

**AGENCY STRATEGIC PLAN**

**FISCAL YEARS 2027-2031**

**BY**




**TEXAS COMMISSION ON JAIL STANDARDS**

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**DATE OF SUBMISSION**

June 1, 2026

Signed:   
Ricky Armstrong, Executive Director

Approved:   
Sheriff Kelly Rowe, Chair and Presiding Officer

**Texas Commission on Jail Standards**  
Strategic Plan  
2027-2031

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**Agency Mission**

The mission of the Texas Commission on Jail Standards is to empower local government to provide safe, secure, and suitable local jail facilities through proper rules and procedures while promoting innovative programs and ideas.

**Agency Operational Goal and Action Plan**

<b>AGENCY OPERATIONAL GOAL AND ACTION PLAN</b>
<b><i>Goal 1: Ensure the efficient and effective operations of county jails.</i></b> (Government Code 511).
<b>SPECIFIC ACTION ITEMS TO ACHIEVE YOUR GOAL</b>  <ol style="list-style-type: none"><li>1. Risk-based, limited and on-site inspections .</li><li>2. Provide on-site and in-house consultation and technical assistance.</li><li>3. Provide statewide training for jail staff and administrators.</li></ol>
<b>DESCRIBE HOW YOUR GOAL OR ACTION ITEMS SUPPORTS EACH STATEWIDE OBJECTIVE</b>  <ol style="list-style-type: none"><li>1. <u>Accountable to tax and fee payers of Texas</u> – Efficient and effective operation of county jails in Texas reduces liability to Texas taxpayers. Federal court intervention is reduced when county jails remain in compliance with minimum jail standards.</li><li>2. <u>Efficient such that maximum results are produced with a minimum waste of taxpayer funds, including through the elimination of redundant and non-core functions</u> – Risk-based inspections coupled with the careful structuring of the state by regions, allows the inspection staff to utilize agency dollars more effectively and eliminates duplicated services and unnecessary travel.</li><li>3. <u>Effective in successfully fulfilling core functions, measuring success in achieving performance measures, and implementing plans to continuously improve</u> – Agency activities are monitored monthly to ensure performance measure goals are being met or exceeded. Staff members are constantly looking for ways to improve.</li><li>4. <u>Providing excellent customer service</u> – TCJS staff strive to provide excellent customer service through positive interaction with county officials. Training, consultation and technical assistance provided allow county officials to view TCJS as a resource and ally.</li><li>5. <u>Transparent such that agency actions can be understood by any Texan</u> – To be more transparent and provide up-to-date information, technical assistance memorandums, non-compliant inspection reports, training announcements, and inspection forms are posted to the website for ease of access.</li></ol>
<b>DESCRIBE ANY OTHER CONSIDERATIONS RELEVANT TO YOUR GOAL OR ACTION ITEM</b>

<p align="center"><b>AGENCY OPERATIONAL GOAL AND ACTION PLAN</b></p>
<p><b><i>Goal 2: We will continue to ensure that the high level of consultation, training, and technical assistance provided to local government to increase and maintain compliance with adopted standards (Government Code 511).</i></b></p>
<p align="center"><b>SPECIFIC ACTION ITEMS TO ACHIEVE YOUR GOAL</b></p> <ol style="list-style-type: none"> <li>1. Continue to provide both on-site and in-house consultation, training, and technical assistance.</li> <li>2. Continue to issue technical assistance memorandums.</li> <li>3. Continue to provide statewide training for jail staff and administrators at industry conferences.</li> <li>4. Continue to provide valuable information through agency publications.</li> </ol>
<p align="center"><b>DESCRIBE HOW YOUR GOAL OR ACTION ITEMS SUPPORTS EACH STATEWIDE OBJECTIVE</b></p> <ol style="list-style-type: none"> <li>1. <b>Accountable to tax and fee payers of Texas</b> – Almost exclusively, training sessions and technical assistance are provided in conjunction with comprehensive on-site inspections. These opportunities reduce unnecessary travel expenditures.</li> <li>2. <b>Efficient such that maximum results are produced with a minimum waste of taxpayer funds, including through the elimination of redundant and non-core functions</b> – In conjunction with the training and technical assistance provided during the comprehensive inspections, regional training opportunities, and presentations at statewide conferences are offered to ensure the information is disseminated to jail staff in a localized setting. This ensures a greater number of participants from the region and reduces travel obligations of inspection staff.</li> <li>3. <b>Effective in successfully fulfilling core functions, measuring success in achieving performance measures and implementing plans to improve continuously</b> – Agency activities are monitored monthly to ensure performance measure goals are being met or exceeded. TCJS has developed numerous training programs to assist county officials in operating safe and secure facilities.</li> <li>4. <b>Providing excellent customer service</b> – Training, consultation, and technical assistance provided allow county officials to view TCJS as a resource and ally. TCJS staff work collectively and collaboratively with county officials to ensure that information is being disseminated amongst stakeholders as fairly and consistently as possible.</li> <li>5. <b>Transparent such that agency actions can be understood by any Texan</b> – To ensure that ALL jail staff receives the necessary training information as provided by TCJS staff, all training presentations are available to jail officials so that the information is available at the local level.</li> </ol>
<p align="center"><b>DESCRIBE ANY OTHER CONSIDERATIONS RELEVANT TO YOUR GOAL OR ACTION ITEM</b></p>

<b>AGENCY OPERATIONAL GOAL AND ACTION PLAN</b>
<b><i>Goal 3: Ensure cost effective construction of county jails</i></b> (Government Code 511).
<b>SPECIFIC ACTION ITEMS TO ACHIEVE YOUR GOAL</b>
<ol style="list-style-type: none"> <li>1. Continue to provide both on-site and in-house consultation and technical assistance;</li> <li>2. Continue to provide efficient and effective review of construction plans through the three phases of the planning/construction process: Schematic Design, Design Development, and Construction Document;</li> <li>3. Continue to provide statewide occupancy inspections upon the completion of any newly constructed, additions or renovated facilities;</li> <li>4. Continue to provide guidance during the planning and construction process through the assistance of the Facility Needs Analysis process;</li> <li>5. Continue to work with the Office of the Attorney General of Texas to ensure the type, size and capacity needs of the county are relevant to the wants of county officials.</li> </ol>
<b>DESCRIBE HOW YOUR GOAL OR ACTION ITEMS SUPPORTS EACH STATEWIDE OBJECTIVE</b>
<ol style="list-style-type: none"> <li>1. <b>Accountable to tax and fee payers of Texas</b> – The majority of the consultation and technical assistance meetings are held in the Austin, TX office. By conducting the meetings in the office, the need for travel expenditures is significantly reduced.</li> <li>2. <b>Efficient such that maximum results are produced with a minimum waste of taxpayer funds, including through the elimination of redundant and non-core functions</b> – The Commission assists in the planning and coordination with counties once they embark on a construction or remodeling project of a county jail. Any issues are identified and corrected at design and not after construction. This coordination with counties, architects, and bond counsel produces maximum results.</li> <li>3. <b>Effective in successfully fulfilling core functions, measuring success in achieving performance measures, and implementing plans to continuously improve</b> – Construction planning performance measures are monitored monthly.</li> <li>4. <b>Providing excellent customer service</b> – Customer service is achieved by adhering to construction document review deadlines to ensure counties meet their construction timelines.</li> <li>5. <b>Transparent such that agency actions can be understood by any Texan</b> – The agency provides Facility Needs Analysis (FNA), upon request of county officials, that examines the future needs of local governments regarding county jails and provides recommendations. FNAs are available to the public, upon request, and with detailed explanation of how the Commission arrived at its recommendation. The Commission provides its opinion to Office of the Attorney General in the bond approval process.</li> </ol>
<b>DESCRIBE ANY OTHER CONSIDERATIONS RELEVANT TO YOUR GOAL OR ACTION ITEM</b>

**Redundancies and Impediments**

<b>REDUNDANCIES AND IMPEDIMENTS</b>	
<b>SERVICE, STATUTE, RULE, OR REGULATION (PROVIDE SPECIFIC CITATION IF APPLICABLE)</b>	As a small 28-person agency, the Commission’s approach historically is to maximize efficiencies by avoiding duplication of services of other state and local agencies. The Commission accepts the findings of local health and fire inspectors as well as health inspectors as part of the Commission’s inspection process. To that end and after careful review, the Commission could not identify any redundancies or impediments to agency operations.
<b>DESCRIBE WHY THE SERVICE, STATUTE, RULE, OR REGULATION IS RESULTING IN INEFFICIENT OR INEFFECTIVE AGENCY OPERATIONS</b>	See above.
<b>PROVIDE AGENCY RECOMMENDATION FOR MODIFICATION OR ELIMINATION</b>	See above.
<b>DESCRIBE THE ESTIMATED COST SAVINGS OR OTHER BENEFIT ASSOCIATED WITH RECOMMENDED CHANGE</b>	See above.
<b>NATURAL DISASTER-RELATED REDUNDANCIES AND IMPEDIMENTS (IF APPLICABLE)</b>	
<b>SERVICE, STATUTE, RULE, OR REGULATION (PROVIDE SPECIFIC CITATION IF APPLICABLE)</b>	See below
<b>DESCRIBE WHY THE SERVICE, STATUTE, RULE, OR REGULATION IS RESULTING IN INEFFICIENT OR INEFFECTIVE AGENCY OPERATIONS</b>	<p>Natural disaster-related redundancies and procedural impediments affected the operations of the Texas Commission on Jail Standards by increasing administrative coordination requirements during emergency events, including flooding, winter weather, and wildfire responses. Existing procedures often required multiple notifications, overlapping documentation, and coordination through separate state and federal reporting systems, which slowed communications and resource coordination during rapidly evolving incidents.</p> <p>While coordination with the Texas Division of Emergency Management improved overall response, duplicative reporting and emergency declaration requirements created operational inefficiencies for local jail facilities. Streamlining communication and reporting processes would improve response efficiency during future disaster events.</p>
<b>PROVIDE AGENCY RECOMMENDATION FOR MODIFICATION OR ELIMINATION</b>	No statutory changes are recommended at this time.

<b>DESCRIBE THE ESTIMATED COST SAVINGS OR OTHER BENEFIT ASSOCIATED WITH RECOMMENDED CHANGE</b>	See above
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**Supplemental Schedule A: Budget Structure**

**Agency Goals, Objectives, Strategies, and Measures**

The Strategic Plan for the Texas Commission on Jail Standards provides direction for the agency and its employees and clearly explains to various audiences how its mission will be accomplished through the setting of objectives, strategies, and measures upon which success will be based. Regular review and assessment of results is critical to future success and allows for the adjustment or modification of the plan in order to ensure the mission of the agency is being fulfilled. Incorporating suggestions and comments from the client base that we serve and with direction and guidance from the Legislative Budget Board and the Governor's Office- Budget, Planning and Policy, the Texas Commission on Jail Standards has developed the following objectives, strategies, and measures to accomplish its stated goals and ensure that our statutorily mandated duties are carried out in the most efficient and effective manner possible. As part of a streamlining process initiated by the Legislative Budget Board and Governor's Office-Budget, Planning and Policy, all measures were reviewed and only the most critical were retained. Listed below in the prescribed format are the agency's goals, objectives, strategies, and measures.

**1. Goal: Assist Local Govts through Effective Standards & Technical Assistance.**

**1.1 Objective: Monitor Local Facilities and Enforce Standards**

**1.1.1 Strategy: Perform Inspections of Facilities and Enforce Standards**

Efficiency Measure:

1. (Average) Cost Per Jail Inspection

Output Measure:

1. Comprehensive Inspections (Quantity Conducted)
2. Special Inspections (Quantity Conducted)
3. Occupancy Inspections (Quantity Conducted)
4. Notices of Non-Compliance (Quantity Issued)
5. Remedial Orders Issued (Quantity)
6. Inquiries (Into) Inmate Requests For Assistance (Quantity)
7. On-site Special Inspections
8. Non-compliant Facilities
9. Limited Compliance Inspections

**1.2 Objective: Provide Consultation and Training for Jail Construction/Operation**

**1.2.1 Strategy: Assist with Facility Need Analysis and Construction Document Review**

Efficiency Measure:

1. (Average) Cost Per (Facility) Needs Analysis
2. Average Cost Per Construction Document (Review)

Output Measure:

1. Construction Documents Reviewed (Quantity)
2. Facility Needs Analysis (Quantity Conducted)
3. In-office Consultations (Planning & Construction Consultations with Jail Representatives, Quantity)

On-site Consultations (Planning & Construction Consultations With Jail Representatives, Quantity)

## Supplemental Schedule A: Budget Structure

### **1.2.2 Strategy:** Assist with Staffing Analysis, Operating Plans, & Program Development

Efficiency Measure:

1. (Average) Cost Per Staffing Analysis
2. Average Cost Per Training Hour (Provided by TCJS)
3. Average Cost of (On-Site) Mental Health Training

Output Measure:

1. Operational Plans Reviewed (Quantity)
2. Staffing Analysis (Quantity Conducted)
3. Training Hours Provided (Quantity)
4. In-office Consultations (Operation & Management with Jail Representatives, Quantity)
5. On-site Consultation (Operation & Management Consultations with Jail Representatives, Quantity)
6. Onsite Mental Health Trainings Provided (Quantity)
7. County Jailers Receiving Mental Health Training (Quantity)
8. Number of public information requests (Received and Fulfilled)

### **1.3 Objective:** Implement Process to Relieve Crowding or Ensure Accurate Compensation

#### **1.3.1 Strategy:** Collect and Analyze Data Concerning Inmate Population/ Backlogs/ Costs

Efficiency Measure:

1. (Average) Cost Per (Population) Data Report

Output Measure:

1. Population Reports Analyzed (Quantity)
2. (Population) Data Reports Prepared (Quantity)
3. Number of (Paper-Ready) Reports Analyzed
4. # of Immigration Detainer Reports

## **2. Goal: Indirect Administration**

### **A. 2.1 Objective: Indirect Administration**

#### **2.1.1 Strategy:** Indirect Administration, Accounting, and Information Technology

**Supplemental Schedule B: List of Measure Definitions**

**A. Objective Outcome Measure Definitions**

**1. Number of Completed Construction Projects Meeting Standards**

**Definition**

The number of completed construction, additions, or renovation projects for which occupancy inspections are conducted and occupancy is approved.

