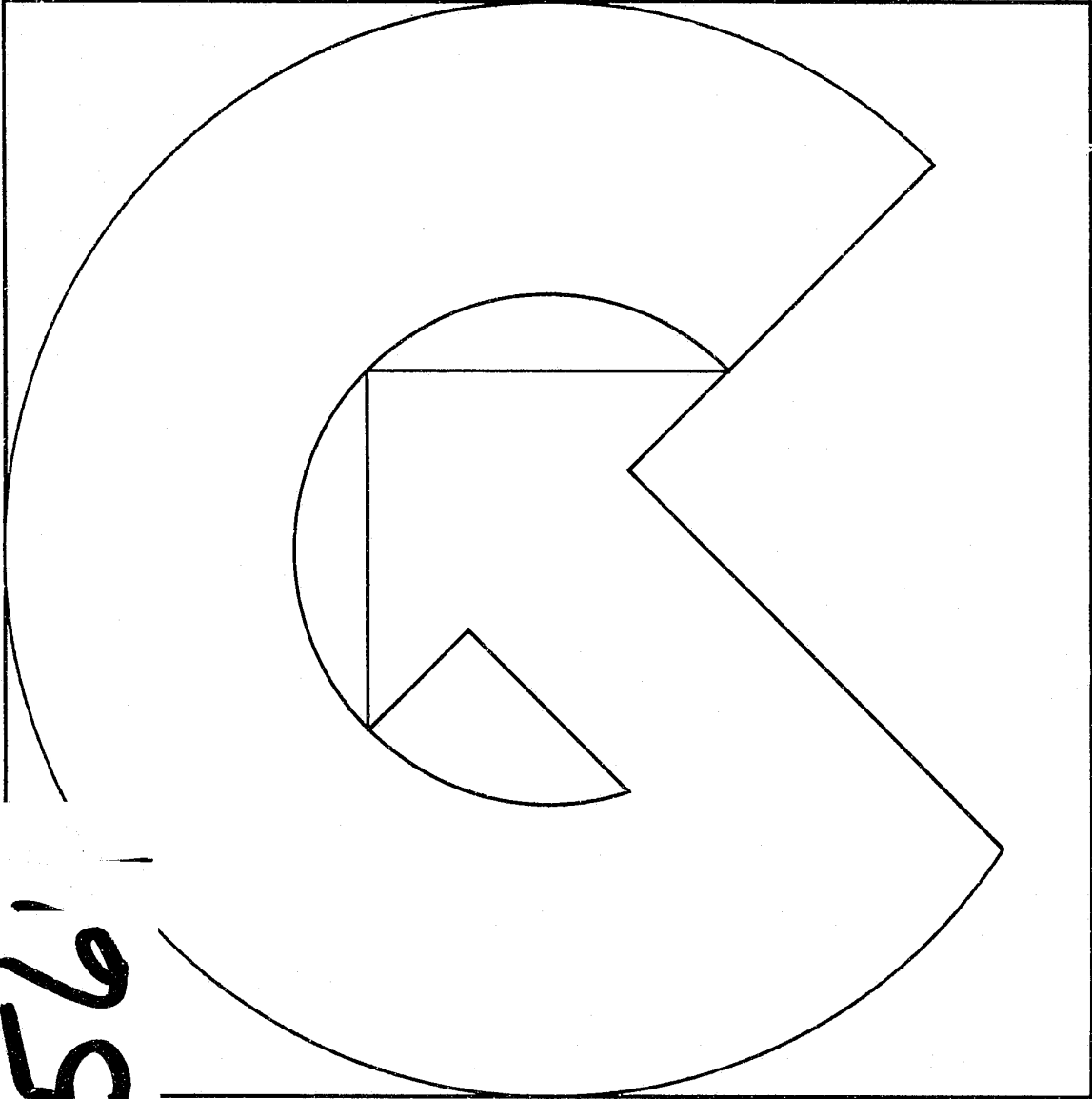


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CORRECTIONAL ENVIRONMENTS



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Department of Justice Law Enforcement Assistance Administration

CORRECTIONAL ENVIRONMENTS

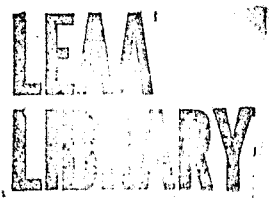
A summary of recent endeavors to develop an effective correctional system comprised of programs and environments which support and encourage the development of full citizenship.

May 1, 1973

Edited By

Frederic D. Moyer, A.I.A. Director,
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CONTENTS

FOREWORD: A DISCUSSION OF THE ISSUE Frederic D. Moyer, A.I.A., Edith E. Flynn, Ph.D.	5
PRISONS: THE CHANGING OUTSIDE VIEW OF THE INSIDE Bess Balchen	11
CORRECTIONAL ARCHITECTURE: THE SYMPTOMS OF NEGLECT AND THE SIGNS OF HOPE Barclay Gordon	23
NEW PRISON DESIGNS STRESS HUMAN ELEMENTS Ada Louise Huxtable	39
NEW DESIGN HELPS POINT THE WAY TO PRISON REFORM Wolf Von Eckardt	41
CORRECTIONS AND ARCHITECTURE: A SYNTHESIS Edith E. Flynn, Ph.D., Frederic D. Moyer, A.I.A.	43
FUNCTIONS OF THE NATIONAL CLEARINGHOUSE FOR CRIMINAL JUSTICE PLANNING AND ARCHITECTURE	57

FOREWORD: A DISCUSSION OF THE ISSUE

Frederic D. Moyer, A.I.A., Edith E. Flynn, Ph.D., Editors

Recent developments in the area of corrections indicate that at last this stepchild of the criminal justice system is coming into its own and is crossing the threshold of the 20th Century. We are witnessing, for the first time in this nation's history, a concerted effort to improve the criminal justice system, and most notably corrections. New impetus for this effort came when President Nixon, on November 13, 1969, in a memorandum to the Attorney General, branded the American system for correcting and rehabilitating criminals a "convincing case of failure" and directed Attorney General Mitchell to take action across a broad front to improve the situation. Swift action ensued: under the able leadership of the Law Enforcement Assistance Administration, direct expenditures for corrections increased from \$2 million in 1969 to \$59 million in 1970 and to \$178 million for the fiscal year of 1971, and in 1972 approximately a quarter billion dollars in federal funding is being slated for the improvement of state, county and local corrections programs. As a result of such organized efforts and direct application of resources, many promising experiments and interdisciplinary research efforts in the area of correctional programming and architecture have ensued, in addition to some rudimentary efforts at much needed scientific program evaluations.

In view of these developments, and to emphasize the Administration's concern with the issues and problems facing corrections, the President directed the Attorney General in a second memorandum on June 10, 1971, to call a National Conference on Corrections, so that the progress made thus far could be shared and so that future tasks and priorities could be determined. Most of the promising developments, which seem to warrant some optimism, are characterized by a recognition that the past philosophical orientations of retribution and the corresponding practices of punishment have been appallingly ineffective: progress can only come with a willingness of practitioners to abandon such outmoded methods, and accept experimentation and change in every sphere of corrections.

When we consider current developments in the field, three major trends seem to stand out. First, there is a growing awareness among the innovators and leaders in the field that the prevention and treatment of crime cannot possibly be solved by corrections alone, and that progress in this field is firmly tied to advancement in the entire criminal justice system. As a result, we find that, increasingly, the entire spectrum of the criminal justice system is being considered as an integral whole, and attempts are being made to unite the currently autonomous systems of legislative bodies, courts, law enforcement, and corrections in the quest of more effective crime control. Hence, coordinating efforts have begun to work on the present chaos of state and local correctional systems. For example, a number of states have consolidated correctional functions into one agency under the auspices of their departments of correction. A growing number of other states are either pursuing this goal or investigating the feasibility of doing so, and many more are developing regional criminal justice plans for the purpose of maximizing existing resources and increasing over-all correctional service effectiveness. In addition, interstate cooperative ventures are beginning to emerge, such as project SEARCH, a prototype computerized criminal justice information system which facilitates interstate exchange of offender history files. This system improves not only current law enforcement processes in ten participant states, but it should also facilitate a much needed systematic tracing of the records of offenders, so that the effectiveness of sentencing policies and treatment programs may at last be measured and evaluated in statistically significant ways. Although these efforts represent only the beginning stages of the vast coordinating efforts before us, they should certainly go a considerable way toward achieving increased cooperation among frequently inefficient and ineffective agencies and toward helping to eliminate some of the current overlap among our crime fighting agencies.

The second major line of development in corrections is an increasing recognition on the part of practitioner and student alike that the etiology of crime is deeply embedded in the social structure of our society and that, therefore, the task of crime control cannot remain in the exclusive domain of the criminal justice system. The problem of crime will not be solved by merely increasing the number of judges, prosecutors, police or correctional staff. Nor will it be solved by focusing narrowly on rebuilding or refurbishing our correctional facilities. The staff and the facilities of the criminal justice system usually come into play only after a criminal act has occurred. Hence we must concentrate on the eradication of those social conditions which have been clearly identified as breeding grounds for crime, such as poverty, disease, unemployment, illiteracy, and particularly, lack of equal opportunity due to racial discrimination. There can be little doubt that success in the reduction of the significant proportion of crime directly attributable to these factors will be commensurate to our success in the reduction of these grave social ills.

Even though the actions advocated here exceed what may be theoretically and technically possible as far as corrections is concerned, we must realize that without such coordinated, multipronged efforts there will be no change.

The third major development in corrections is the trend toward community-based corrections. It is in this direction that most of the recent progress has been made, thereby giving a renewed sense of confidence and purpose to those directly charged with the multiplicity of the tasks summarily called "community corrections." This glint of optimism and sense of dedication is clearly discernible as one travels the country for the purpose of categorizing and assessing the wide range of community correctional programs and their facilities. The reader will perceive this same sense of confidence and direction emanating from the articles appearing in this publication. Current progress and rekindled hope is no doubt attributable to the concentrated effort and support by the federal government cited at the beginning of this discussion.

In spite of these raised expectations, however, a caveat must be voiced for those looking for instant solutions. The multi-facetness of crime, the complexity of human life and our society preclude, from the start, a single course of action. As a result, community-based corrections is not a panacea. In fact, while there are good indications that it may reduce crime, there is still a lack of verified data with which to measure the success of community treatment, as well as to the efficacy of any particular treatment technique. Nonetheless, there are sufficiently compelling reasons for embracing the concept of community corrections and giving it our support. First, there is ample evidence indicating that our current practices of imprisonment as carried out in most traditional jails and penal institutions intensify and compound the very problems they profess to treat. Second, the characteristic location of most penal institutions in geographically remote locations only aggravates the isolating effect on individuals already largely excluded from their community. As a result, it is reasoned that the goals of integration or reintegration may perhaps better be served by community-based programs. Third, considering the fact that a sizeable portion of crime and delinquency must be viewed as symptomatic of the failure and disorganization of the community in addition to that of the offender, community corrections, which focuses on changing both, would appear to be a plausible step in the right direction. Fourth, community corrections helps blur the traditional line between full institutionalization and the community; it provides much needed services to offenders and the community during transition periods, such as graduated release, work release, residential care, non-residential services and crisis intervention; and it enhances in general the individualized handling and treatment of a great variety of offenders. Finally, community-based corrections is economically advantageous, since it avails itself of community resources and the whole breadth of already established and functioning human service agencies. In view of the fact that the correctional dollar may never be large enough to refurbish and renovate the traditional system as we know it, the economic advantage of community corrections may well make such programs worthwhile.

Largely as a result of the foregoing trends, in particular that of community corrections, certain efforts and responses have emerged. Principal among these is

an increase in coordinative and cooperative ventures for the purpose of improving not only corrections, but also the criminal justice system. Under support from the Law Enforcement Assistance Administration, several interdisciplinary teams have been engaged for some time in an effort to assess the state of the art on national, state, regional, and local levels, in addition to exploring the most promising avenues for future developments and progress. Probably the major contribution of these efforts is their emphasis on the development of methodologies for reaching solutions as well as their total system approach, which has come to be recognized as prerequisite for progress.

In the development of the total correctional environment, attention must be directed to the full range of social and physical requirements and to the dynamic relationship between such requirements. The total correctional environment cannot be limited to a single program or to a single facility. The total correctional environment must have the capability to respond to diverse needs in varying contexts; it must provide differentiated correctional environments having a range of problem orientations and varying levels of structured support for the clients it serves. Having a diversity of options and the techniques to assess the needs of individual offenders results in a correctional system which can provide for more individualized treatment on a more humane scale. Recent progress in corrections has been toward more diversity. However, much remains to be done, and an enterprise which seeks to accomplish change must itself be receptive to change.

In the total correctional environment, architecture has the potential for a positive or negative contribution on four significant levels. The first of these concerns is the simple provision of space in which program activities can be conducted. In this respect, architecture has the potential to allow or constrain human activities. As such, the range of functions which are possible within a facility is determined by the availability of suitable or adaptable spaces in which to conduct them. The implications of this observation extend from the obvious requirements of space for structured functions such as counseling, visiting, education, etc., to such unstructured activities as the pursuit of recreation and leisure time activities which the individual or small group should be capable of choosing for itself. There are even more subtle and yet more pervasive effects to be considered, such as sensory deprivation which results from sterile, routinized and mechanical environments. The offender who is committed to the correctional environment for treatment and who is by this process denied access to other environments has the need for even greater ranges of environmental conditions than he may have had in his world outside. Thus, the physical environment in the full institution has more demands placed upon it to provide the measure of richness that human sensibilities require than perhaps any other environment. Such richness can frequently be achieved without sacrificing of safety of the community, and without increasing costs.

On a second level, architecture has potential for positive or negative impact to the degree that it serves to perpetuate activity patterns. The correctional environment, if it is to respond to new requirements which will be made of it through changing problems and new perceptions of solutions, must be adaptable in all of its characteristics, including those which are physical. The power which architecture has traditionally exerted upon correctional programs in relation to the activities which have characteristically taken place within prisons is evident upon examination of the vast bulk of our correctional facility legacy. The range of activities and the patterns of behavior which occur within the institutions are largely influenced and fixed by the permanence of the particular facility in which they occur. Such permanence is now obsolete. The new environments, as a result, stress adaptability and consider the new potentials possible through the application of contemporary knowledge and technology. Now, the focus is upon the delivery of services on an individualized basis within a dynamic social system which recognizes change as necessary to the achievement of its goals.

A third level of impact which architecture has upon the total correctional environment is in organizing relationships between people. Interaction between the offender and other individuals is structured both inside and outside the facility. Such relationships are influenced at the macro-scale, where the very location of the facility will affect the likelihood or possibility of family visits, specialized

services, or the development of reintegrative community-based programs, and at the micro-scale, where the interface of inside to outside is determined, and internal spatial organization establishes the frequency and character of human interaction. The design of the building must, therefore, be formulated upon the definition of social relationships which are derived from treatment program design. Such design endeavors should explore the application of normative design considerations to an environment which seeks to promote normative behavior. Support for the correctional treatment program will be provided by a diversity of opportunities for individual and small group treatment activities. In this connection, normatively scaled activity spaces should be provided in anticipation of the offender's return to the community and in support of his reintegration. Finally, to further facilitate socialization and resocialization efforts, an interface should be established between facilities and surroundings. Design endeavors may also emphasize the identification of residential clusters, or modules, which provide the resident with a reference place, help to reinforce his self-image, and develop circulation or movement patterns in ways that encourage social interaction and exposure to program activities. It can be seen, then, that architecture does not constitute the objective or the result of the design process, but rather the means to enable the development and support of various treatment programs.

A fourth level of impact which architecture has upon the total correctional environment is in the area of communications. Hostile physical environments tend to carry over that message into other activities, and may well impede the rehabilitative process. As a result, it becomes important that the physical environment be considered as a component in the treatment process and as a means of communicating values and attitudes. To reiterate, the physical environment can support or contradict treatment program efforts. The confidence and trust conveyed by correctional staff are undermined by environments which defy destruction and remove decision making. Hence, architecture is a twenty-four hour a day communicator.

Many of the concepts discussed above are illustrated in varying degrees by the examples given in the articles which follow. Although each example makes a positive contribution, they remain little more than a beginning when viewed in relation to the enormity of the problems facing corrections today. As a result, each of the building solutions illustrated, should be valued for the principles which generated it and for the insight, ingenuity, and, in many cases, the courage of the individuals responsible for creating it. However, it would be ill advised to apply any of these models in contexts which differ from those in which they were created. Community Correctional Centers, which may be defined as facilities ranging from community-based "nerve centers" accommodating perhaps not more than 15 residents to highly complex facilities providing a wide variety of services for 150 residents or more, respond to local service needs, local contextual resources, and opportunities which can only be determined after each community has been thoroughly surveyed and analyzed in terms of those factors which will produce the most appropriate correctional and facility response. To give a concrete example, the very size of a new pre-trial detention facility should only be determined after a full exploration of alternatives to incarceration practices for reasons of indigence, as well as the removal of social-medical problem cases from the correctional environment. Without such coordinated planning, the probability will be high that the new facility will be too large, extremely expensive, and a continuation of past practices serving to perpetuate previous failures.

