The County's jail population will remain relatively stable over the 20-year projection horizon, resulting in a total need of 2,834 beds by year 2030.

Recommendation:

Provide a long-term housing plan for a total of 2,834 beds: 196 pre-classification beds at the TCJ and 2,638 correctional beds at TCCC. The distribution of beds should properly reflect custody, behavioral, and healthcare housing requirements, particularly regarding special risk and high needs inmate populations.

Special Populations

Despite a decline in overall inmate population growth, the number of special risk/special need inmates is rising. Existing facilities do not adequately respond to the capacity, custody, service, or program needs of females, youthful offenders, or inmates with medical/mental health conditions. Maximum and medium security inmates are housed together, creating operational inefficiencies.

Recommendation:

Provide a variety of housing options of appropriate size, configuration, and environment for special populations such as females; high need (medical/mental health) and high risk (admin seg, disciplinary,) inmates; and youthful offenders.

Inmate Programs

With the exception of the centralized classrooms in HSB, there is a shortage of programming spaces, with access particularly limited for maximum security inmates. There is a need to supplement existing programs and spaces for vocational training, job readiness initiatives, and gender-specific curricula for female offenders.

Recommendation:

Expand inmate program opportunities for females and maximum security inmates, and develop spaces for enhanced vocational training opportunities.

Inmate Transport

Transportation of inmates from TCCC to downtown courts and back for judicial hearings and proceedings is staff intensive and results in heavy workload. A significant amount of staff time is also spent transporting inmates to the emergency room and to off-site clinics for medical visits. Security staffing for hospitalized inmates is staff intensive.

Recommendation:

Explore provision of an on-site courtroom or video capability at TCCC to reduce court transports. The Magistrate, Jail Call, and Mental Health dockets were identified by the Judiciary as potential candidates for on-site or video court at TCCC. Also, enhanced, on-site specialty clinics and level of care to reduce transport to off-site hospital and medical clinic usage.

1. Introduction and Background

Facility Infrastructure

The eventual construction of a new Criminal Court facility will result in the demolition and replacement of the downtown CBF/TCJ. Because the facility will provide Central Booking and 72-hour housing only, the majority of the downtown jail capacity will be replaced at TCCC. Many buildings at TCCC constructed in the 1980's and 1990's are in fair to poor condition and will likely require substantial infrastructure upgrades and significant capital investment in the 20-year Master Plan timeframe to get/keep them in good repair.

Recommendation:

Continue the plan to replace the downtown jail with a new Central Booking Facility/72-hour housing only - with long-term housing accommodated at TCCC. Upgrade campus infrastructure where appropriate, targeting renovation efforts on buildings worth keeping. These costs should be weighed against new construction options as part of the long range Master Plan.

Phase 2: Master Plan

Building upon the key findings and recommendations of Phase 1, the purpose of Phase 2 was to establish a physical master plan for long term development of the Travis County Correctional Campus (TCCC). In addition, the consultant updated the facility requirements for the new CBF that were developed as part of the Central Campus Master Plan.

Approach and Methodology

The Phase 2 Master Plan was conducted over a seven-month period, and included the following tasks:

1. A **Site Analysis** was conducted to understand the current boundaries and configuration of the site, existing facilities and site infrastructure at TCCC, and overall functionality of the campus relative to future development and growth.
2. An **Existing Facilities Conditions Assessment (FCA)** was performed at TCCC, including inmate housing facilities and building and support services (e.g. warehouse, kitchen, maintenance, laundry, inmate property, inmate classification/records, programs and marketable skills, etc.). The purpose of the analysis was to assess the viability of current facilities in meeting future objectives relative to existing physical plant conditions, to determine their long term value relative to the Master Plan (e.g. renovate or replace). At the County's direction Building 12, CCA, the shooting range, and the downtown CBF/TCJ were not included in the FCA.
3. A **Functional Assessment** to evaluate the functionality of each building relative to the population served, services provided and modern standards of operation.
4. A **"Fit" Analysis** was conducted to assess the alignment between custody classification requirements and available housing capacity for gender, general population, special risk, and special need categories at both the downtown jail and the TCCC site. This resulted in a refinement of the bedspace requirements generated as part of Phase 1 to address the long-term bedspace demand.
5. Three initial **Site Development Scenarios** were developed and evaluated in workshop setting with representatives from TCSO, Criminal Justice Planning, and the Planning and Budget Office.
6. The three scenarios were reduced and refined to two **Master Plan Options** reflecting input received at Workshop #1. These Options were presented in a subsequent Workshop #2.

1. Introduction and Background

7. A **Recommended Option** was selected with consensus of the group. The Recommended Option for meeting future correctional system requirements in Travis County is reflective of bedspace projections, inmate population to be served, operational objectives, and physical plant realities.
8. Three Cost Analyses were performed to provide the County with a comprehensive understanding of the capital, life cycle, and staffing costs of operating the Master Plan at full implementation by year 2040.

Report Organization

This report contains the analysis, findings and recommendations for *Phase 2 Master Planning*.

The document is organized in the following sections:

Section 1. Introduction and Background

Section 2. Master Plan Foundation

Section 3. Development of Recommended Option

Section 4. Recommended Option

Appendices containing supplemental information appear at the end of the report.