**Purpose**

Indicates the relationship between construction documents reviewed, projects completed that meet minimum standards, and occupancy inspections conducted.

**Source**

Activity reports created by agency staff.

**Methodology**

Total number of jail facilities, additions and/or renovations approved for occupancy each year.

**Limitations**

Number of facilities constructed is based on local need, but the number of those that meet standards is indicative of the agency's performance regarding construction document review. This number will not coincide with the number of construction projects reviewed as documents are reviewed more than once, and a large construction project will take more than one year to complete.

**Calculation**

Non-cumulative.

**New Measure**

No

**Desired Performance**

Higher than target

**2. Percent of Jails with Management-related Deficiencies**

**Definition**

The percentage of facilities that were issued a notice of non-compliance during the fiscal year due to deficiencies related to management standards. A deficiency that may be remedied solely by jail management making an adjustment to internal jail procedures is considered a management-related deficiency.

## Supplemental Schedule B: List of Measure Definitions

### A. Objective Outcome Measure Definitions

#### **Purpose**

Management deficiencies are dependent upon staff, training and the actual management of the jail.

#### **Source**

The agency's inspection database. Database queries to determine which jails received an inspection during the reporting period will specify a date range that is only applicable to the reporting period. The inspection database is verified through a manual review of each inspection file. Also, jail notice of non-compliance log maintained by the Inspection Division and verified through a manual review of each notice of non-compliance located in the inspection file. A list of management-related standards will be maintained by the agency.

#### **Methodology**

The number of jails found to be in non-compliance with minimum jail standards due to deficiencies related to management standards at the time of their last comprehensive or special inspection divided by the number of comprehensive, special, limited compliance, and onsite limited compliance inspections, and reinspection's, conducted during the fiscal year.

#### **Limitations**

None

#### **Calculation**

Non-Cumulative

#### **New Measure**

No

#### **Desired Performance**

Lower than target

### B. Output Measure Definitions

#### **1. Comprehensive Inspections (Quantity Conducted)**

##### **Definition:**

The number of on-site comprehensive inspections and comprehensive reinspection's completed during the reporting period. Comprehensive inspections will be conducted no more than 24 months apart for jails determined to be low priority. Jails determined to be high priority will be subject to more frequent comprehensive inspections. In addition, no less than 10% of requested reinspection's will be required to be on-site comprehensive inspections. The inspection shall be unannounced.

##### **Purpose:**

To determine compliance with standards in order to certify and prevent litigation.

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**Source:**

Monthly inspection activity reports are cross-checked with the inspection database. Any discrepancies will be manually verified through a review of the inspection reports located in the inspection file.

**Methodology**

Each inspection as verified through the data sources is counted as one, even though the inspection may have required more than one day and/or more than one inspector. All comprehensive inspections and comprehensive reinspection's completed during the reporting period are counted. The result (compliant/not compliant) of the inspection is not a determining factor.

**Limitations:**

Number conducted is dependent on the Inspection Priority Assessment tool. Each jail shall have a comprehensive and a limited compliance review every 24 months.

**Calculation:**

Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

**2. Special Inspections (Quantity Conducted)**

**Definition:**

A special inspection is a reclassified review of a death, complaint, or escape when the review results in non-compliance.

**Purpose**

To identify the number of jails that have failed to meet the minimum jail standards outside the normal inspection cycle.

**Source**

Monthly inspection activity reports are cross-checked with the inspection database. Discrepancies will be manually verified through a review of the inspection reports located in the inspection file.

**Methodology**

Each inspection as verified through the data sources is counted as one, even though the inspection may have required more than one day and/or more than one inspector. All special inspections are counted. A facility may receive a special inspection more than once per fiscal year.

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**Limitations**

Regulated entities receive these inspections due to an escape, death in custody, or complaint. The Commission has limited control over when this occurs. A higher number would indicate an increased performance by the agency, but neither higher nor lower is indicative of safer jails across the state.

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

**3. Occupancy Inspections (Quantity Conducted)**

**Definition:**

Occupancy inspections are inspections of new construction, additions, or renovations to ensure that these were completed in compliance with the minimum jail standards. Such inspections are separate from comprehensive or special inspections.

**Purpose**

Indicates number of new construction, additions, or renovations across the state. Necessary to ensure facilities meet minimum standards prior to occupancy.

**Source**

Monthly staff activity reports are cross-checked with the agency calendar. Any discrepancies will be manually verified through a review of the inspection report located in the correspondence file.

**Methodology**

Each inspection as verified through the data sources is counted as one, even though the inspection may have required more than one day and/or more than one inspector. All occupancy inspections are counted regardless whether the facility passes or fails. A facility may have more than one occupancy inspection during a fiscal year.

**Limitations**

This measure is limited by the number of occupancy inspections requested by counties.

**Calculation:** Cumulative

**New Measure** No

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**Desired Performance**

Higher than target

**4. Notices of Non-Compliance (Quantity Issued)**

**Definition**

Formal notices issued to regulated entities to notify them that their jail facility has been inspected and found to be out of compliance with the standards. A notice of noncompliance may be issued as a result of either a comprehensive, limited compliance, or special inspection.

**Purpose**

Basis for corrective or remedial action if necessary.

**Source**

Compliance database maintained by the Inspection Division.

**Methodology**

One notice per inspection where noncompliant issues are identified. Calculated by the compliance database.

**Limitations**

A higher number of notices indicates an increased agency workload. Fewer notices indicates more jails in compliance.

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

**5. Remedial Orders Issued (Quantity)**

**Definition:**

Formal action taken by the Commissioners toward a regulated entity, to include closure of a jail or limitations on the population.

**Purpose**

Requires a regulated entity to take specific corrective action to alleviate deficiencies found at an inspection.

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**Source**

Commission meeting minutes.

**Methodology**

Counted manually from Commission meeting minutes.

**Limitations**

Orders issued are based upon regulated entities responsiveness to notices of non-compliance and Commission's action. A higher number is indicative of an increased workload, and fewer are indicative of more compliant jails.

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

**6. Inquiries (into) Inmate Requests for Assistance (Quantity)**

**Definition:**

The number of requests for assistance, initiated by or for an inmate that the Commission receives, resolves and/or refers.

**Purpose**

Ensures that inmate complaints are reviewed by an entity in addition to the jail. Protects the rights of those incarcerated.

**Source**

Inmate complaint database in which all written requests or written complaints received via mail, or electronically are assigned a tracking number and entered into the inmate complaint database.

**Methodology**

Each request or complaint is counted once even if multiple requests are received.

**Limitations**

An increased number is indicative of an increased workload, but may also indicate problems in a given facility, an increased population or inmates that make repeated frivolous complaints. A lesser number could be indicative of improved jails and/or a reduced population or it could indicate that jails were censoring privileged mail.

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

**7. Limited Compliance Inspections**

**Definition:**

Limited compliance inspections supplement comprehensive inspections and do not include all minimum jail standards. Limited compliance inspections are conducted either in-office or on-site and include administrative reinspection's. Each jail shall receive a limited compliance inspection a minimum of once per 24 months.

**Purpose**

To determine compliance with minimum jail standards and prevent litigation.

**Source**

Monthly inspection activity reports are cross-checked with the inspection database. Any discrepancies will be manually verified through a review of the inspection reports located in the inspection file.

**Methodology**

Each inspection as verified through the data sources is counted as one, even though the inspection may have required more than one day and/or more than one inspector. All limited compliance inspections completed during the reporting period are counted. The inspection is counted whether it resulted in compliance or non-compliance.

**Limitations**

The number of limited compliance inspections conducted depends upon number of jails that are operational.

**Calculation**

Cumulative

**New Measure**

Yes

**Desired Performance**

Lower than target

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**8. Construction Documents Reviewed (Quantity)**

**Definition:**

The number of building plans and specifications reviewed utilizing the Construction Document Checklist. Plans include schematic design, design documents, and construction documents.

**Purpose**

Measures the agency planning and construction review workload.

**Source**

The projects in the construction database, which is maintained by agency staff.

**Methodology**

Automatic summation from database.

**Limitations**

Number of construction projects is not controlled by the agency, but by local need. Size of projects may also impact number as larger projects require more staff time.

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Higher than target

**9. (Number of) Facility Needs Analyses (Conducted)**

**Definition:**

The number of analyses conducted to recommend the size and type of facility that a county needs.

**Purpose**

To assist the county in best utilizing county resources by constructing efficient facilities that meet local needs.

**Source**

Generated from construction database. This information is then listed on the monthly activity report.

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**Methodology**

Each analysis conducted is counted.

**Limitations**

Counties requesting a facility needs analysis are out of agency's control as it is based upon incarceration rate, county population, and physical condition of existing facilities.

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Higher than target

**10. In-office Consultations (Planning & Construction with Jail Representatives)**

**Definition:**

The number of meetings conducted in the agency's office with facility representatives to review and discuss facility planning, construction needs, and construction progress.

**Purpose**

Provide assistance to local government in meeting incarceration needs.

**Source**

Agency calendar and staff monthly activity reports.

**Methodology**

Manually counted monthly from agency calendar, and staff monthly activity reports.

**Limitations**

Necessity for this activity not within agency's control.

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Higher than target

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**11. On-site Consultations (Planning & Construction with Facility Representatives)**

**Definition:**

Number of meetings conducted on-site with facility representatives to review and discuss facility planning, construction needs, and construction progress.

**Purpose**

To show assistance provided to local government in meeting incarceration needs.

**Source**

Monthly staff activity reports compiled into the agency's Master Monthly Activity Report.

**Methodology**

Automatic calculation on a monthly basis utilizing a query of agency database to produce the Master Monthly Activity Report. Data is entered into the database from Inspection Requirements Reviews and individual staff member's monthly activity report. Database queries that will sum the number of consultations during the reporting period will specify a date range that is only applicable to the reporting period.

**Limitations**

Necessity for this activity not within agency's control.

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

**12. (Number of) Operational Plans Reviewed**

**Definition:**

Number of operational plans submitted by a regulated facility and reviewed by staff. Every regulated facility is required to submit an operational plan for 17 areas of jail operation. Regulated facilities must resubmit plans when a change may affect an area of facility operations.

**Purpose**

Operational Plan reviews ensure facilities are utilizing plans approved by the Commission. Resubmittals occur continually as operations change.

**Source**

Operational plan database.

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**Methodology**

Summation from database.

**Limitations**

Regulated facilities choose not to resubmit their operational plans for review when there is a change in facility management.

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Higher than target

**13. (Number of) Staffing Analyses (Conducted)**

**Definition:**

The number of on-site or in-office reviews performed of the operating or planned jail organization, operations, facilities, and policies to make recommendations regarding the number, type, and location of staff necessary to comply with minimum jail standards.

**Purpose**

To provide counties with objective recommendations regarding staffing levels necessary.

**Source**

Monthly Activity Reports and the agency database.

**Methodology**

Each analysis conducted is counted. An analysis may be conducted more than one time for the same facility due to changes in operations, capacity and/or populations.

**Limitations**

Analyses are conducted at the request of the county or the agency's discretion.

**Calculation**

Cumulative

**New Measure**

No

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**Desired Performance**

Lower than target

**14. (Number of) Training Hours Provided**

**Definition:**

The total number of scheduled on-site or in-office training provided by the agency to counties. Training hours are based on the scheduled duration of a presentation.

