

Hays County

CRIMINAL JUSTICE SYSTEM UPDATE AND JAIL FACILITY ASSESSMENT

FINAL REPORT PRESENTATION

TUESDAY, MARCH 22, 2016



The GMJ Team

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Goals of the Study

- ▶ To update the 2010 criminal justice system assessment.
- ▶ To update the county's jail population projections.
- ▶ To conduct a condition assessment of the county's jail.
- ▶ Using the above-referenced assessment and projections, assist the county in making informed decisions on the various options regarding jail capacity needs.

Methodology

- ▶ Initial data request to assist the consulting team to prepare for its on-site work.
- ▶ Work session with the county's criminal justice coordinating committee to update the 2010 criminal justice system assessment.
- ▶ Week-long on-site visit to the Hays County jail.
- ▶ Supplemental data requests during information analysis phase, post on-site work.
- ▶ Preparation of draft report for review by county stakeholders.
- ▶ Review of draft report by the criminal justice coordinating committee, with feedback from the review provided to the consulting team by the county's project manager.
- ▶ Preparation of final report, incorporating the county's feedback, and submission of final report to the county.

2010 Criminal Justice System Assessment Update

- ▶ Using the findings and recommendations of the 2010 study as a baseline, two members of the consulting team facilitated a work session with the county's criminal justice coordinating committee to identify:
 - which recommendations have been implemented, and to what end they have helped the county to manage its jail population in the intervening years;
 - which recommendations have succeeded but have reached maximum value to the county;
 - which are still providing a benefit to the county; and
 - which recommendations have not been implemented.

2010 Recommendations That Have Been Implemented in Whole or in Part

- ▶ Continued review of cases, especially of those incarcerated in the jail, to determine whether a plea agreement has been reached.
- ▶ Ensure that videoconferencing equipment and security cameras that the county already owned were installed in the then-planned justice center facility.
- ▶ Amendment of the county's indigent plan to provide for more frequent and expedited payments to help ensure an adequate pool of defense attorneys to represent incarcerated indigent persons.
- ▶ Re-institution of Odyssey Group meetings, to help the county manage its justice system more efficiently through informed use of data.
- ▶ Requiring departmental representatives to attend statewide user group meetings hosted by the software technology firm.

Implemented Recommendations

- ▶ The district attorney should set benchmarks for the processing of cases.
- ▶ The district courts should improve the processing and scheduling of criminal cases through the court system, including the appointment of attorneys.
- ▶ The county should determine the number of offenders who are not appearing as required and determine whether there are modifications that should be made to the program to increase cooperation from offenders.
- ▶ The county should establish a pre-trial services program through the community supervision and corrections department.

2010 Recommendations Having Limited or No Implementation

- ▶ Establishment of a system whereby attorneys are held accountable for meeting with defendants in accordance with the requirements of the FDA. Consideration should be given to providing additional space and time for attorneys to meet with defendants at the jail.
- ▶ Work with law enforcement to stress the potential criminal justice system benefits of issuing citations in lieu of incarceration for eligible Class A and for Class B misdemeanors.
- ▶ The sheriff and justice of the peace should explore the use of the justice of the peace courtroom in the jail for the magistration process.

2010 Recommendations Having Limited or No Implementation

- ▶ The county should hold a second magistration docket once a set number of inmates are in need of magistration.
- ▶ The county court-at-law should add an additional jail misdemeanor docket.
- ▶ Determine the feasibility of establishing a local electronic monitoring program as a way of keeping jail population down while developing alternative supervision options that can keep the community safe.
- ▶ Development and implementation of a Hays County Criminal Justice Coordinating Committee.

2010 Justice System Assessment Update, Summary

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- ▶ It is important to note that the implemented recommendations of the 2010 study have had a positive impact in the intervening years. The jail population has, for the most part, remained at the levels projected in 2010, strongly suggesting that increased efficiencies in justice system practices have had a positive effect.
- ▶ Continued use of these practices, coupled with the implementation of some of the remaining recommendations, especially those regarding alternatives to custody, will enable the county to continue its effective jail population management, as it has in the years since the 2010 study.

Overview of Hays County Jail

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The consulting team conducted on-site observations of jail operations to review all of the areas of the jail: main lobby; intake/booking; inmate medical services, property, classification, housing, dress-out room, segregated housing, visitation, program spaces; kitchen, laundry room, mail processing room.

- ▶ The Hays County Jail is a 362-bed facility with 111 certified male and female corrections officers or peace officers (sheriff's deputies) certified by the Texas Commission on Law Enforcement (TCOLE).
- ▶ The jail books an average of 8,000 inmates per year
- ▶ On average, the jail books and releases 22 inmates per day.
- ▶ The daily cost to house an inmate in Hays County is \$82.04 per day.
- ▶ There are six law enforcement agencies that use the jail for booking and housing arrestees.

Jail Facility Condition Assessment

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- ▶ The jail condition assessment was comprised of two parts: a documents review and an on-site, four day inspection.
- ▶ The on-site inspection included a close inspection of all interior spaces, and a night walk of the facility building perimeter and secure fenced yards.
- ▶ Documents reviewed included: architectural, electrical, plumbing and detention equipment documents; grand jury, fire marshal, and Texas Commission on Jail Standards reports; maintenance and repair requests; work orders; and budget requests for maintenance, repair, and replacement of equipment.
- ▶ The intent of the inspections and document review was to provide an objective assessment of building plant construction and general condition.

Jail Facility Condition Assessment

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- ▶ The Hays County jail physical plant is 27-year-old, 88,704-square foot single level pre-cast concrete frame building with a sloped steel bar joist roof and built-up roof with rubber wearing surface roof, and exterior concrete tilt-wall construction. The roof was resurfaced in 2009.
- ▶ It is configured with non-secured and restricted access functional spaces in the Southern Umland Road end of the building; the rest of the building houses secured functions within a security envelope.
- ▶ Functions in the non-secured areas include the public entrance lobby, the bail bond/information area, public access to female visiting, and public rest rooms.

Jail Facility Condition Assessment

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- ▶ There is restricted access from the non-secured area into the sheriff's office, administrative suite, human resources and training area.
- ▶ The security envelope of the building begins immediately beyond these areas. Functions within the security envelope include inmate booking and processing, infirmary, inmate records and storage, kitchen, general population housing units, segregation cells, juvenile holding, classification, inmate property, laundry, visiting, mail and commissary services, chaplaincy and inmate programming.

Jail Facility Condition Assessment



Jail Facility Condition Assessment

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- ▶ As correctional operations have evolved since the 1980s when the facility was built, to meet community and social needs, the sheriff's operations have adapted and stayed current, while working within the physical plant that remains static.
- ▶ Operating models have changed to provide safer and more cost-effective services, such as moving from indirect supervision to direct supervision.
- ▶ Alternatives to custody have resulted in a realignment of security classifications, which impact how inmates are housed.
- ▶ The sheriff and his staff have dealt with changed inmate demographics and differing space needs by working within and around the built environment, and around obstacles presented by space sizes, number, and outfitting.

Jail Facility Condition Assessment

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- ▶ Spaces have been reassigned and used as best as possible.
- ▶ Housing units throughout the facility are located and sized for conditions and jail modalities of the 1980s and 1990s.
- ▶ Additionally, various components of the facility's infrastructure are aged and in deteriorating condition.
- ▶ One of the most outstanding features of the Hays County jail is its cleanliness. It sparkles in appearance.
- ▶ However, the outward appearance of the jail, on its surface, belies many problems "below the surface", for those not looking closely.