The significance of the examples of correctional architecture included in this publication, which are by no means exhaustive, lies in the degree to which they respond to the issues. Refreshingly, they do not recreate old models with new materials. They represent genuine attempts to solve problems rather than hide them. We know well enough what fails in the correctional environment, and as a result, they are developing some opportunities to explore what may work better. Through these efforts, and others that will follow, it is hoped that long overdue change will evolve.

The first article, "Prisons: The Changing Outside View of the Inside," presents a synopsis of the diversity of the new interdisciplinary efforts involving leading

officials in corrections and architects, as well as the historical background of the federal government's support and involvement in these ventures. In addition, the article discusses trends in planning and design, such as the overall focus on smaller, more normative, community-based buildings with reduced hardware and increased openness, and the integration of facilities into their community environments. An excellent presentation is made of the rationale which underlies the examples of such trends. Finally, ongoing and recently completed research projects are presented, as they relate to specific issues of corrections.

The second article, "Correctional Architecture: The Symptoms of Neglect and the Signs of Hope," in addition to developing a concise and pointed background of our correctional facility legacy, surveys the kinds of results which are emerging from the new architectural efforts. Highly architectonic in its content and appropriately graphic in its presentation, the article gives the reader tangible indications of environmental alternatives. These alternatives, when correlated with the contemporary correctional philosophies they are designed to serve, offer significant new environmental imagery. Appearing originally in a major architectural journal, this article is important in directing the attention of the architectural profession to a problem area which sorely requires its help.

Viable alternatives to the maximum security prison need to be developed in order to support rehabilitative efforts without compromising safety of the community. The next article, "New Prison Designs Stress Human Elements," examines two significant departures from traditional prison design. The discussion of these efforts goes beyond a mere description of architectural surface effects and penetrates to the deeper implications of the call for prison reform.

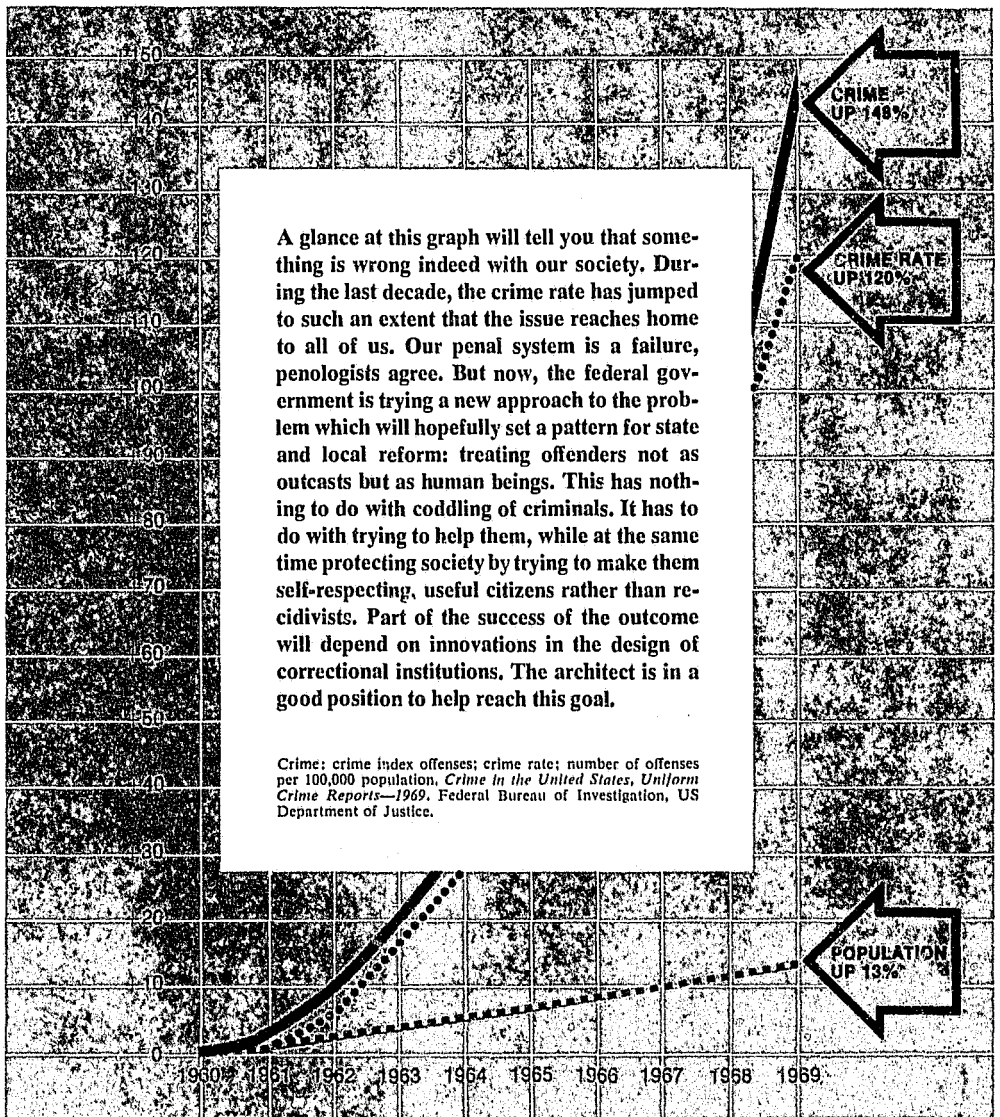
A strong commitment to and accomplishment in developing environment for community-based corrections is evidenced at the federal level, and "New Design Helps Point the Way to Prison Reform" focuses on the recent and emerging results of federal involvement. As this article demonstrates, the U.S. Bureau of Prisons is not only aware that its legacy of large and remote facilities are inadequate to serve the needs of their inhabitants, but it is also playing an active leadership role in developing meaningful alternatives to existing facilities.

A total system planning approach to the development of the correctional system and its environments, in which the editors participated as principal researchers, is presented in the concluding article, "Corrections and Architecture: A Synthesis." Far from describing a final conclusion of research efforts to date, the article presents a research result which is intended to provide a planning instrument at the local, regional and state levels, and, with the administration of funding by the Law Enforcement Assistance Administration, a vehicle to future accomplishment.

For the reader's additional information, a brief presentation of the background and current activities of the LEAA supported National Clearinghouse for Criminal Justice Planning and Architecture is included at the end of this publication.

PRISONS:

THE CHANGING OUTSIDE VIEW OF THE INSIDE



A glance at this graph will tell you that something is wrong indeed with our society. During the last decade, the crime rate has jumped to such an extent that the issue reaches home to all of us. Our penal system is a failure, penologists agree. But now, the federal government is trying a new approach to the problem which will hopefully set a pattern for state and local reform: treating offenders not as outcasts but as human beings. This has nothing to do with coddling of criminals. It has to do with trying to help them, while at the same time protecting society by trying to make them self-respecting, useful citizens rather than recidivists. Part of the success of the outcome will depend on innovations in the design of correctional institutions. The architect is in a good position to help reach this goal.

Crime: crime index offenses; crime rate; number of offenses per 100,000 population, *Crime in the United States, Uniform Crime Reports—1969*, Federal Bureau of Investigation, US Department of Justice.



Watch for these changes, among many others, in the planning and design of federal correctional institutions:

- More of them will be community based.
- They will be smaller.
- Their plans will be more open.
- The use of traditional prison hardware will be minimized.
- Interiors will be as normal as possible.
- Exteriors will blend more with the character of the community.

"The architectural solution can be a key element in correcting the ills of our present penal system," says Norman A. Carlson, director of the Federal Bureau of Prisons. "For far too long, prison architecture has consisted primarily of revising old designs to reduce escape risks. What has really happened, and what correctional administrators and architects are beginning to recognize, is that disguising security with cosmetic techniques has done little to reduce the chances that an inmate will commit a new crime upon release.

"We now have a new approach and realize that the design of such an institution must follow the modern correctional philosophy: that with proper treatment, an individual who has violated the law can be corrected and become a law-abiding, contributing member of society."

Recently, Chief Justice Warren E. Burger referred to contemporary prisons as "noncorrectional correctional institutions." Concerned penologists go even further and call them schools of crime. It is no secret that most of the 430,000 or so persons now behind bars in these United States live under inhuman, destructive conditions, that our prisons and jails are old, run-down and overcrowded and that, as Carlson and others in the field agree, their architectural forms are based on antiquated penological concepts.

Congress has reflected a similar concern about the need for improving our correctional program. This has led to the enactment of Part E of the Omnibus Crime Control Act of 1970, designed to provide states with added resources to improve outmoded prisons and jails, and to establish programs for rehabilitation. In fact, Congress decreed that priority be given to the development of community-based programs, including probation and parole. Also, emphasis will be on the development of regional correctional facilities to replace the nation's crumbling and inhuman county jail system. In fiscal year 1971, a total of \$47.5 million was available for Part E's implementation and, says Richard W. Velde, Associate Administrator, Law Enforcement Assistance Administration, Department of Justice, "if the present trend continues, \$250 million could be available for fiscal year '72."

LEAA was established in 1968 through the Omnibus Crime Control and Safe Streets Act to "encourage research and development to improve and strengthen law enforcement." First on the list of its priorities is research in the field of crime prevention and deterrence. Almost along with it come offender rehabilitation and corrections, which could reduce recidivism. (Of all persons released in 1963, 65 percent were rearrested within six years.) It is in this area, specifically, that architects can assist correctional managers by designing better treatment environments.

The new philosophy and the new penal programs which derive from it must dictate the architectural solution, Carlson points out, and "it must be adaptable enough to accommodate programs, even new uses, that may be valid 10, 20 or 30 years hence, and flexible enough to accommodate changes that may be called for from week to week." Something might be learned from the mental health field in this connection, he suggests.

"The archaic design of even new prisons and jails proves that architects have been too docile and wardens too strict," states

John P. Conrad, chief of Crime Prevention and Rehabilitation, National Institute of Law Enforcement and Criminal Justice, the research arm of LEAA. An architect, Conrad feels, can only be true to his profession when he asks questions such as "What's the purpose of the building?" "How can it best serve its users?"

There is no lack of examples to prove his point. One prison completed recently is no more than a people warehouse, providing its inmates no room for exercise, no space for recreation, no room for a man to work away frustrations, anger or energy. It is a typical example of a "correctional" institution which serves the completely opposite purpose.

Part of the trouble, Conrad thinks, is that the architect doesn't come back to check how his building functions. Tongue in cheek, he suggests a short stay (one architectural firm used this approach last year when designing a jail; see p. 24). More seriously, Conrad thinks brief visits would easily reveal that the undignified conditions existing in most prisons throughout the land hardly encourage offenders to mend, their ways nor to gain some measure of mental strength and self-respect. Rather, they make them accustomed to live, even after release, under degrading conditions with all the ills that follow. This of course is by no means attributable to design alone. However, there are ways the architect can improve upon the monkey cages or the dormitories crowded like sardine cans with no place for body or soul to be alone—a most basic human need.

In its efforts to improve our entire penal system the federal government, which houses only about 5 percent of the nation's suspected and actual lawbreakers (52 percent of the overall total have not been convicted) recently funded, through LEAA, three different studies on how to improve correctional programming and the design of related facilities. A fourth study, although undertaken independently, was encouraged by the government. The reports of the four study teams will, unlike so many others that are filed away and forgotten, serve as resources for the planning of new facilities and improvement of old ones as well. They will not, says Velde, by any means mark an end to the government's research efforts but rather the beginning.

The four teams are: the Management and Behavioral Science Center, University of Pennsylvania (to develop guidelines for adaptive planning and design for juvenile programs and facilities, with particular emphasis on the detention situation); the Department of Architecture, University of Illinois, Urbana (to develop a comprehensive instrument for the planning of and design for adult programs and facilities); the Psychology Department, University of California at Davis (to study how architecture, sound, light, etc., affect the inmate and to suggest research priorities); and the independent American Foundation (to inspect recently built correctional institutions and to make a state-of-the-art report on their positive and negative aspects, a report which will include a comprehensive list of literature on correctional architecture).

When it comes to monetary assistance from the government for actual construction or renovation of existing correctional institutions, such will be provided only to communities which can prove that they need it. The credo is, says Conrad, "Don't build if you don't have to."

Furthermore, no money will be going toward the construction of the big warehouse-type prison. Encouraged instead is the use of halfway houses, probation and other supervisory release programs and community-oriented programs with supervision of parolees. When a community has identified its needs and has established how many offenders can be diverted from the regular prison, then, and only then, will the federal government make a decision regarding funds.

That is not all. In a just published addition to LEAA's "Guide for Comprehensive Law Enforcement Planning and Action Grants," it is stated that "state plans for the use of Part E funds may not, *without prior LEAA approval*, contain projects for a) construction of an adult facility having an operating capacity in the aggregate of more than 400 persons or a total site preparation, construction and outfitting cost of more than \$8 million; or b) construction of a juvenile facility having an operating capacity in the aggregate of more than 150 persons or a total site preparation, construction and outfitting cost of more than \$4 million." In other words, the huge camps of 2,000 and more should become a thing of the past in the foreseeable future.

"The tendency has been," says Conrad, "to build institutions that are too large, with a capacity, say, from 1,200 to 1,800 persons. Some are even larger, and most have more inmates than they were designed for; in fact, some are vastly overcrowded. Smaller facilities are easier on the guards, who may become nervous and uneasy under difficult circumstances and take it out on the prisoners. Even more important, they are easier on the prison population itself because of the closer contact with the personnel. In no way, though, will the smaller facility automatically eliminate every problem; just to mention one example, the very serious problem of protecting the prisoners from one another. The memory haunts me of a small-size boys' institution I visited in Norway—no more than 50 inmates—where one of the boys had just murdered two others in a most brutal way. Here, the size of the place played no part; yet, we don't need to add to our problems by having outsize facilities."

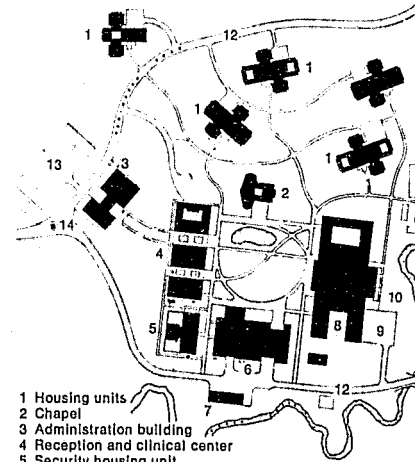
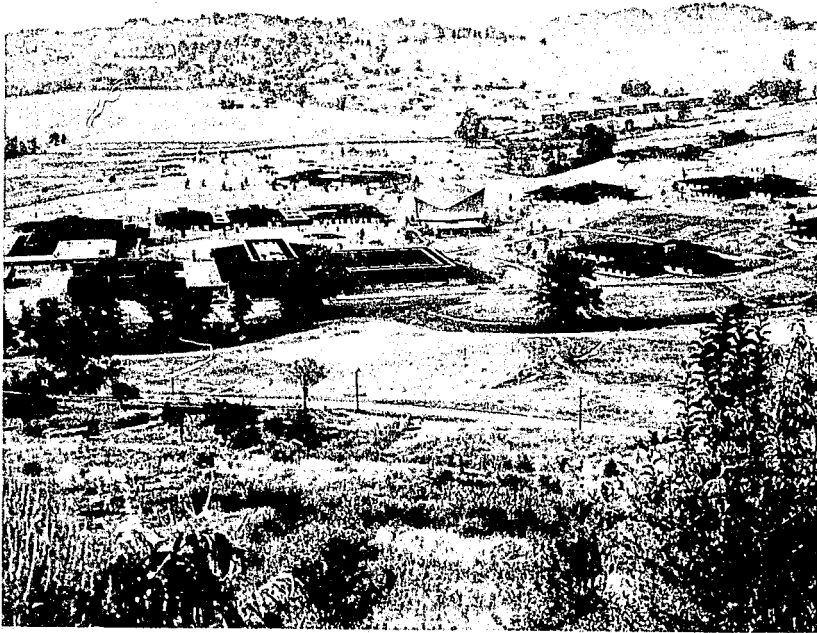
More regionalized, smaller institutions are definitely the direction, agrees Gary Mote, AIA, chief, Office of Facilities Development Division, Federal Bureau of Prisons. A sign of the changing attitudes toward prisons (or correctional institutions, which is now the preferred word) is Mote's own department. Though he has worked for the Bureau of Prisons for 10 years, his division was established only last year after Carlson became director. It has already a staff of 10 including, besides Mote, an administrative staff, three more architects, an engineer and correctional program specialists. Additional architects are being recruited. Also, for each project a team is assembled to fully define the purpose and goals. This team includes psychiatrists, architects, sociologists, psychologists and correctional program managers.

A six-member advisory panel was recently appointed by Carlson to assist the Bureau of Prisons in the overall construction program. In addition, the panel reviews the design of each new project. The result is a comprehensive interdisciplinary development and review of the program.