**Purpose**

Provide counties with training designed to assist them in running safe and secure jails to ensure compliance.

**Source**

Agency calendar and monthly activity reports

**Methodology**

The number of hours for all presentations given are totaled.

**Limitations**

This activity may be reduced if necessary due to travel budgets

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Higher than target

**15. Technical Assistance Consultation (Operation & Management with Jail Representatives)**

**Definition:**

The number of meetings with jail representatives to review and discuss operational or management requirements of minimum jail standards during an Inspection, Limited Compliance Inspection or an On-site Limited Compliance Inspection.

**Purpose**

Indicates number of times staff provide assistance on the way to achieve compliance effectively and efficiently.

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**Source**

Agency's Master Monthly Activity Report and the agency database.

**Methodology**

Automatic calculation on a monthly basis utilizing a query of agency database to produce the Master Monthly Activity Report. Data is entered into the database from Inspection Requirements Reviews and individual staff member's monthly activity report. Database queries that will sum the number of consultations during the reporting period will specify a date range that is only applicable to the reporting period.

**Limitations**

The frequency of the need for assistance is relative to jail conditions out of the agency's control

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Higher than target

**16. Onsite Mental Health Trainings Provided (Quantity)**

**Definition:**

Number of On-Site Mental Health Training Visits conducted by the Texas Commission on Jail Standards. Training is defined as training course taught by TCJS trainers primarily focused on mental health issues.

**Purpose**

Determine how many jails are receiving mental health training provided by the Commission.

**Source**

Agency calendar, monthly activity reports, agency meeting log

**Methodology**

Determine the number of each completed on-site mental health training session on each mental health trainer's activity report, which are calculated monthly.

**Limitations**

Data may vary because some trainings, such as suicide prevention are required, jailers are not required to receive the training through TCJS. Other trainings may not be required.

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Higher than target

**Key Measure**

Yes

**17. Number of Public Information Requests (Received and Fulfilled)**

**Definition:**

The number of Public Information Requests received and fulfilled by the Commission.

**Purpose**

This output measures the quantity of public information requests received and fulfilled by the Commission and indicates the amount of resources required to handle public information requests.

**Source**

The Public Information Officer records data related to the request and fulfillment of public information requests.

**Methodology**

Public Information Officer records each request received and fulfilled by Commission monthly. Tally the number of requests fulfilled each month.

**Limitations**

The data does not represent the complexity or simplicity of the requests.

**Calculation**

Cumulative

**New Measure**

Yes

**Desired Performance**

Higher than target

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**18. Population Forms Analyzed (Quantity)**

**Definition:**

The number of population forms received from facilities or counties.

**Purpose**

To verify that facilities are operating at an acceptable level of capacity.

**Source**

Population forms submitted by facilities or counties.

**Methodology**

Total number of population forms received from facilities or counties each month.

**Limitations**

Any facility or county that does not submit a population form limits the agency's ability to report accurately.

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Higher than target

**19. Data Reports Prepared (Quantity)**

**Definition:**

Number of finalized reports generated from the population form, pregnant inmate form, immigration detainer form, and paper-ready form.

**Purpose**

To distribute to executive and legislative offices and to individual agencies for analysis, planning and forecasting purposes.

**Source**

Population form, pregnant inmate form, immigration detainer form, and paper-ready form.

**Methodology**

Add up the total number of data reports the agency produces from the population form, pregnant inmate form, immigration detainer form, and paper-ready form.

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**Limitations**

Any facility or county neglecting to submit a monthly population form, pregnant inmate form, immigration detainer form, or paper-ready form limits the accuracy of the data reports.

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Higher than target

**20. Number of (Paper-ready) Forms Analyzed**

**Definition:**

The number of paper-ready forms submitted by facilities and counties.

**Purpose**

To ensure that the Texas Department of Criminal Justice is removing paper-ready inmates from facilities in a timely manner; to provide data to executive and legislative offices and to individual agencies for analysis, planning and forecasting purposes.

**Source**

Paper-ready forms submitted by facilities or counties.

**Methodology**

Count the number of paper-ready forms received from facilities or counties.

**Limitations**

Any facility or county neglecting to submit a monthly paper-ready form may limit the accuracy of any planning or forecasting that is based on the aggregate data.

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Higher than target

**21. Number of Immigration Detainer Forms Analyzed**

**Definition:**

The number of immigration detainer forms submitted by facilities and counties.

**Supplemental Schedule B: List of Measure Definitions**  
**B. Output Measure Definitions**

**Purpose**

To determine cost to counties for the detention of inmates for whom an immigration detainer has been issued by the United States Immigration and Customs Enforcement; to provide data to executive and legislative offices and to individual agencies for analysis, planning and forecasting purposes.

**Source**

Immigration detainer forms submitted by facilities or counties.

**Methodology**

Count the number of immigration detainer forms received from facilities or counties.

**Limitations**

Any facility or county neglecting to submit a monthly immigration detainer form may limit the accuracy of any planning or forecasting that is based on the aggregate data.

**Calculation**

Cumulative

**New Measure**

No

**Desired Performance**

Higher than target

**22. Number of Pregnant Inmates Forms Analyzed**

**Definition:**

The number of pregnant inmate forms submitted by facilities and counties.

**Purpose**

To monitor the number of pregnant inmates incarcerated in Texas county facilities; and to provide data to executive and legislative offices and to individual agencies for analysis, planning and forecasting purposes.

**Source**

Pregnant inmate forms submitted by facilities or counties.

**Methodology**

Count the number of pregnant inmate forms received from facilities or counties.

**Limitations**

Any facility or county neglecting to submit a monthly pregnant inmate form may limit the accuracy of any planning or forecasting that is based on the aggregate data.

**Supplemental Schedule B: List of Measure Definitions**  
**C. Efficiency Measure Definitions**

**Calculation**

Cumulative

**New Measure**

New measure

**Desired Performance**

Higher than target

**B. Efficiency Measure Definitions**

**1. (Average) Cost Per Jail Inspection**

**Definition**

The average cost for all inspections conducted during the fiscal year, excluding Occupancy Inspections.

**Purpose**

Ensures the agency is utilizing state dollars in the most efficient manner possible. Further, provides basis for setting fees for “for fee” inspections conducted on facilities holding contract non-Texas inmates.

**Source**

Inspection totals for comprehensive inspections, limited compliance inspections, special inspections (outputs 01, 02, and 03) are tabulated.

**Methodology**

The total cost of conducting jail inspections is divided by the total number of inspections performed. Personnel, travel, and all related costs are ascertained by the Support Services Division.

**Limitations**

None

**Calculation**

Non-Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

**Supplemental Schedule B: List of Measure Definitions**  
**C. Efficiency Measure Definitions**

**2. (Average) Cost Per (Facility) Needs Analysis**

**Definition:**

Average agency funds expended for each facility needs analysis conducted. A facility needs analysis shall include facility type, capacity, and support area needs.

**Purpose**

Efficient use of state funds

**Source**

Planning and construction monthly activity report and agency fiscal records.

**Methodology**

Total number of analyses conducted divided into amount expended for analyses.

**Limitations**

None

**Calculation**

Non-Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

**3. Average Cost per Construction Document (Review)**

**Definition:**

The average cost per construction document reviewed. Three sets of construction documents must be reviewed and approved before a construction project can begin.

**Purpose**

Ensure efficient expenditure of state funds.

**Source**

Monthly activity reports and agency fiscal records.

**Methodology**

Personnel costs equal the number of hours dedicated to the review of construction documents, multiplied by the personnel cost per hour. Total personnel cost plus operating costs, divided by the number of reviewed, equals the average cost per construction document reviewed.

**Supplemental Schedule B: List of Measure Definitions**  
**C. Efficiency Measure Definitions**

**Limitations**

An increase could occur if personnel and/or administrative costs increase.

**Calculation**

Non-Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

**4. Average Cost Per Occupancy Inspection**

**Definition**

The average cost for occupancy inspections conducted during the fiscal year.

**Purpose**

Ensures the agency is utilizing state dollars in the most efficient manner possible. Further, provides basis for setting fees for “for fee” occupancy inspections conducted on facilities.

**Source**

Inspection totals for occupancy inspections are tabulated.

**Methodology**

The total cost of conducting occupancy inspections is divided by the total number of occupancy inspections performed. Personnel, travel, and all related costs are ascertained by the Support Services Division.

**Limitations**

None

**Calculation**

Non-Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

**Supplemental Schedule B: List of Measure Definitions**  
**C. Efficiency Measure Definitions**

**5. (Average) Cost Per Staffing Analysis**

**Definition**

The average amount of agency funds expended for conducting each staffing analysis of a regulated facility.

**Purpose**

Ensure state funds are expended efficiently.

**Source**

The number of analyses conducted is reported in monthly activity reports and in the agency database. The amount of monies expended is determined by the Support Services Division.

**Methodology**

The number of analyses conducted is divided into the amount expended.

**Limitations**

Increases could occur within a year due to personnel costs.

**Calculation**

Non-Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

**6. Average Cost Per Training Hour (Provided by TCJS)**

**Definition:**

The average amount of agency funds expended for each hour of scheduled training provided.

**Purpose**

Ensure efficient expenditures of state funds.

**Source**

Agency calendar, monthly activity reports and agency fiscal records.

**Methodology**

Training expenditures to include travel, personnel, and administrative costs, divided by the number of training hours provided as determined by the Support Services Division.

**Supplemental Schedule B: List of Measure Definitions**  
**C. Efficiency Measure Definitions**

**Limitations**

An increase could occur if personnel, travel, and/or administrative costs increase.

**Calculation**

Non-Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

**7. Average Cost of (On-site) Mental Health Training**

**Definition:**

Average cost of on-site mental health training visit.

**Purpose**

Ensures the agency is utilizing state dollars in the most efficient manner possible.

**Source**

Agency calendar, monthly activity reports and agency fiscal records.

**Methodology**

Training expenditures to include travel, personnel, and administrative costs, divided by the number of on-site training sessions as determined by the Support Services Division.

**Limitations**

This activity may be reduced when all current jailers have received the training.

**Calculation**

Non-Cumulative

**New Measure**

No

**Desired Performance**

Higher than target

**Key Measure**

Yes

**Supplemental Schedule B: List of Measure Definitions**  
**C. Efficiency Measure Definitions**

**8. (Average) Cost Per Data Report Prepared**

**Definition:**

The average cost to prepare data reports.

**Purpose**

Ensures the agency is utilizing state funds in the most efficient manner possible.

**Source**

Count of number of data reports prepared. Personnel and related costs are ascertained by the fiscal officer.

**Methodology**

The total annual costs of producing data reports divided by the total number of data reports produced each year.

**Limitations**

None

**Calculation**

Non-Cumulative

**New Measure**

No

**Desired Performance**

Lower than target

## Supplemental Schedule C. Historically Underutilized Business Plan

### Supplemental Schedule C. Historically Underutilized Business Plan

#### **Mission or Policy**

The Commission promotes equal opportunities for Historically Underutilized Business (VetHUB) contract awards.

#### **Goal**

We will comply with state directives by utilizing historically underutilized businesses (VetHUBs) in purchasing goods and services whenever such utilization is both effective and efficient.

#### **Objective**

Agency goals for utilizing HUB vendors will meet or exceed the current statewide percentage goals set forth by State Comptroller of Public Accounts HUB program.

#### **Strategy**

The Commission will comply with recent statewide changes to the Historically Underutilized Business program, which has been restructured and renamed Veteran Heroes United in Business (VetHUB). Under the emergency rules issued in December 2025, only small businesses owned and operated by veterans with a 20% or greater service-connected disability now qualify for HUB certification in Texas. Prior race-, ethnicity-, or sex-based certifications are no longer valid unless the business also meets the veteran-related criteria

#### **Programs**

Although the Commission's contracting volume remains comparatively small, we will continue to seek VetHUB-certified vendors for all eligible purchases within the categories applicable to the agency—Professional Services, Other Services, and Commodity Purchasing. As before, the Commission does not conduct heavy construction or special-trade contracting.

When no VetHUB-certified vendor is available for a needed purchase, the Commission will select from Comptroller-approved vendors in accordance with procurement statutes and statewide requirements. The Commission will also continue purchasing commodities through the Texas State Use Program, including Texas Industries for the Blind and Handicapped (TIBH), when allowable.

The agency will analyze historical spending patterns to adjust future VetHUB participation goals and ensure effective stewardship of taxpayer funds. Staff will continue to brief the Executive Director on all VetHUB participation results, including explanations for any variances from statewide expectations or agency-specific goals.

## **Supplemental Schedule D. Statewide Capital Plan**

### **Supplemental Schedule D. Statewide Capital Plan**

The Commission on Jail Standards has no current or pending capital projects planned.

## Supplemental Schedule E. Health and Human Services Strategic Plan

### Supplemental Schedule E. Health and Human Services Strategic Plan

The Commission on Jail Standards is not required to submit this plan because the agency is not a health and human services related agency.