Jail Facility Condition Assessment

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- ▶ The security line fence is not bottom anchored. Additionally, in some locations, soil erosion has allowed gaps between the fence bottom and grass line. Without bottom fasteners or subgrade wall the flexibility of the chain link fence fabric allows erosion gaps to grow and to be of a size for easy breach.
- ▶ The circulation spine is the main thoroughfare for inmate movement to and from housing units, as well as movement of support service carts. It is approximately 360 feet long, and lined with general population housing quads C and D on the east side, and infirmary, mail, commissary, laundry, kitchen, trash removal services and housing quad B on the west side. While its width is good, its length, longer than a football field, results in reduced quality of direct security sight lines. Closed circuit television cameras help some, but custody officers working in the spine do not have good direct security lines from one end to the other.

Jail Facility Condition Assessment

- ▶ Present inmate flow has caused the reassigning and conversion of a housing unit to be used for temporary holding for booking and processing, resulting in modified jail bed capacity.
- ▶ When the facility opened in the late 1980s the 14 bed female housing unit and its adjacent visiting area were probably adequate. Since then, the female population has increased and continues to do so. At the time of our site visit in September, 2015, 56 females were in custody. These types of population numbers have forced female housing to be moved from its originally designed space to one originally designed for males. This also results in females having to be escorted to their visiting areas through male housing areas. Best practices indicate that there should be sight and sound separation of male and female inmates.
- ▶ The number of visiting booths for female inmates is not adequate and should be increased by at least six, from its present two non-contact and one contact attorney spaces.

Jail Facility Condition Assessment

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- ▶ Female space for photographing and fingerprinting is currently being done in the converted female clothing exchange room. Due to this repurposing, males and females must now use the same changing area.
- ▶ The waiting areas for youthful offenders and females are within site and sound of adult males, contrary to correctional best practices and American Correctional Association (ACA).
- ▶ Presently, youthful offenders (17 year olds) are being housed in the cells originally designed for female inmates.

Jail Facility Condition Assessment

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- ▶ The facility has no cells designed for acute and sub-acute mental health inmates, or for suicidal inmates. Best practices suggest that these inmate populations be held in cells with full wall vision panels for easy observation.
- ▶ Currently, suspected mental health inmates identified as acute are held in the one padded cell designed for “violent” inmates. This cell has very limited direct sight line observation.
- ▶ Educational and other inmate programs are being conducted in corridors of C and D quads. Additional inmate program spaces should be provided.
- ▶ One general housing unit nearest to the booking area is currently being kept in reserve as a space to hold arrestees needing single cell holding during high volume periods, thus decreasing the availability of general population housing in the jail by 12 beds.

Jail Facility Condition Assessment

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- ▶ The facility has only one ADA compliant cell, in the infirmary.
- ▶ Medical space needs have increased since the facility was built. As a result, the infirmary space is cramped for present day needs.
- ▶ None of the infirmary cells are equipped for negative pressure.
- ▶ The inmate segregation area is not in a self-contained functional envelope.
- ▶ The sliding doors in segregation are problematic. Door operation failures require removal of the cable control mechanism covers. Over time the removal and re-installation of the covers has led to a point where it now requires two to three staff to reposition and securely install the panels.

Jail Facility Condition Assessment

- ▶ Control panel switches and wiring in the security control area are antiquated.
- ▶ Security control station door control panels have overheated, on some occasions caused smoke, emitted heat odors, and caught on fire. As a consequence, the electric operation of these doors has been disabled.
- ▶ All door locking and control from this station is independent of the other control stations in the building; there is no redundancy in the event of failure.
- ▶ Sliding cell doors were installed with motor driven cable operating mechanisms as opposed to the rod driven systems typically used in the mid-1980s. Sliding functions are unreliable, and doors slip off tracks, among other operational difficulties. Replacement parts for the doors are no longer available; when a part cannot be repaired a custom-made part must replace it.

Jail Facility Condition Assessment

- ▶ Due to age, the electric operation of sliding cell doors in various areas of the facility has been disabled and operation must now be done manually. Single sliding doors are still electrically operated.
- ▶ The electric operation of the single cell doors in housing unit D1-4 in D Quad has been disabled. These doors must now be operated manually.
- ▶ Portions of C and D Quad have been repurposed for uses other than their original designs, as space needs have evolved since the facility was originally built.

Jail Facility Condition Assessment

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- ▶ All of the control stations and guard stations operate their respective security perimeter doors independently. If one is disabled for any reason its functions cannot be taken over by another station. This lack of redundancy can present difficult conditions for jail personnel.
- ▶ The Day Treatment Program is located in a wood modular building near the north corner of the main jail facility adjacent to B Quad. There are no sight lines into the offices or small counseling rooms. There is CCTV coverage of the large program space.
- ▶ Best practices indicate that this and other programs should be conducted in appropriately located spaces within the security perimeter of the jail building.

Jail Facility Condition Assessment

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- ▶ Sight lines in the kitchen are obstructed by equipment.
- ▶ Exposed and unprotected storage and supply of cleaning chemicals within the kitchen is not a best practice.
- ▶ Exposed and unprotected water lines, waste lines and exhaust ducts are not best practices.
- ▶ Commissary services have drastically increased since the design of the facility. As such, the current commissary space is very cramped for present day needs.

Jail Facility Condition Assessment

- ▶ Likewise, support services have increased greatly since the jail's original design. A support services sergeant office is in a space designed for an inmate barber. The size and location of the space is inadequate for its current use.
- ▶ Male haircut services are presently conducted in corridors.
- ▶ The location and size of the mail room is likewise inadequate. The space is extremely small, and its location in a main circulation corridor is not a best practice.
- ▶ The current heating and air-conditioning system is one typically used for commercial big-box and warehouse applications. While usually the least expensive in capital costs, it is more expensive in operating costs. Additionally, with each roof-top unit being a separate zone, there is no redundancy when failure of a unit occurs.

Jail Facility Condition Assessment

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- ▶ With regard to plumbing, combination toilet/wash basin fixture connections are beginning to show some water leakage.
- ▶ Exposed copper lines and connections have been patinaed, suggesting possible light leakage caused by corrosion and pipe wall deterioration from the inside.
- ▶ Leaks in the soil line running under the HR training room floor can also be a sign of deterioration of sanitary sewer lines.

Impact of Current Jail Space on Operations

- ▶ Our on-site review of operations showed that spatial limitations of the current jail present ongoing, daily challenges to efficient jail operations.
- ▶ Due to the changing nature of jail operations since the original design of the building, many offices and spaces for both administrative functions and operational functions have been repurposed and are currently in use for something other than their original design.
- ▶ The main lobby area is the same entrance used by employees to enter the jail, and the staff assigned to the bonding desk is the same staff also managing visitors to the jail and the staff entrance/exit, and attorney visitation. These multiple tasks create confusion and inhibit staff efficiency and productivity.

Impact on Operations

- ▶ Too many functions are occurring in the bail bond/information and lobby control station. The bail bond transaction and processing area is not adequate. Best practices suggest that the bail bond area be a separate functional area.
- ▶ The combination of the bail bond/information and lobby door control area results in a cramped work space of staff, affecting efficiency of operations.
- ▶ There is no security screening for persons entering the building, jeopardizing the safety and security of the facility and persons within the building.
- ▶ Security sight lines into the public lobby storage alcove and toilets are blocked.