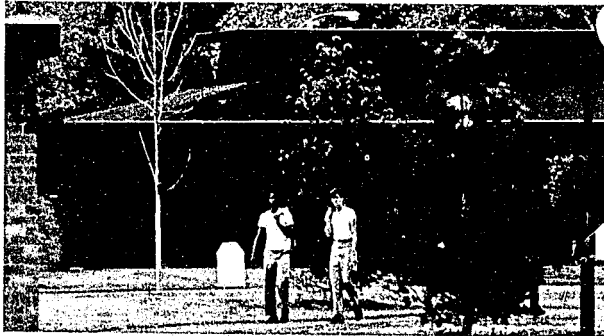
The advisory panel is composed of Dr. W. Walter Menninger, the Menninger Foundation, Topeka, Kansas; Dr. Herbert C. Quay, chairman of the Department of Psychology, Temple University, Philadelphia; Robert J. Kutak, member of the law firm of Kutak, Rock & Campbell, Omaha; Rowland Kirks, director of the Administrative Office of the US Courts, Washington, D.C.; William Dunn, executive director of the Association of General Contractors of America, Washington, D.C.; and George E. Dolan of Dolan & Dustin, Inc., Consulting Engineers, Milwaukee. The various professions represented again speak of a multipronged effort on the part of the federal government.

Challenging the Architect

"Where correctional facilities are concerned the economic aspects, even more than in most other areas, is always a major concern," says Mote. "There are many places in the country where institutions have been built to provide maximum security



- 1 Housing units
- 2 Chapel
- 3 Administration building
- 4 Reception and clinical center
- 5 Security housing unit
- 6 Dining facilities
- 7 Garage, fire station
- 8 Educational facilities
- 9 Shops
- 10 Activities
- 11 Recreation yard
- 12 Perimeter road
- 13 Parking
- 14 Gate house



A model institution now in operation. The campus like Robert F. Kennedy Youth Center in Morgantown, West Virginia, a minimum custody facility, is the federal government's first especially designed to facilitate treatment of a youthful population. Its program puts the accent on the individual; the 300 16- to 20-year old "students" may start at their own levels of learning and go as far as they wish. Only one of the four housing units—or cottages—has built-in security features. In such an open institution, escapes are expected; however, each is studied in order to find the underlying causes and to develop methods by which to reduce them. The center serves, as will other federal institutions now being planned, as a research and learning laboratory and as a model for other correctional systems. Architects: C. E. Sillling & Associates; associate architects: Schmidt, Garden & Erickson.

supervision with the least possible manpower. This is especially true for jails. The result is too much idleness, too little recreation or work, few learning opportunities and a destructive rather than constructive period of confinement. Since this type of design results in manpower savings, far too many are willing to accept it as the best in correctional architecture. But," he adds, "have we sufficiently considered that the costs to society, both tangible and intangible, may be greater in the long run? Most of us will react according to the way we are treated. Inhuman conditions can only breed discontent and further alienation from society's norm. Tomorrow's correctional facilities must reflect an enlightened approach to the problem and assist the program managers in their efforts to do a better job."

There was little concern about such matters until recent years, when the increase in crime and the consequent involvement of more families made the public aware of the demeaning treatment and degrading quarters of offenders, no matter what the offense.

"In the mid-'60s," Mote continues, "we realized that a master plan was needed for the federal prison system. We established teams consisting of architects and correctional specialists who represented a broad cross section of program areas. These teams made a comprehensive analysis of each federal institution, developing an umbrella concept plan to guide the more detailed planning for specific projects. These plans have been the backbone of our construction program to modernize existing facilities."

In 1969 a memorandum from the President to the Attorney General noting the failure of the American criminal justice system to correct criminal behavior listed 13 action points for improvement in federal, state and local correctional programs. Point 1 recommended the preparation of a 10-year plan to improve the federal prison system and make it a model for the nation, with particular emphasis on the development of model demonstration facilities. Mote chaired the task force of the Bureau of Prisons during this work, which is now the basis for long-term program improvements, the planning of new facilities and the renovation of existing ones.

The first thing on his agenda after establishing his new office

—beside getting the purely administrative mechanics straightened out—was to coordinate an interdisciplinary team to study specific programs.

“In prior years,” says Mote, “the architect we engaged for a project was treated too much as a technician or draftsman. He was given an outline of space requirements and diagrammatics. There were few interviews with staff representing various program areas, and little wrestling with alternative approaches to program requirements.”

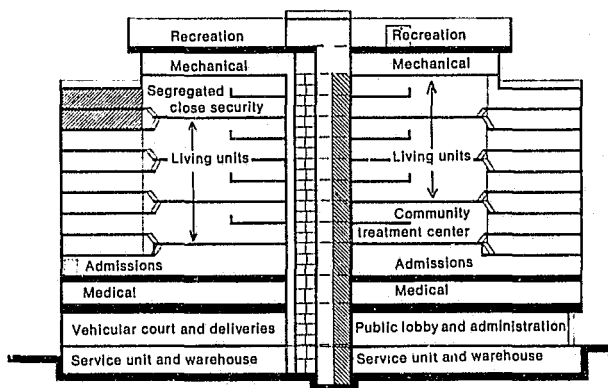
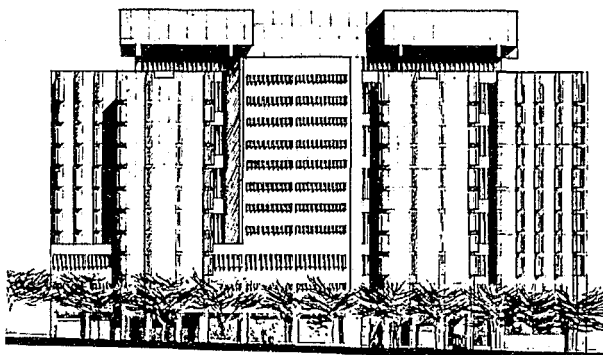
Today’s architect, the Pennsylvania team holds, should question the very need for a building to begin with. He should challenge the program’s constraints, such as security, indestructibility, location, etc., to insure that we don’t repeat past mistakes.

The Pennsylvania team, which includes the architectural firm of Wallace, McHarg, Roberts & Todd and is under the direction of Dr. Russell Ackoff and David A. Wallace, AIA, has taken a methodological and planning orientation in the belief that the architect cannot solve the real problems until a more rational planning process is established. The team is now working on the architectural portion of the study.

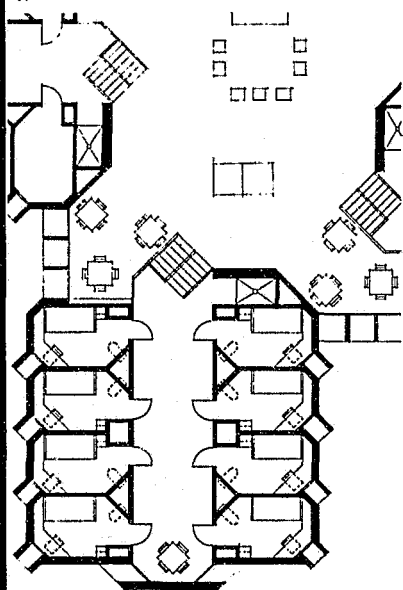
Mote’s team develops what he refers to as prearchitectural programs, making ready for the architect the functional program requirements in some detail, establishing the missions and goals of specific projects. But there’s no laundry list of architectural requirements made ready and handed the architect. Rather, he becomes a participant in developing the architectural program by being involved in the interchange of ideas regarding program rationale and alternative methods. This technique offers the architect an opportunity to exercise his creative ability and contribute to more innovative correctional facility plans.

There will be no prototype prison developed. Mote, for one, firmly believes that each community should plan and design according to its own needs and that a facility should be made to blend with the neighborhood rather than standing out. But certainly, the information gained from any experimental facility will be widely used. The Robert F. Kennedy Youth Center in Morgantown, West Virginia, is one such. Mote, who was in charge of its planning and construction, and Conrad agree that this facility is

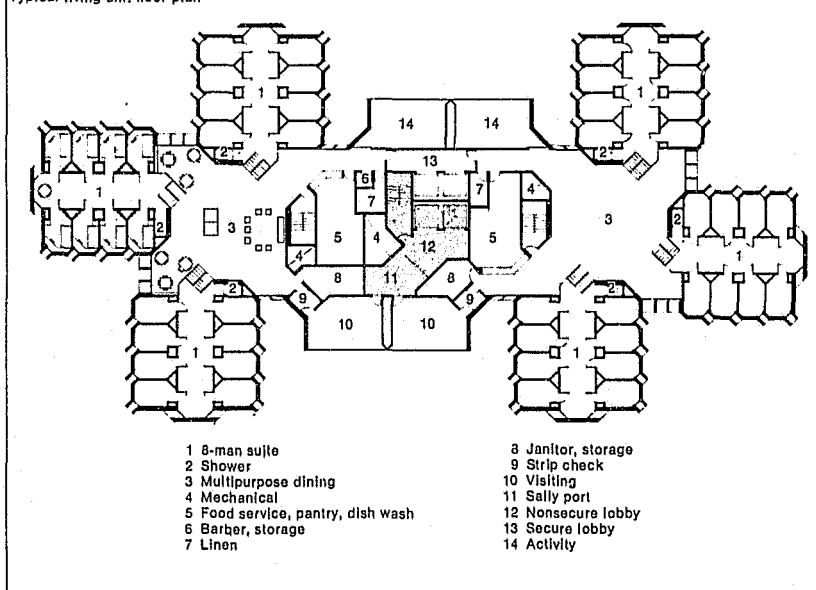
A proposed design for a metropolitan correctional center. The 11-story federal facility provides diagnostic and full correctional services. Its community treatment center assists offenders from other institutions in finding work and in re-establishing community ties prior to release. It also develops, where feasible, alternatives to pretrial detention and to commitment for certain offenders. Housing is for sentenced and short-term sentenced offenders. Youth is separately housed from adults in both male and female sections. The facility’s location within a city makes it easier for the clients to maintain family and community ties, facilitates hiring and keeping of staff, and makes it possible to use community services. Architects: Gruzen & Partners.

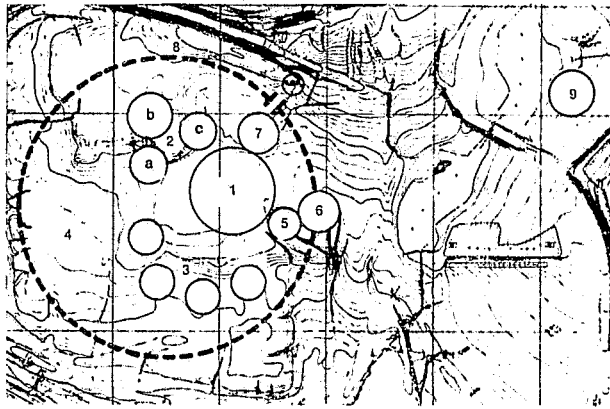


Typical 8-man suite



Typical living unit floor plan

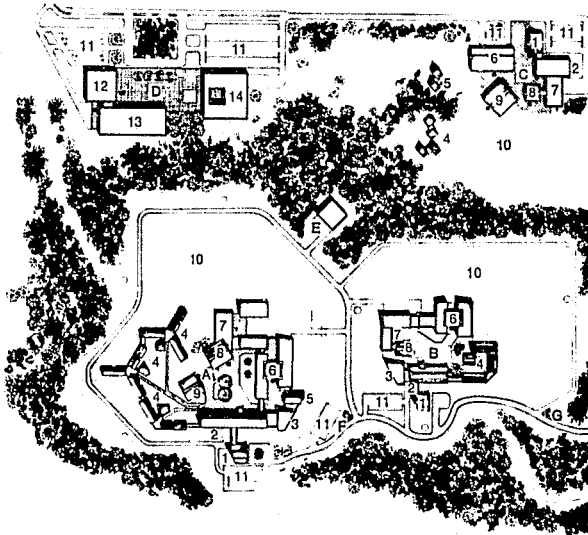




- 1 Community green
- 2 Mental health (a — youth; b — male; c — female)
- 3 Behavioral modification (in 4 stages)
- 4 Recreation

- 5 Infirmary
- 6 Administration
- 7 Maintenance
- 8 Perimeter security
- 9 Training center

A research facility in the planning stages. The Behavioral Research Center at Butner, North Carolina, to be built for the US Bureau of Prisons, will develop new treatment techniques for criminals. To house selected groups of offenders, it will provide 1) intensive psychiatric care for women, youth and adult males; 2) a setting in which different types of offenders can be studied and treated so that effective correctional programs can be devised and disseminated to correctional administrators; and 3) a training and conference center for middle management and executives. Architects: Middleton, Willkerson, McMillan.



- A Adult correctional facility
- B Youth correctional facility
- C Juvenile facility
- D Civic center
- E Utilities building
- F Armory
- G Checkpoint
- 1 Administration
- 2 Receiving
- 3 Visiting
- 4 Male residential

- 5 Female residential
- 6 Educational and vocational training
- 7 Support facilities
- 8 Dining
- 9 Activity center
- 10 Athletic field
- 11 Parking
- 12 Conference center
- 13 Courts
- 14 Department of corrections; police headquarters; training academy

A criminal justice system master plan under implementation. The facility in St. Croix, the Virgin Islands, planned in close coordination with the federal government, will bring together judges, police, correctional people, lawyers, prosecutors and probation officers. The Civic Center will have a library and conference and learning facilities which will serve as a common ground for research, while other elements of the complex will be the laboratories. The correctional sectors are divided in "houses" which consist of 12 individual rooms, a day room and training facilities. Each house is part of a larger pod, which can be integrated or segregated by means of see-through doors, providing an informal atmosphere. Architects: Ferendino/Grafton/Pancoast.

one of a kind since it would be too expensive for most local governments. However, it serves as a model for other correctional systems and as a learning laboratory for visitors. If it can be demonstrated that those released from the center have lower recidivism rates and lead more productive lives in society than those released from traditional correctional programs, then the expense and effort will be well worthwhile.

A minimum custody facility, the center resembles a modern campus in a rural setting. It has no bars, no fences. The students, as they are called, learn to communicate openly with each other and with the staff. The relaxed atmosphere encourages easing of tensions and pressures, but the staff has fixed goals in mind for each of the 300 16- to 20-year-old offenders and keeps them fully occupied. As Roy Gerard, director of the center, puts it, the aim is "to 'graduate' law-abiding young citizens instead of potential recidivists." A preliminary report prepared by Dr. Robert Vinter of the University of Michigan School of Social Work reveals that 81 percent of the students regard the center as "a place that helps men (youth) in trouble."

And the Behavioral Research Center now being designed for Butner, North Carolina, is planned to serve as a development center for new treatment techniques to modify criminal behavior among selected groups of offenders. Its location, in the Golden Research Triangle, was decided upon because of the nearness to Duke University at Durham; the University of North Carolina at Raleigh; and the University of North Carolina at Chapel Hill—all with strong programs in research—and for potentially close collaboration with North Carolina's Department of Corrections. For other facilities, closer ties with a community are sought although, as Mote points out, a correctional facility is no more—probably less—popular as a neighbor than for example an airport or a freeway.

Drawing from Community Resources

"Presently all too many of our prisons, old and new alike, are isolated as if there were no world outside," says William Nagel, director of American Foundation and head of its correctional facilities evaluation team. This team consists of the architectural firm of Mitchell/Giurgola Associates (represented by Romaldo Giurgola, AIA, and Alfred Gilbert); Harry J. Woehr Associates, consulting psychologists; writer/sociologist Norman B. Johnston (see AIA JOURNAL, July '61); a researcher and a secretary. The team will visit about 100 institutions representing the whole spectrum of correctional purposes and geographical areas.

Nagel firmly believes that "corrections tomorrow will not be based upon brick and mortar and cold steel but on interaction between skillful people available in the city or town and the offender."

New facilities then, should be drawn into populated areas where professional staff, services, educational institutions and the warmth of human contact can improve the social functioning of impaired persons. This has been the case with facilities for the poor, the dependent, the retarded, the epileptic, the mentally ill and the aged during the last 25 years or so, Nagel notes, but when it comes to prisons not even a trend to this effect was apparent in the various states visited by the team so far.

They found facilities, new and old, ranging from adult maximum security prisons to children's institutions and diagnostic centers in secluded corners of their states. Their remote locations, Nagel believes, suggest that many considerations take precedence over program goals, such as for instance political pressures or economic concerns. But, he points out, the disadvantages of such hard-to-reach sites are innumerable. Among them:

- Contacts with friends and relatives become more difficult (some institutions consider this an advantage).
- Professional staff is hard to find and to keep.
- Involvement of community resources such as academic, research, social service, medical and citizen volunteers is impaired.
- Work release programs are practically impossible.

The Bureau of Prisons is planning new metropolitan correctional centers in several locations. The first is to be built next year in New York City and will provide improved and expanded services to the federal courts. Better classification and diagnostics procedures will become available to assist in more effective case management. The program provides housing for people requiring pretrial or presentence confinement and for a small number of persons who will serve short-term sentences of up to 60 days.

Provisions also include facilities for a prerelease program serving offenders returning from institutions often distant from home. The short-term prerelease program reintegrates the offender into the community, increasing the probability of successful rehabilitation. There will be quarters and services for probationers and parolees who need closer supervision and direction than possible in their normal residential settings, but who do not require a traditional institution program.