# Texas Commission on Jail Standards



## Workforce Plan FY 2027-2031

**Texas Commission on Jail Standards  
Workforce Plan 2027-2031**

**Agency Overview**

The Texas Legislature created the Commission on Jail Standards in 1975 to implement a declared state policy that all county jail facilities conform to minimum standards of construction, maintenance, and operation. In 1983, the Texas Legislature expanded the jurisdiction of the commission to include county and municipal jails operated under vendor contract. In 1991, the Texas Legislature added the requirement for count, payment, and transfer of inmates when precipitated by crowded conditions as well as expanding the commission's role of consultation and technical assistance. In 1993, the legislative function expanded the role of the commission again by requiring that it provide consultation and technical assistance for the State Jail program. In 1997, the Texas legislature affirmed that counties, municipalities and private vendors housing out-of-state inmates are within the commission's jurisdiction. It is the duty of the commission to promulgate reasonable written rules and procedures establishing minimum standards, inspection procedures, enforcement policies and technical assistance for:

- 1. The construction, equipment, maintenance, and operation of jail facilities under its jurisdiction;**
- 2. The custody, care and treatment of inmates;**
- 3. Programs of rehabilitation, education, and recreation for inmates confined in county and municipal jail facilities under its jurisdiction.**

The Commission's office is in downtown Austin, Texas, and there are currently 26 FTE's and 28 are appropriated and budgeted. One new inspector is scheduled to begin in June and a support specialist shortly afterwards.

**Agency Mission**

The mission of the Texas Commission on Jail Standards is to empower local government to provide safe, secure and suitable local jail facilities through proper rules and procedures while promoting innovative programs and ideas. During its regular session of 1975, the 64<sup>th</sup> Legislature enacted House Bill 272 creating the Texas Commission on Jail Standards in an effort to end federal court intervention into county jail matters and return jail control to state and local jurisdictions. Formerly through Title 81 of the Civil Statutes and currently through Chapters 499 and 511 of the Government Code, the state has evinced a strong commitment to improving conditions in the jails by granting us the authority and responsibility to promulgate and enforce minimum standards for jail construction, equipment, maintenance, and operation. Related duties and rules are set forth in Chapters 351 and 361 of the Local Government Code, Title 37 of the Administrative Code, and our own Minimum Jail Standards.

**Strategic Goals, Objectives, and Related Functions**

Goal 1 - Inspection and Enforcement: Develop and implement a uniform process to inspect, monitor compliance and ensure due process in enforcement of standards for local jails.

## Supplemental Schedule F. Agency Workforce Plan

Objective: Monitor local facilities and enforce standards Strategy: Perform inspection of facilities and enforce standards

Goal 2 - Construction Plan Review: Develop and implement a comprehensive facility needs analysis program and review and comment on construction documents for construction projects.

Objective: Provide consultation and training for jail construction/operation. Strategy: Assist with facility need analysis and construction document review.

Goal 3 - Management Consultation: Review and approve jail operation plans, provide needed jail management training and consultation and perform objective jail staffing analyses.

Objective: Provide consultation and training for jail construction/operation Strategy: Assist with staffing analysis, operating plans and program development.

Goal 4 - Auditing Population and Costs: Collect, analyze and disseminate data concerning inmate population, felony backlog and jail operational costs.

Objective: Implement process to relieve crowding or ensure accurate compensation Strategy: Collect and analyze data concerning inmate population, backlogs and costs.

Through Chapters 499 and 511 of the *Government Code*, the Commission on Jail Standards is given the authority and responsibility to promulgate and enforce minimum standards for jail construction, equipment, maintenance, and operations. Texas Minimum Jail Standards are contained in Title 37, Part IX, and Chapters 251 – 301 of the Texas Administrative Code. Related duties and rules are set forth in Chapters 351 and 361 of the *Local Government Code*.

Most of our activities are oriented toward county functions; however, we retain the responsibility to regulate privately operated county and municipal facilities. Our principal operations include on-site inspections of jails to verify compliance with standards, review of proposed construction and renovation plans to assess conformity to standards, provision of jail management technical assistance and training, administration of inmate population reports and audits, resolution of inmate grievances, providing counties with objective staffing and facility needs analyses, and various other activities relating to policy development and enforcement.

Primary relationships exist with county judges, commissioners, and sheriffs. Secondary relationships are maintained with architectural firms, private operators, criminal justice professional associations and regulatory agencies concerned with issues such as fire safety, legal matters, and civil liberties. Jail inmates awaiting trial, serving sentences, or awaiting transfer to the Texas Department of Criminal Justice Institutional Division, jail staff and the public are served by the enforcement of standards that are based on safety, security, and sanitation.

While on-site inspections remain the most visible activity, awareness of our ability to provide technical assistance has increased due mostly to a strong effort to provide quality regional training and a greater emphasis on providing assistance by all staff, including the Inspectors.

Administrative staff provide internal administrative support to the agency, including human resources, accounting, budgeting, information technology, reporting and other staff services functions.

## Supplemental Schedule F. Agency Workforce Plan

### Anticipated Changes in Strategies

Although the mission of the agency remains unchanged, the implementation of HB 1545 (87R) has required adjustments to several strategies and goals to comply with its requirements. Now three years into the risk-based inspection model, the agency has observed a notable increase in the number of non-compliant county jails, a trend tied both to the nature of risk-based inspections and to broader operational challenges affecting the jail system statewide.

The continued growth of the state's population, coupled with inflationary pressures, has strained county resources and contributed to rising noncompliance. Additionally, the number of inmate complaints continues to increase, and with expanded staffing to process those complaints, the agency anticipates a corresponding rise in the number of founded complaints, further reflecting compliance concerns.

Compounding these issues, county jails are facing significant workforce shortages, as many potential employees are reluctant to pursue careers in corrections at the salary levels offered by most counties. While court activity has recently increased, the intake rate into the state prison system has slowed, placing additional population pressures on local jails.

While the Commission does not foresee major changes to its overall mission or core strategies, adjustments to specific goals will likely be necessary over the next five years as the risk-based inspection process continues to mature. The agency remains committed to providing high-quality service, guidance, and oversight to county jails to support safe, healthy, and secure detention environments. As conditions evolve, the Commission will continue refining its strategies to uphold these goals.

Finally, the increasing emphasis on information technology and data-driven oversight will continue to shape the agency's future. Despite being a small agency, a committed and professional workforce will remain essential to keeping the Commission aligned with its mission and responsive to the operational realities faced by Texas county jails.

### Current Workforce Profile

#### a) Skills

Every Commission employee is valuable to the success of agency operations. A majority of the 28 employees have more than one critical function. Some of the critical skills required to complete our mission include customer service, auditing, communication, problem solving, accounting, project management, and information analysis.

#### b) Demographics

The following data reflect the current profile of the agency's workforce as of May 2026. As of May 2026, the Commission's workforce is comprised of 46% male and 54% female. 7% are African American, 8% are Hispanic and 85% are Caucasian. The agency has over 23% of veterans employed. The average age for the Agency staff is approximately 47 and staff have an average of 5 years with the agency. The Agency's positions are as follows:

## Supplemental Schedule F. Agency Workforce Plan

Occupational Category	Headcount
Accounting, Auditing, and Finance	1
Administrative Support	3
Information Technology	1
Inspectors and Investigators	10
Planning, Research, and Statistics	1
Program Management	12

(Source: Internal data and State Auditor’s Office/E-Class system)

### c) Employee Turnover

In FY 2025, there were zero separations from the agency including interagency transfers. The longest tenured employee has been with the agency for 9 years. 65% of staff members have been with the agency for less than 5 years.

### d) Employee Attrition

No members of the Agency’s employees will be eligible to retire within the next 5 years.

### Future Workforce

#### e) Expected Workforce Changes

The Commission’s average salary is \$59,749 (excluding the Executive Director’s salary), which is slightly below the statewide median salary, reported by the Texas Tribune, of \$61,225.00. While the difference is modest, it places the agency at a competitive disadvantage in the current labor market.

The statewide workforce environment remains highly strained, with several major Texas agencies pursuing significant salary increases to address persistent staffing shortages. These conditions, coupled with rising cost-of-living expenses and a limited applicant pool in the Austin area, continue to challenge TCJS in recruiting and retaining qualified personnel.

Without targeted salary adjustments, the agency may face continued turnover and the gradual loss of institutional knowledge. Strategic investment in compensation will be critical to maintaining a stable, experienced workforce and sustaining the agency’s operational effectiveness.

#### **f) Future Workforce Skills Needed**

Communication and interpersonal skills will continue to be critical, as the agency staff have daily contact with the public and with county officials. Computer skills are also vital, as the agency continues to upgrade information resources, dependent on available funding.

#### **g) Number of Employees Needed**

Currently the agency has two vacancies. After the Sunset Review that resulted in HB1545, the agency undertook a review of how its FTEs were allocated. After the study, several FTEs were repurposed to meet the most urgent demands. The largest shift has occurred in the Inspection & Enforcement Strategy, which has been increased, specifically in the area of Complaint Investigations. Prior to HB1545, there was one FTE assigned, but the workload became untenable and was a major contributing factor to continuous turnover. This in turn led to an increased backlog as the agency would temporarily assign other staff until the position could be filled. Even after the position was filled, it is estimated that it required at a minimum six months to become proficient in this task. The decision to reassign FTEs was only possible due to the conclusion of a statutorily mandated training program. Two of the three FTEs assigned to that program were shifted to complaints, but the workload has only continued to increase. To operate at a level that is acceptable to complainants and counties (who are required to respond then await a ruling), a fourth Inspector, a dedicated administrative support FTE and a first level supervisor were added to the division. In the upcoming LAR, the agency will request funding to restore and fill an FTE position that has remained vacant since 2022 due to budget constraints. TCJS was required to fill this position during the 2025–2026 budget year in order to comply with audit findings issued by the State Auditor’s Office for the Complaints Division, placing a significant and unanticipated strain on the agency’s budget

In addition to the complaints increase, the agency has moved to a risk-based inspection program which was envisioned to reduce the workload of the field inspectors and eliminate the attrition we have experienced in that section. While retention has improved, the requirement to conduct a random percentage of all re-inspections as full, comprehensive inspections as mandated by HB1545 has reduced the envisioned efficiency. Management is continuing to review this conflict and has implemented changes to address this concern.

The agency was named by the Governor to the Border Security Task Force. Previously, the additional duties associated with advising and assisting with Operation Lone Star were undertaken by the Executive Director and two existing staff members. After HB9 87(2) was passed, the monies that the agency was appropriated were used to backfill the cost of any time that existing employees expended on Operation Lone Star rather than attempting to recruit and retain one FTE that possessed all the required skills. During the 88<sup>th</sup> legislative session sufficient funding was provided to employ sufficient staff and accomplish the required tasks.

#### **h) Critical Functions that must be performed**

The performance of all agency functions is critical to achieving the agency’s goals and objectives which are directly tied to statutorily mandated duties. The agency is not carrying out any function that is not directly related to our reason for being.

## Gap Analysis

### Anticipated Surplus or Shortage of Staffing Levels or Skills:

The Texas Commission on Jail Standards continues to benefit from a dedicated and highly skilled workforce; however, statewide labor market pressures present ongoing challenges. Competition from other public agencies and private employers combined with rising cost-of-living demands in the Austin area makes attracting qualified candidates increasingly difficult. While the agency's flexible work and telecommuting options have significantly improved retention, current hiring restrictions prevent TCJS from advertising these benefits, limiting their effectiveness in recruitment.

Recent retirements and transitions to county positions reflect the strong skill sets of TCJS staff and the demand for their experience. As a smaller agency, this turnover impacts institutional knowledge and increases the need for competitive salaries and expanded flexibility to maintain a stable talent pipeline. Continued investment in employee retention, targeted benefits, and professional development will be essential to sustaining the agency's capacity to fulfill its mission and statutory responsibilities.

## Strategy Development

### a) Retention Programs

Historically, the agency has supported its employees through merit increases and retention bonus programs awarded to those performing above satisfactory levels. The agency remains committed to promoting from within and fostering a flexible work environment that supports productivity and reduces the financial and logistical burden of long-distance commuting. To that end, an alternate work schedule and telecommuting opportunities have been implemented for all employees, which has strengthened retention and supported a positive work culture.

While these measures have been effective in retaining valuable personnel, it is uncertain whether the agency will be able to utilize retention bonuses this year due to the financial impact of filling the required FTE position that had remained vacant since 2022.

### b) Recruitment Plans

The agency maintains a comprehensive and multi-faceted recruitment strategy designed to attract a diverse and highly qualified applicant pool capable of supporting the agency's mission and operational needs. Recruitment efforts are conducted on an ongoing basis and are aligned with workforce planning objectives, anticipated vacancies, and evolving programmatic requirements.