Impact on Operations

- ▶ There are no direct security sight lines from the lobby control station to the restricted administration corridor entry door, and there is no CCTV coverage of the restricted administrative corridor at the exterior door entrance.
- ▶ Storage space is needed for the training room and community outreach activities.
- ▶ All of the offices in the jail administration staff area are converted cubicles, and are thus small and cramped.
- ▶ The mailroom is not equipped with x-ray or scanning devices that could prevent contaminated items from entering the facility.

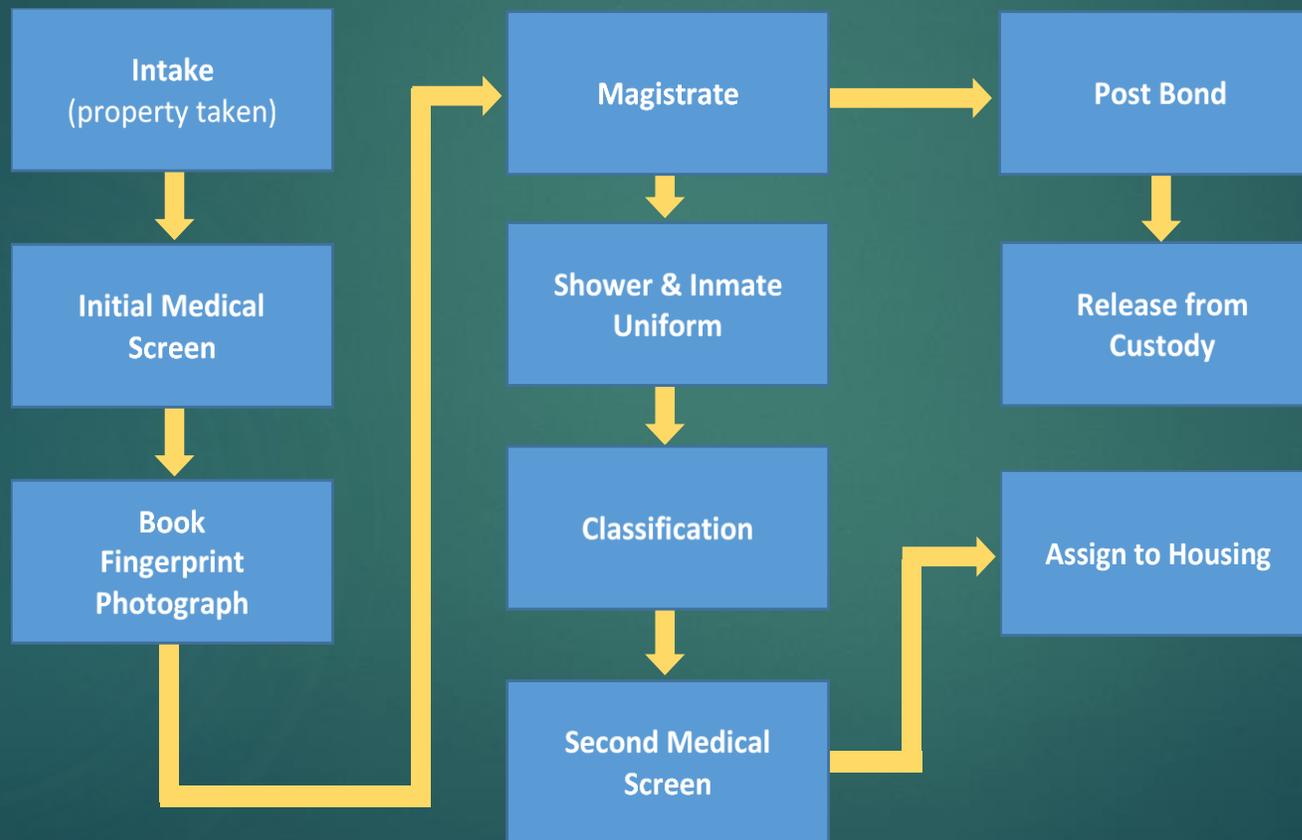
Impact on Operations

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- ▶ The design of the sally port was likely adequate when the jail was originally built, but it is now cramped with the present day volume of flow in and out of the facility.
- ▶ Since the facility was first opened, booking and processing has become much more detailed due to litigation and additional regulations, resulting in additional steps to processes. This, in turn, has resulted in changes to the types and numbers of spaces needed to properly hold, separate, and interview inmates.

Impact on Operations

The flow of operations in the jail has many steps, as this flow chart indicates.



Impact on Operations

- ▶ The jail's floor plan creates some inefficiencies in the intake/booking process, which consists of several stages, including a pat-down search, personal property inventory, initial medical screening, fingerprinting and photographing, magistration, a classification interview, and a secondary medical screening before being housed.
- ▶ The intake/searching area is small and limits the number of people who can enter the jail and be searched at a time. Due to the space limitation, it is only optimum for two at one time.
- ▶ The intake area is the same area that is used to exit the facility when inmates are transported to court or released to another agency, raising safety concerns when newly arrested inmates are in close proximity to other inmates being transported out. When large groups are being transported out, it can have a significant adverse impact on the booking process.

Impact on Operations

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- ▶ Due to the booking area also functioning as the processing-out and release area, when inmates are released from the facility for transfers to courts and other facilities, the intake process is stopped until the outgoing group is moved through the booking area and into the waiting vehicles in the sally port. This occurs at least twice daily when courts are in session, and is very disruptive to intake operations, and slows down operational efficiency.
- ▶ To try to improve capacity and flow, the booking area has been modified by reducing the size of the male processing dress-out area and removing a wall to provide an open seating waiting area for inmates.

Impact on Operations

- ▶ Storage spaces in the booking area are inadequate for items such as restraint chairs.
- ▶ Booking and classification interviews should be conducted in separate areas for appropriate levels of privacy and confidentiality.
- ▶ There should be separate intake and release areas, as suggested by best practices.
- ▶ At current occupancy levels, the jail's booking area should be, at least, twice the present size, with an additional four holding cells for males, two for females, and at least one acute mental health cell and one youth cell.
- ▶ Additional temporary holding cells are needed for booking and processing inmates.

Impact on Operations

- ▶ The fingerprinting and photographing required at time of booking occur in a small, cramped room, allowing only one person to be processed at a time, slowing down the booking process. This also impacts the release process, because the officer processing for booking is usually also the same officer processing those being released.
- ▶ The classification process is also adversely impacted by the physical plant. The classification office is also used to conduct inmate disciplinary hearings. The area lacks privacy and confidentiality.
- ▶ Overall, the jail is using an open seating concept to help manage people in the intake/booking area for people waiting to be booked in, magistrated, classified, released, or transferred. Due to a limited number of holding cells, this creates safety concerns.

Impact on Operations

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- ▶ Due to lack of space in the booking area, healthcare staff is required to conduct the initial medical interviews in an area in close proximity to open seating and right outside the classification office. With the constant movement of inmates and detention staff in this area, it is very distracting.
- ▶ Additionally, the location of where initial medical interviews occur creates serious concerns as to visual and auditory privacy and conformance with the federal Health Care Insurance Portability and Accountability Act (HIPAA).
- ▶ For the second medical screening, the arrested person must be escorted past the booking desk to the medical area, then walked back to the booking desk to complete the booking process.

Impact on Operations

- ▶ The second medical screening area lacks adequate waiting space, exam room space and mental health screening space for patient privacy and optimum scheduling. Medical screenings and sick call appointments are scheduled and done based on space availability, which can delay or prevent proper medical services to inmates.
- ▶ Storage space in the medical area is inadequate. Best practices indicate that a separate secure medication storage and sort area be provided.
- ▶ The medical services supervisor's office is a converted linen closet, and computer work stations line the open work area.
- ▶ Other areas that lack adequate space, creating operational challenges and inefficiencies, are inmate dress out, inmate property room, visitation, and programming areas. The mail processing room is also very small.