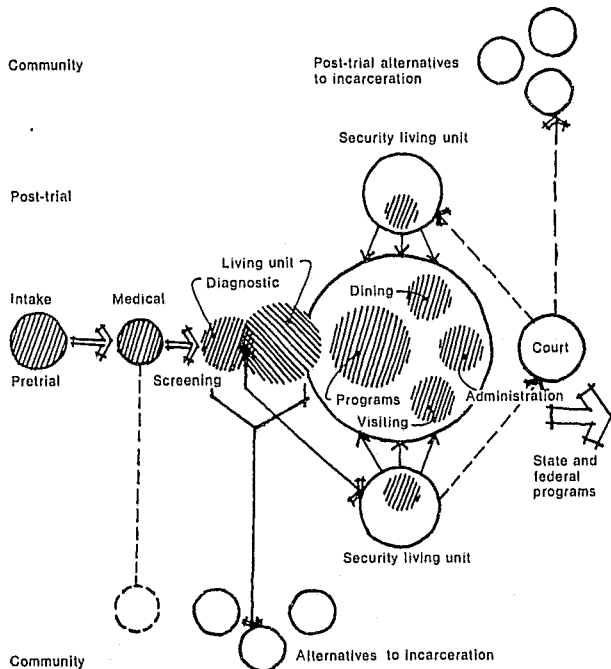
The development of similar metropolitan centers in several cities could become demonstration models for the improvement of correctional programs at the community level: a recognized necessity if we are to increase the effectiveness of the criminal justice system.

While metropolitan centers have important advantages, balanced against them, warns the report "Research Priorities in Correctional Architecture" from the Psychology Department of the University of California at Davis, are the high cost of land in the city, the difficulty of maintaining security arrangements in dense urban settings, the loss in possibilities of changing surroundings, fresh air and exercise, and the inevitable crowding that occurs in urban penal institutions. On the other hand, the report says, low security inmates might well be used to rehabilitate slum buildings, lots and school yards, and might also work with fatherless children in the street.

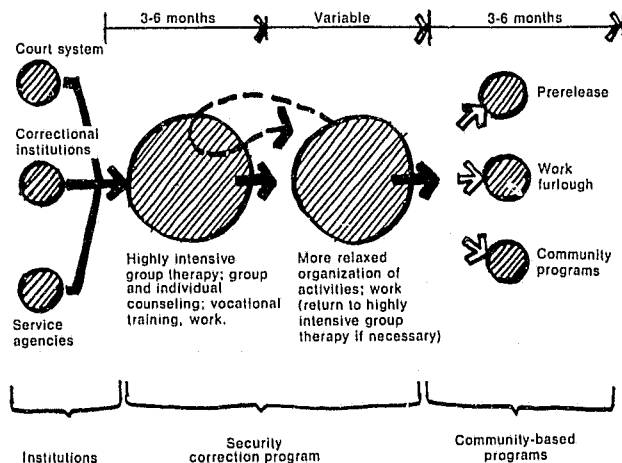
There is an urgent need for a cost/benefit analysis of rural and urban locations as well as for comparison of work release and furlough programs in these settings, notes the California team, which is headed by psychologist Robert Sommer, author of *Personal Space: The Behavioral Basis of Design* and other books. His consultants are Murray Silverstein, assistant professor, College of Architecture and Urban Design, University of Washington, Seattle; architectural student Max Jacobson and Sim van der Ryn, AIA; both of California.

However, a major recommendation from the President's Commission on Law Enforcement and Administration of Justice is that greater emphasis be placed on community-based treatment of offenders. The Department of Architecture team from the University of Illinois has responded to this recommendation, but reminds in its *Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults* that "while there are good indications that community corrections reduce crime, there is still a lack of verified data to point to measureable success of community treatment, or to the efficacy of particular treatment techniques. Nonetheless, there are sufficiently compelling reasons for turning toward increased utilization of community resources in the resocialization and rehabilitation of offenders."

Research here, as in just about every area of this field, is a basic necessity. The Illinois team has already looked into a number of these areas. Under the direction of Fred D. Moyer, AIA,

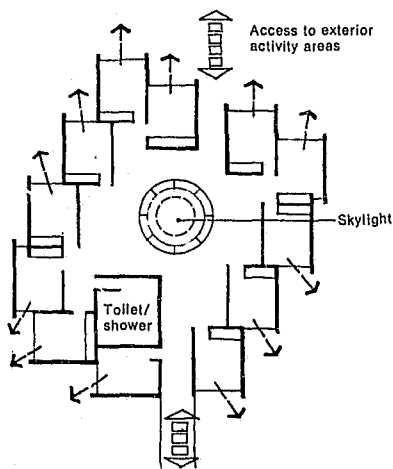


Flow within a community-based pretrial detention and post-trial correctional center within a single facility for a maximum of 300 inmates. Initial intake screening, including medical examination, diverts alleged pretrial offenders to alternative pretrial programs. Short-term residency is provided for persons requiring security type detention while awaiting trial. The post-trial program includes diagnosis and assessment in order to conduct presentence investigation and to prescribe programs to fit individual needs. Living units are phased to vary in confinement levels from single cell high-security rooms to low-security detention rooms with access to the community. Components for various activities should correspond to this phasing.

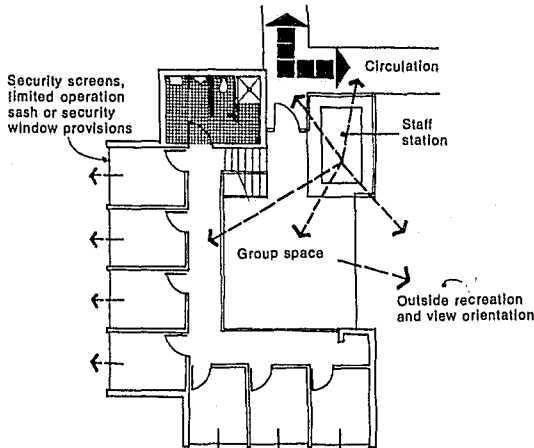


Summary of a therapeutic community or regionally based secure detention facility with a 60- to 140-inmate capacity. A period of relatively high degree of security for clients (who have already undergone an intensive screening process and medical examinations) is followed by more relaxed activities. The key feature of the program is to offer a milieu where individuals may express their inner drives and innate abilities rather than to provide traditional training and instruction. Routine medical services are available on a 24-hour basis; major surgery or special treatment is undertaken at local hospitals. (*Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults*. University of Illinois.)

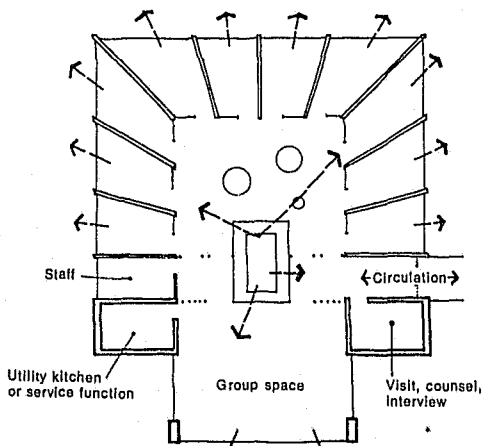
Some suggestions for facility components. These are intended to offer solutions which have correlations to correctional program requirements. They relate to new construction and to modifications or extensions of existing facilities. (*Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults*. University of Illinois.)



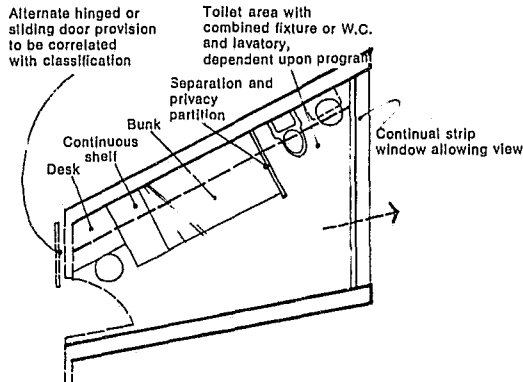
Low internal security. Personal spaces with potential for individual inside locking. Central group space for informal or structured activity.



Medium internal security. Seven rooms at upper level, seven at lower; group space and entry at middle level, providing separation of private space from group space with staff supervision of movements.



High security. Cluster component arranged for close staff surveillance of functions by direct observation.



Security orientation. Irregular spatial configuration as a departure from rigid, authoritarian geometry, providing support to similar variety and flexibility in programming.

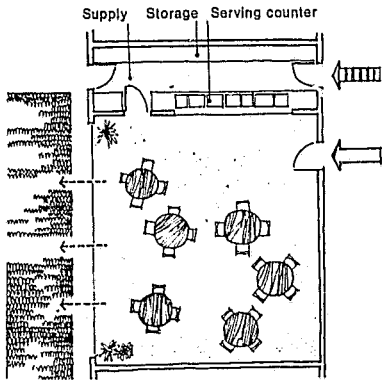
the team consists of associate project director, sociologist Edith E. Flynn; architectural researchers Fred A. Powers and Michael J. Plautz; as well as technical assistants and office staff. Project monitor for the team has been Lawrence A. Carpenter, chief of LEAA's Corrections Program Division, and is currently Kenneth Carpenter, acting chief of the division.

To assist correctional administrators and architects in identifying problems of definite target areas, the team has designed survey sheets which will "provide a comprehensive tool for the inventory of current detention practices and community resources as alternatives to detention. On this basis, current and future correctional needs can be determined. . . . Based on the recognition that only a *total systems approach* will be able to furnish the required knowledge of the overall flow of offenders through the criminal justice system, the survey questions are designed in a most comprehensive way to capture the necessary statistical information on the law enforcement, judicial and correctional systems. Only by proceeding in this thorough and inclusive manner can correctional administrators be realistically expected to make the necessary alternative dispositions which can open the way to community corrections."

The *Guidelines* then goes into classification of offenders and the various treatment programs before—halfway through the volume—it deals with the actual facility planning concepts. Thus it brings out the point that planning and design of correctional institutions must probe even deeper for the answers than simply to find solutions to the questions that most often come to mind in connection with our penitentiaries: crowding, privacy, visiting facilities and security. However, these important concerns are naturally brought up by all the teams.

Providing a Measure of Dignity

During their interviews with staff and inmates in the various facilities they visited, the Nagel team members found a wide range of attitudes toward living space and privacy. Standard space per inmate is a required minimum of 72 square feet, or 8x9 feet. Several facilities have that much space, some even more. But others have reduced the space in dual cells to the point where one occupant must get into bed to allow the other one to pass. In many instances men stay in these cells the entire day because a program, recreation and work are practically nonavailable. As a rule privacy in such cells is nonexistent, since lavatory and toilet are open to full view. Most wardens object to double cells because of the problems involving assault, homosexuality, exploitation of weaker inmates, etc.



Dining component; capacity 20 to 40, all program applications. Adjacent serving area usable in conjunction with contracted food service or central kitchen. Exterior view orientation.

Some good, market-type research on different sized cells would be a valuable addition to correctional literature, says the California team.

Dormitories, sometimes with as many as 180 men, provide no more space per person and no more privacy. An inmate described to Nagel how one "makes out" in this environment:

1. You shoot dope.
2. You find yourself a boy and make out sexually.
3. You burn yourself out reading.
4. You just sleep.

The dormitories with electro-mechanical locking devices, automatically operated doors from protected control stations, loudspeaker systems and closed circuit TV guards, where inmates hardly ever need to confront "the man," seem to be breeding grounds for various ills.

"Yet," says Moyer, "we expect people to behave normally when they are released from such abnormal settings."

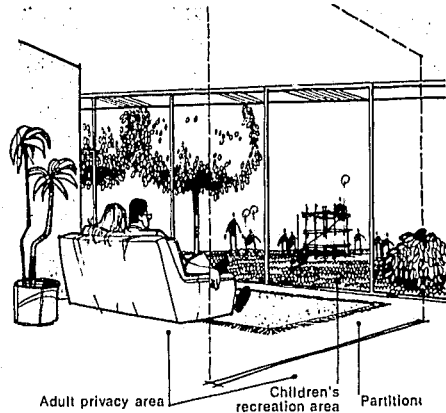
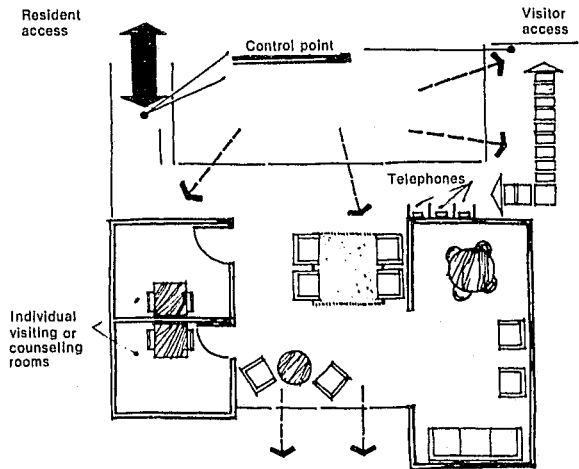
Architectural considerations have great influence on the amount of privacy that inmates will have, declares the California team, but the physical barriers that may shield inmates from staff may foster a strong inmate culture with criminal values. It specifically recommends that several social scientists who are already working in the area of privacy be approached to enlarge their studies to include correctional facilities.

The Illinois team offers a range of designs of living units for various program requirements but stresses that alternative component designs which achieve similar or improved performance characteristics in terms of the specific treatment objectives involved are options open to the architect. Significantly, the large dormitory is not considered.

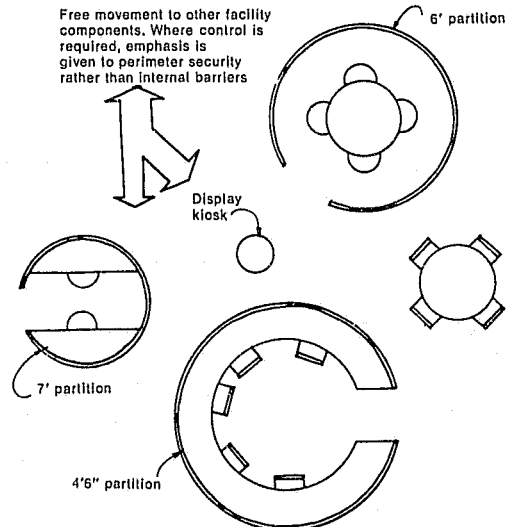
The new approach in the treatment of offenders also looks for ways to maintain family ties to the greatest possible extent. The long, often expensive trip to a remote location to have but an awkward visit with a spouse, in many instances physically separated by a screen, is a surefire way to sever the relationship between a husband and wife. It discourages visits by children, a circumstance which often makes it difficult for a wife to get away and therefore can turn the father and husband into a stranger.

The Illinois team puts emphasis on normalcy in the personal interaction setting as support for the programming objectives and suggests normative lounges or living rooms for visits, recreation areas where the whole family can get together for an informal visit and play areas for children as well.

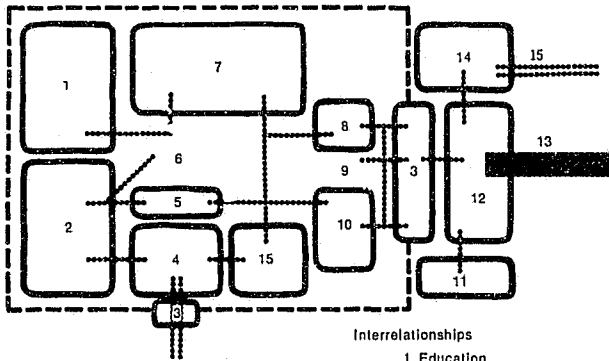
In some cases conjugal visits might be introduced, the Nagel team concludes from its inspection tours. Such visits are at present



Visiting component; separate zones for a range of visiting locations. Emphasis placed upon establishing "normative" scale and character in conversational groupings. Staff supervision directed to monitoring control points, with regard to unauthorized movements or introduction of contraband. Informal supervision of visiting.

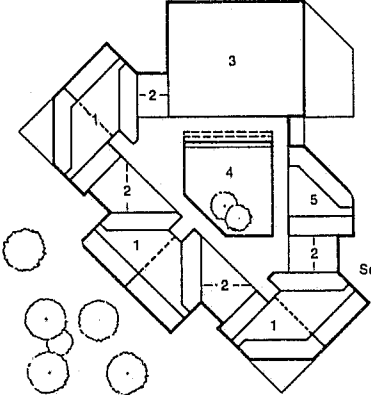


Educational component. Random arrangement of movable enclosures within large space to achieve diversity in study/learning/teaching options available to clients and staff. Flexibility for group space use with movement. Reduction in scale of large spaces and increase in range of settings available to client.