To maximize visibility and outreach, the agency advertises employment opportunities through multiple platforms, including WorkInTexas and the Centralized Accounting and Payroll/Personnel System (CAPPs). When appropriate, supplemental outreach is conducted through additional platforms such as Indeed to broaden the applicant pool and reach candidates beyond traditional state employment channels.

In addition to online job postings, the agency leverages established professional networks within the corrections field by distributing vacancy announcements through three listservs associated with sheriff's offices and corrections professionals. This targeted approach ensures that recruitment efforts reach experienced practitioners and individuals with specialized knowledge relevant to jail operations, compliance, and regulatory oversight.

The agency continually evaluates the effectiveness of its recruitment methods and makes adjustments as needed to ensure access to a sufficient number of qualified applicants. These efforts may include refining job postings, expanding outreach channels, and coordinating with partner organizations to enhance candidate engagement.

To the fullest extent possible, the agency is committed to recruiting the number of qualified individuals necessary to carry out its mission without regard to ethnicity, disability, religion, or gender. Recruitment

practices are conducted in a manner that promotes fairness, accessibility, and equal employment opportunity, ensuring that all applicants are afforded consideration based on merit and qualifications.

**c) Employee Training and Career Development**

The agency provides specific subject and organizational training. This includes equal employment opportunity, sexual harassment, cybersecurity, and procedural training. The transition to CAPPS HR allows the agency to track employee training more effectively. The agency utilizes cross training to enhance the knowledge and skill levels of all employees and prepare for retirements and attrition. The agency provides for the cost of training when in the best interest of the agency, and where funding permits. The agency transitioned September 1, 2019 to CAPPS Financials as part of the statewide mandate and later transitioned to CAPPS Human Resources in June of 2022. The agency managed these transitions without additional financial resources.

**d) Leadership Development**

Cross training is essential in leadership development for a small agency. Division managers share their experience and knowledge with staff. The agency provides leadership training for professional staff, subject to budgetary constraints.

**e) Succession Planning**

All the factors indicated for organizational training, employee, leadership and career development are essential in planning for succession. Additionally, the agency will maintain awareness of qualified sources outside of the agency.

**Supplemental Schedule G. Workforce Development System Strategic Planning**

The Texas Commission on Jail Standards does not administer a workforce program or service, and is not required to submit this report.

**Supplemental Schedule H. Report on Customer Service**

# **Texas Commission on Jail Standards**



## **Customer Service Report 2026**

## Supplemental Schedule H. Report on Customer Service

### Introduction

As mandated by Texas Government Code Chapter 2114, the Texas Commission on Jail Standards (TCJS) submits a Customer Service Survey to the Legislative Budget Board and Governor's Office of Budget and Planning. With the information gained from the Customer Service Survey, TCJS intends to increase its effectiveness in achieving its mission of ensuring safe, secure, and suitable county jail facilities for correctional personnel, inmates, and the community through proper rules and procedures. The Commission has seen a steady increase in customer satisfaction over the years. However, as with all such surveys, natural and unavoidable variations in customer experience mean the Commission anticipates that at some point the satisfaction measurement will naturally rise and fall slightly despite all possible efforts to provide the best customer service.

### Inventory of External Customers

Because the chief goal of the Texas Commission on Jail Standards is to assist local governments through effective standards and technical assistance, local government is the priority population of TCJS and the focus of its customer service. This group consists of sheriffs, county judges, and jail administrators in Texas' 254 counties and totals approximately 810 individuals. Counties that do not have a jail were included in the survey because they are required to report their inmate population housed elsewhere. TCJS serves indirectly the 26,000 licensed jailers, and the Commission sent the survey to them through their professional associations: Texas Jail Association, the Sheriff's Association of Texas, and the Texas Association of Counties and asked them to send out the survey on their list serves. Sheriffs, Judges, and Jail Administrators were asked to provide the survey to their employees, especially jailers. This survey was also made available via the agency website to members of the public.

### Methodology

The Texas Commission on Jail Standards used a commercial electronic survey platform with customized questions. The Legislative Budget Board provides 10 mandatory questions to be included in addition to the agencies' own questions. The Commission also posted its survey on its website. The survey was distributed using several resources: agency-maintained contact information for sheriffs, jail administrators, county judges, and professional associations who serve the same (or similar) populations as TCJS. The survey was available for 30 days, and responses were provided by the platform in a Microsoft Excel spreadsheet.

The data was evaluated in the following areas: staff, communication, agency website, complaint handling process, and facilities.

## Description of Services Offered by Strategy

<b>TCJS Strategy</b>	<b>Description of Services</b>	<b>External Customer Served</b>
<b>A. 1. 1. INSPECTION AND ENFORCEMENT</b>  <i>Perform Inspection of Facilities and Enforce Standards</i>	Inspection activities consist of fair and impartial monitoring and enforcing compliance of adopted rules and procedures. This objective includes development and implementation of uniform inspection process	Sheriff County Judges County Commissioners Jail Administrators Jailers
<b>A. 2. 1. CONSTRUCTION PLAN REVIEW</b>  <i>Assist with Facility Need Analysis and Construction Document Review</i>	The construction planning staff provides consultation and technical assistance to local governments for jail construction that meets standards.	Sheriffs County Judges County Commissioners
<b>A. 2. 2 MANAGEMENT CONSULTATION</b>  <i>Assist with Staffing Analysis, Operating Plans, and Program Development</i>	Commission staff provides jail management consultation through staffing analysis, operational plans, and training programs. Technical assistance on matters such as structural issues, life safety, and overall jail operation is provided on an on-going basis.	Sheriffs County Judges County Commissioners Jail Administrators Jailers
<b>A. 3. 1 AUDITING POPULATION AND COSTS</b>  <i>Collect and Analyze Data Concerning Inmate Population, Backlogs, and Costs</i>	This strategy requires the collecting, analyzing and disseminating of data concerning inmate populations, felony backlog, immigration, licensed jailer turnover, use of restraints on pregnant inmates, and jail operational costs.	Sheriffs County Judges County Commissioners Jail Administrators Other planning agencies

<b>Customer Service Element</b>	<b>Description of Survey Questions</b>	<b>Levels of Customer Service Quality</b>
<b>Staff</b>	Customers were asked about Commission staff courtesy, knowledge, and helpfulness	90% of survey respondents were satisfied or very satisfied with Commission staff courtesy, knowledge, and help. This is up from 81% in 2024. 2% were unsatisfied or very unsatisfied with this element, which is down from 5% in 2024. Remaining responses were either neutral or "N/A".
<b>Communications</b>	Customers were asked if they received communications in a timely manner	86% of survey respondents were satisfied or very satisfied with agency communications, up from 76% in 2024.
<b>Agency Website</b>	Customers were asked if the agency website was easy to navigate	79% of survey respondents strongly agreed or agreed that the website was easy to navigate. This is up from 78% in 2024.

<b>Complaint-Handling process</b>	Customers were asked if the Commission investigates complaints in a fair and timely manner	68% of respondents strongly agreed or agreed that the Commission investigates complaints in a fair and timely manner. This is up from the 65% favorable response in 2024.
<b>Facilities</b>	Previously, the Commission did not survey customers about facilities because the jails as a rule do not visit our office.	64% of respondents are satisfied or very satisfied with TCJS facilities, including the office location and their ability to access the agency. This is up from 57% in 2024.

## Analysis

403 responses were received to the customer service survey. 90% of respondents are satisfied or very satisfied with the Commission’s customer service. Survey responses were received from approximately 50% of survey recipients. Jail Administrators continue to be the largest response group, at 47%.

Overall, it appears that respondents are satisfied with the Commission’s staff, communications, and agency website. Satisfaction in complaint handling and physical office condition have improved since 2024.

A limitation of this report is that the complaint handling process area would likely be intended to evaluate complaints against the agency. However, because TCJS includes a complaints division, the responses to questions on this area of customer service are likely related to the inspection process for inmate submitted complaints. This data should still be considered valuable. All categories of respondents except for members of the public are professionals in the jail setting who can be impacted by the complaint inspection process. This process requires a written response with supporting documentation, with a varying time limit. This process can result in the issuance of technical assistance or a notice of non-compliance. Keeping this in mind, the relatively stable satisfaction score of this area could indicate that the same logic as the previous survey analysis would apply here: respondents answered this question area based on the complaint inspection function of the Commission and not complaints regarding the Commission and can likely be attributed to respondents who have been impacted by the complaint investigation process and were unsatisfied. This is a necessary function of the agency, which is performed within approved policies and procedures. More research is necessary to determine the cause of this drop in this area. Further research should focus on getting more detailed information from respondents. A survey is the most likely method to gather this data for future study.

Similarly, the questions regarding the Commission’s physical office location may have confusion as some respondents appeared to consider their local jail’s physical location when answering this question. It is expected that the satisfaction rate of this area would be higher without this confusion as well. This could be the result of the Commission’s small physical footprint and low public presence. It is uncommon for anyone (County Sheriff, Judge, or Jail Administrator) or a member of the public to visit the Commission’s physical location as most Commission business is handled in writing (via email or postal service) or at quarterly Commission meetings. Future surveys should consider expanding this question to specify that it only concerns the Commission’s physical office and not the county jails it regulates.

## Agency Response

A slight year-to-year variation in satisfaction results is normal and not necessarily attributable to a variation in actual customer satisfaction. However, the satisfaction level declined markedly this year from 85% to 80%. The response rate of 47% from a targeted population of 810 is a marked improvement from previous years. The margin of error for a comparable probability-based random sample of the same size from the same population is +/-2.46%. The only change to methodology for this survey is the software used, from Microsoft Forms to Qualtrics, which was unlikely to have a significant impact. This means that the actual overall satisfaction rate could be 92.46% or 87.54%. This margin of error is relatively small and indicates that the results are reliable which is consistent with the sample size of the survey recipients.

The Commission will continue to analyze customer comments for additional areas of improvements.

## CUSTOMER SERVICE PERFORMANCE MEASURES

### Number of Customers Surveyed

The survey was sent directly to 267 county judges, 284 sheriffs, and 259 jail administrators, totaling 810 recipients. These numbers include alternate contact information for some individuals. The surveys were delivered directly by email and indirectly using the list serves of the Texas Jail Association, and the Sheriff’s Association of Texas. Multiple list-serves from professional associations were also used.

Satisfaction Levels	2022	2024	2026
The cumulative satisfaction rate was determined by combining the number of all answers by rank, subtracting the number of not applicable answers to obtain a total net number of answers. We then divided the sum of all “Strongly agree” and “Agree” answers by the net total.	85%	80%	90%

Outcome Measures	2022	2024	2026
Respondents who expressed overall satisfaction with services TCJS received. This is based on the percentage of respondents scoring satisfied or very satisfied to the question “How satisfied are you with TCJS’ ability to timely serve you, including the amount of time you wait for service in person?”	85%	70%	87%

Output Measures	2022	2024	2026
Number of Customers Surveyed	774	777	810

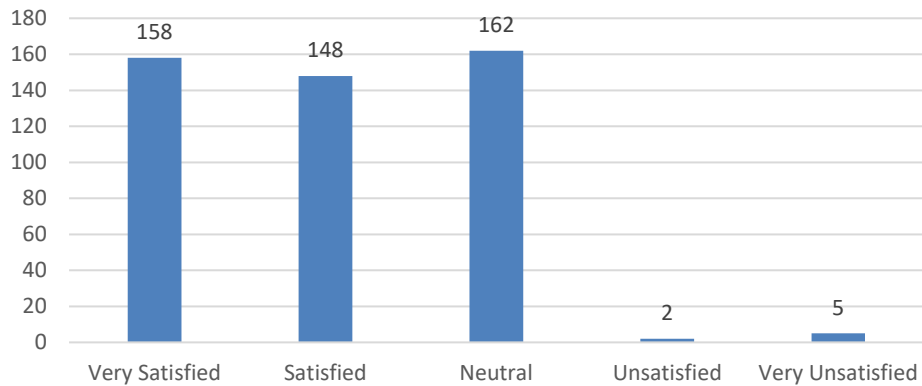
Response Rate: 403 of 810 survey recipients responded to the survey.	36%	17%	47%
	19,000	>23,000	>26,000

<b>Efficiency Measures</b>	<b>2022</b>	<b>2024</b>	<b>2026</b>
Cost of survey per customer surveyed	No fiscal impact (existing sources utilized)	No fiscal impact (existing sources utilized)	No fiscal impact (existing sources utilized)