Impact on Operations

- ▶ While the food service area appeared adequate overall, the receiving dock is also the garbage removal area, creating a co-location for receiving and trash disposal. The dishwashing machine is outdated and ought to be replaced.
- ▶ With regard to housing, the Hays County jail has a traditional, linear/intermittent jail design, which is a labor-intensive design.
- ▶ The detention staff must patrol to have complete, unobstructed views inside cells and housing areas.
- ▶ Due to the linear design of the facility, observation of inmates and activities in cells require observation through small windows in doors by roving officers standing in front of doors.
- ▶ Direct supervision housing models in present day jail designs afford greater efficiency in housing and supervision of inmates.

Impact on Operations

- ▶ With the advent of the Prison Rape Elimination Act (PREA) there is increased emphasis on administrative segregation areas of jails. Such issues were not a consideration when the current jail was designed and built.
- ▶ At the time of our site visit, there were no empty administrative segregation cells.
- ▶ Lack of adequate administrative cell space for all the current “keep-separate” categories poses additional housing challenges for the jail.

Impact of Current Jail Space on Operations: Conclusion

- ▶ The primary contributor to operational challenges and inefficiencies in the jail is a lack of space.
- ▶ There are numerous management and operational issues that are being adversely impacted by the current space that, without being addressed, can cause difficulty in being able to maintain an acceptable level of safety and security for both inmates and staff.
- ▶ Employees can better execute their job duties with a safer and more secure working environment that affords them adequate space in which to perform their tasks.

Population Projections

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- ▶ In preparing the population projections for the study, GMJ analyzed general demographics for Hays County, its resident population, historical crime indexes for the county, and jail population and bookings for the years 2005 through 2015.
- ▶ Data sources include the U.S. Census Bureau, the Texas State Demographer, Texas Department of Public Safety Crime Reports, Texas Commission on Jail Standards, and the Hays County Sheriff's Office.
- ▶ Five and ten-year projection scenarios were prepared.

Population Projections

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- ▶ “Rules of probability do not hold in forecasting social phenomena such a criminal activity.”

...Allen R. Beck, PhD

Population Projections: Demographic Overview

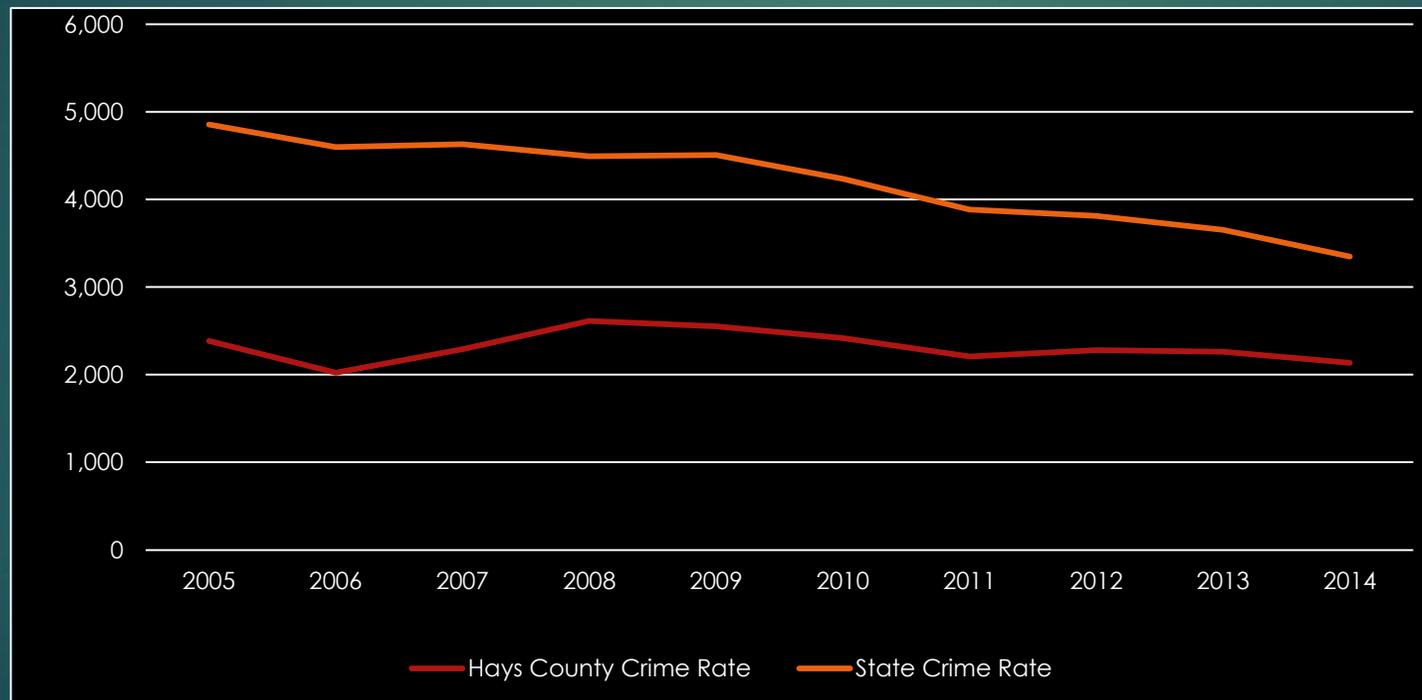
- ▶ Over the past four years, Hays County's population has increased by 17.8 percent, while the state's increased by 7.2 percent and the nation's by 3.3 percent.
- ▶ Hays County residents hold higher education levels than both the state and the nation.
- ▶ The county's economic performance is slightly higher than both the state's and the nation's.
- ▶ The county's median income (\$58,651) is higher than both the state's (\$51,900), and the nation's (\$53,046) .
- ▶ The county's per capita income (\$26,873) is higher than the state's (\$26,019) but lower than the nation's (\$28,155) .
- ▶ Hays County has fewer residents living in poverty (14.3 percent) than both the state (17.2 percent) and the nation (14.8 percent).

Population Projections: Demographic Overview

- ▶ The Austin-Round Rock metropolitan statistical area, which includes Hays County, is the third fastest growing area in the country.
- ▶ Although Harris, Collin and Denton counties are slated to grow most in terms of absolute numbers through 2050, Hays County is projected to increase by the largest percentage of all Texas counties.
- ▶ Hays County is the fifth-fastest growing county in the nation.
- ▶ While the majority of migration into the state will consist of young adults between the ages of 20 to 34, the number of elderly Texans is projected to grow at a greater percentage than any other age demographic through 2030.

Population Projections: Crime Rates and Arrests

Although the state's crime rate has decreased an average of 4 percent over the past ten years, the county's crime rate is significantly lower than the state rate.



