

# CHALLENGING THE STATUS QUO

Session # AAJ153CD1

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## Planning for NO Growth: the New Paradigm for Corrections



2015 AIA ACADEMY OF ARCHITECTURE  
FOR JUSTICE CONFERENCE

**MIAMI**  
**NOVEMBER 18-21, 2015**

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# Course Description

Historically, counties have been hard pressed to keep pace with growing jail populations and costs. Public sentiment and justice initiatives aimed at reducing jail bedspace are changing that – many county jails are now below design capacity. With the “pressure off”, officials are asking a different question:

*“How can we effectively plan for a NO growth scenario?”*

This case study presents two counties who are redeveloping their correctional facilities to respond to address this challenge. In **Travis County, TX** the plan includes replacement of outmoded buildings on the correctional complex to address special housing needs and programmatic objectives without significantly increasing bedspace capacity.

The **Dutchess County, NY** plan includes a Justice and Transition Center that provides intensive reentry programming for inmates. Located downtown, the Center will improve the urban fabric immediately around the jail as the cornerstone of a larger urban development initiative.

The declining demand for bedspace provides officials and administrators with challenges and opportunities. The justice architect and planner can assist the client in developing long range development plans that go beyond the traditional focus of expanded capacity.

# Learning Objectives

1. Get informed about the political “big picture” needed for a successful Correctional Master Plan.
2. Acquire the skills for assessing and documenting jail bedspace requirements.
3. Learn how to evaluate campus development scenarios for meeting all project objectives.
4. Learn the elements of “Civic” design and “place-making” especially for jail projects.

# Panelists

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Travis County Department of Planning and Budget  
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# ***Master Planning Context***

## THEN: *How Many Beds?*

- Over-reliance on incarceration
- War on drugs
- Prison overcrowding – jail overflow
- Old, outmoded, and insufficient capacity
- Jail Construction boom mid 1980's and beyond

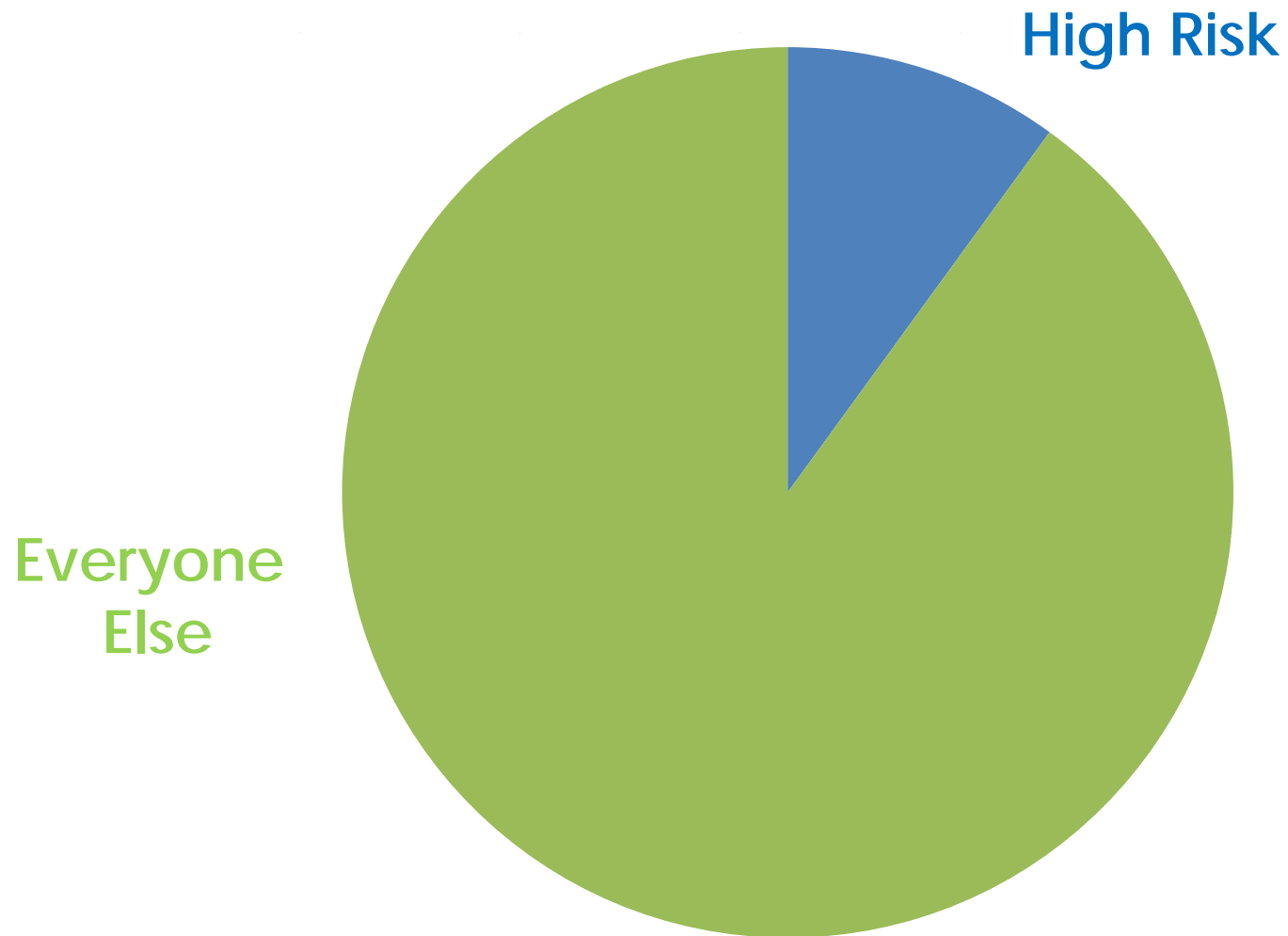
## MANAGING BEDSPACE DEMAND

- Jail Diversion
- Alternatives to Incarceration
- Emphasis on Reentry
- Best Practice research
- Decline in jail usage
- Direct Supervision philosophy

## NOW: *Who?*

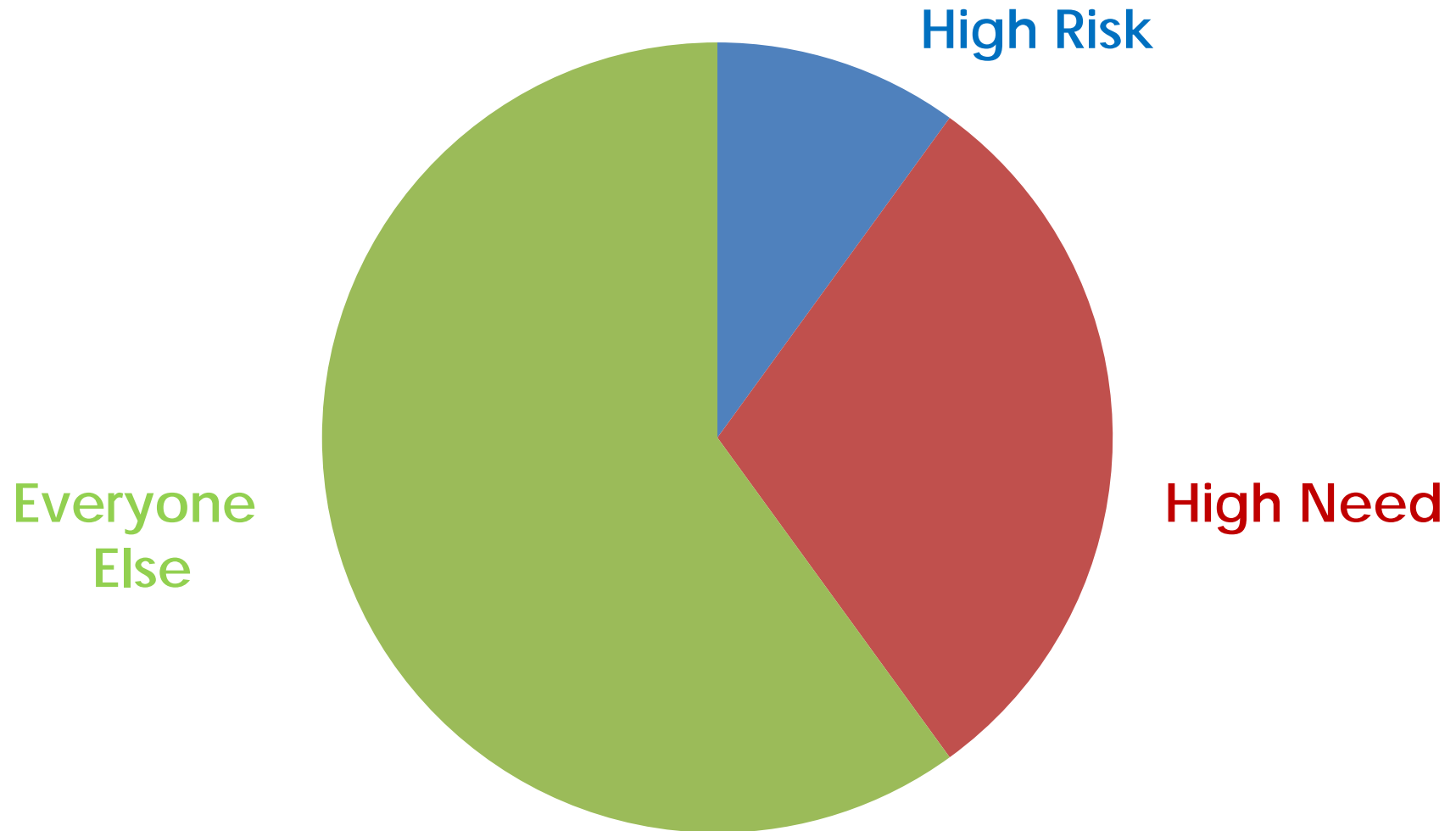
- More mental health issues and greater acuity
- Increased, more complex medical needs
- Drug addicted and detox complexities
- Higher proportion of females
- Greater density of serious offenders
- Old, outmoded and inadequate capacity

*Who?*





*Who?*



## TWO CASE STUDIES

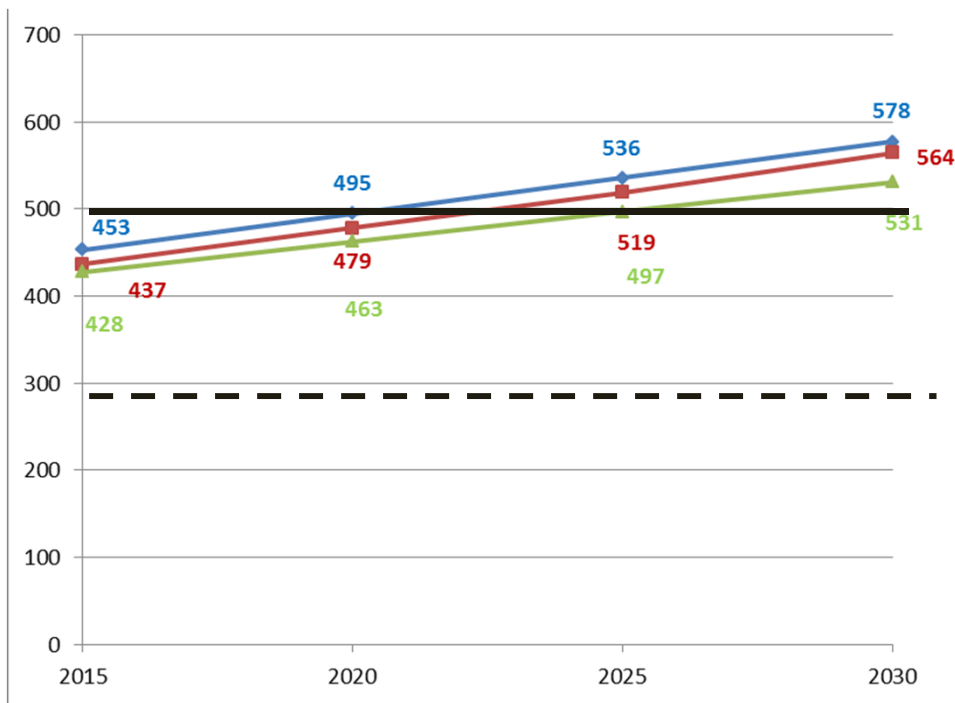
- Dutchess County NY; Travis County, TX
- Jail capacity expanded 10-20 years ago
- Flat to moderate inmate population projections
- Changes in inmate population profiles
- Challenging correctional facilities/conditions
- Limited program/rehab opportunities
- Proactive approach to shaping the future