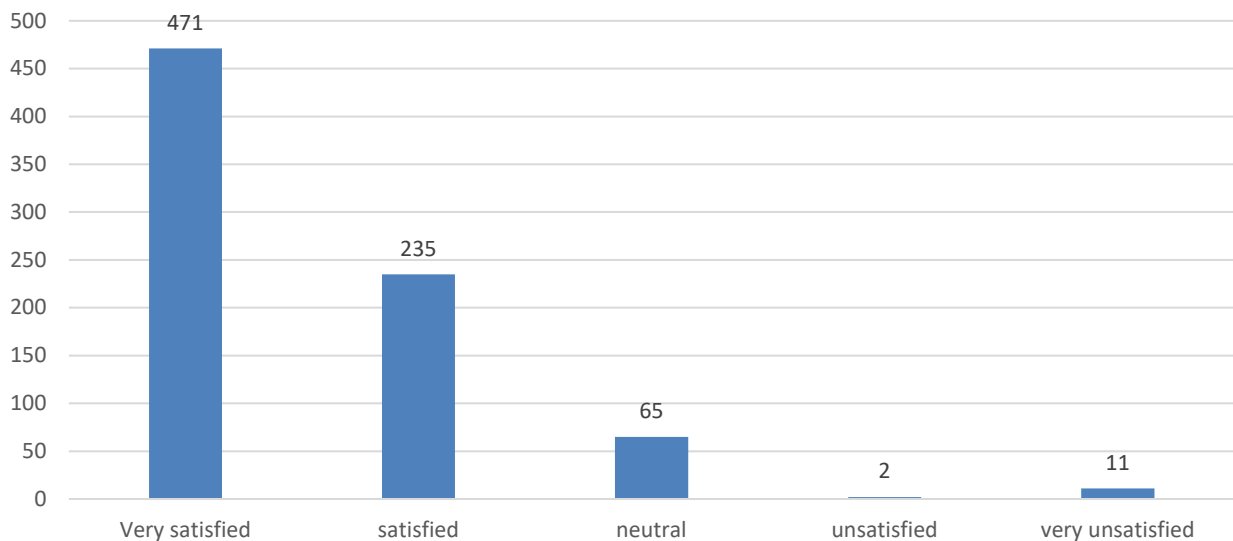
<b>Explanatory Measures</b>	<b>2022</b>	<b>2024</b>	<b>2024</b>
Total Customers Identified	=19,000	≥23,000	>26,000
Total Customers Inventoried	1 Priority Group (County Officials, including sheriffs, judges, jail administrators, jailers)	6 groups identified: county judges, sheriffs, jail administrators, jailers, public information requestors, and complainants.	6 groups identified: county judges, sheriffs, jail administrators, jailers, public information requestors, and complainants.

<b>Agency Specific Measures</b>	<b>FY 2018</b>	<b>2020</b>	<b>2022</b>
Average number of days from complaint inquiry to final response	15	19	55
Number of Construction Plan Review documents	27	33	28
Number of Staffing Analyses	9	5	1

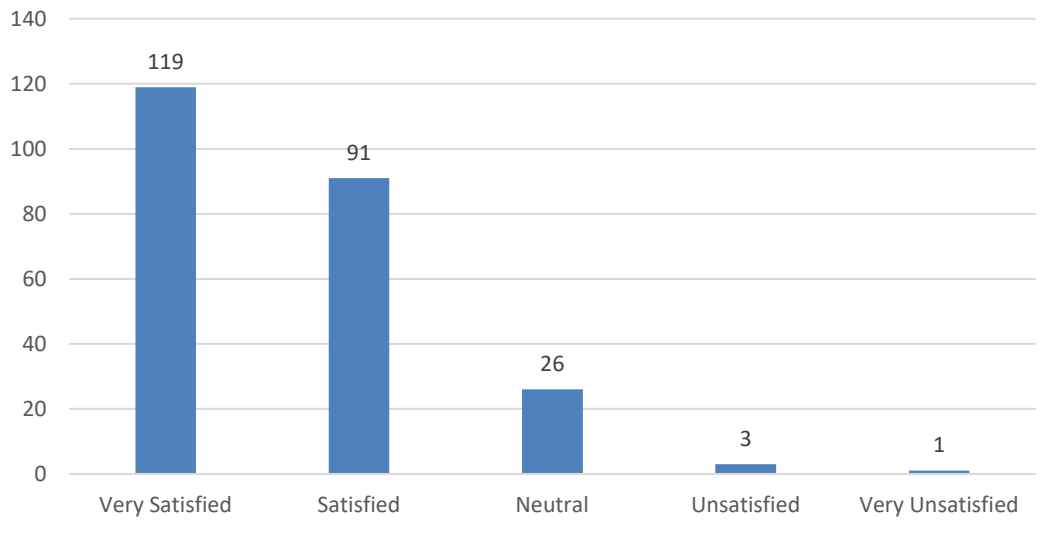
How satisfied are you with the agency's facilities, including your ability to access the agency, the office location, signs, and cleanliness?



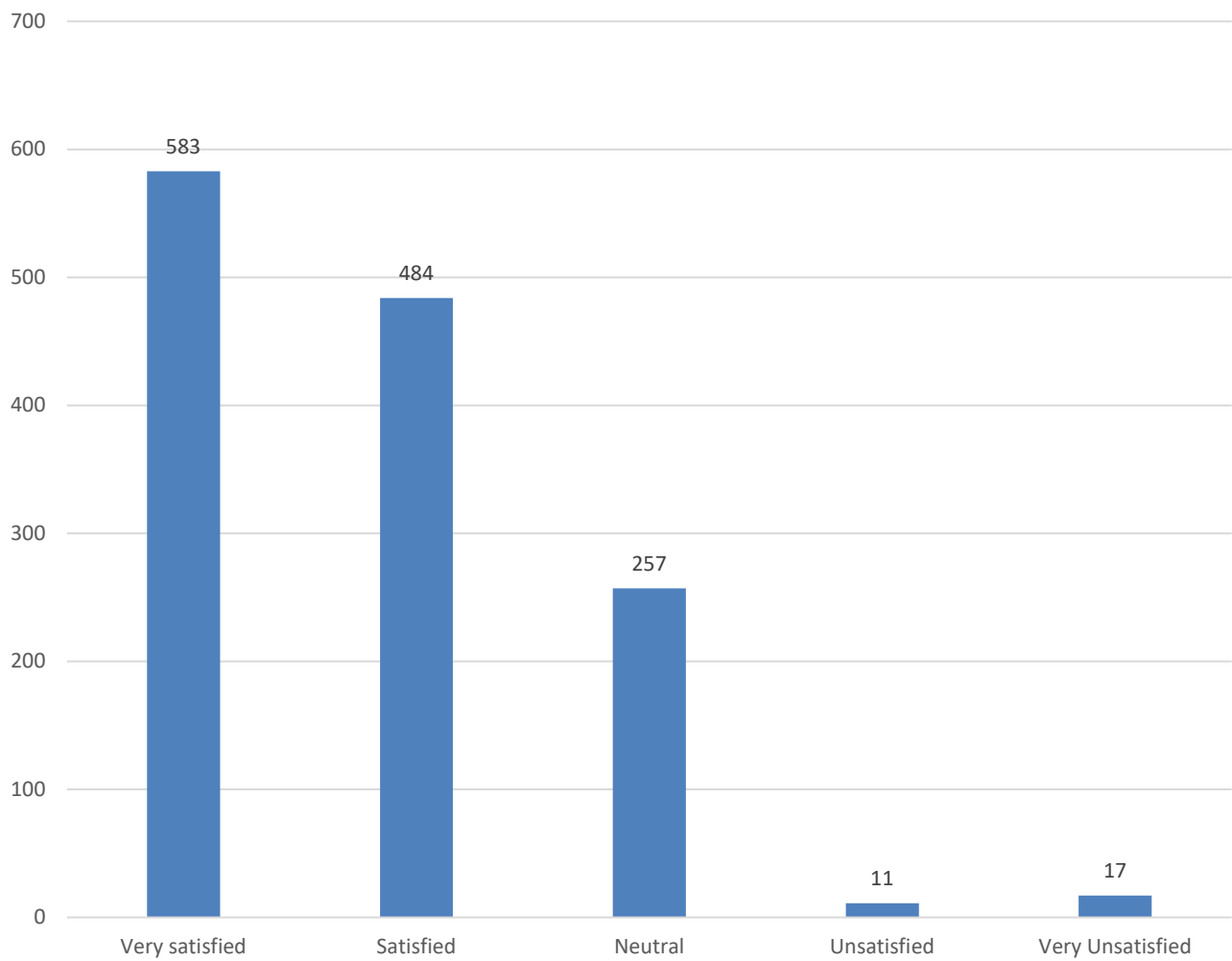
How satisfied are you with agency staff, including employee courtesy, friendliness, and knowledgeability, and whether staff members adequately identify themselves to customers by name, including the use of name plates or tags for accountability?

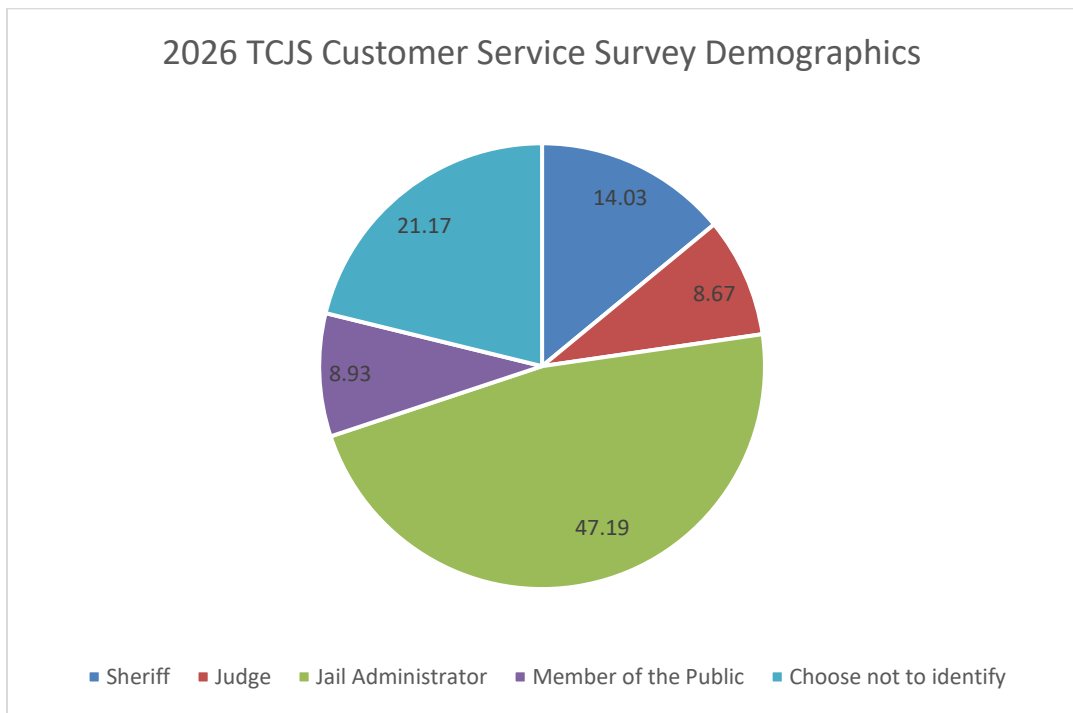
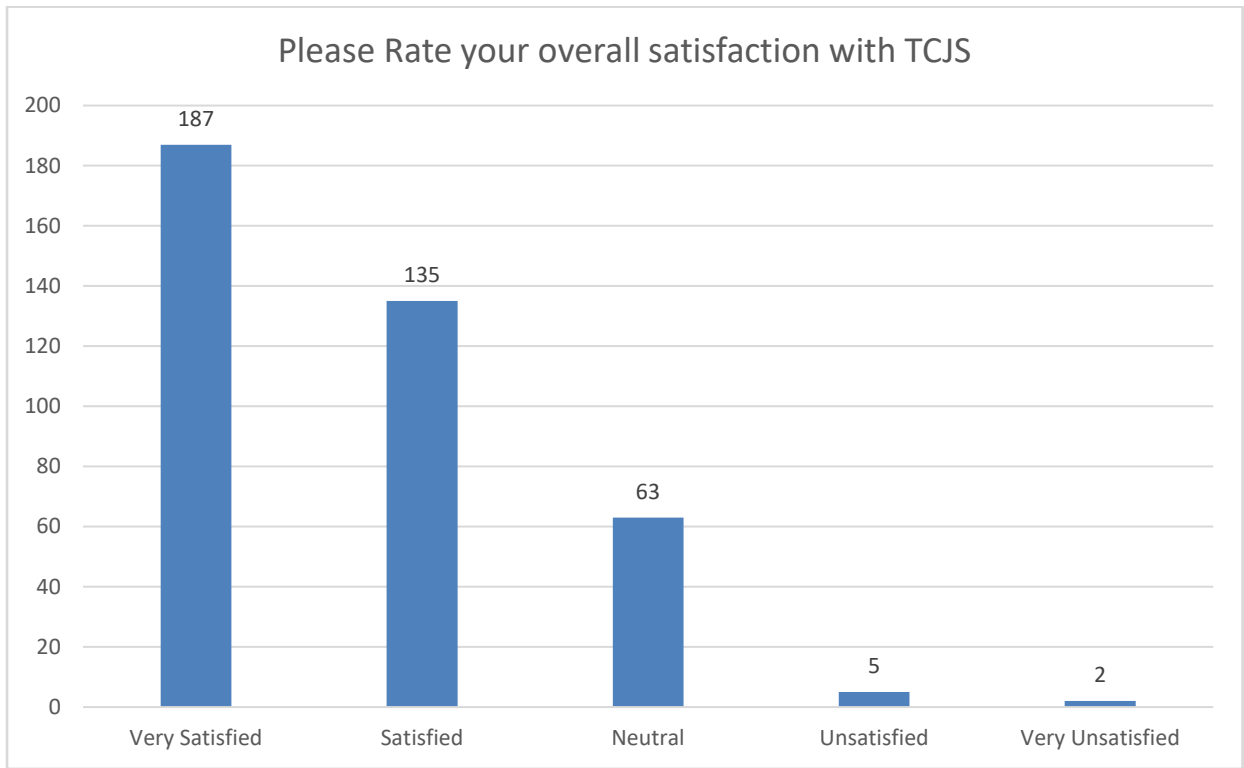