Population Projections: Jail Population and Bookings

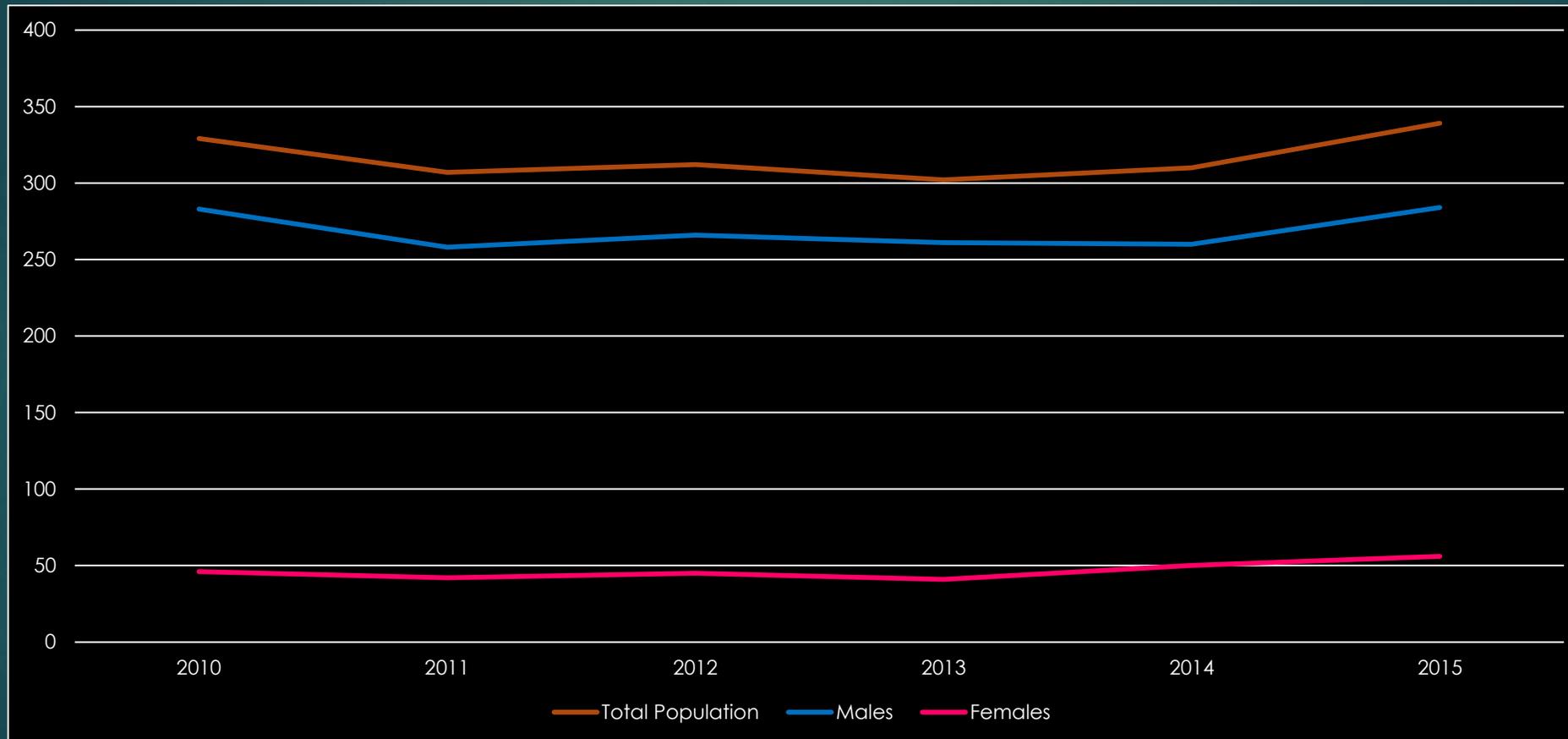
- ▶ With the exception of 2012, the average daily population (ADP) of the Hays County jail has hovered at the 300 mark for the past six years. This is in keeping with the projections made in the 2010 study.
- ▶ The male population has decreased between 2012 and 2015, while the female population has steadily increased over this period.
- ▶ The ADP for inmates housed in other county jails in 2015 was 39, a significant increase from the prior four years. During 2010 the ADP for outsourced inmates was 30. Female inmates have not been housed in other counties since 2010.

Population Projections: Jail Population and Bookings

- ▶ While total ADP is remaining relatively flat, there have been changes in the make-up of the jail population. Misdemeanants have been slowly but steadily decreasing, while parole violators have been increasing slightly. Felons dipped in 2011, increased in 2012 and 2013, then declined in 2014.
- ▶ Declines in incarcerated misdemeanants are usually a product of more efficient case flows and sentencing practices.
- ▶ Hays County's incarceration rate, which represents the number of inmates per 100,000 population, has declined since 2010. At September 1, 2015 it was at 1.58, well below the state rate of 2.17, and only 47 other Texas counties have lower rates.

Population Projections: Jail Population and Bookings

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Jail Population Projections

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- ▶ County jail populations are impacted by a variety of internal and external factors, such as sentencing laws, judicial decisions, crime rates, arrest postures of law enforcement agencies, the age of a jurisdiction's population, policies and practices regarding jail lengths of stay, and socioeconomic factors, among others.
- ▶ Many of these factors are outside the control of the county.
- ▶ Because of the multitude of factors affecting jail population, projecting future jail population is a difficult task. The further out in time one projects, the greater the possibility that the future can vary.
- ▶ However, keeping close track of the dynamics that influence jail population can help a jurisdiction to manage its population.