## DUTCHESS COUNTY: KEY ISSUES

- Insufficient capacity – 200 inmates boarded out
- Focus on reentry to break the cycle of recidivism
- More effective design for high need inmates
- Create a campus feel on a downtown site
- Phased approach to expanding in place

# DUTCHESS COUNTY: POPULATION NEEDS ASSESSMENT

## How Many?



## Who?

Intake	6%
Gen Pop	57%
Reentry	26%
Medical/MH	7%
Special Risk	4%

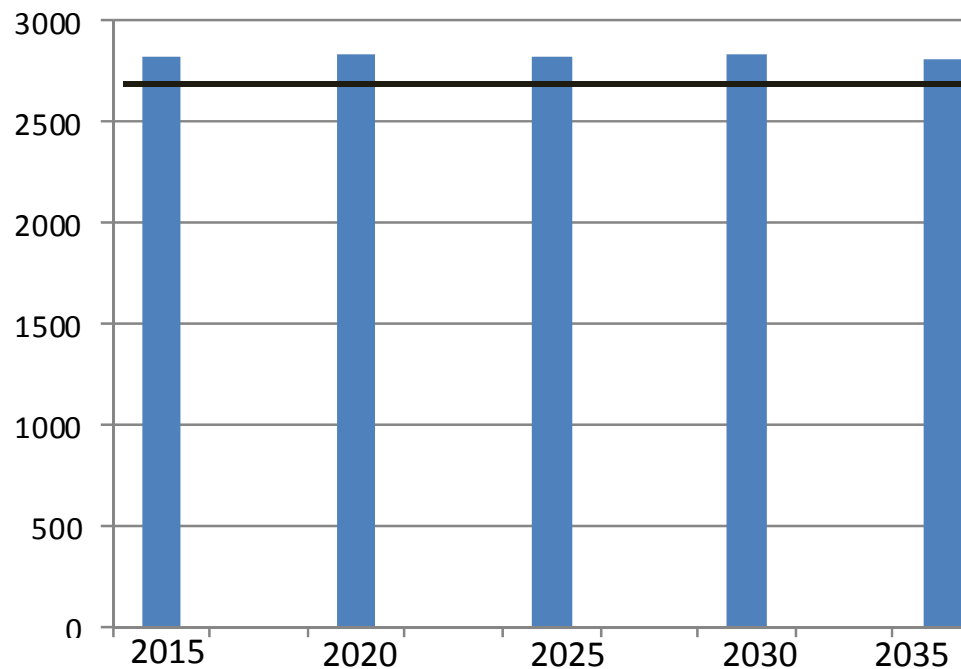
- Bedspace Projection
- Existing Jail Capacity
- With Temporary Housing

## TRAVIS COUNTY: KEY ISSUES

- Inefficient operations
- Absorb “downtown jail” capacity at Correctional Complex
- Existing facilities not aligned with significant and increasing medical/mental health needs
- Enhance programs and marketable skills opportunities for all inmates
- Long term campus development

# TRAVIS COUNTY: POPULATION NEEDS ASSESSMENT

## How Many?



## Who?

Intake	6%
Gen Pop	73%
Medical/MH	18%
Special Risk	3%



***Dutchess County, New York  
Justice & Transition Center Planning***

# NEEDS ASSESSMENT and VALIDATION STUDY

## Criminal Justice Council (CJC) Needs Assessment Report – Nov 2012

- Alternatives to Incarceration (ATIs) divert approx. 600 of approx. 1100 individuals daily
- Existing 1984/1995 Jail, with classification requirements can house approx. 260 of approx. 500 inmates = 200+ housed out

- Recommendations
  - *Continue CJC efforts*
  - *Build a better jail*

## Consultant Validation Study – May 2013

Dutchess County  
Criminal Justice Council  
Criminal Justice System Needs Assessment