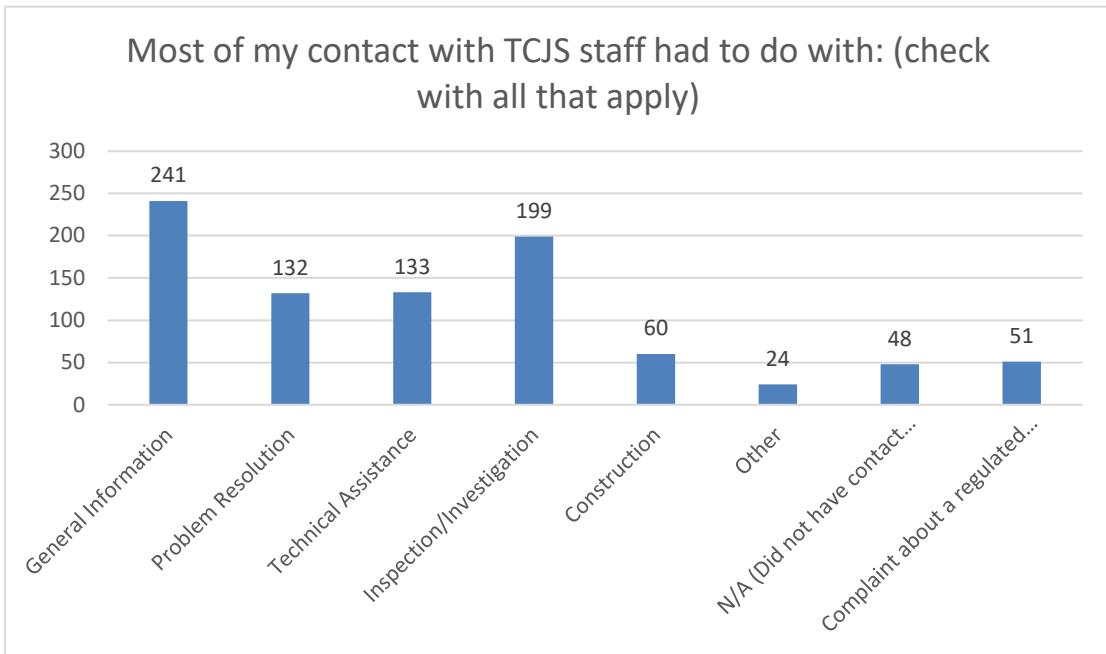
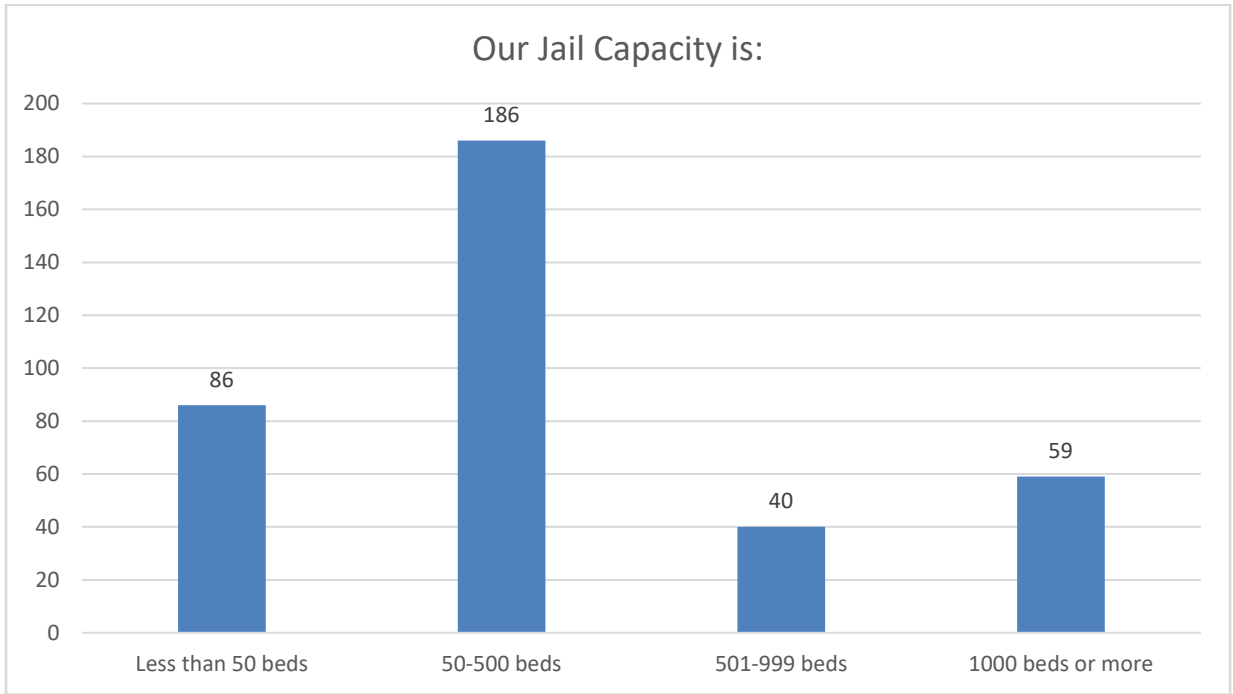
How satisfied are you with the agency's ability to timely serve you, including the amount of time you wait for service in person?

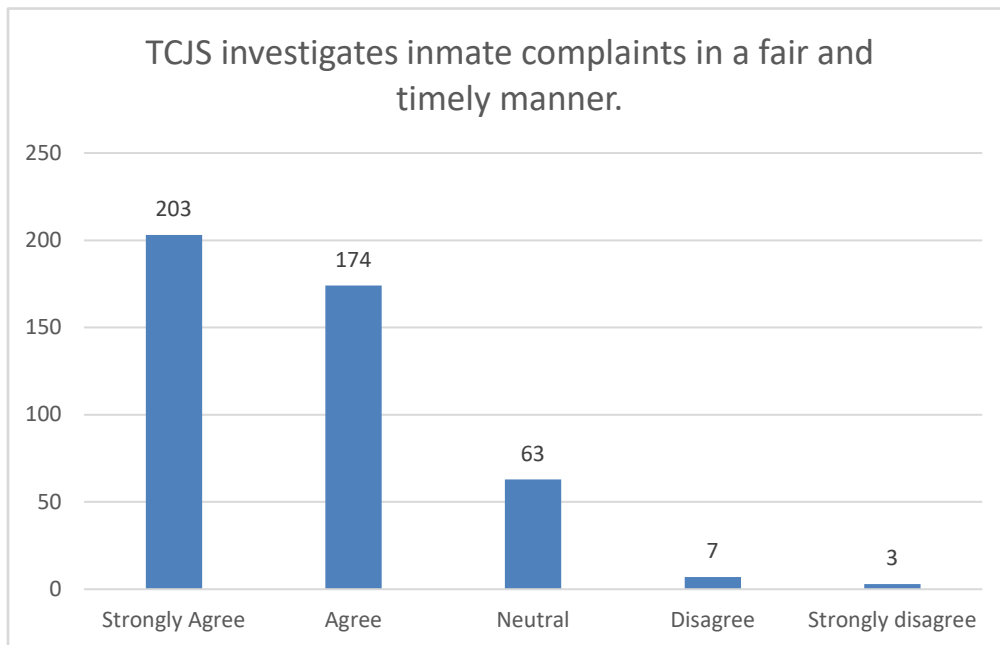
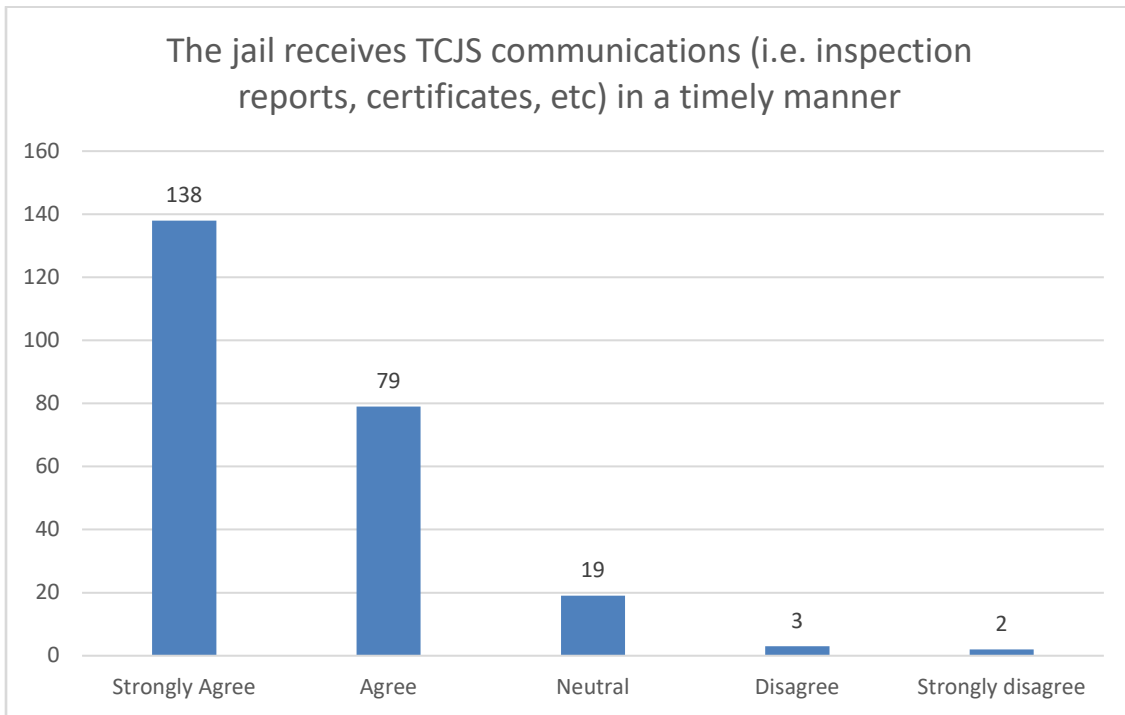