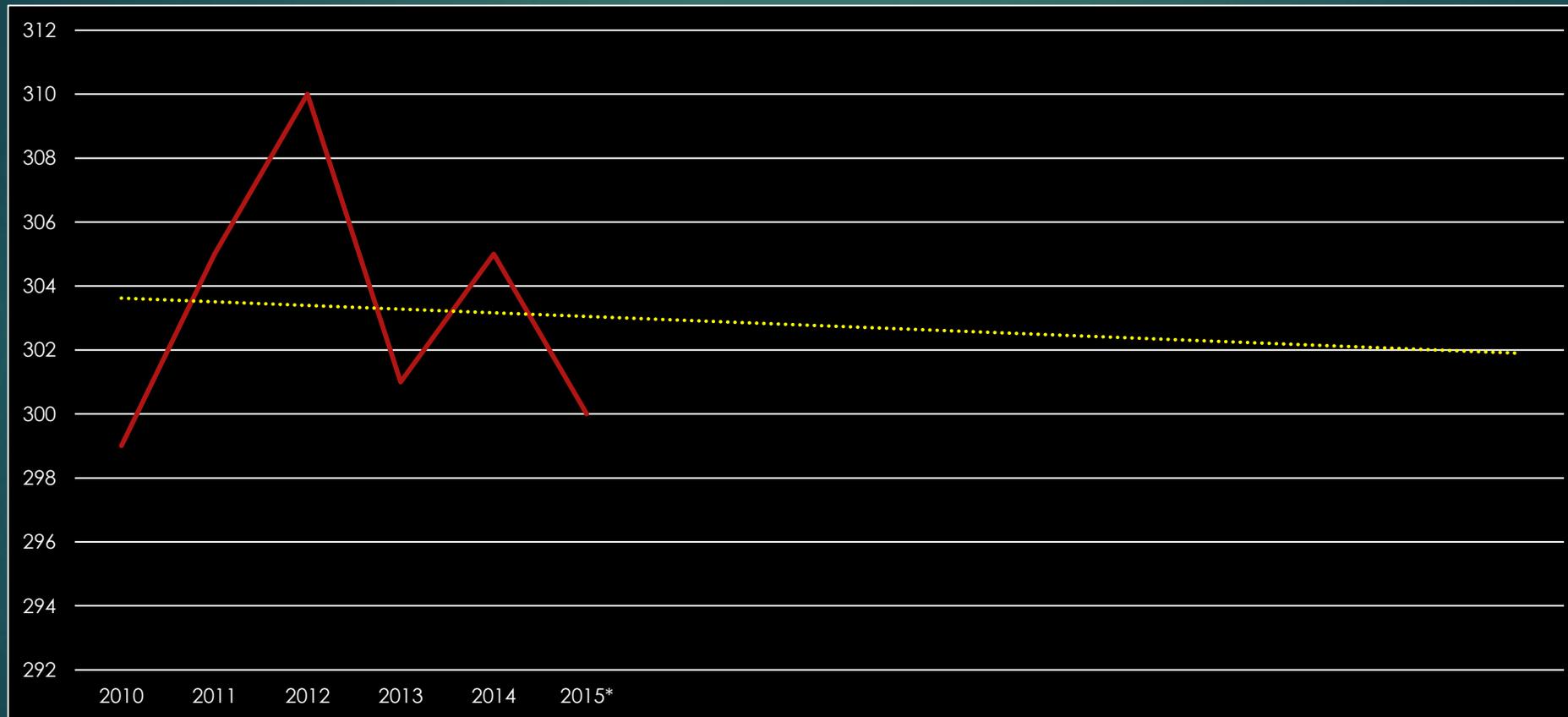
Jail Population Projections

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- ▶ To prepare our projections, we used historical average daily jail population data supplied by the county to project male, female and total jail population for the next five to ten years. Because we did not have historical average daily population by charge type we based our projections for these categories on TCJS historical data.
- ▶ We were unable to make projections for subcategories of youthful offenders or inmates classified as mental health patients because the county did not have historical data for these subcategories.

Jail Population Projections

Total jail population is projected to trend downward and is estimated to be just above the 300 mark by 2020, with the 10-year projection showing the population remaining at the 300 mark.



Jail Population Projections

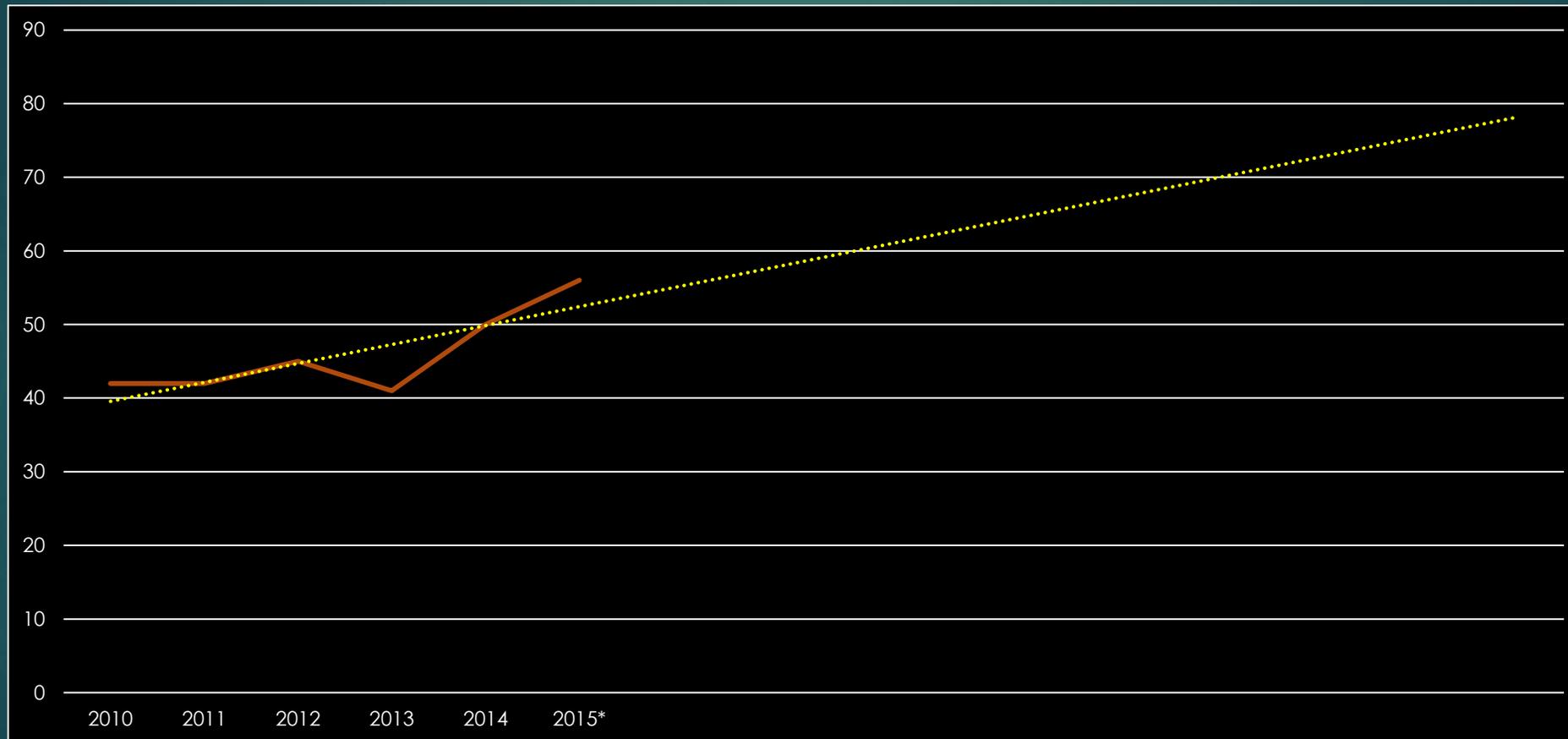
The male inmate population is showing a declining trend over the next five to ten years, dropping to 240 by 2020 and to 230 by 2025.



Jail Population Projections

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The female population is projected to increase to almost 70 by 2020 and to 80 by 2025



Jail Population Projections: Conclusion

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- ▶ Hays County has many positive factors indicating that crime and incarceration rates will continue to remain low, including low unemployment, a robust economy, an educated and aging population, and a low poverty rate.
- ▶ Due to these factors, while the county is slated for unprecedented growth over the coming decades, it will not necessarily translate into growth in the county jail population.
- ▶ While our projections show a lack of growth in the overall jail population, there is indication that the make-up of the jail population will change.
- ▶ Our projections show that the county can expect increases in its female jail population, while its male population and misdemeanor population decrease, and its felony inmate population increases slightly.
- ▶ While we did not make any projections for mental health inmates, state and national trends across the board indicate that the number of incarcerated individuals with mental health issues is increasing.

Evaluation of Options

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- ▶ In assessing the condition of the current jail facility, and the limits the space places on jail operational efficiency, along with our jail population projections, we evaluated three options:
- ▶ Retrofitting and expanding the current jail.
- ▶ Constructing a new jail.
- ▶ Using inmate outsourcing to other counties in lieu of new or renovation construction.

Evaluation of Options

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- ▶ Our analyses, observations and population projections indicate that, rather than a significant number of additional inmate beds, the county instead needs to “rightsize”; reconfigure jail spaces to reflect current operational practices and provide spaces that allow flexibility needed for separations of inmate categories and types for optimal security of both inmates and staff.

Evaluation of Options

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- ▶ Although the total jail population is projected to be relatively flat over the next five to ten years, the county needs an adequate number of beds for proper classification and inmate separation.
- ▶ We saw no inmates in administrative segregation cells because the current 14 cells were being used for other purposes. Increasing the current number by 25 to 50 percent should be adequate.
- ▶ Our population projections show the female population will continue to grow, and currently their housing placement is not adequate.
- ▶ Infirmary beds are needed for temporary care of ill inmates and those needing medical care. Long-term needs would most likely require hospitalization.