COUNTY OF DUTCHESS

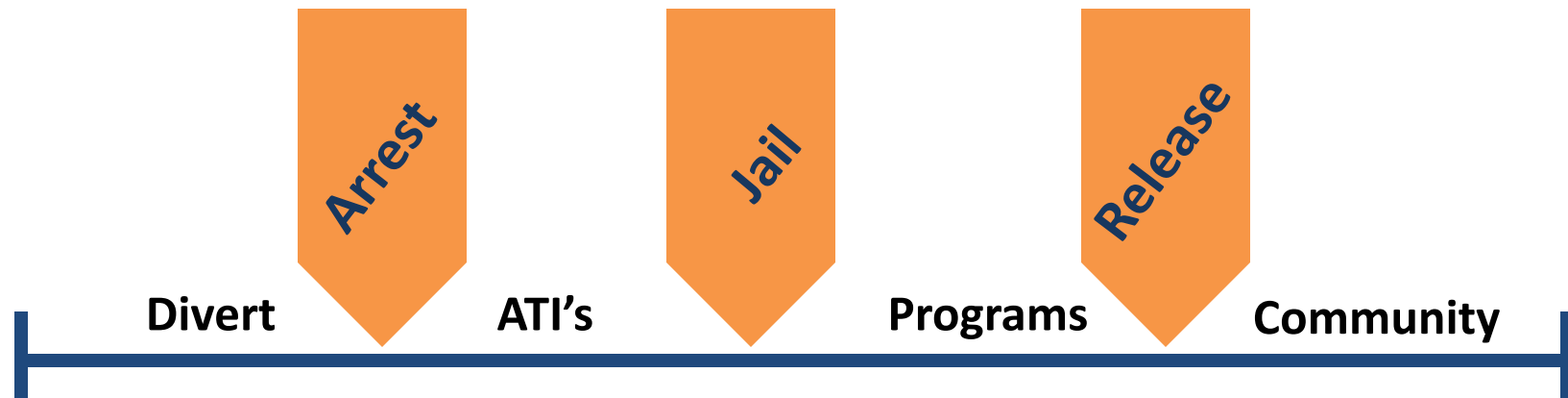
VALIDATION STUDY OF THE DUTCHESS  
CRIMINAL JUSTICE SYSTEM NEEDS

May 28, 2013

November 1, 2012

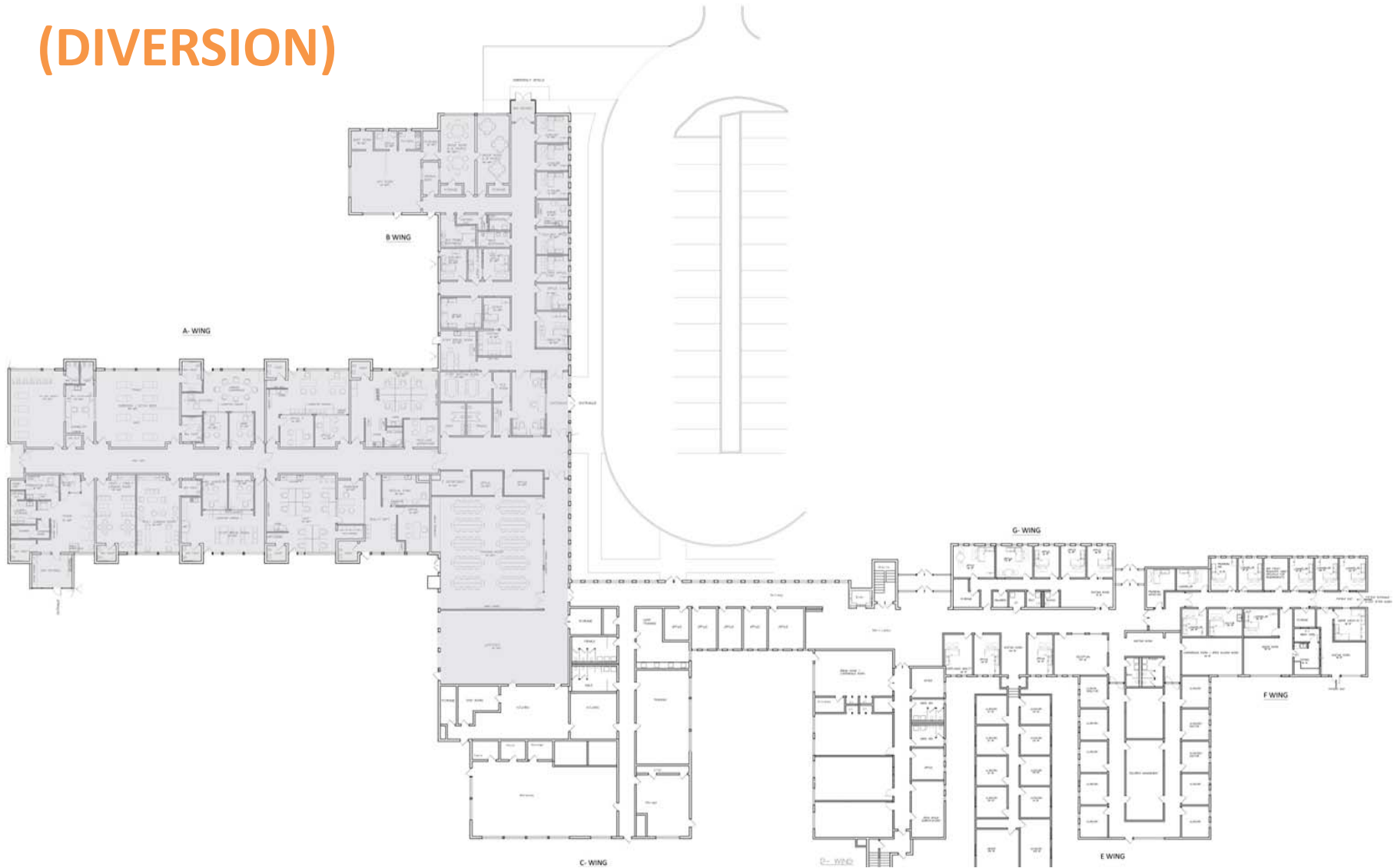
RICCI GREENE ASSOCIATES  
ARCHITECTURE • PLANNING





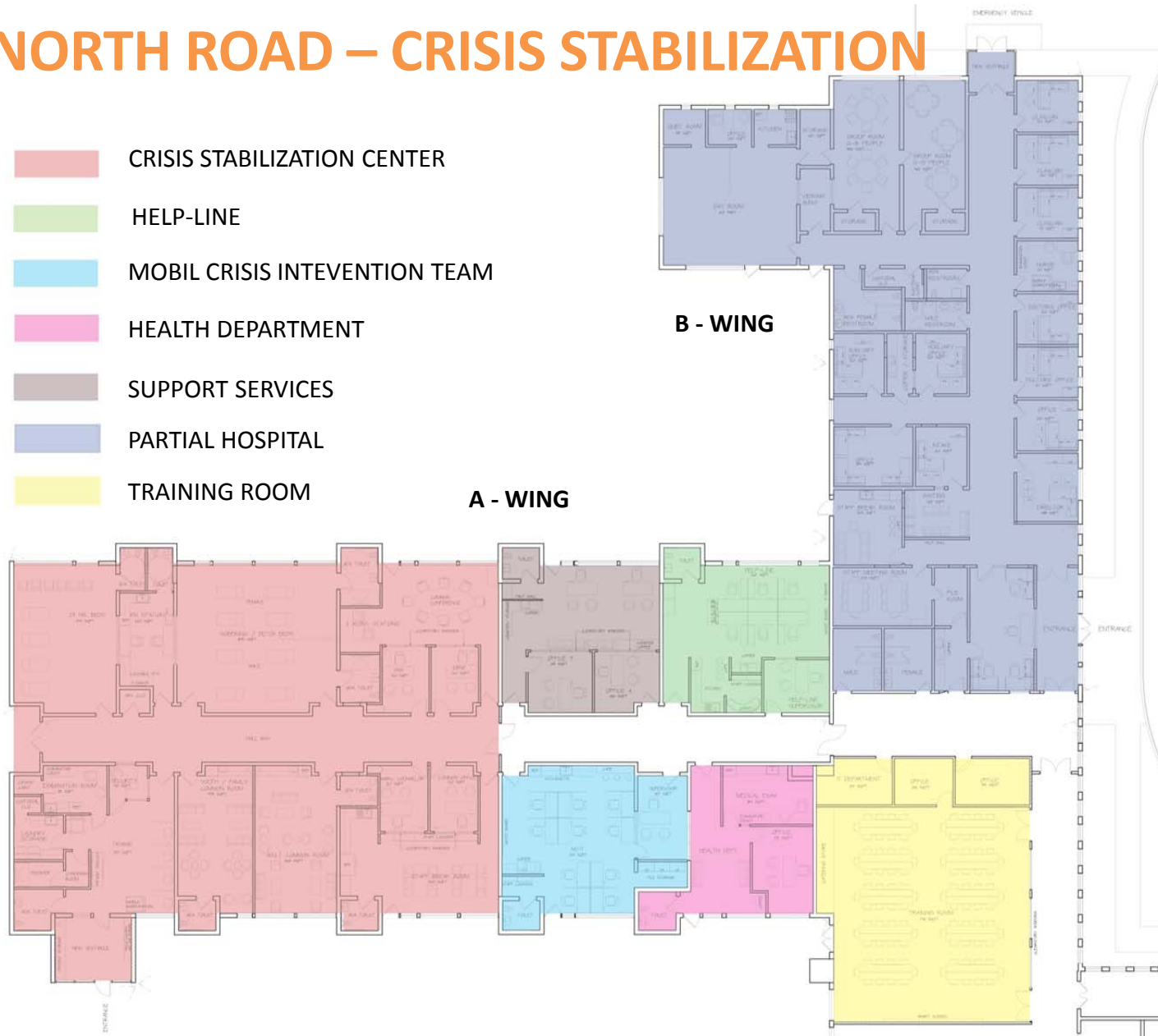
**“Breaking the Cycle”**

# 230 NORTH RD – CRISIS STABILIZATION CENTER (DIVERSION)



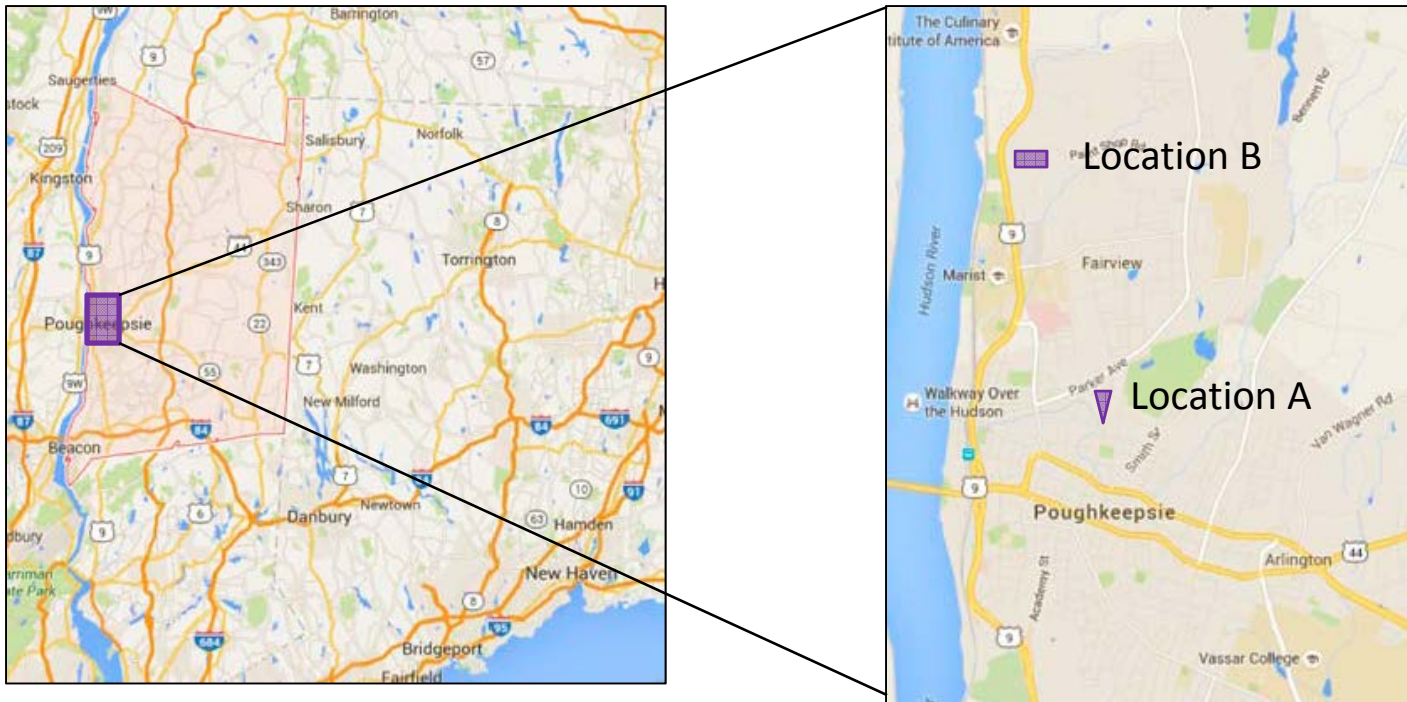
# 230 NORTH ROAD – CRISIS STABILIZATION

- CRISIS STABILIZATION CENTER
- HELP-LINE
- MOBIL CRISIS INTEVENTION TEAM
- HEALTH DEPARTMENT
- SUPPORT SERVICES
- PARTIAL HOSPITAL
- TRAINING ROOM



# JUSTICE AND TRANSITION CENTER

## Validation Study Looked at 2 Alternate Locations



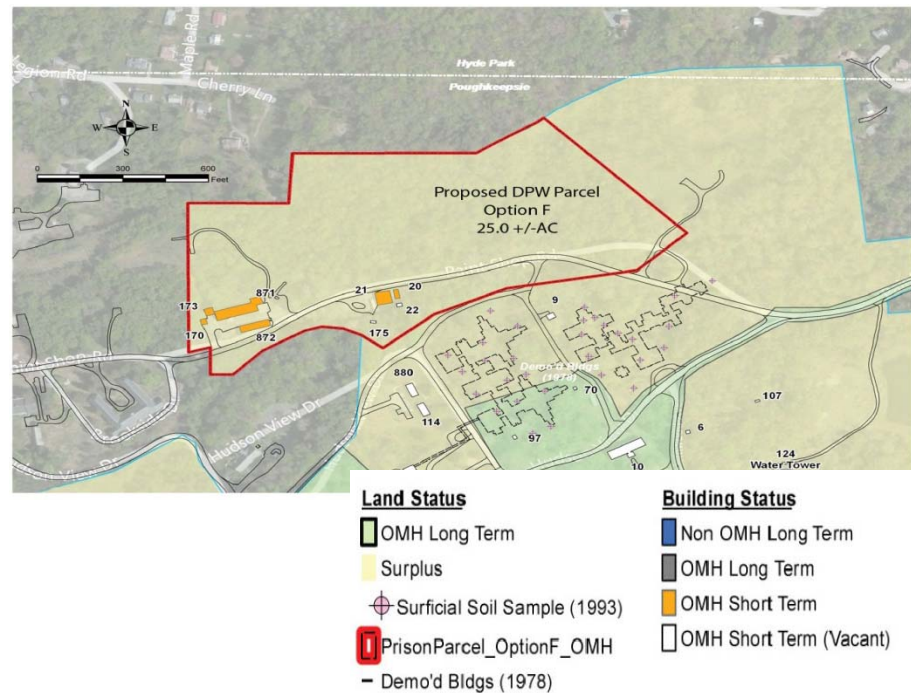
# PRELIMINARY SITE SELECTION

## Validation Study Alternate Locations

### Location Option A Existing Jail Site



### Location Option B Vacant Hudson Valley Psychiatric Center





# EXISTING JAIL SITE

## Aerial View of Existing Jail





# EXISTING JAIL SITE

**Existing Jail (1984/1995)**



# DUTCHESS COUNTY EXISTING JAIL SITE

## Existing Sheriff's Building (1945)





## Purchase of Taylor Manufacturing Building Property to the North of Existing Jail (2014)



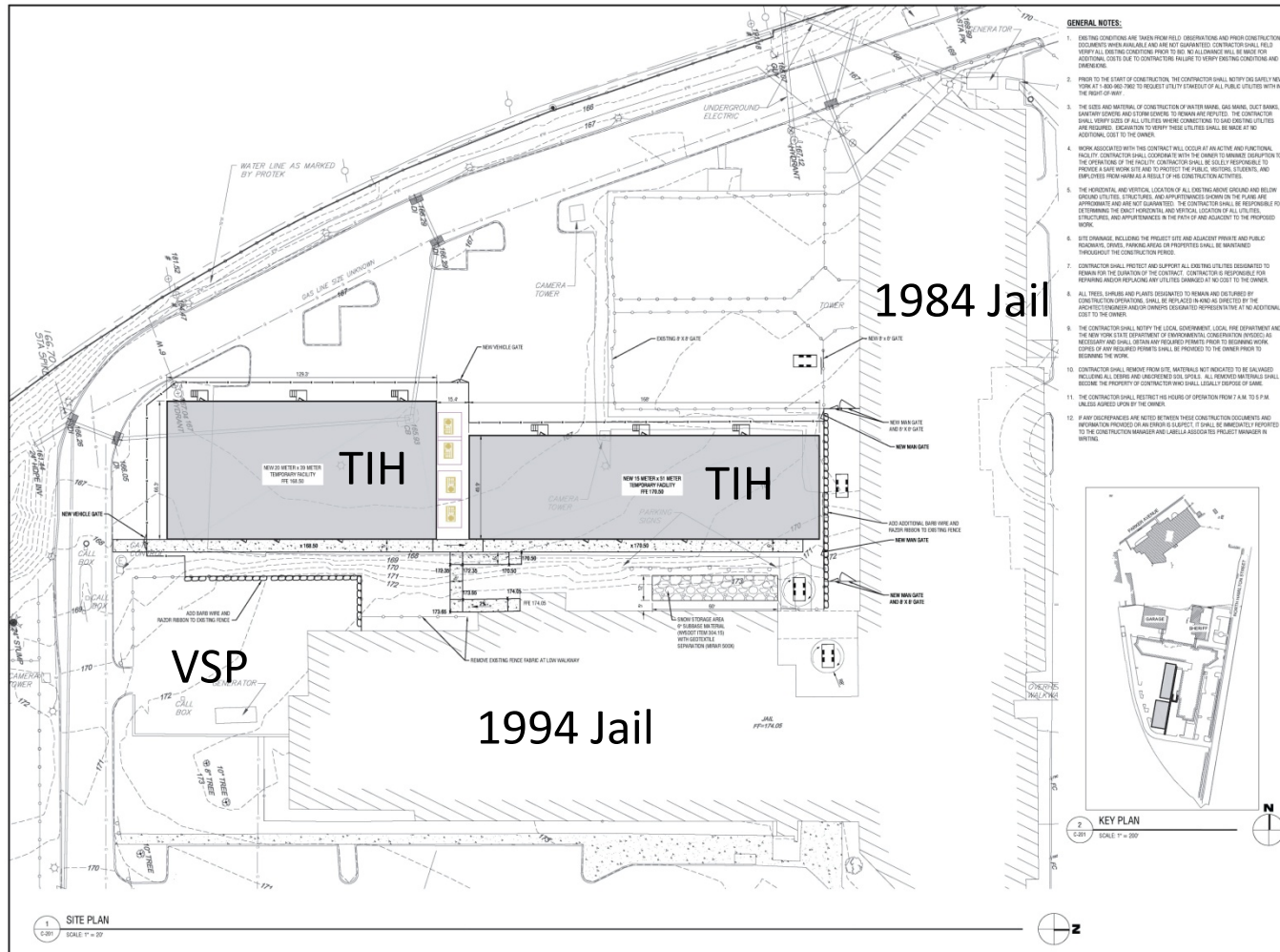
# PROPOSED LAW ENFORCEMENT CENTER

Existing Taylor Building (1911 – 1979)