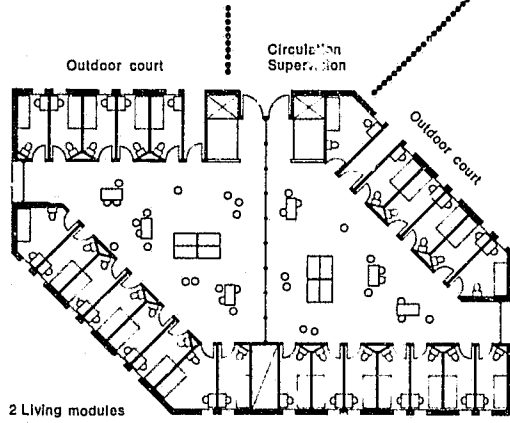
Interrelationships

- 1 Education
- 2 Services
- 3 Control
- 4 Yard
- 5 Infirmary
- 6 Common corridors
- 7 Housing
- 8 Visiting
- 9 Staff entrance
- 10 Classification and diagnosis
- 11 Administration
- 12 Lobby
- 13 Public and staff
- 14 Work release
- 15 Inmates and visitors



Second floor

- 1 Living group
- 2 Recreation court
- 3 Community resources and education
- 4 Court below
- 5 Living module



2 Living modules

allowed only in California and Mississippi. In Sweden, explains Conrad, where no marriage license is required for such visits and no questions are asked, staff and prisoners agree that this privilege and this privacy help those confined for a longer period of time. Homosexuality within Swedish prison walls is only a trifling problem, Conrad says. Such visits would, however, not present any particular problem to the architect.

Holding with Fewer Bars

The Nagel team, which visited institutions ranging from maximum to minimum security, found that 80 percent of the total number of inmates were in facilities in which security was perhaps the prime characteristic.

In new facilities, the old stone walls have been replaced by double cyclone fences topped by double aprons of barbed wire. Guards in towers survey the spaces between the fences while in the central control room. to quote Nagel, television screens and electronic devices report any breach by man, dog or chipmunk.

"As we approached most of these new white and often handsome structures," he says, "we felt that most, if not all, of their architectural beauty was distorted, if not destroyed, by the forbidding security. We experienced, too, a sense of depersonalization as we approached electrically operated sally ports and were challenged by disembodied voices asking our names and business. While less expensive, these fences are nonetheless stark and cold, even dehumanizing. A group of inmates echoed our feelings, comparing the effect to that of a concentration camp.

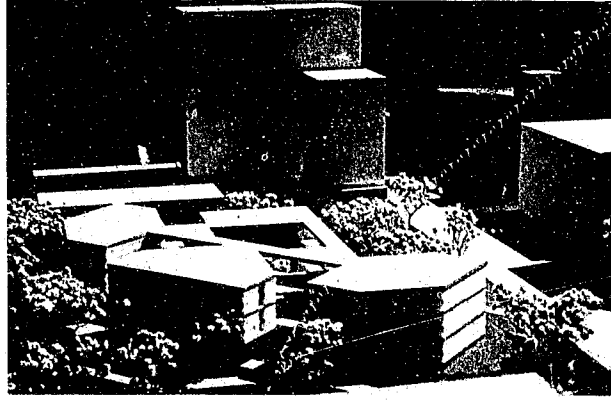
"We were awed, sometimes dismayed," says Nagel, "by the seemingly endless iron work that we found inside most of the security type institutions. In fact, we were convinced that the iron manufacturers dominated the architects and program planners."

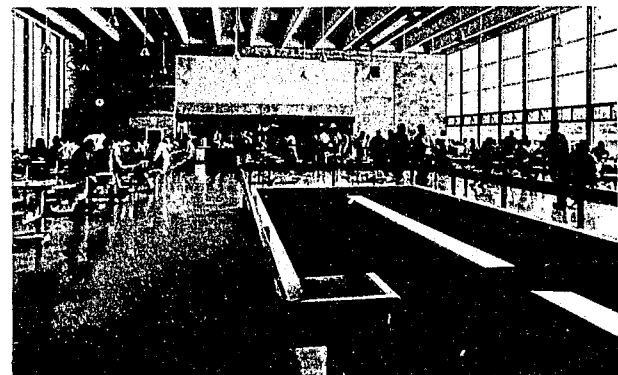
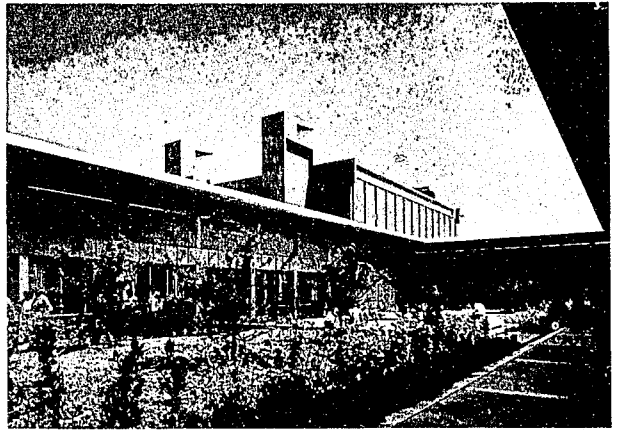
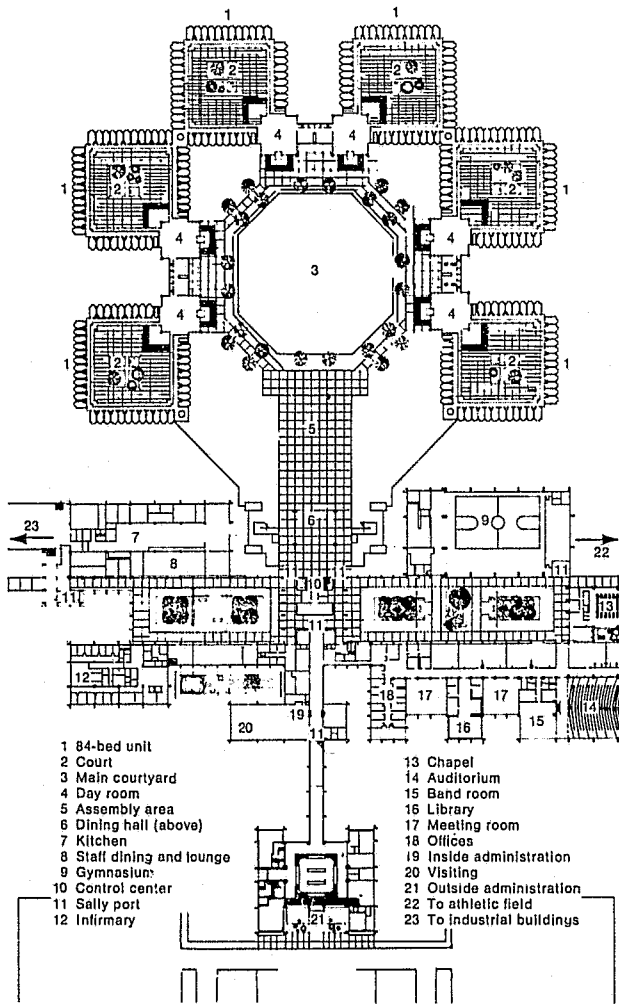
As Conrad points out, these new structures, though brighter and neater, are still dominated by the old customs and traditions. The few existing institutions without fences, grills and bars, some even without security sash or screening, are impressive for what their inspiring architecture says to offenders, Nagel thinks. These open plans, his team holds, are able to attract and keep a different type of personnel and encourage the guard to be more humane. It is in this area that the Pennsylvania team sees the architect's central task (provided, it adds, that a physical structure is desirable): to increase the holding power of facilities not by more sophisticated security devices but by increasing the level of architectural amenity and providing an environment that is worth maintaining.

What about maximum security cases? Society has now and will continue to have—until we have the answers to the extremely

A county jail in the planning stages. "The building of jails is a uniquely important architectural effort. Design programs are strongly fused in them. It is axiomatic that programs and people are more important than the buildings which house them. Yet jails are somewhat different. They structure the behavior of their occupants with extraordinary force. Jails are the ultimate buildings. They do more than suggest behaviors in people; they demand them." Kaplan & McLaughlin and Kirkham, Michael & Associates, architects (in a joint venture) of the Omaha-Council Bluffs Regional Corrections Facility.

The architects, after making studies of our penal system which included a day behind bars, have these, among other, guidelines for the design of regional correctional facilities: the organizing element of the institution should symbolize openness and freedom (no focus on the guard tower); the facility should be small in appearance, designed not to be noticed; it should provide variety without chaos to avoid the institutional look; it should have views of the outside for both guards and inmates; it should have single rooms for the best possible flexible usage and for the best self-control; the rooms should be in groupings of 12-man modules to provide enough choices of friendship and a good size for security control; all areas should be designed for easy observation.





A state prison to be completed this year. "The major goals set by the architect for the project seemed to be contradictory, if not mutually exclusive. On the one hand, an environment devoid of oppressive elements that might have a traumatic effect on the inmates was deemed necessary to the success of the rehabilitation and other therapeutic programs, while on the other hand, security standards required that the design of the physical plan be as escape-proof as possible, facilitate easy and rapid movement of large groups and provide means for efficient round-the-clock surveillance. These opposing criteria were to be reconciled only after a basic design assumption was formulated: Being confined is negative and 'punishment' enough, but the place of confinement need not be negative—in fact, the environment must be a constructive force, as well as serve as an effective instrument of organizational policy. This concept was to serve us many times as a yardstick for measuring the validity of our ideas." Jordan L. Gruzen, AIA, chief executive and director of design, Gruzen & Partners, architects of the new State Prison, Leesburg, New Jersey.

Among the architect's key design solutions: linking the housing units to each other so that they serve as a security wall encircling three sides of a 250x315-foot courtyard, thus eliminating the need for a prison wall; giving each housing unit its individual garden courtyard with free access; providing one-man cells only, each with an operable window and outside view; painting each cell and door in a distinctive color to impart individuality and to create a cheerful atmosphere; opening the dining hall with a 100x20-foot glass window without bars, allowing a view of the farmlands beyond the institution; using deep projecting cornices from the walls of the housing units and circulation walls as shelter from inclement weather and, most importantly, as escape-proof but not offensive-looking barriers, permitting all circulation out of doors and the elimination of corridors; providing an open plan of four activity zones which encourage inmates to feel each day a normal sense of changing activities, preventing them from feeling utterly cut off from outside life patterns and abandoned by society.

complex questions in this area—a group of people who are a threat to their fellow men. This group requires maximum security regulations. Therefore, in all prisons there will be a core with a certain rigidity of design for this category of offender.

The size requirements of this core will change from time to time, and the California team recommends what it refers to as flexible security, i.e., a system that will allow doors or bars to be moved or removed or added without moving the walls themselves.

The Illinois team, in line with the recommendation by the President's Commission on Law Enforcement and Administration of Justice that new community correctional institutions be characterized by small size and reduced architectural emphasis on security, suggests that not more than 25 to 30 percent of a new facility be devoted to maximum security detention. This is based on the assumption that special problem cases should and will continue to be dealt with in a different type institution.

Says the *Guidelines*: "In view of the fact that sufficient facilities meeting these requirements exist, correctional planning should include the following basic steps:

- Phase out those inmates presently in high security institutions who do not require such detention.
- Divert all suitable cases from these facilities at the time of conviction into community corrections, while continuing to send those who require secure detention and/or prolonged treatment to existing facilities.

"Under these provisions, existing high security facilities would be able to operate with greatly reduced inmate populations, which in turn would permit maximum concentration of staff and resources of high intensity resocialization programs."

This does not mean that the environment of the maximum security prisoner doesn't need improvement along with other sectors, quite on the contrary. In fact, says the California team, these areas need to be as pleasant as possible under the circumstances since the confined spend just about all their time there.

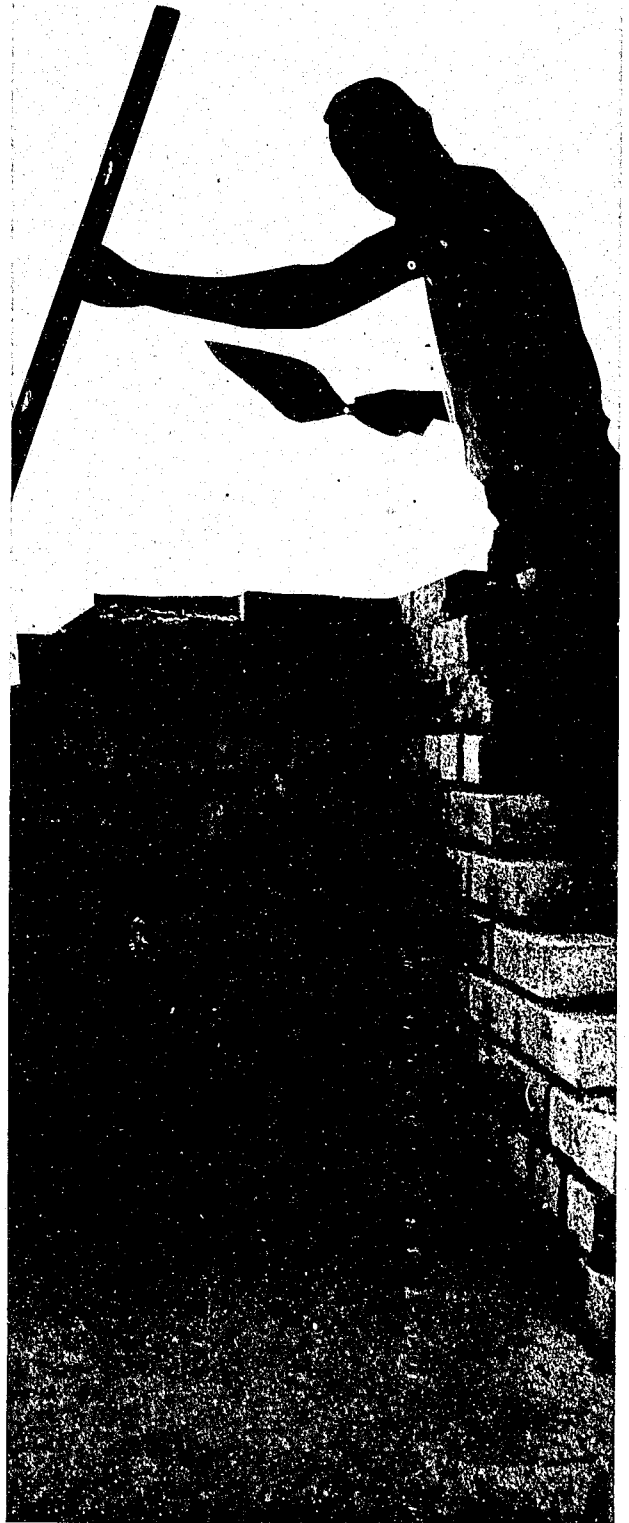
For all categories, specific studies should be devoted to the effects of the cell environment on mental functioning, the team proposes. This, among other things, is exactly what the government will be starting at Butner. All in all, research is the key to future design.

"Our first appropriation for research was in '68," says Velde, "in the amount of \$3 million. In fiscal '70 we had \$7.5 million and we had the same again for fiscal '71. However, we are asking Congress to triple our research funds for fiscal '72. In addition to our own program, the Department of Labor is conducting research in correctional manpower with training programs for inmates. The Department of Justice's major effort so far has been the four team studies." But, Velde expects, further studies will branch out from these.

However, even with all the unanswered questions, with all the research needed, we are not today using all the information we already have available, concludes the California team, and suggests that developing a body of information in corrections and the wise use of it seems a higher priority task than generating new information that we don't know how to use.

A step in this direction is the establishment of a National Clearinghouse for Correctional Programming and Architecture at the University of Illinois, an outgrowth of LEAA's contract with the university's Department of Architecture for development of the *Guidelines*.