Evaluation of Options

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- ▶ The county does not have data on mental health patient inmates. Using national averages, we estimate that 12 to 14 beds each for acute and sub-acute care mental health inmates will be needed.
- ▶ The county also does not have historical data on PREA inmates, so we were unable to make an estimate for this category of inmate.

Evaluation of Options: Retrofitting and Expanding the Current Facility

- ▶ We do not recommend retrofitting and expanding the current facility. In addition to the logistical difficulties during the renovation and expansion, with taking areas of the jail offline and moving inmates to out-of-county locations, the additions to and retrofitting of the current jail would be very expensive and cumbersome, and still not leave the county with an optimum finished product for today's jail operational climate.

Evaluation of Options: Retrofitting and Expanding the Current Facility

An expansion of the existing jail to meet current needs would require:

- ▶ Larger intake processing and booking area with appropriate holding areas for jail capacity, which would require an additional approximately 6,030 square feet of area.
- ▶ Additional space for booking processing, approximately 4,320 square feet.
- ▶ Additional infirmary area and mental health acute and sub-acute spaces, approximately 1,920 square feet
- ▶ Inmate education and programs areas, approximately 3,660 square feet
- ▶ New vehicle sally port, approximately 2,852 square feet
- ▶ Renovated housing units for conversion to direct supervision

Evaluation of Options: Retrofitting and Expanding the Current Facility

- ▶ Retrofitting C and D Quads to convert them into direct supervision housing units would require total deconstruction and removal of the units, the security control stations and roofs of the four pods.
- ▶ The vacated spaces would then be retrofitted as direct supervision units, with a two level, main floor with mezzanine with elevated security control stations.
- ▶ To address the configurations needed to manage the current and projected population would require retrofitting one pod for females with adequate separation; an additional male housing pod to address security classifications and inmate type separation issues: a 64 bed pod with four 16-bed direct supervision housing units. An additional male housing pod such as this would require approximately 9,504 square feet.

Evaluation of Options: Outsourcing in Lieu of New or Renovated Construction

- ▶ We do not recommend outsourcing as a viable, long-term option to new or renovated construction.
- ▶ At the time of our jail assessment, the county had outsourcing contracts with Bastrop, Caldwell and Guadalupe counties, as well as one with Walker County for inmates awaiting transfer to the state prison system.
- ▶ The primary costs associated with inmate outsourcing include the daily contract rate paid per inmate and the transportation costs to and from court appearances for the inmates.
- ▶ Daily rates per inmates being charged under the contracts listed above ranged from \$37 to \$50. All but one contract had limits on the number of inmates accepted, ranging from 20 to 48.

Evaluation of Options: Outsourcing in Lieu of New or Renovated Construction

The costs for inmate outsourcing paid by Hays County for the years 2010 through 2015 are shown in the table below.

| Fiscal Year | Contract Inmate Detention |
|-------------|---------------------------|
| 2010 | \$653,200 |
| 2011 | \$135,500 |
| 2012 | \$0 |
| 2013 | \$0 |
| 2014 | \$61,700 |
| 2015 | \$344,528 |

Note: Costs do not include transportation

Evaluation of Options: Outsourcing in Lieu of New or Renovated Construction

While this option may appear economically viable, the reasons for not considering outsourcing as a good long-term solution include:

- ▶ The option does not address the existing jail space operational deficiencies, which need attention
- ▶ Safety and security issues related to frequent transporting of inmates to and from other counties
- ▶ Hardships created for families of inmates, who are required to travel longer distances for visitation
- ▶ Attorney/client visitation is made more onerous, creating the possibility of case flow delays
- ▶ The option also makes Hays County dependent on other counties with some proximity to Hays County to always have adequate space available when Hays County needs to outsource its inmates

Evaluation of Options: Constructing a New Jail

- ▶ GMJ recommends constructing a new jail as the best option for Hays County to address its current operational challenges and its future needs based on our five and ten year projections.
- ▶ A new facility appropriately designed for direct supervision operation and management could be constructed near the existing jail.
- ▶ The construction of a new facility, to include the spaces addressed in the discussion on retrofitting and expansion, and designed with a direct supervision model for housing, would allow the county to adequately address the operational needs of a 21st century jail with up-to-date design efficiencies. It would also preclude continued maintenance problems of the existing jail that would remain in a retrofit or expansion of the current facility.

Evaluation of Options: Constructing a New Jail

- ▶ It should be noted that, because of the many variable factors that impact jail population projections, any new facility that would be built based on these or any other population estimates should be designed with the ability to add to the facility as might be needed over a longer term.
- ▶ While obstructions of the retention pond, electric lines and easements, as well as land elevation, restrict the availability of a building site, the area west of the Sheriff's Office Law Enforcement center would be a good siting opportunity.
- ▶ The existing property, combined with additional property located along the west property line, would be sufficient area to site a new facility with appropriate parking and buffer areas.

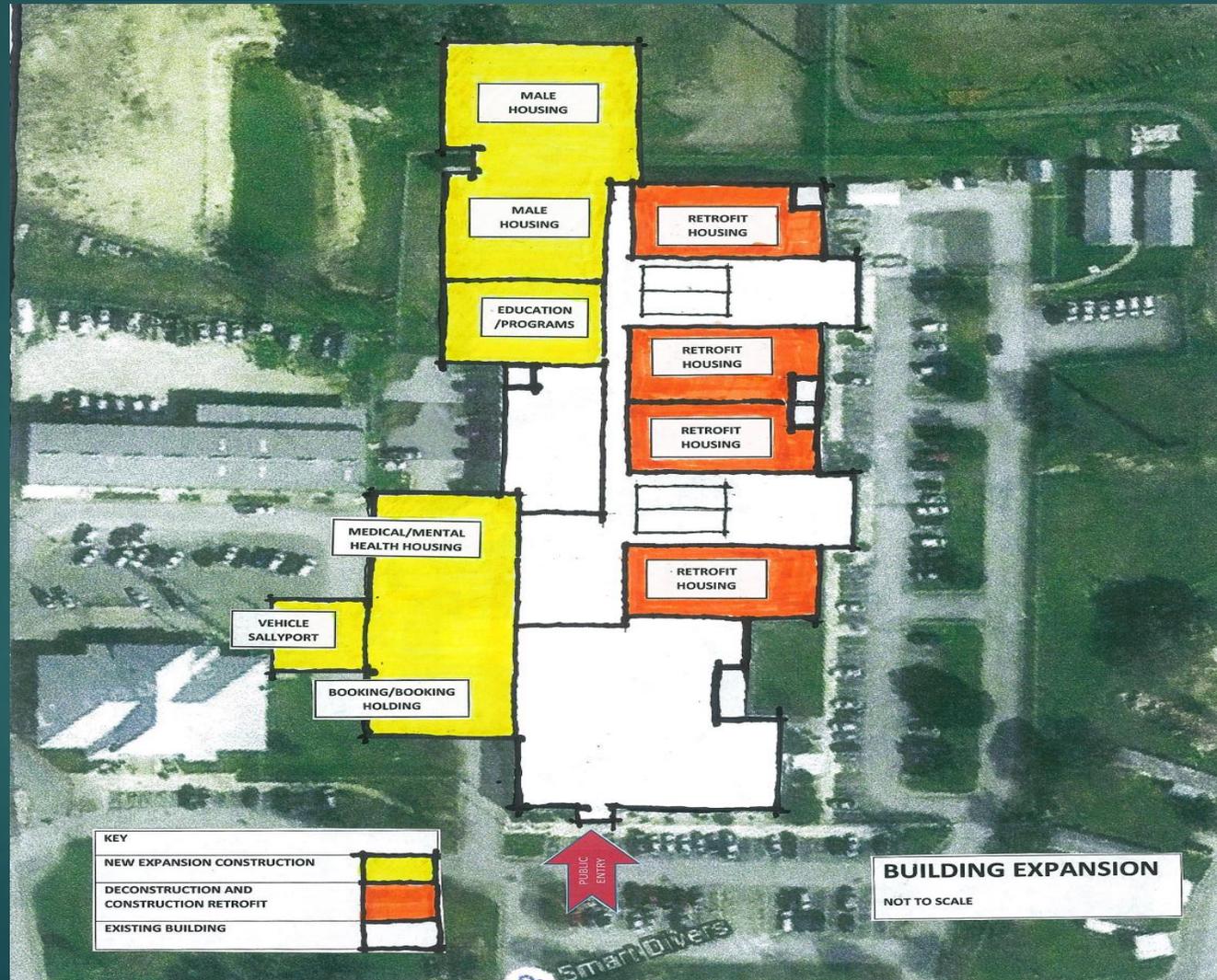
Fiscal Implications of Jail Capacity Options: Retrofit vs. New