# INTERIM STEP

## Temporary Inmate Housing for 200 Inmates (Populated Early Spring 2015)





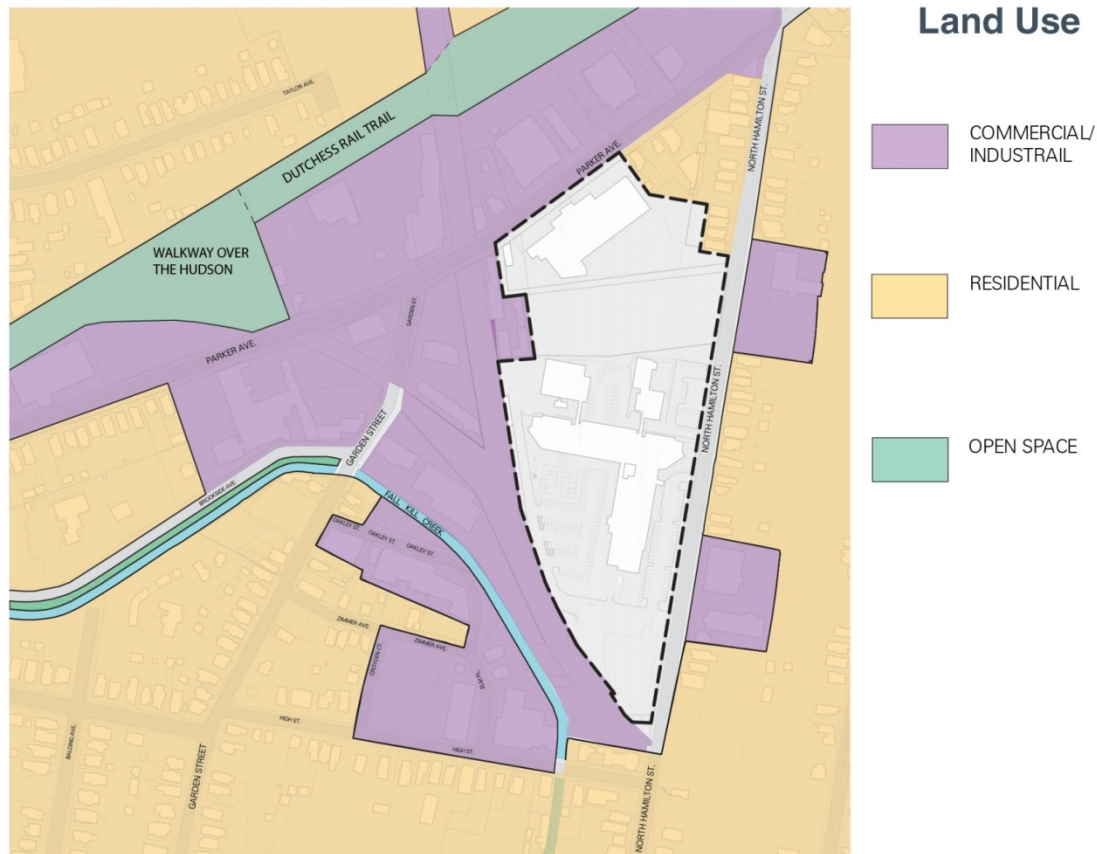
## INTERIM STEP

### Temporary Inmate Housing Installation of Leased Units (2014-2015)



# SITE & CONTEXT OVERVIEW - DCJTC

## Site & Context Overview



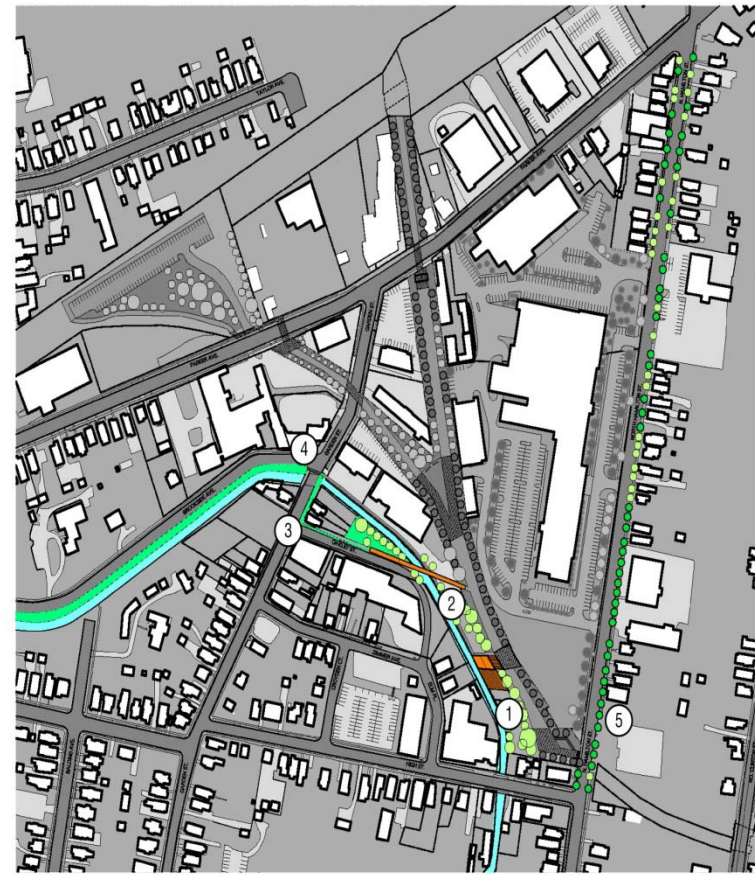


# NEIGHBORHOOD GREENING POTENTIAL - DCJTC

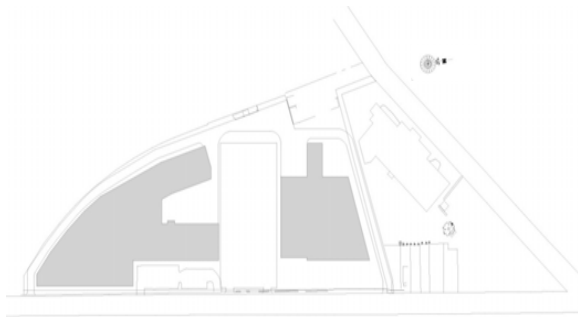
## SITE CONCEPT – PHASE 1



## SITE CONCEPT – PHASE 2

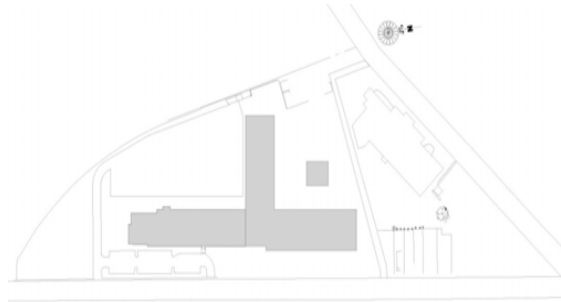


# SITE CONCEPT : OPTIONS



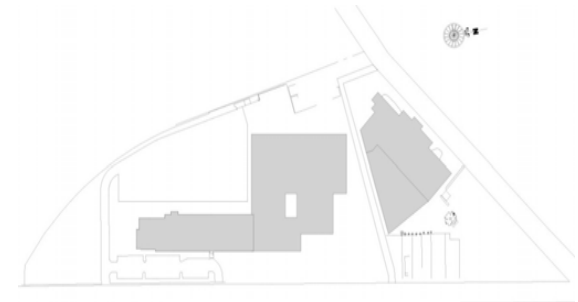
## SITE OPTION 1

**Law Enforcement Building  
On-Site**



## SITE OPTION 2

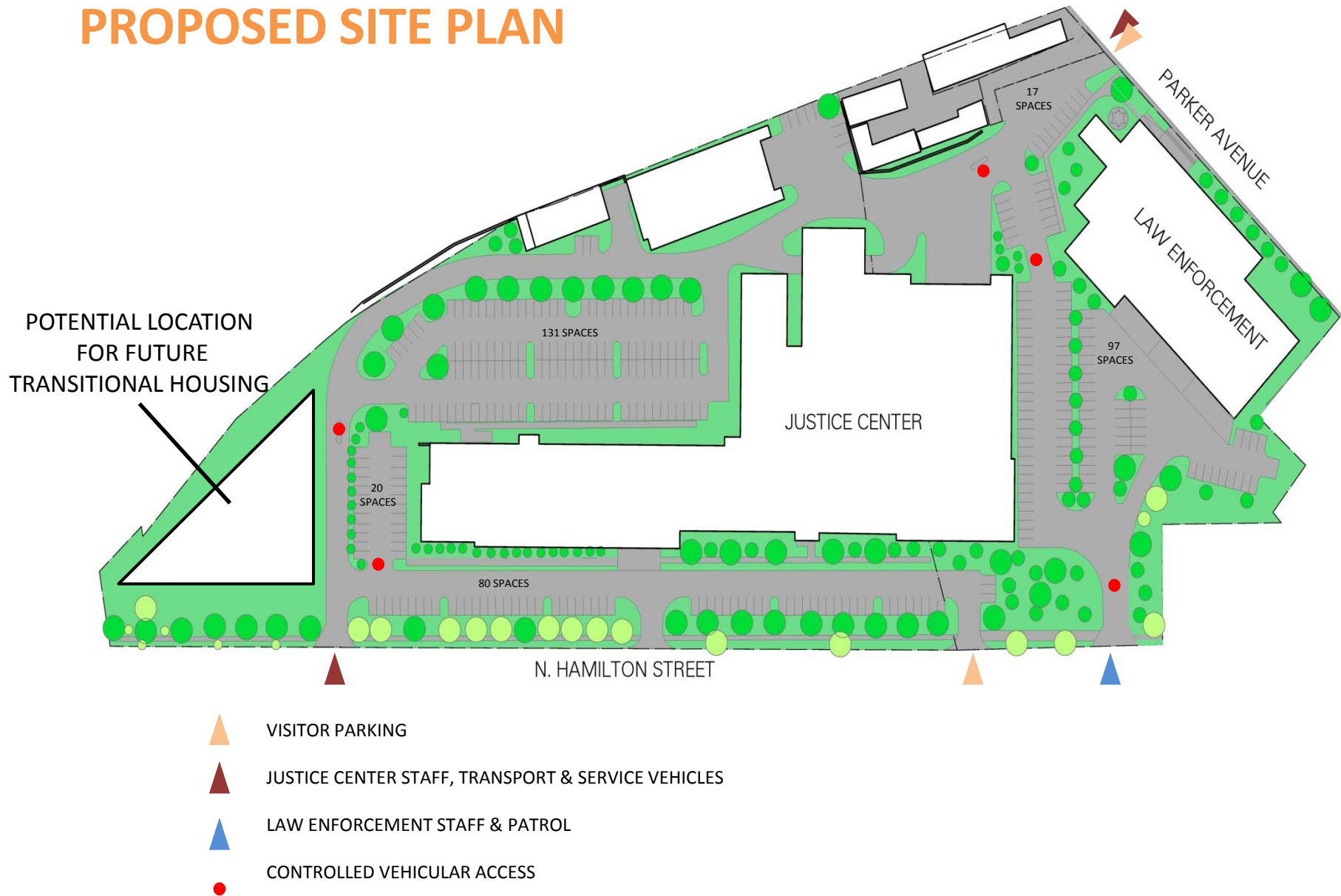
**Law Enforcement  
Building  
Off-site**