We still have a long way to go but, to quote the 1971 calendar made by inmates in the vocational paint shop at the Federal Reformatory in El Reno, Oklahoma: "It's not so much where we start as in what direction we are going." BESS BALCHEN



CORRECTIONAL ARCHITECTURE:

The Symptoms of Neglect The Signs of Hope

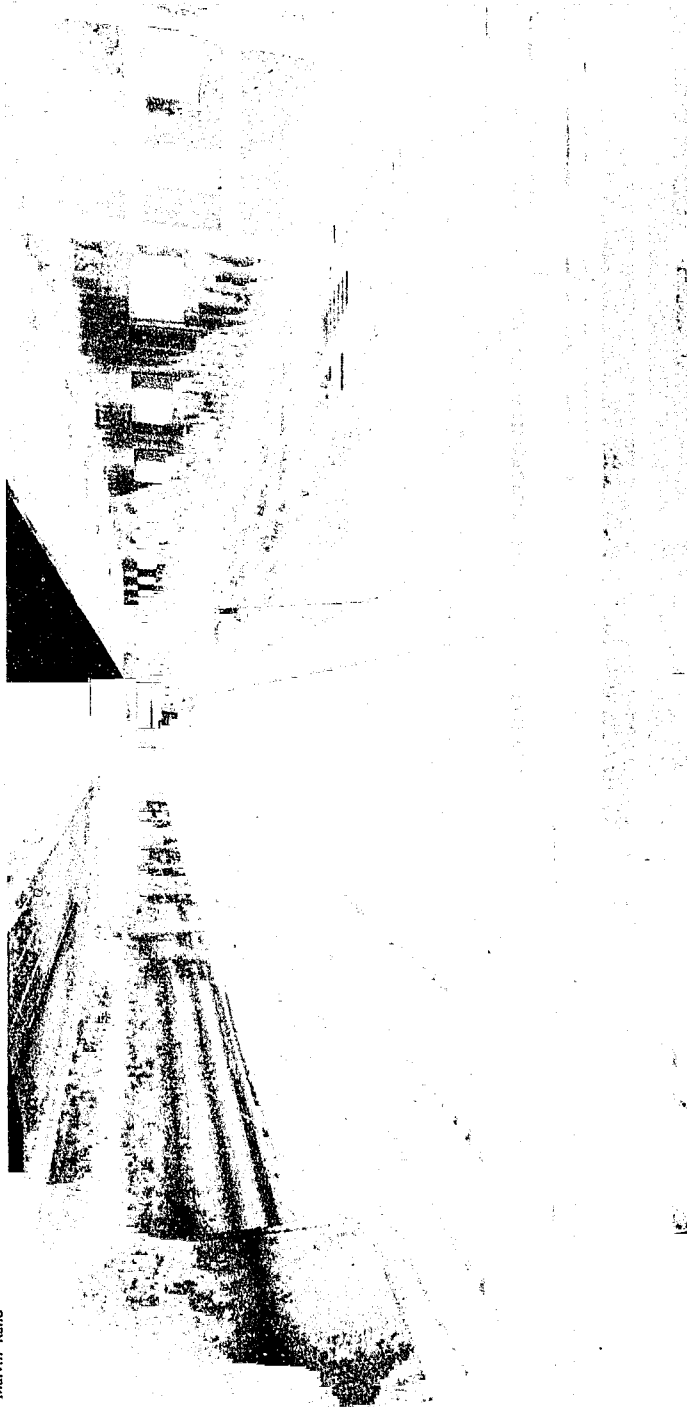
In a recently completed state prison, correctional officials authorized the construction of a large swimming pool in a corner of the exercise compound. Knowing that disclosure of the pool's presence would subject them to angry charges of "coddling" criminals, authorities carefully buried the pool under a heavy mantle of earth. The pool is a commitment to the future, to be dug up—like a time capsule—when the climate of public opinion permits.

Much of what is happening now in the field of corrections is distilled in this incident. Officials favoring maximum security and those advocating reform continue their familiar debate—but even a buried swimming pool suggests that the reformers are gaining ground. The public, as always, would like to be as far away from the debate as possible except that it will rise to express its resentment at policies it considers "soft on crime." Elected officials fear such outbursts and seek to prevent them. They are reluctant to spend tax money on prison research because the crisis in prisons has not yet reached high tide, and because the public itself has divided feelings about the mission of corrections.

This confusion of purpose is revealed in a 1967 Harris poll: ". . . The total public seems more willing to attack the problem of crime through increased funds for the application of force than for rooting out the social causes of crime . . . or for attempting to rehabilitate criminals."

Not much had changed by 1971 when a Gallup poll conducted for Newsweek reported that "although 44 per cent [of those polled] called for subsidizing bigger and better police forces, only 21 per cent would be willing to finance the construction of additional prisons to handle the additional felons that better police would inexorably produce."

—Barclay Gordon



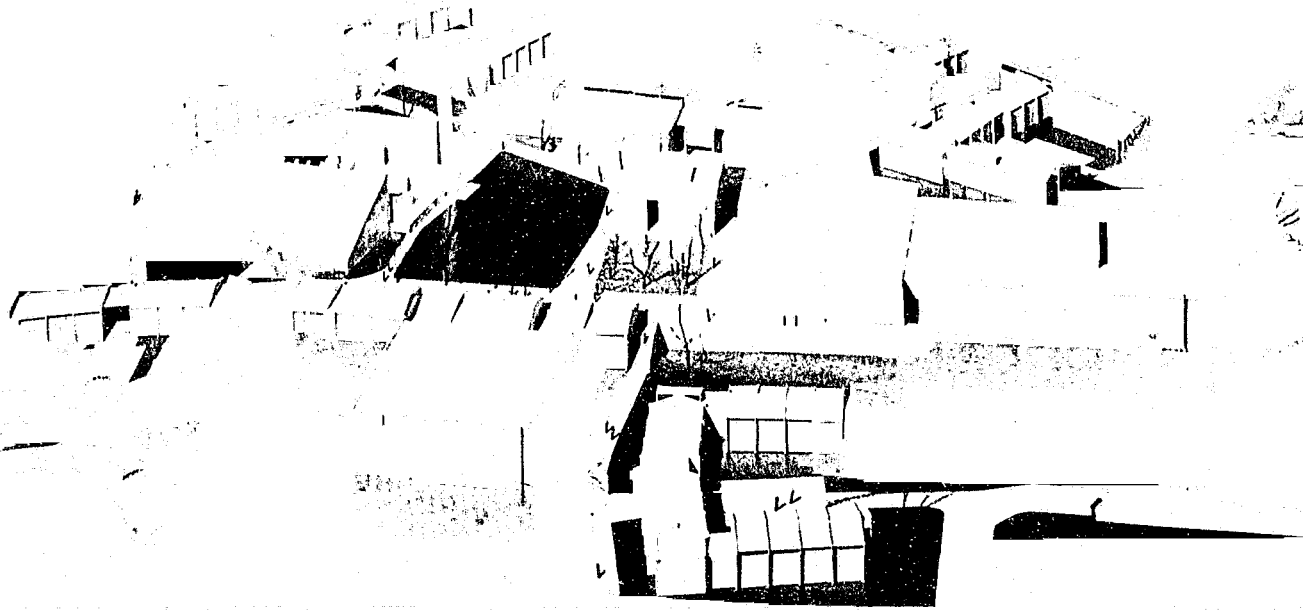
We look to correctional officials for miracles but we are asking them to make bricks without straw. Americans spend more on household pets than on police; more on tobacco than on the whole process of criminal justice.

The result of public apathy and indifference is long neglect. More than a hundred prisons now in use were in operation before Grant took Richmond. At least four, still functioning today, date to the time of the Louisiana Purchase. In Trenton, New

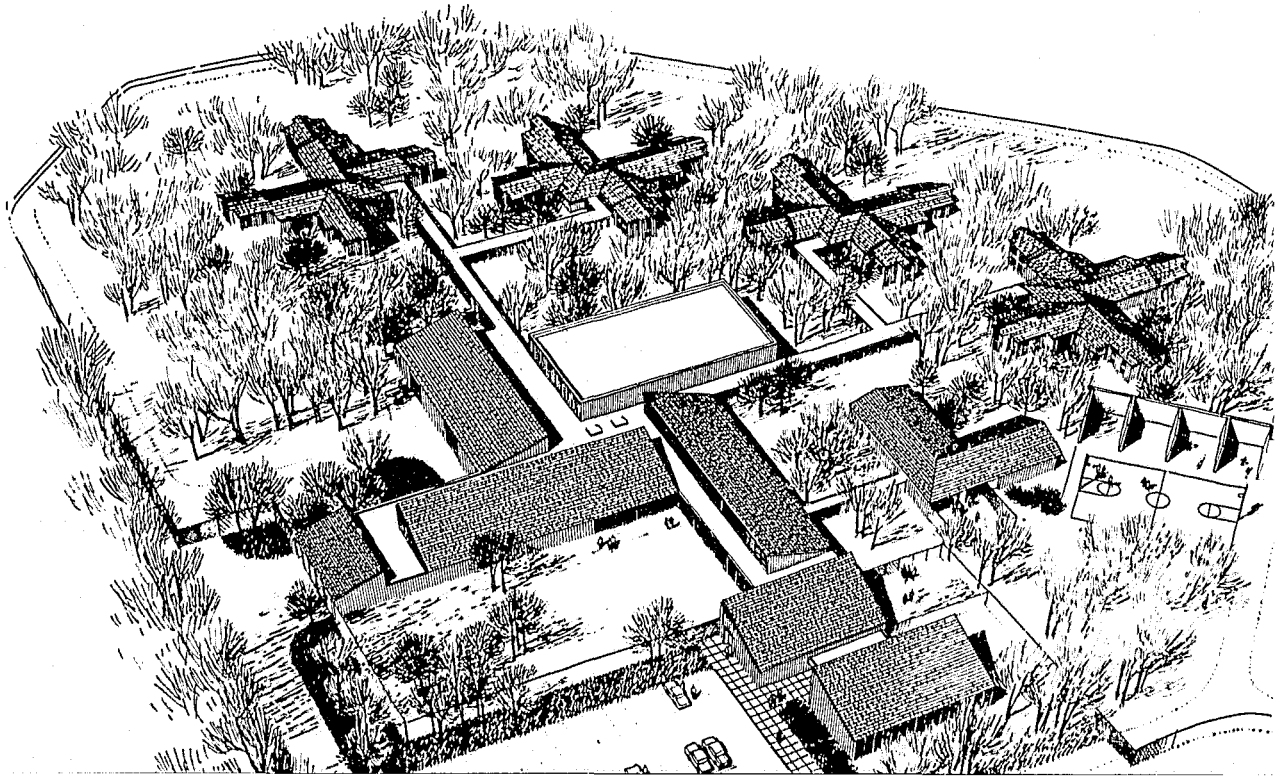
Jersey, one prison, built in 1798, is—at last report—still in use. This degree of neglect is probably found in no other building type.

The prison prototype we have constructed affects its users with extraordinary force. It grew out of the public's demand for protection and vengeance. From the beginning, its chief concern has been custody. Its tall turrets, its security wall, its barred windows form a striking image of repression. In a piece for the American Correc-

tion Association, architect Sid Folse (Curtis & Davis) has written: "The antiquated cell blocks in almost all states run to a general pattern, and at their worst, they are grim, forbidding places. Tiers of inmates are stacked like crates in warehouses, four or five high. There are harsh shadows, ominous vistas down long corridors, a few overhanging light bulbs; windows are few—or absent. What paint exists is in the dingy color range of creams and tobacco browns which offer nothing but monot-



Up from authoritarianism: a shift toward humanized, campus-like plans



ony. . . The clang of locks and doors, of steel striking steel, has been one of the accepted horrors of incarceration since ancient times. . . At the base of toilets and urinals, in some institutions, uric acid acting over many decades has eaten inches deep into cement, has corroded metal and left a permanent reek." When these conditions are aggravated by serious overcrowding, is it surprising that strange prison subcultures develop or that the reflex to violence is automatic? Is it surpris-

ing that wardens and overworked staffs concentrate almost exclusively on maintaining order and control? Is it even possible, in institutions like these, to talk of rehabilitation? The word simply has no meaning. But this is the prison that confines most inmates today.

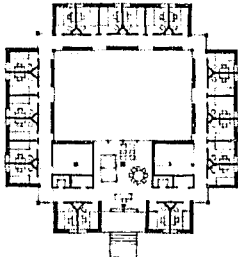
Other signs of neglect are not wanting. Two years ago, at the fortress-like Kansas State Penitentiary at Lansing, 226 inmates, 19 in one night, slashed their Achilles tendons in protest and despair at what they

considered a repressive administration. "They couldn't be repaired in the prison hospital" said medical director Dr. R. S. McKee "because most of our instruments had disappeared."

Neglect also has a vicious side. The Arkansas prison farms—Tucker and Cummins—offer a glimpse of our prison system at its worst. Responding to sinister rumors of cruelty and abuse, Governor Winthrop Rockefeller ordered an investigation of the camps which began in 1966. The investi-

The plan for the Illinois State Penitentiary in Vienna reflects a growing concern for humanized prison environments. Acknowledging that the practice of warehousing criminals has contributed to criminality, correctional officials are urging designs that place some value on human dignity and emphasize rehabilitation. Small scale housing units allow segregation of inmates by type, easier surveillance, and more congenial, hopeful surrounding.

Architects: Curtis & Davis with Samuel E. Sanner & Associates.



At The Liberty Institute in Hickman County, Tennessee (rendering and site plan, right) 600 young inmates are housed in private rooms that together with common facilities, form a self-contained rural community. Typical housing unit (above) is planned for twenty-two inmates and includes a landscaped court. These units are grouped informally to soften the institutional character and promote a low-rise campus atmosphere.

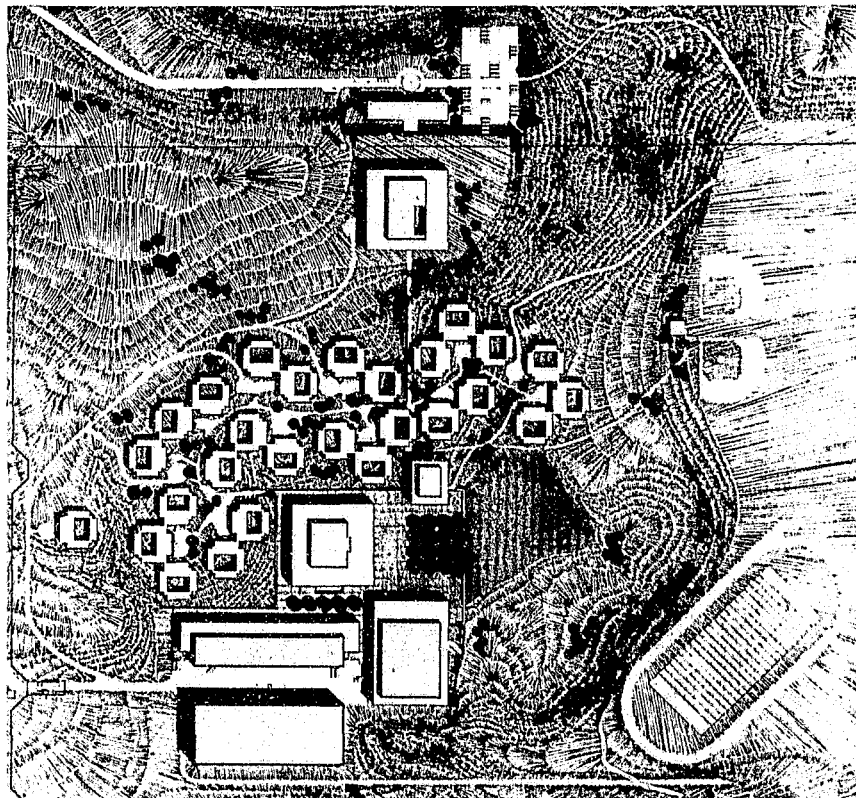
Architects: Curtis & Davis with Howard Nielson Lyne Batey & O'Brien.

Using an "incentive system" in which the inmate is given more freedom as he proves he can live by the rules, this Regional Correctional Institution in south-central Alaska (left) is planned as a cluster of 40-man living units with centralized common facilities. Pitched roofs and plywood siding give the units a typically residential character. The grouping of buildings, heightens the sense of community.

Architects: Hellmuth, Obata & Kassabaum with Crittenden, Cassetta, Wirum & Cannon.



Frank Lotz Miller



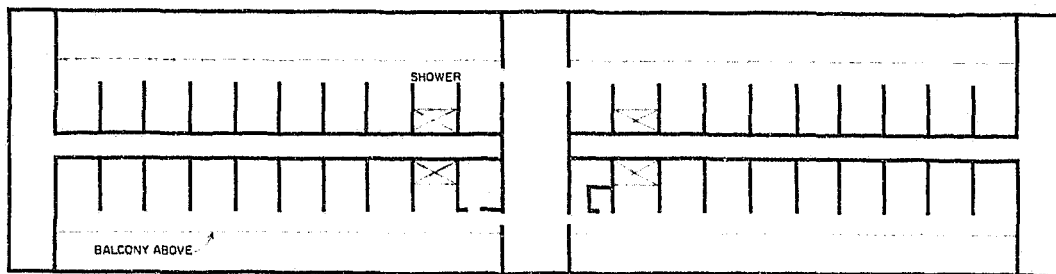
gators found that discipline had eroded to the point that it was left largely in the hands of "trustee inmates." Forced homosexuality was openly tolerated. Many shallow graves containing broken, mutilated bodies gave credence to claims that prisoners were commonly tortured, beaten and killed. Extortion by "correctional officials" of money and sexual favors from the families of prisoners was also alleged.

Concerned and able correctional authorities shudder with anger at revelations

like these. They know that such conditions are by no means typical but that the callous public indifference that gave rise to such excesses persists.