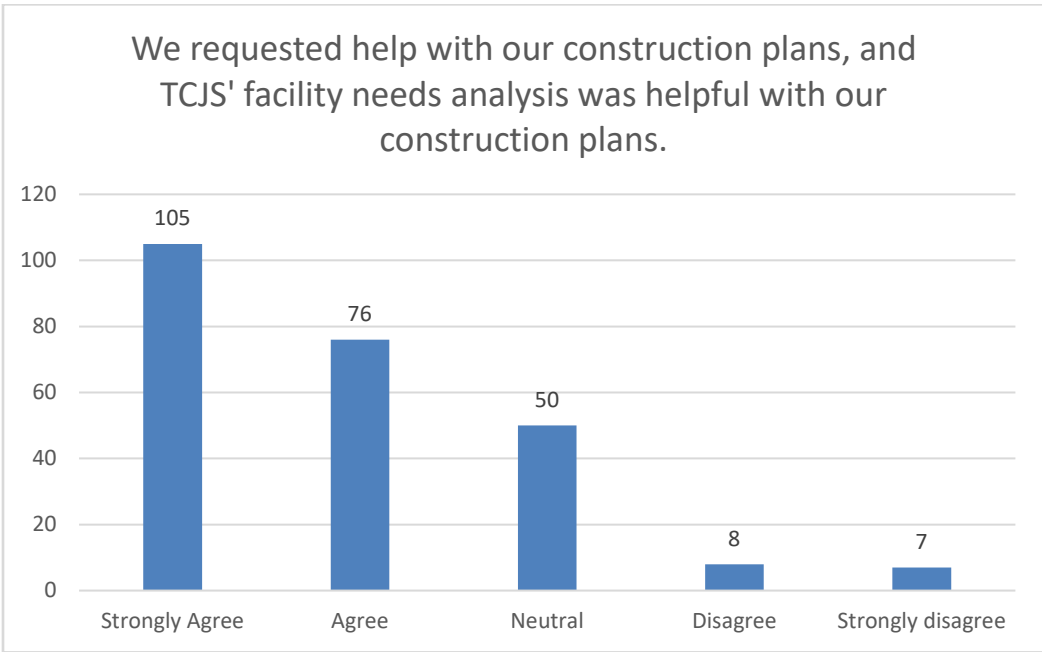
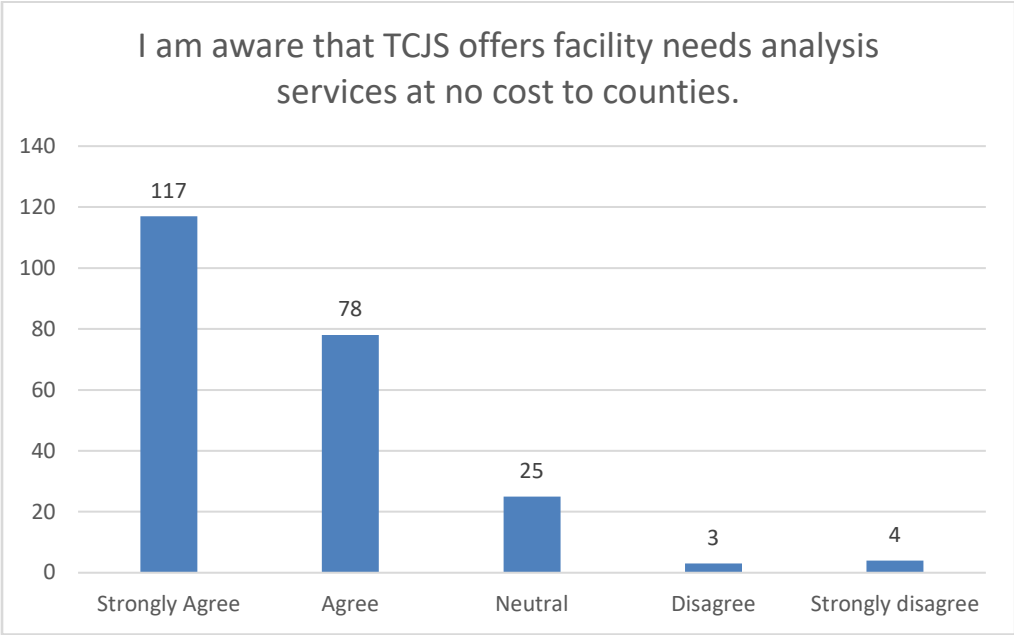
How satisfied are you with the agency's Internet site, including the ease of use of the site, mobile access to the site, information on the location of the site and the agency, and information accessible through the site such as a listing of services and



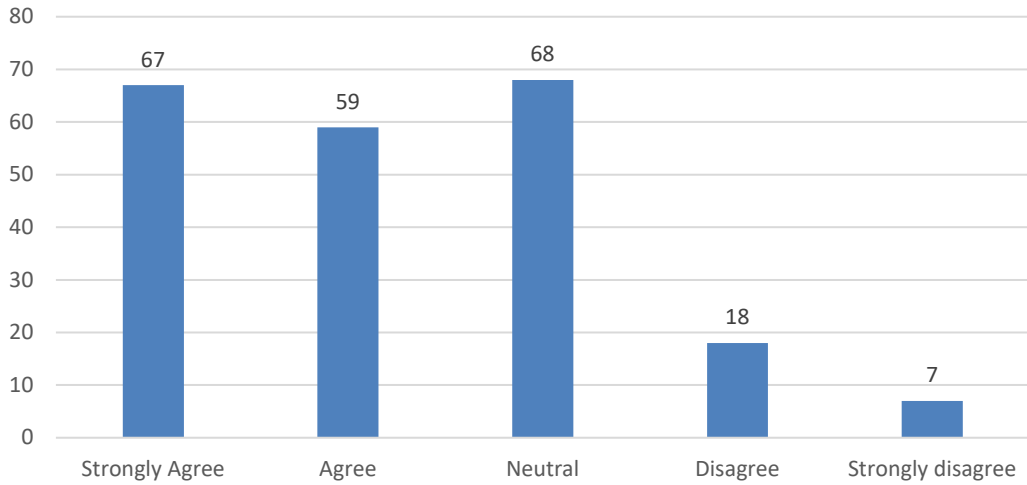




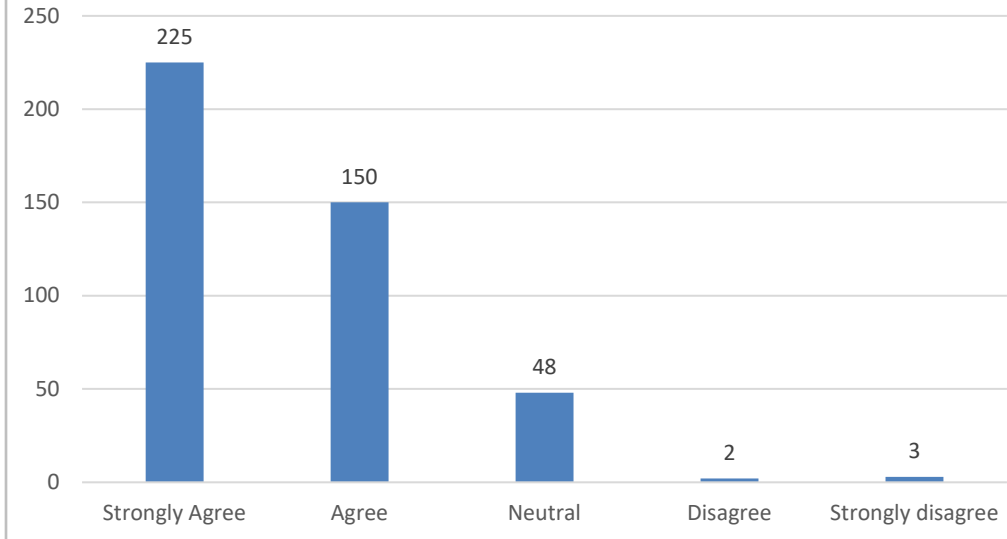


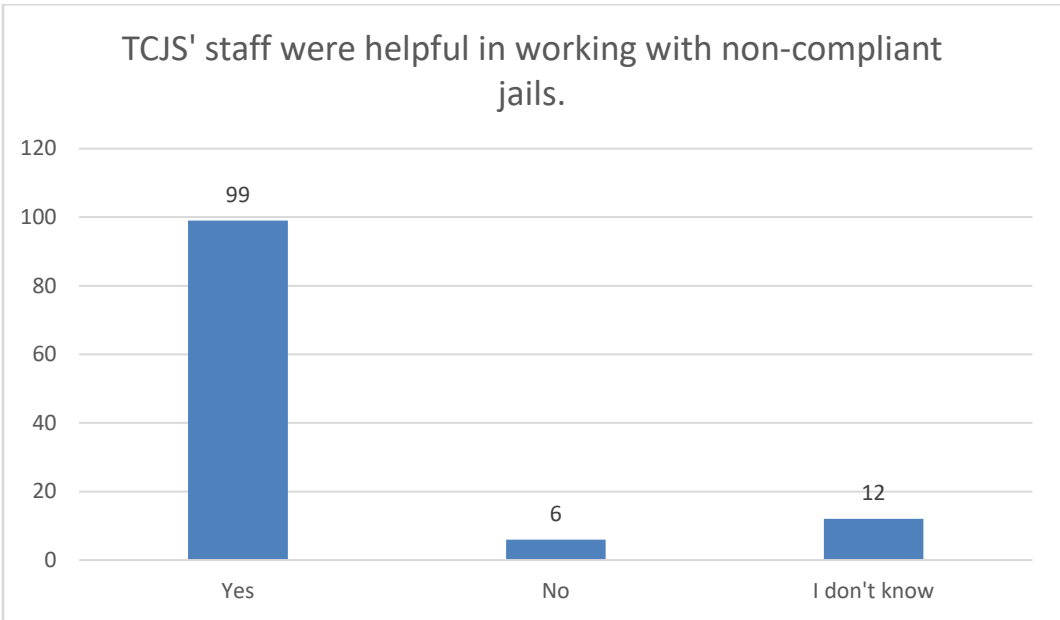
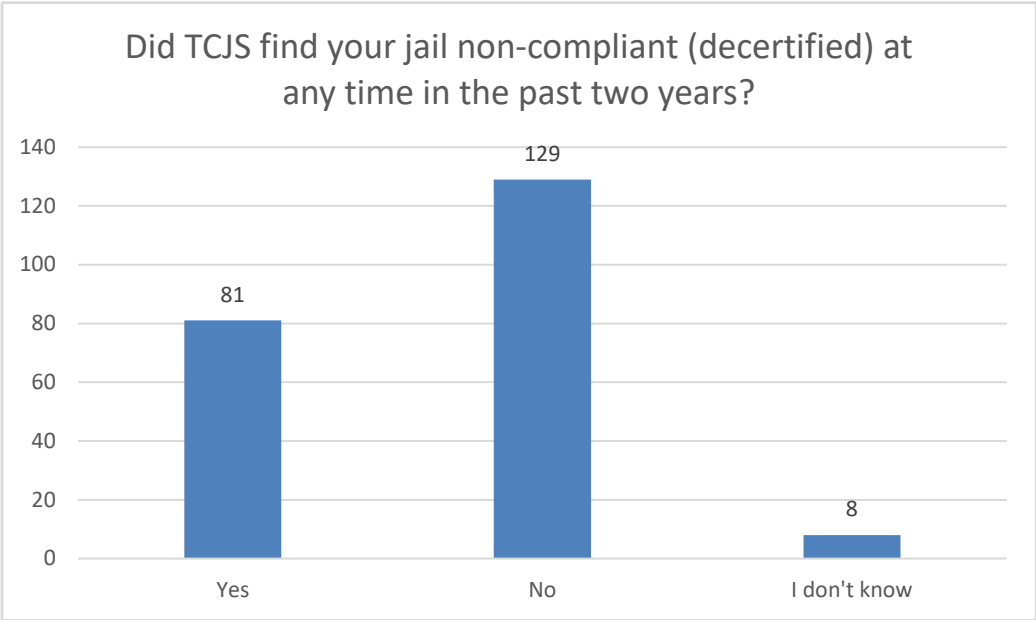


We asked TCJS for assistance with jail staffing, and they helped us to make better decisions regarding the staffing of our jail.



Training offered by TCJS is helpful and informative.





Supplemental Schedule I. Certificate of Compliance with Cybersecurity Training

**APPENDIX 10. CERTIFICATION OF COMPLIANCE WITH  
CYBERSECURITY TRAINING**



CERTIFICATE

Texas Commission on Jail Standards

Pursuant to the Texas Government Code, Section 2056.002(b)(12), this is to certify that the agency has complied with the cybersecurity training required pursuant to the Texas Government Code, Sections 2054.5191 and 2054.5192.

**Chief Executive Officer or Presiding Judge**

Handwritten signature of Ricky Armstrong in blue ink.

Signature

Ricky Armstrong

Printed Name

Executive Director

May 29, 2026

Date

**Board or Commission Chair**

Handwritten signature of Sheriff Kelly Rowe in blue ink.

Signature

Sheriff Kelly Rowe

Printed Name

**Chairman, Texas Commission on Jail  
Standards**

May 29, 2026

Date

# APPENDIX 11. CERTIFICATION OF COMPLIANCE WITH ARTIFICIAL INTELLIGENCE AWARENESS TRAINING



## CERTIFICATE

Texas Commission on Jail Standards

Pursuant to the Texas Government Code §2054.5191 this is to certify that the agency has complied with the artificial intelligence training required pursuant to the Texas Government Code, Section §2054.5191.

**Chief Executive Officer or Presiding Judge**

Handwritten signature of Ricky Armstrong in blue ink.

Signature

Ricky Armstrong

Printed Name

Executive Director

May 29, 2026

Date

**Board or Commission Chair**

Handwritten signature of Sheriff Kelly Rowe in blue ink.

Signature

Sheriff Kelly Rowe

Printed Name

**Chairman, Texas Commission on Jail Standards**

May 29, 2026

Date

**Supplemental Schedule J. Report on Projects and Acquisitions Financed by Certain Fund Sources**

**Supplemental Schedule J. Report on Projects and Acquisitions Financed by Certain Fund Sources**

The Texas Commission on Jail Standards is not required to submit this report.