## SITE OPTION 3

**Law Enforcement  
Building  
at Taylor Building  
(renovation and  
addition)**

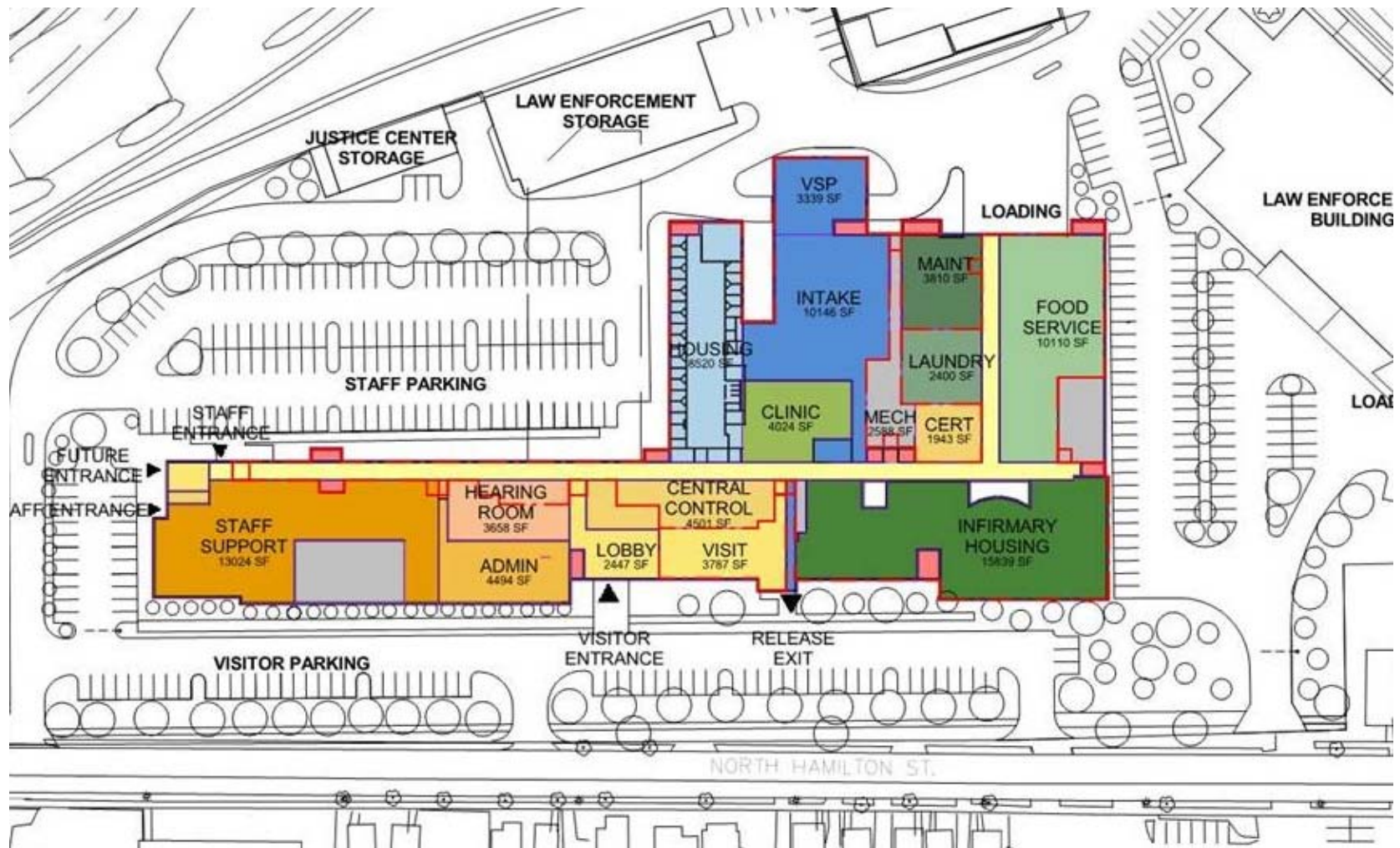
# PROPOSED SITE PLAN





# JUSTICE CENTER – PROPOSED BUILDING BLOCKING

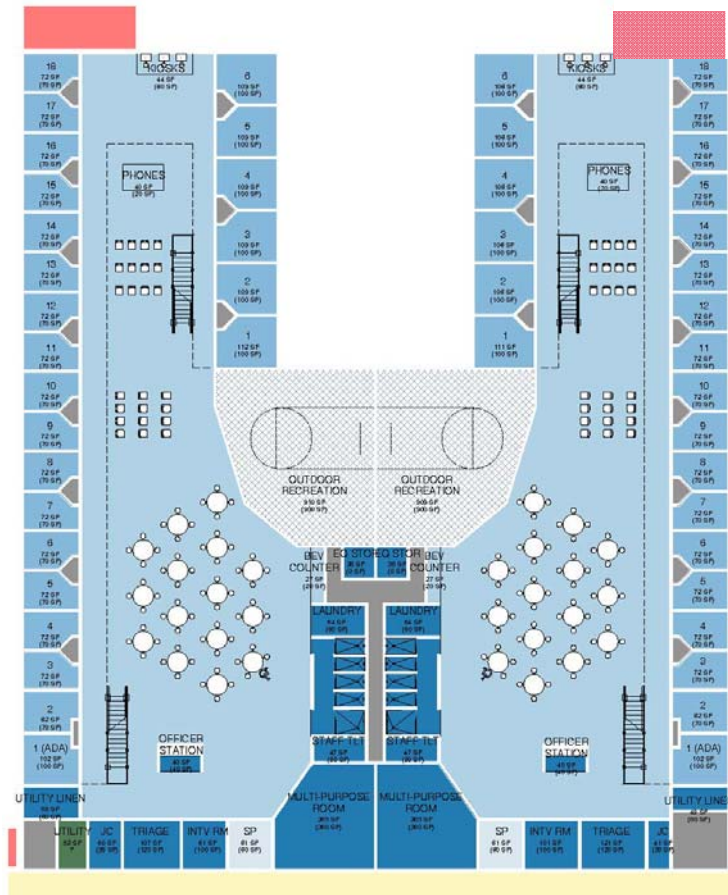
## Overall – Ground Floor



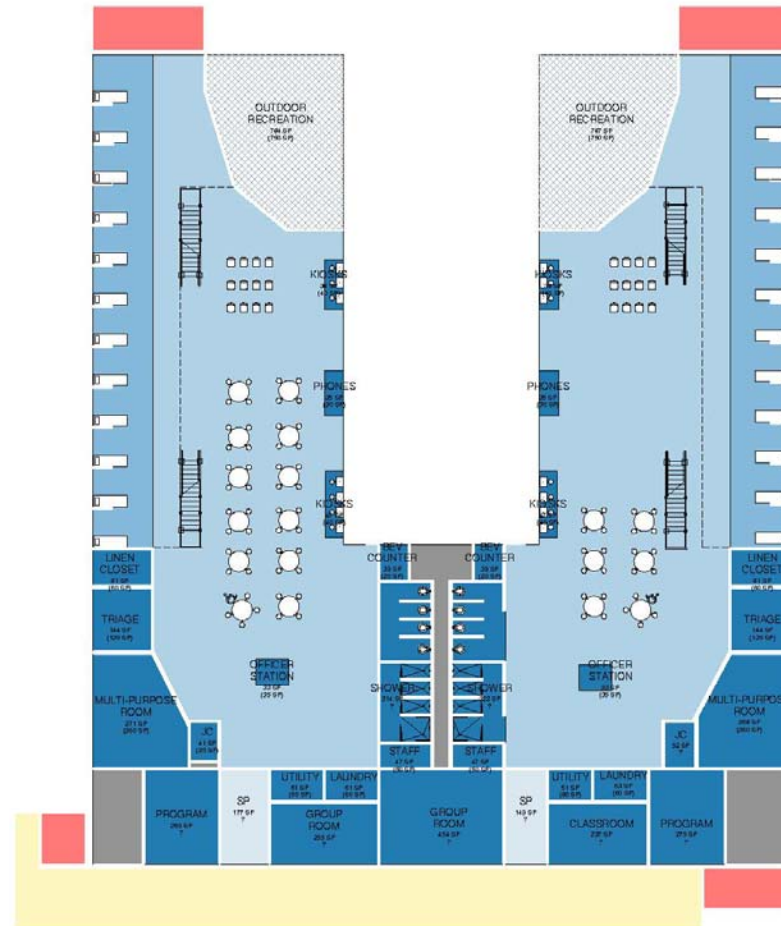
# JUSTICE CENTER – PROPOSED BUILDING BLOCKING

## Program Space Blocking

### General Population

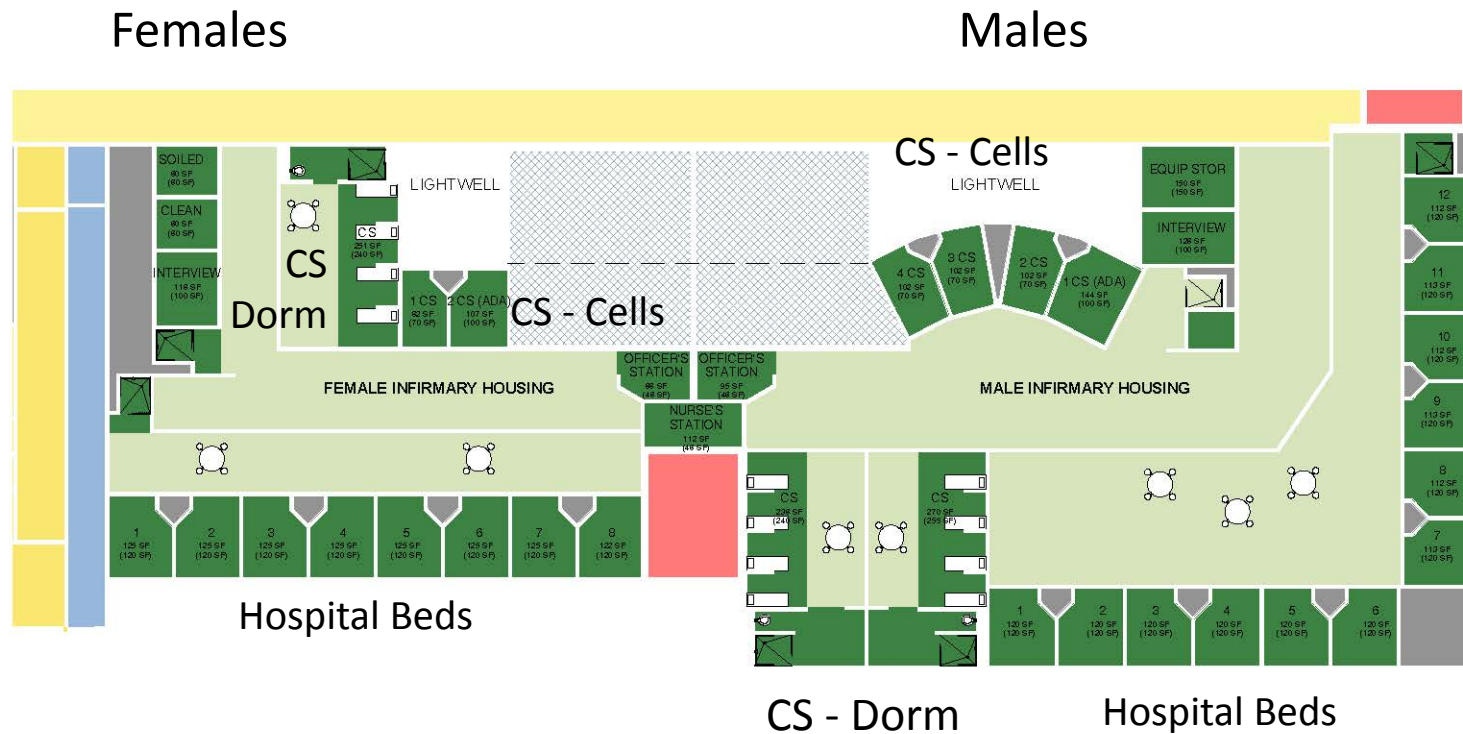


### Re-entry



# JUSTICE CENTER – PROPOSED BUILDING BLOCKING

## Infirmery – Health and Mental Health

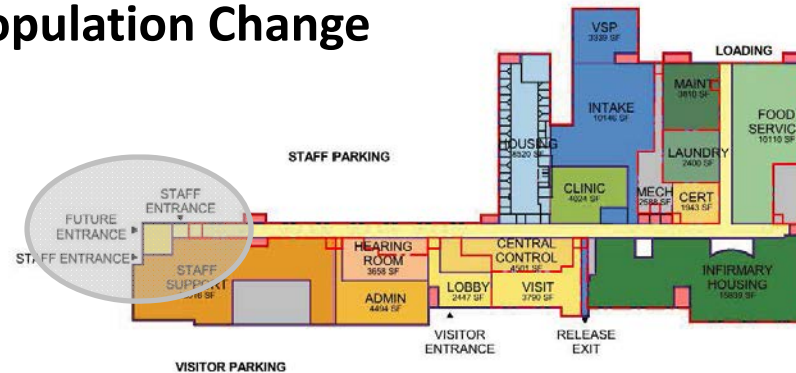




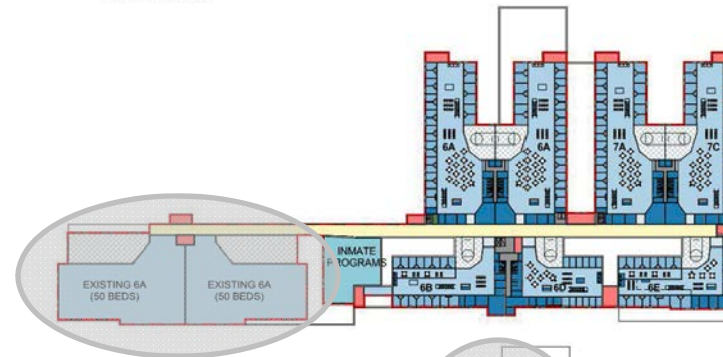
# JUSTICE AND TRANSITION CENTER

## Planning for Potential Inmate Population Change

Ground Floor with Future  
Decommissioned Entrance



Second Floor with Two Housing  
Units for Potential Future  
Decommissioning



## CHALLENGES

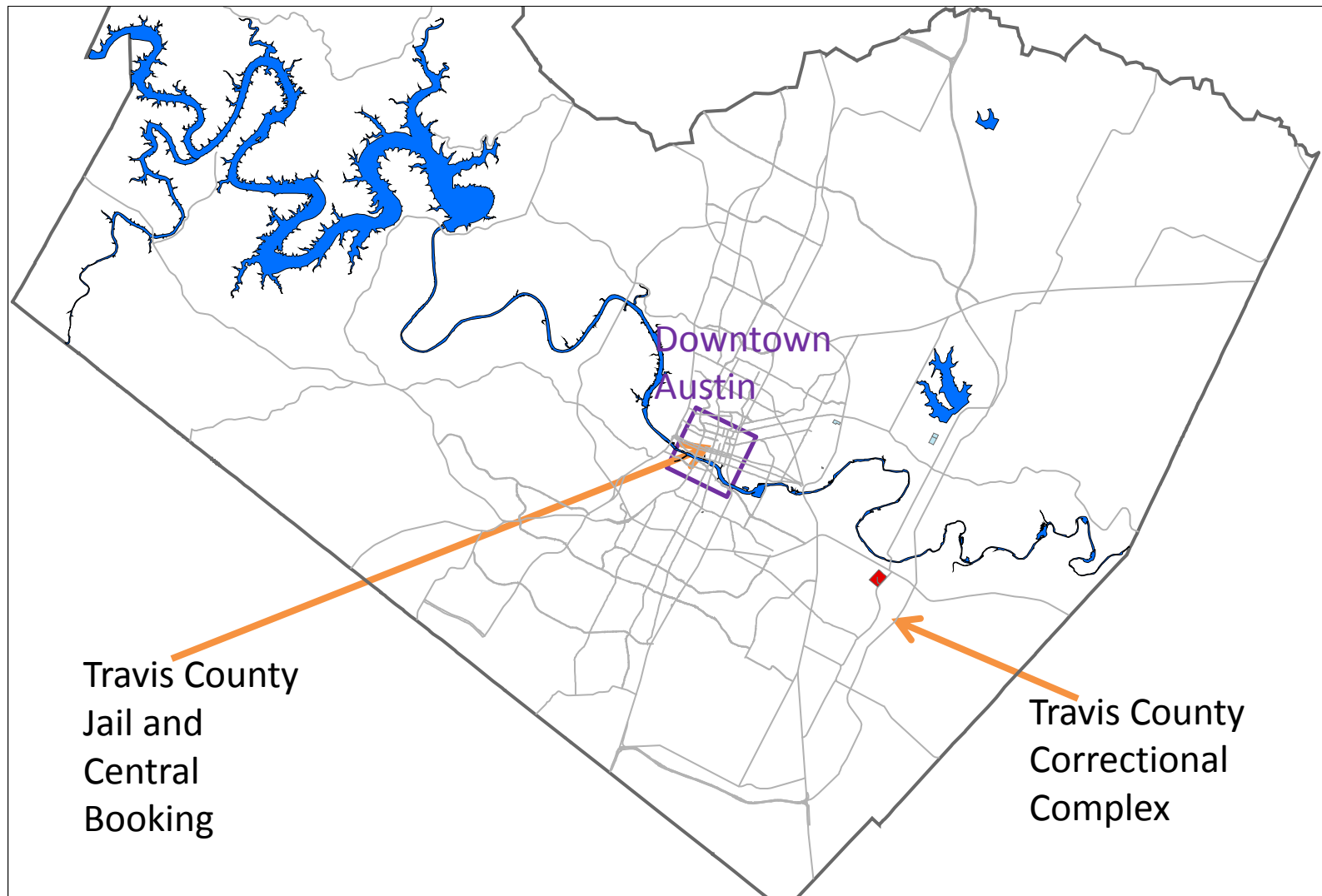
- Addressing concerns of varied stakeholders
- Understanding the needs of recently returned inmates
- Planning for the phased construction
- Planning for space need fluctuations
- Addressing all justice needs of limited city site
- Planning for overall enhancement of the neighborhood and the community

## CONCLUSIONS

- Communication and stakeholder involvement throughout process essential
- Continual and on-going evidence-based programming and planning is foundation
- Methodical and detailed planning for programming and construction – all viable options considered
- Understand community, neighborhood from start
- Positive perspectives for justice and overall project

***Travis County, Texas  
Correctional Needs Assessment  