But by far the most discouraging expression of this neglect is the apparent inability of the correctional system to correct. While excellent at custody and even better at punishment, the system's record for rehabilitation has been minimal. In 1968, Myrl Alexander, then Director of the Federal Bureau of Prisons, said it this simply:

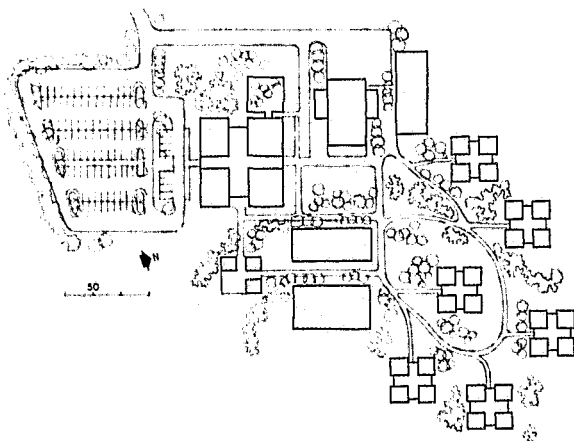
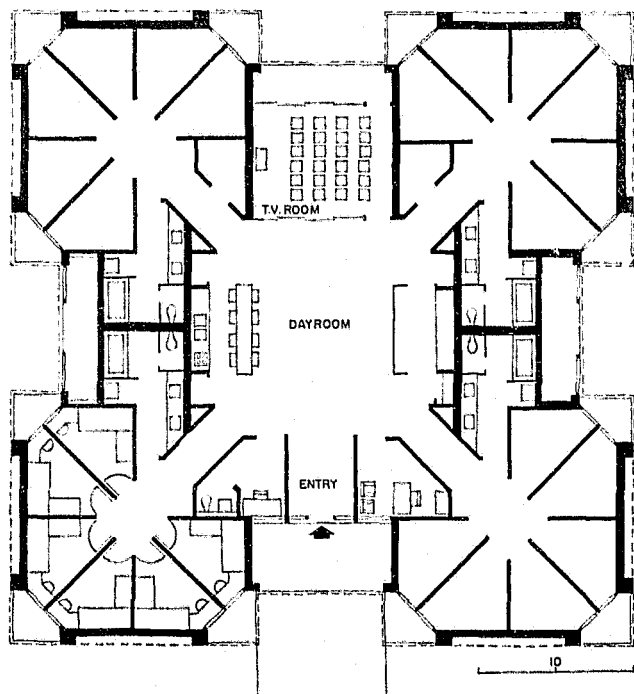
"... As a means to change criminal behavior, imprisonment is still a failure." Dr. Karl Menninger, in *The Crime of Punishment* is more emphatic: "Our prison system is a shambles—bestly, unworkable and expensive . . . Its sole effect: to degrade and humiliate, to rob people of their human dignity." Two statements: one passionate, one matter-of-fact, but both pragmatic and both leading to the same essential truth—our system for correction is not working. The evidence indicates that,



The cellblock redesigned for habitability and control

Site plan and cell arrangement for the South Carolina Women's Institution at Columbia. Cells are grouped in four units of six each. Each cell has a small window and the cells are oriented so that inmates can converse comfortably. A T.V. room and washrooms serve as buffers between the living units and open to a large central recreation space.

Architects: Geiger-McElveen-Kennedy in association with Curtis & Davis.



instead of curtailing crime, prisons manufacture criminals. Many describe our prisons as "post graduate courses in criminality."

This failure to correct manifests itself most alarmingly in high rates of recidivism. Statistics on recidivism tend to be slippery. They must be treated with caution since much depends on when the "books" are closed. Such figures also lump those who revert to a life of crime together with those who are returned to prison for some

minor violation of their paroles. But these cautions notwithstanding, nearly every authority agrees that the overwhelming majority of felonies committed each day are perpetrated by men already known to the criminal justice system through prior convictions. Former Attorney General Ramsey Clark puts this figure at 80 per cent; other writers set it slightly lower. All agree that the figure is much too high.

And so the study of prison design begins with a history of failure. But . . .

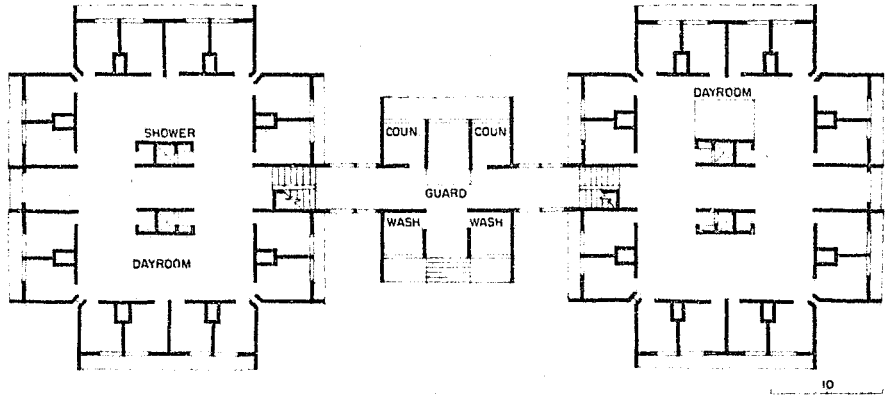
If signs of neglect still predominate, signs of hope are present too:

1) There is reform in the law affecting the definition of confinement

The parts of our criminal justice system—police, courts, corrections—are so interdependent that reform cannot proceed easily in one area if it lags in the others. The legal framework for reform was greatly strengthened in 1963 by passage of the Model Sentencing Act. In its first article

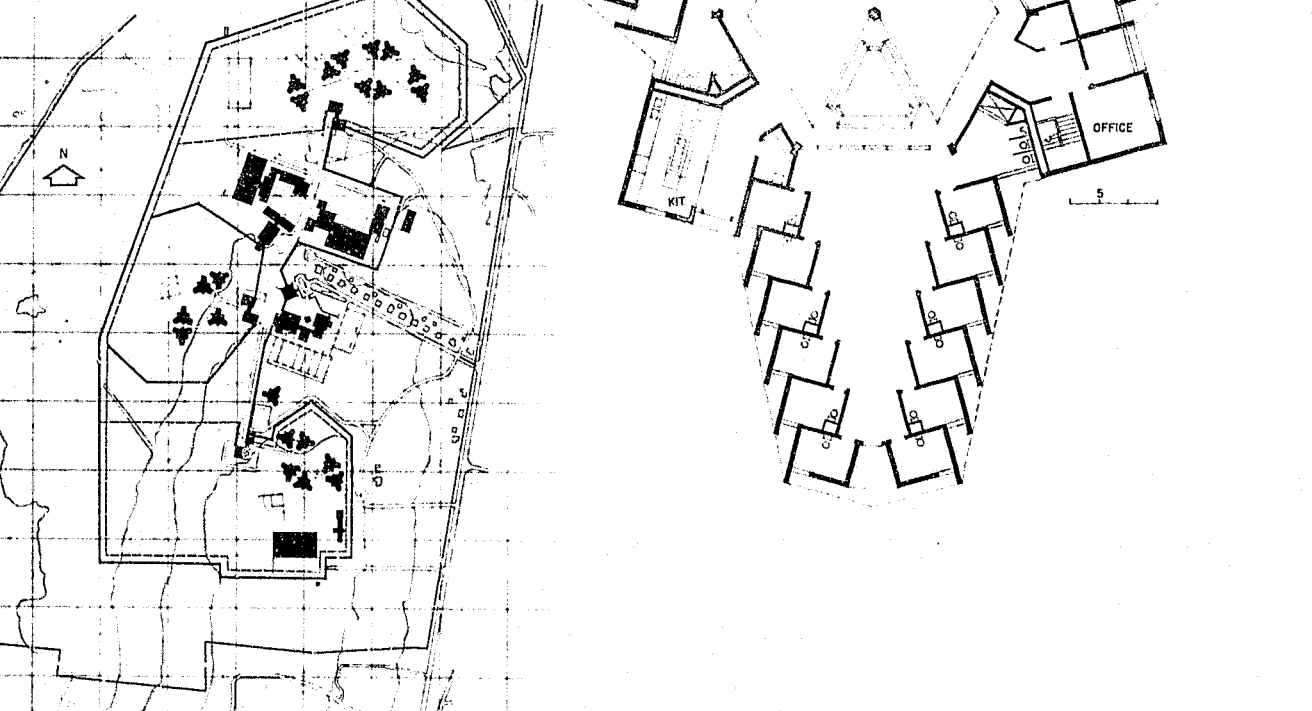
At left, a traditional high security, double- or triple-tiered cellblock. Cells are arranged in long rows and face a blank exterior wall. Showers and washrooms are often located outside the cell.

At right, a plan prepared for the South Carolina Department Corrections uses space more economically and provides what is obviously a more humanizing setting. Cells form the outside wall and face in on a dayroom. Long corridor perspectives are broken by two changes of level.



At the Cheshire Corrections Community in Connecticut, designers are providing an architecturally significant variation on the normal cell arrangement. A large, dining/dayroom spaces out three clusters of twelve cells each. Each cluster has its own secondary recreation space and cells are arranged to look out into both. Each cell, in addition, has a window to the surrounding farmland.

Architects: Curtis and Davis.



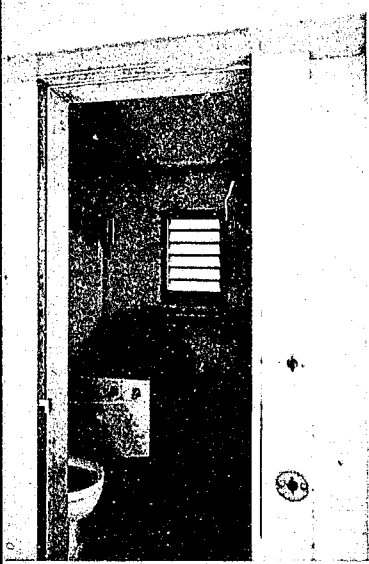
the Act stated that "... persons convicted of crime shall be dealt with in accordance with their individual characteristics, circumstances, needs and potentialities as revealed by case studies . . ." Judges were granted important options in sentencing offenders instead of offenses.

The Prisoner Rehabilitation Act of 1965 set the groundwork for community treatment centers and half-way houses by extending the definition of confinement to include certain kinds of facilities outside

prison walls. The Crime Control Act in 1968 established the Law Enforcement Assistance Administration (L.E.A.A.) to review the needs of corrections in all the states, to provide guidance and discretionary funding for state and local programs. And by serving L.E.A.A. as consultants, architects have been—and continue to be—involved in upgrading prison standards.

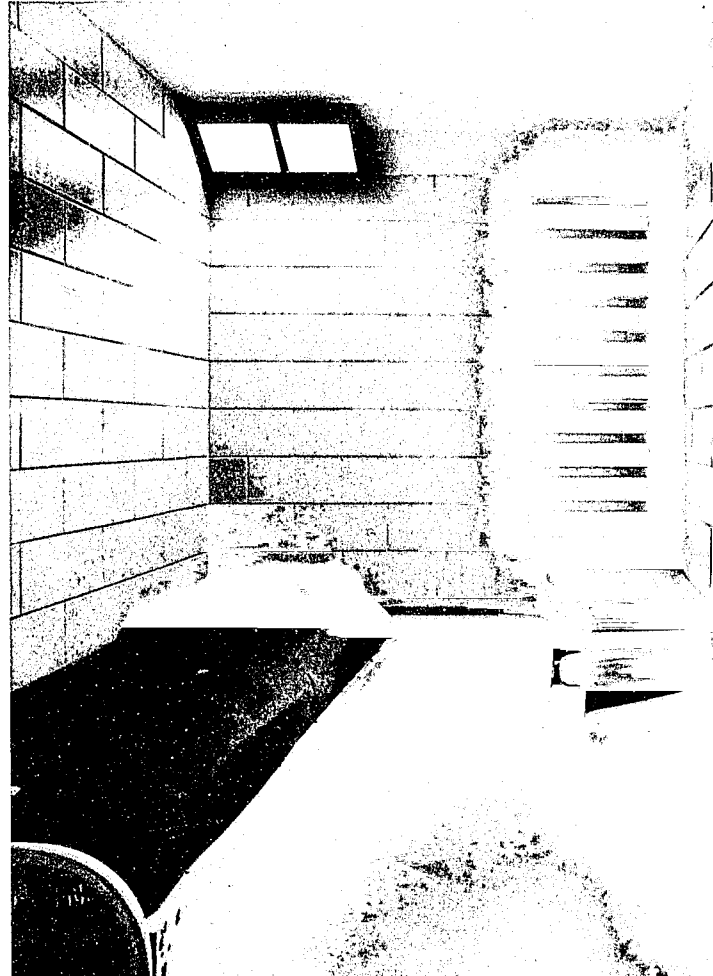
2) There is reform in the conditions of confinement

Leadership in matters of prison reform must—and has—come from Washington. Since its establishment in 1930, The Federal Bureau of Prisons has enjoyed enlightened—if underfunded—leadership. Its present director, Norman Carlson, has responsibility for roughly 21,000 Federal prisoners distributed over twenty-nine institutions across the country. Some of these institutions are too old, many are overcrowded or just too large for effective management. Since World War II, the Bu-



The cells shown here are typical of most in newer institutions. While security requirements still predominate, surfaces are still hard and finishes durable, care has been taken to upgrade the basic level of habitability. There is an emphasis on single-cell occupancy. Fixtures are selected with at least some concern for appearance and use. Louvered windows with bars integral (or sometimes grilles) have mostly replaced traditional barred openings. In short, cell design is beginning to reflect the growing interest in rehabilitation instead of mere custody.

George Cserna

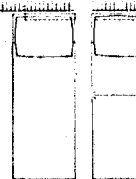


Cells: privacy and minimum comforts

Frank Lotz Miller



Standards for cells vary considerably. Typical cell, lower left, at Wisconsin Correctional Institution (Curtis & Davis) resembles a minimally-furnished college dormitory. Cells at Leesburg, N.J., upper left, (Gruzen & Partners) and at Westchester Women's Jail, above and right, (LaPierre, Litchfield & Partners) are slightly more spartan. All three belong to the upper end of the spectrum.



reau has closed two of its decaying facilities—the men's penitentiary at Alcatraz and the Federal reformatory at Chillicothe, Ohio. To replace them, the Bureau has built a new Federal penitentiary at Marion, Illinois (RECORD, April 1965) and the Kennedy Youth Center at Morgantown, West Virginia. Both are model facilities. At the latter, opened in 1969, youngsters of both sexes study and work in an environment without fences or other symbols of custody. They are motivated by an elaborate

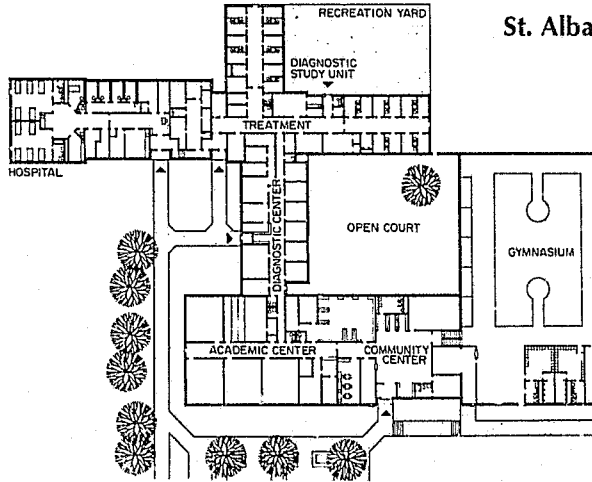
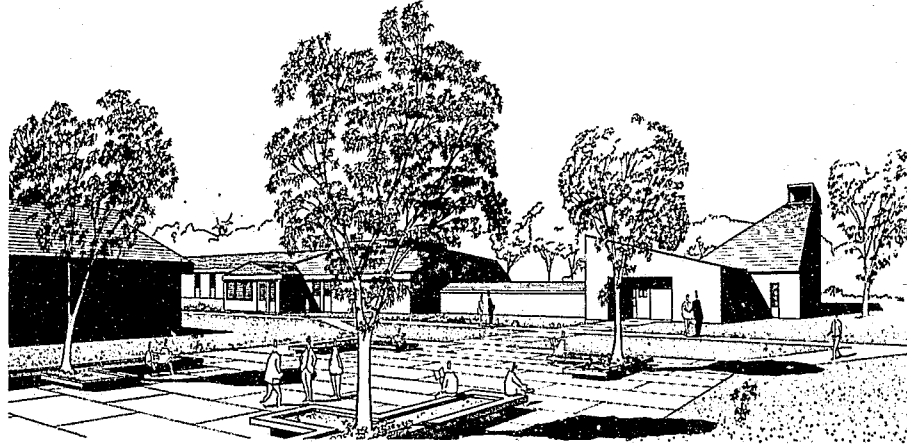
system of privileges and pay. By constructive behavior, a student can progress from "trainee" to "apprentice" to "honor student." With each promotion he acquires a greater personal freedom, more comfortable surroundings and, eventually, furlough and release. The deterrent to escape is removal to a less congenial institution.

In discussing their results, staff members are cautiously optimistic. They point out that theirs is a carefully selected prison population with violent offenders and

peeters screened out. It is too soon to tell much, but the first indications are that the program is getting results.