- ▶ We have prepared conceptual parameter estimates of construction costs, which are developed by assessing national average square foot costs for functional areas, applying adjustments for the Hays County construction region, and then applying a two-year inflation factor.
- ▶ A retrofit estimate for the additional spaces and building is \$44,073,651.

Fiscal Implications of Jail Capacity Options: Retrofit vs. New

| Bed Type | Number of Beds Needed | Comment |
|--|-----------------------|--|
| Total number of beds | 462 | 362 plus 64-bed addition plus MH beds |
| Segregation cells | 20 | 12 plus 8 |
| Female beds | 68 | |
| Infirmiry beds | 8 | 4 plus 4 |
| Acute care beds (mental health patients) | 12 | Those inmates needing full-time observation |
| Sub-acute care beds (mental health patients) | 14 | Those inmates needing observation every 15 minutes |
| PREA inmates | Unknown | No data available to estimate this number |

Fiscal Implications of Jail Capacity Options: Retrofit vs. New



Fiscal Implications of Jail Capacity Options: Retrofit vs. New

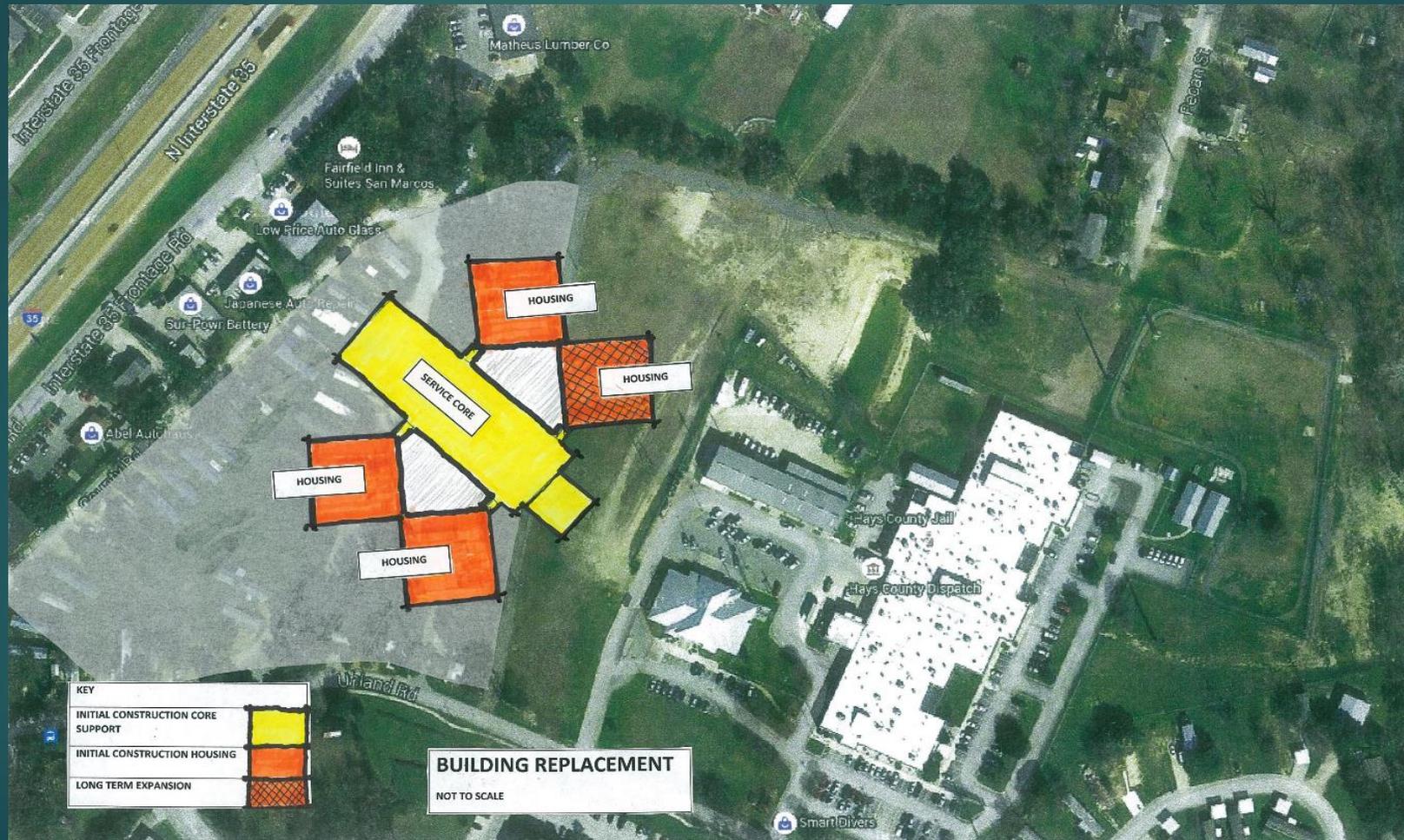
- ▶ A new construction estimate without land costs is \$52,474,330.
- ▶ Any capital improvements, whether a retrofit/addition or new building, will require detailed assessment of conditions, a specific detailed facility program, and detailed assessment and estimate of costs for development and construction.

Fiscal Implications of Jail Capacity Options: Retrofit vs. New

Recommendation for Design Requirement for the Hays County Jail

| Bed Type | Number of Beds Needed | Comment |
|---|-----------------------|--|
| Total number of beds | 360 to 400 | |
| Segregation cells | 18 to 21 | |
| Female beds | 65 to 70 | |
| Infirmarary beds | 6 to 8 | |
| Acute care beds (mental health patients) | 12 to 14 | Those inmates needing full-time observation |
| Sub-acute care beds (mental health patients) | 12 to 14 | Those inmates needing observation every 15 minutes |
| PREA inmates | Unknown | No data available to estimate this number |

Fiscal Implications of Jail Capacity Options: Retrofit vs. New



Conclusion

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- ▶ The county would benefit from a new jail, for more efficient 21st century operational management and appropriate housing.
- ▶ Rather than a much larger facility, population projections continue to indicate that more “rightsizing” is needed to accommodate changing correctional demographics.
- ▶ Combining these population projections and more efficient jail operational practices, which would be made possible with a more up-to-date design, and employing case flow and sentencing efficiencies, especially for the misdemeanor population, should enable the county to meet its correctional and justice system needs appropriately.