and Master Plan***

# TRAVIS COUNTY CORRECTIONAL MASTER PLAN





# TRAVIS COUNTY CORRECTIONAL MASTER PLAN



# TRAVIS COUNTY CORRECTIONAL MASTER PLAN

1996  
Travis  
County  
Jail Study



# TRAVIS COUNTY CORRECTIONAL MASTER PLAN



# CORRECTIONAL SYSTEM NEEDS ASSESSMENT

## KEY FINDING:

No significant long-term jail population growth expected

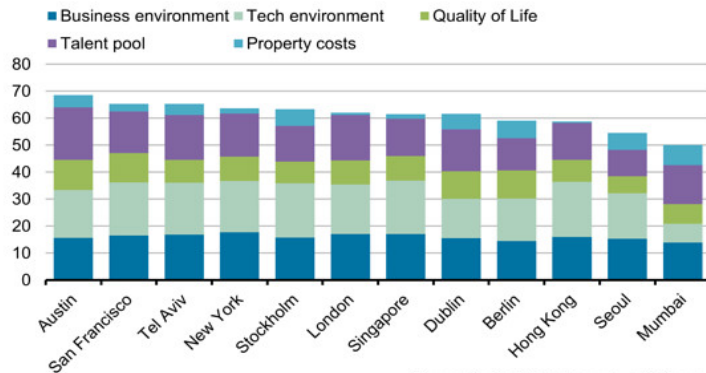


# CORRECTIONAL SYSTEM NEEDS ASSESSMENT



## Top Cities for Tech Businesses

Finding The Best Place Globally to Work in Tech. Ranked by total score.

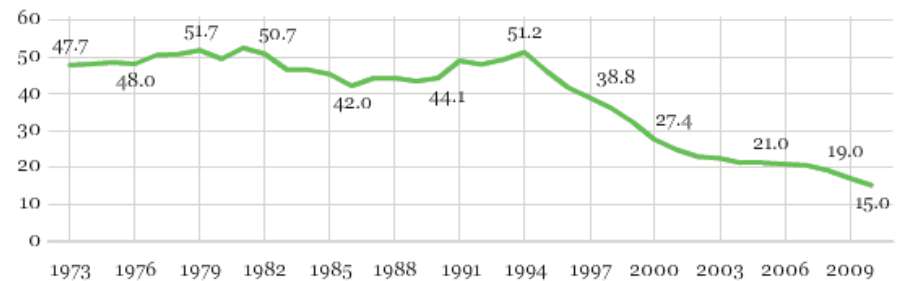


Source: Savills World Research | WSJ.com



## U.S. Violent Crime Rate, U.S. Justice Department Statistics, 1973-2010

Number of victims per 1,000 population aged 12 or older



Source: Bureau of Justice Statistics

GALLUP®

# CORRECTIONAL SYSTEM NEEDS ASSESSMENT

## **BUT:**

- Bed space mismatches
- Changing jail population and human needs
- Aging facilities
- Shifting space from downtown to the Correctional Complex

## NEEDS ASSESSMENT RECOMMENDATIONS

- Provide a long-term **housing plan** for about **2,834 beds**.
- Provide adequate housing for **special populations**:
  - Females
  - Medical/Mental Health
  - Youthful Offenders
- Where possible, house **maximum and medium security inmates** separately.
- Enhance on-site **medical specialty clinics**.
- Expand **inmate programs** and **vocational training** opportunities.
- Consider an on-site **courtroom** or video capability at TCCC.

# TOTAL BEDS 2,827 BEDS

**TCJ**  
**196 BEDS**

**TCCC**  
**2,631 BEDS**

- 48 Male
- 48 Female
- 48 Flex (M)
- 32 MH (M)
- 20 Infirmary (M/F)

**GENERAL POPULATION (79%)**  
**2,084 BEDS**

**FEMALES(12%)**  
**250 Beds**

- 120 min
- 77 med
- 29 max
- 24 transitional

**MALES (88%)**  
**1,834 Beds**

- 790 min
- 634 med
- 338 max
- 24 youthful
- 48 transitional

**HIGH RISK (3%)**  
**79 BEDS**

**Females**  
**18**

**Males**  
**61**

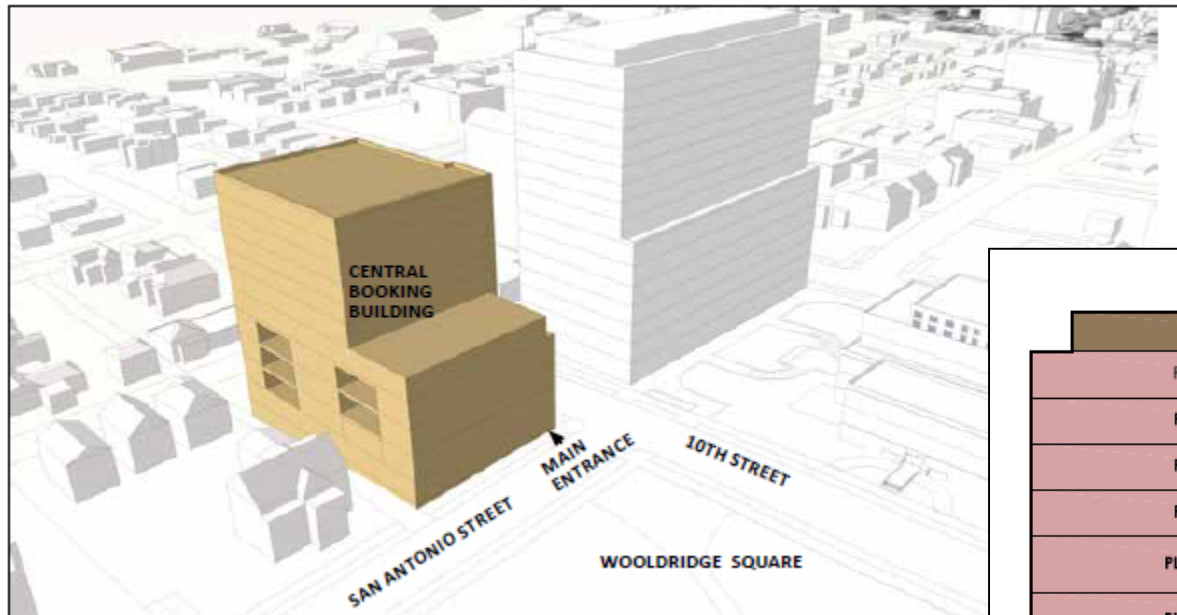
**MEDICAL/MH (18%)**  
**468 BEDS**

- 4 Acute
- 24 Sub-acute
- 48 Step-Down

- 11 Acute
- 48 Sub-acute
- 192 Step-Down



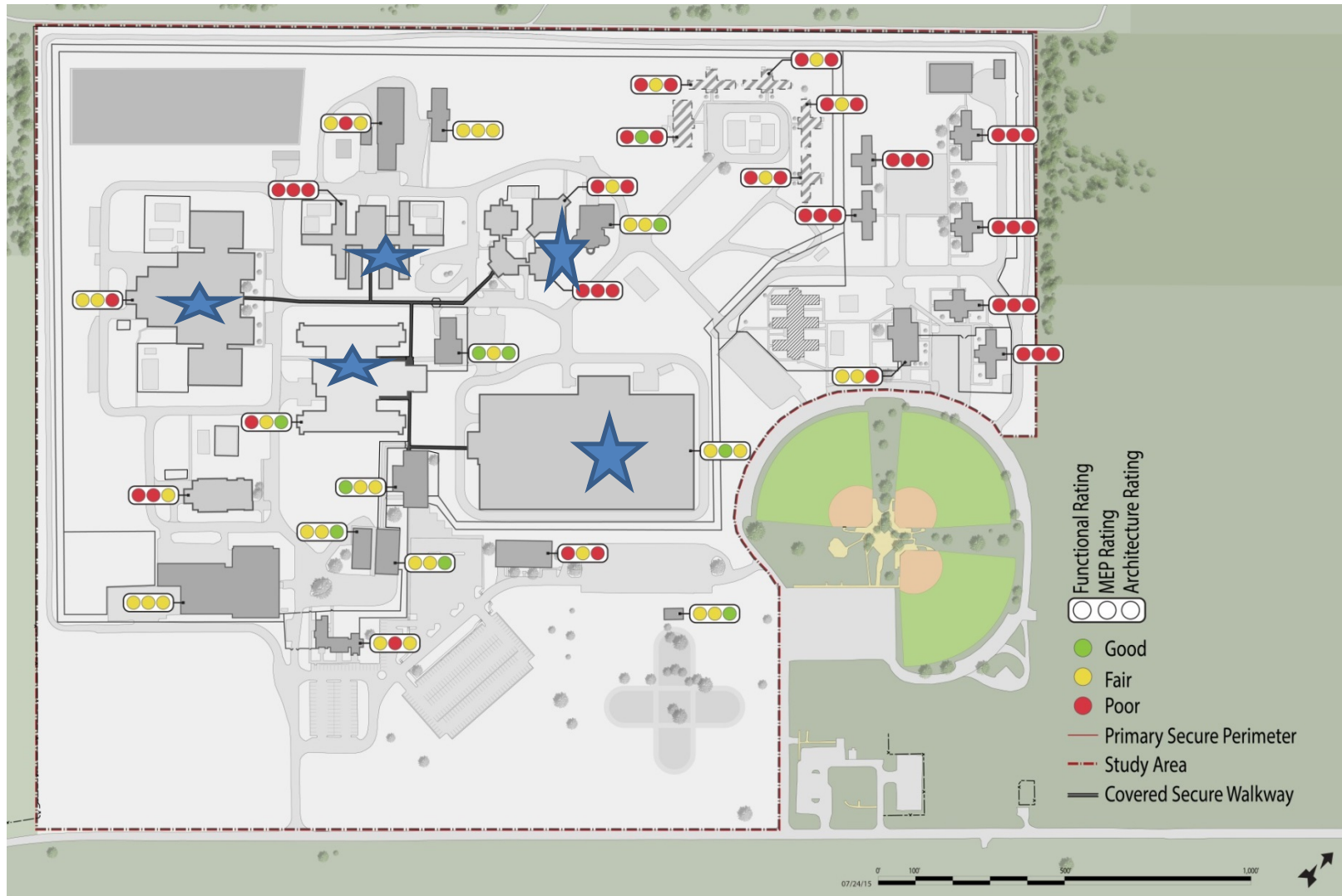
# BOOKING AND PRE-CLASSIFICATION HOUSING



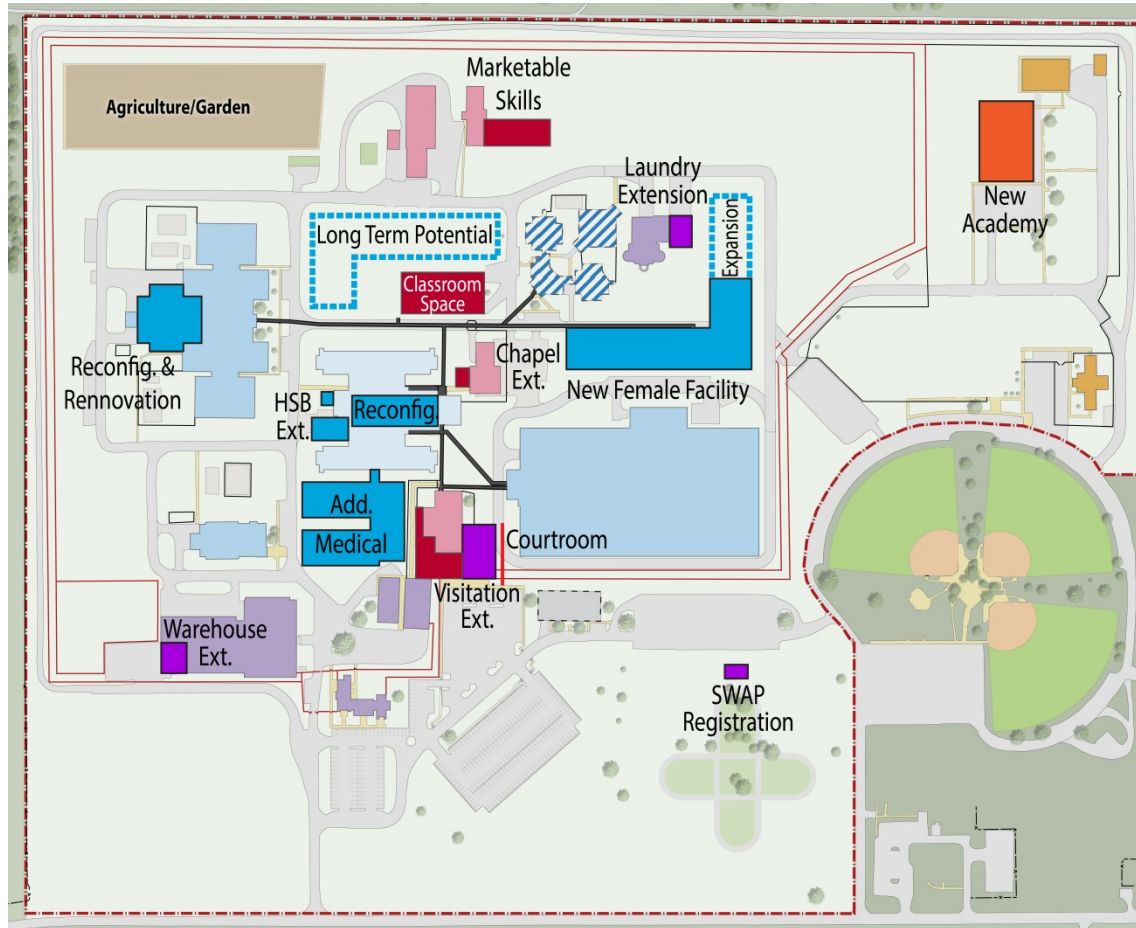
Aerial Diagram of

BUILDING SUPPORT	12'-0"	M
PL /	14'-0"	10
PL /	14'-0"	9
PL /	14'-0"	8
PL /	14'-0"	7
PL / TEMP. CRIMINAL COURTS (2)	17'-0"	6
PL / TEMP. CRIMINAL COURTS (3)	17'-0"	5
22 / 2 HOUSING UNITS	20'-0"	4
22 / 2 HOUSING UNITS	20'-0"	3
22 / STAFF AREA	20'-0"	2
22	18'-0"	1
STAFF PARKING	14'-0"	B
22 / SHERIFF TRANSPORT	14'-0"	
STAFF PARKING	12'-0"	LL-2

# TCCC: EXISTING FACILITIES CONDITION ASSESSMENT



# MASTER PLAN OPTION 1: BUILD ON EXISTING ASSETS



NEW FEMALE FACILITY

EXPANDED AND RENOVATED HEALTH SERVICES BUILDING

RENOVATED EXISTING MALE FACILITY

EXPAND MARKETABLE SKILLS

EXPANSIONS TO RELIGIOUS SERVICES

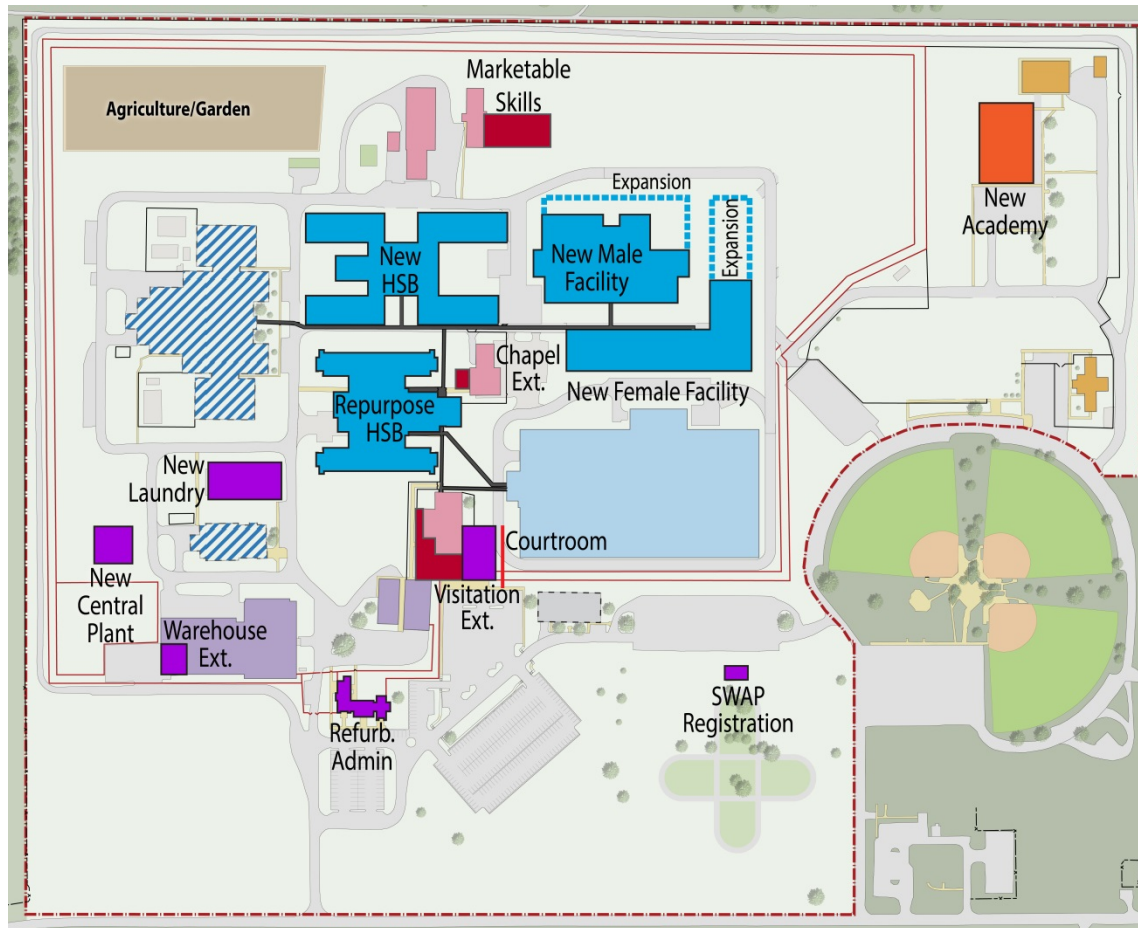
EXPAND LAUNDRY SERVICES

NEW TRAINING ACADEMY

PUBLIC ENTRY, VISITATION, FINANCE OFFICE, BAIL, SWAP OFFICE, COURT

**2626 BEDS**  
(plus 210 reserve)

# MASTER PLAN OPTION 2: OPTIMIZE THE CAMPUS



NEW FEMALE FACILITY

NEW HEALTH SERVICES BUILDING

REPURPOSED OLD HEALTH BUILDING

NEW MALE FACILITY

EXPANSIONS TO MARKETABLE SKILLS

EXPANSIONS TO RELIGIOUS SERVICES

PUBLIC ENTRY, VISITATION, FINANCE OFFICE,  
BAIL, SWAP OFFICE, COURT

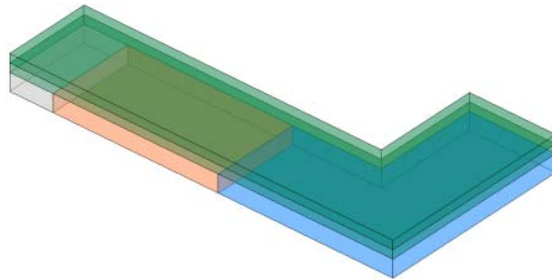
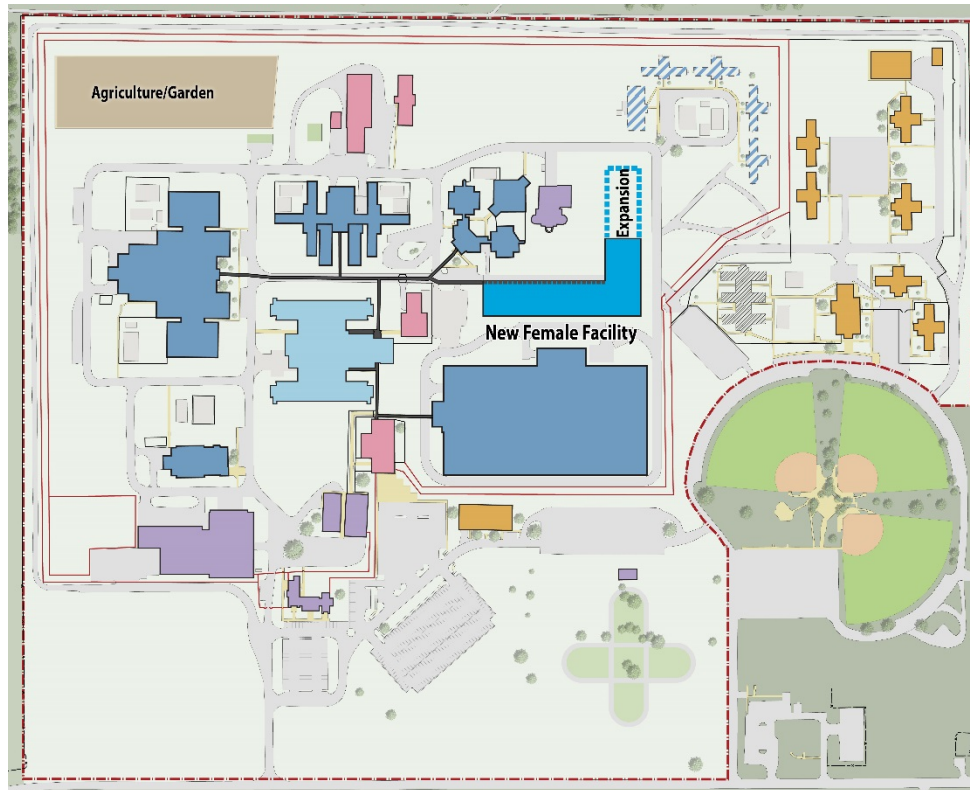
NEW TRAINING ACADEMY

REFURBISH ADMINISTRATION BUILDING

**2628 BEDS**  
(plus 528 reserve)



# RECOMMENDED CAMPUS DEVELOPMENT – PHASE 1A



## **New Female Building 336 beds: (153,000 gsf)**

### **246 General Population beds**

- 96 Minimum beds
- 48 Minimum/Medium beds
- 48 Medium beds
- 30 Maximum beds
- 24 GP, MH-Transition beds

### **18 High Risk beds**

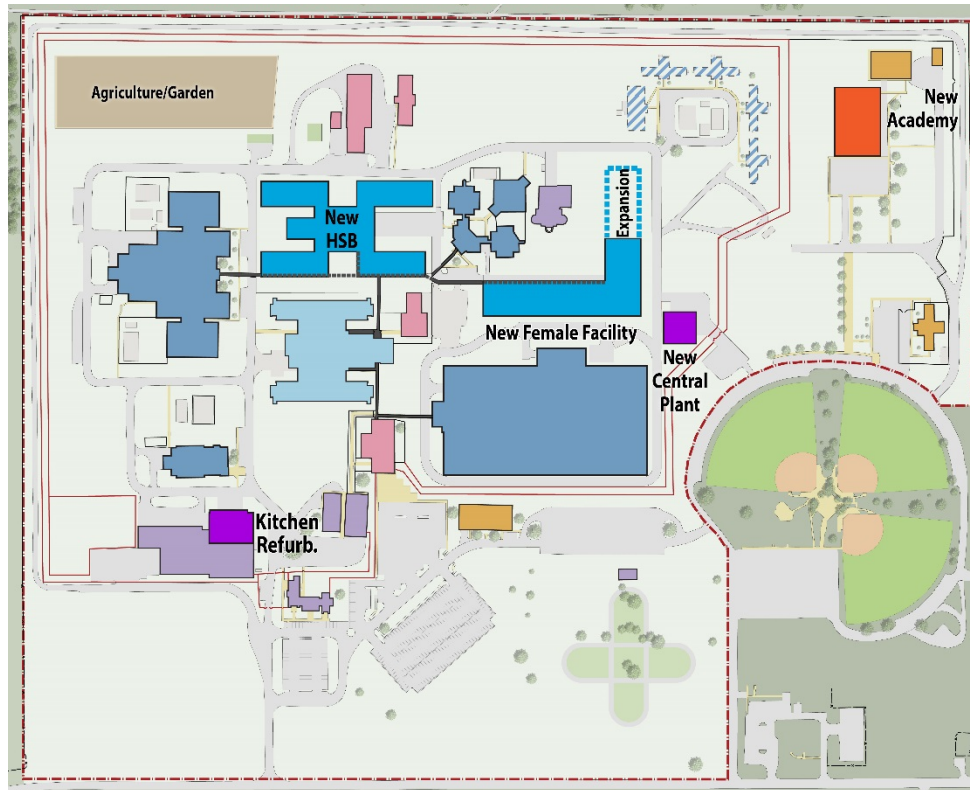
### **72 Mental Health beds, LBLT**

- 24 MH Sub-Acute
- 24 MH Stepdown I
- 24 MH Stepdown II

Includes satellite health services clinic and dedicated educational classrooms

Acute Medical beds (25) and Acute Mental Health beds (4) housed in medical building

# RECOMMENDED CAMPUS DEVELOPMENT – PHASE 2A



## MEDICAL/MENTALHEALTH HOUSING:

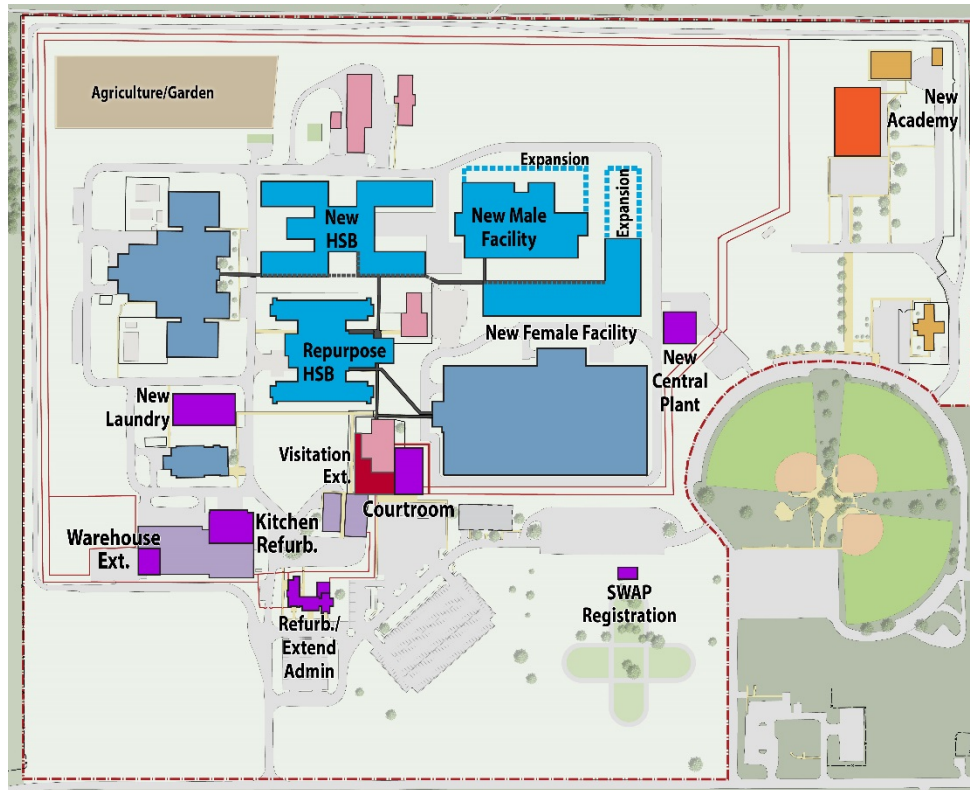
**396 Medical/Mental health beds and 48 GP (MH/Transitional) beds**

- 12 CO-ED Infirmary beds
- 15 CO-ED MH Acute beds (single cells)
- 81 Medical Acute Beds
- 48 Male Detox beds
- 240 Mental Health beds
- 48 Male GP beds (MH-Transition Unit)

## CLINIC

Includes Clinic with expanded specialty clinics  
Satellite Clinics in building 12 and new female building

# RECOMMENDED CAMPUS DEVELOPMENT – PHASE 3A



## HSB Building – 208 beds: Reconfigure for General Population

### 208 existing for maximum

- 2 units @ 48 beds
- 2 units @ 56 beds (converted single cells)

Educational spaces for max prisoners in reconfigured D unit (Clinic) - **41** beds

Second floor remains as is for educational space for remainder of the population

## New Male Building- 304 beds:

### 240 GENERAL POPULATION MALE

Relocated from building 1

- **144** medium security beds
- **96** maximum beds
- **64 HIGH RISK POPULATION** Beds

AdSeg, Lockdown, PC, etc.

Relocated from building 1



## CONCLUSIONS

- There is a data lag in the planning process
- Master Plans must be living documents
- Slow growth does not mean no change needed
- Efficiency can be found through new construction and realignment

## WRAP UP

- Use times of slow growth for purposeful planning
- Address critical needs first – as part of an integrated long term plan
- Realign, repurpose, or retire existing assets
- Revisit the plan before each phase
- Multiple stakeholders = participatory process

# Q & A