Future Federal facilities

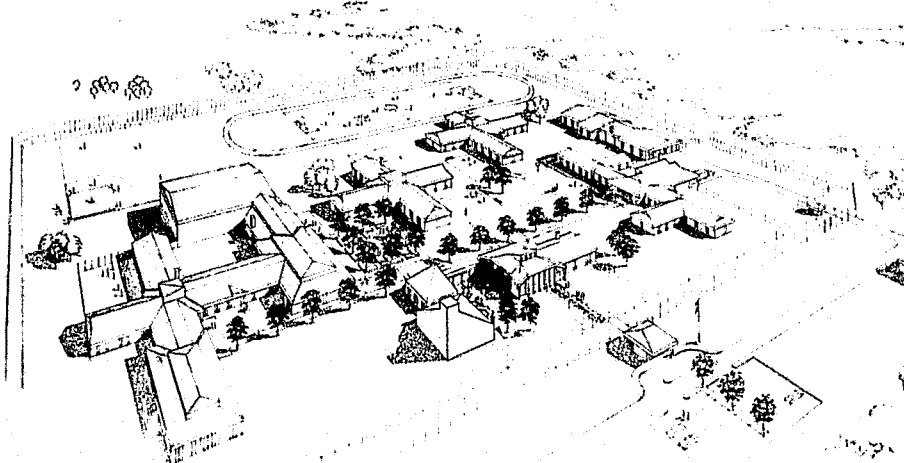
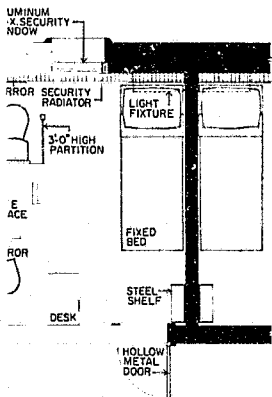
A new Behavioral Research Center for Butner, North Carolina is now under design. It will be a specialized 300-400 bed facility to diagnose and treat a wide variety of acutely disturbed offenders including youths. In addition to its rehabilitative function, the facility will include a center



St. Albans Correctional Facility

"More than fifty per cent of crimes committed in Vermont are by people in the 16-25 year-old bracket," says Rudy Morse, the state's Director of Probation and Parole. This camp-like facility, programmed for 140 youthful offenders, aims first at pre-sentencing diagnosis and later at treatment and restoration to community life. The 186-acre Vermont site will eventually include facilities for academic and vocational training, psychiatric services, religious consultation, recreation and family therapy.

Architects: Clarence B. Litchfield & Associates.

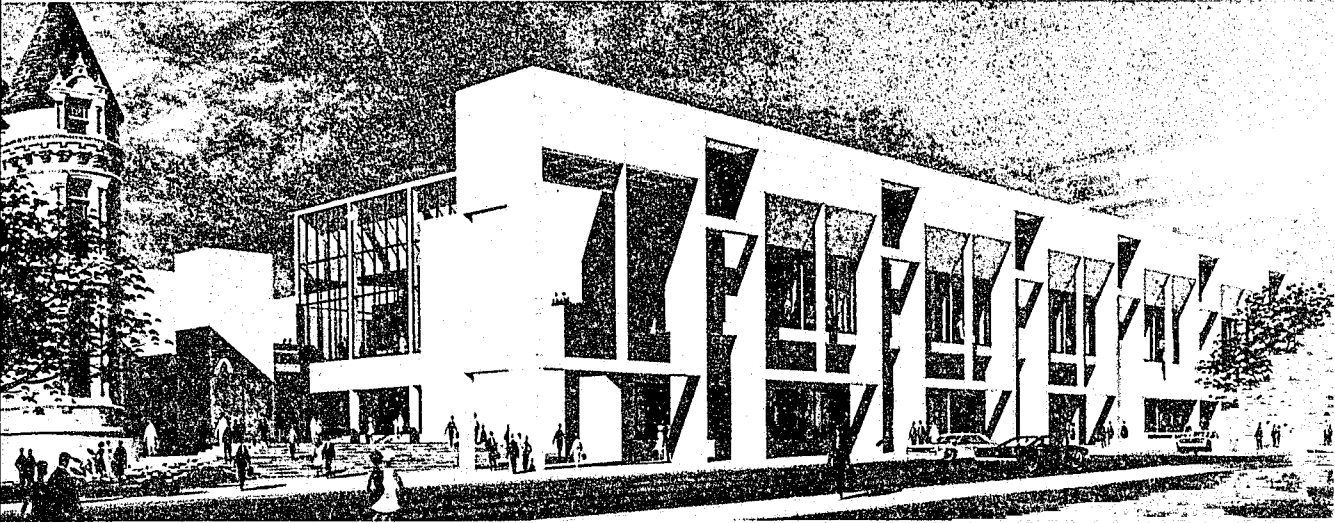


for training correctional staff in dealing with deviant behavior.

Funds are now being appropriated for two urban detention centers (New York and Chicago), regional correctional complexes (Northeast and West) and metropolitan correction centers in five large cities (San Francisco, Philadelphia, San Diego, Houston and El Paso). Estimated cost of these metropolitan centers is about \$53 million.

State, city and county corrections
Independent of the Federal system, but looking to it for guidance and funding, are correctional systems for each of the fifty states. These tend to be crazy-quilt networks that include state penitentiaries for long-term offenders and county or city jails, run by a sheriff, for misdemeanants or those awaiting trial. Police know little about a man they apprehend. His potential for violence—even his identity—may not be known for many days. For this reason,

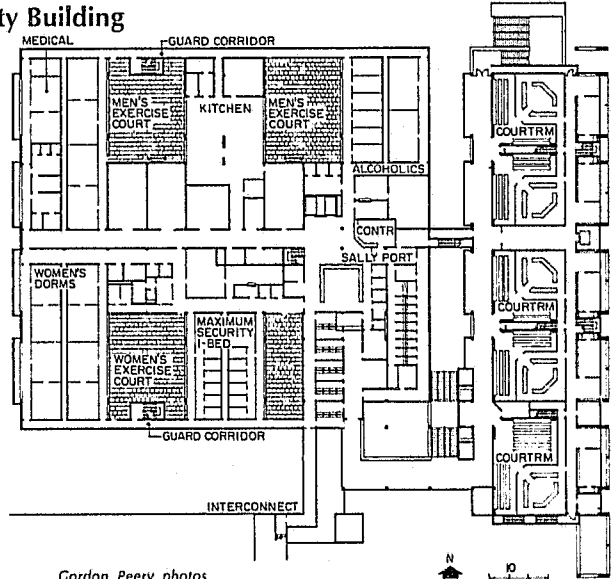
most jails must be maximum security installations. One suffering from unclear jurisdictions and lack of cooperation, and seldom having any capability for rehabilitation, these facilities can be the bane of penologists. When they are consolidated with other criminal justice functions—as in the Spokane Public Safety Building (page 116) or the Orange County Jail (page 119) they are most apt to be effective. Duplication of functions can be curtailed, important records made more immediate, and



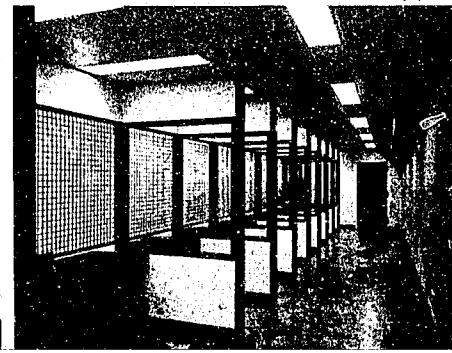
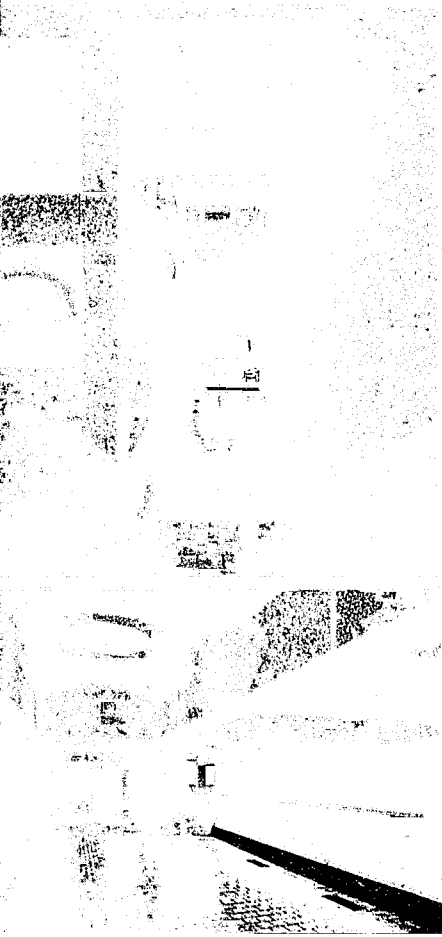
Spokane Public Safety Building

This handsome structure in Spokane, Washington, is one of the first in the country to combine the full range of city and county criminal justice functions. By sharply reducing the usual duplication of these functions, the architects have been able to provide space for educational and rehabilitative programs that previously were nonexistent. The facility includes sheriff's office, police quarters, courts, prosecuting attorney's office and separate jails for men, women and youthful offenders. The new structure is linked to the existing courthouse building which stands as a city landmark. It is smaller in scale than its older neighbor but clearly retains its own identity.

Architects: Walker & McCough.



Gordon Peery photos



prisoner transportation all but eliminated.

At the state level, the most difficult problems exist. Overcrowding and decrepitude are their worst. First offenders have long been locked up with hardened criminals. Educational opportunities are minimal, work meaningless and rehabilitation all but impossible. But even here, improvements have been noticeable.

■ **New spaces, new planning requirements**
In California, with a prison population of

28,000, excellent diagnostic facilities have been developed at Vacaville and Chino. Before being sentenced, prisoners are given educational, medical, social, vocational and psychological evaluations. From the results, judges can sentence men to appropriate institutions that offer differential modes of treatment. Specialized treatment centers for juveniles, for instance, are located throughout the state. If the spiral of crime has a soft underbelly anywhere, surely it is at this juvenile level. Young offenders

are only recently beginning to receive the benefit of special funding and research.

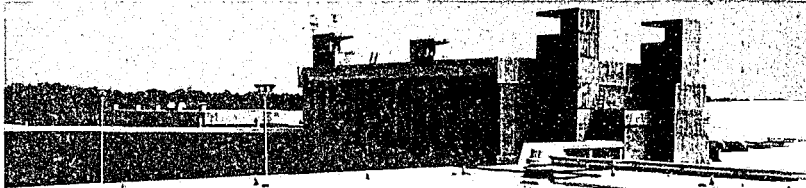
In other states there are other signs. At Oregon State Penitentiary, a \$600,000 vocational building is now rising. In Kansas, the Boy's Industrial School has had marked success in reducing juvenile crime. A number of states have re-evaluated correctional work programs and are now training inmates in marketable skills—data processing and electronics among them.

Last spring, at Temple University's De-

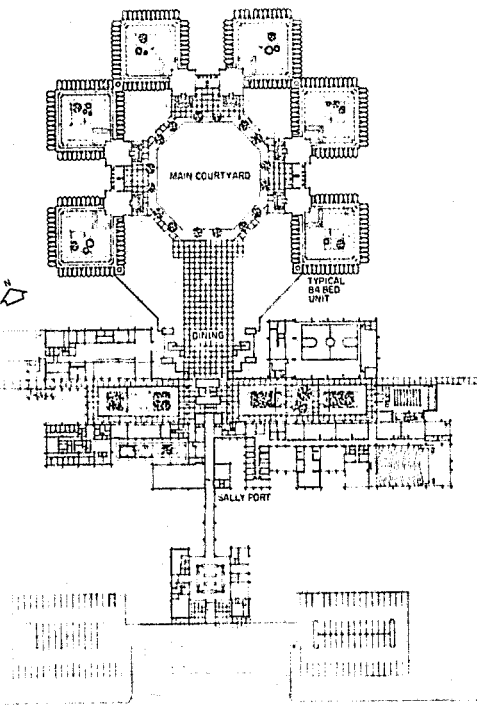
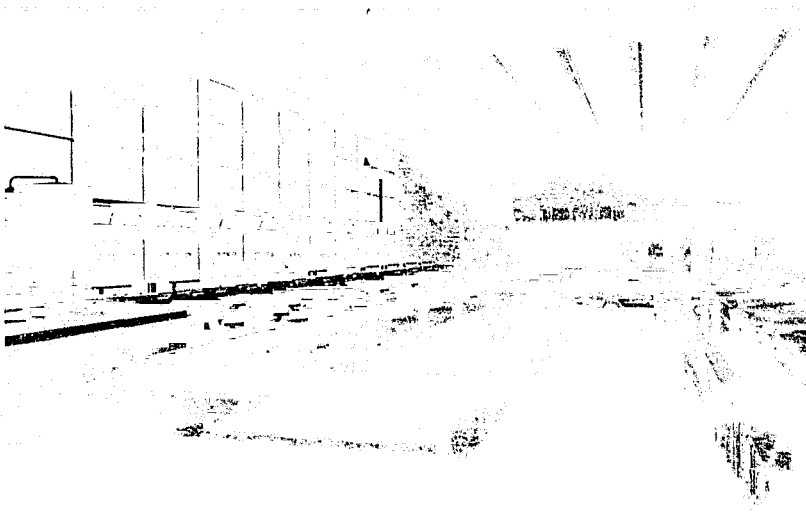
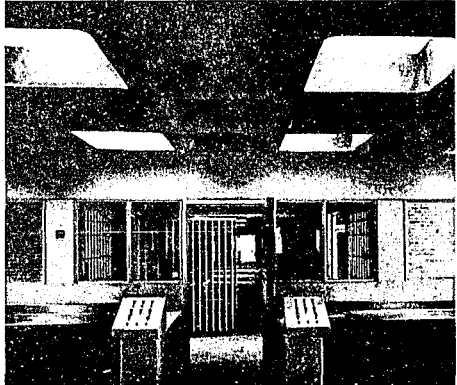
Leesburg Medium Security Prison

When complete, this prison in southern New Jersey will house 504 male inmates classified as medium-security risks. The six living units each contain eighty four single cells distributed over two levels and arranged around a large court to form a security perimeter. Each unit, in addition, has its own interior courtyard. The central, glasswalled dining hall is linked to administrative and educational spaces, an infirmary and chapel. The whole plan is loosely arranged to minimize the sense of confinement while maximizing the variety of visual experience. Informal outdoor walkways allow prisoners to experience the changing seasons.

Architects: Gruzen and Partners.



David Hirsch photos

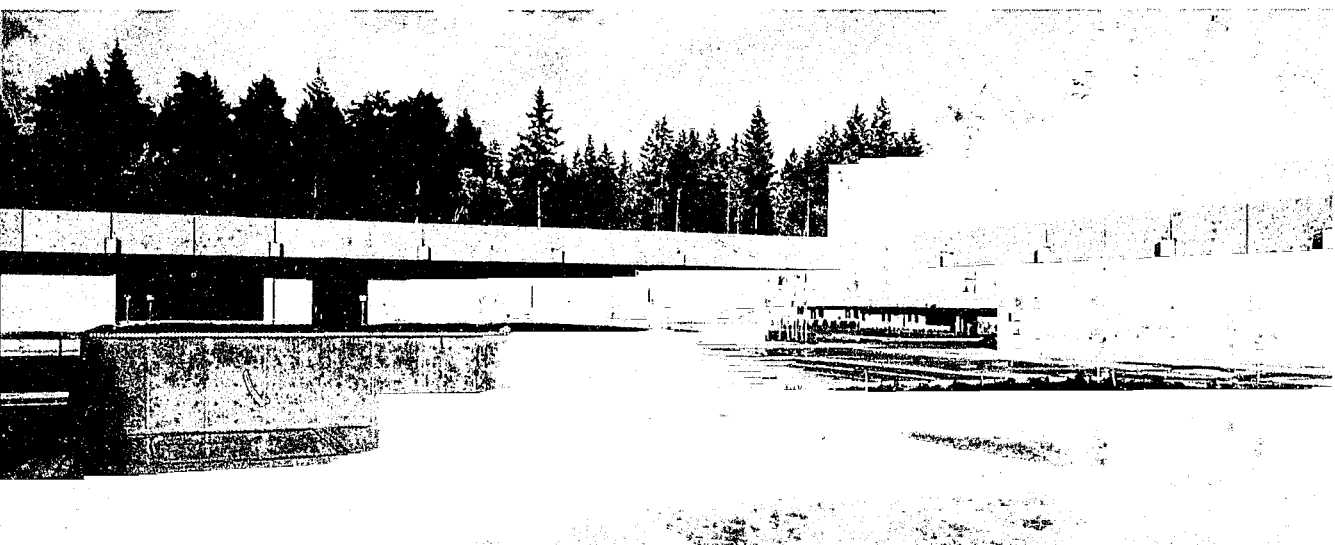


partment of Architectural Design and Construction, chairman Carl Massara supervised his students in a prison design project for downtown Philadelphia. Among the fresh ideas that emerged: a city prison that places a small shopping center on the street and provides an opportunity for prisoners to sell goods made behind prison walls. Not only would such an outlet assist prisoners in rehabilitating themselves, it would contribute to the economy of a community in need of retail stores.

▪ **The search for alternatives**
 Few people concerned with criminal justice in America doubt that our prisons and jails contain many men, women and children who would offer no serious threat to society if released immediately to selected community treatment facilities. These include narcotics offenders and alcoholics who need highly specialized treatment centers—not jails. These include “one-time offenders” and “nuisance offenders” in jail for non-support, vagrancy and simi-

lar minor offenses. These also include men who have refused induction into the armed services.

By conservative estimate, violent and dangerous criminals represent only 15 per cent of the population now confined. These must be kept out of circulation— indefinitely if necessary. Many of the rest, at little public risk, could be released into community treatment centers under the supervision of an augmented parole and probation force. Such probationary ar-



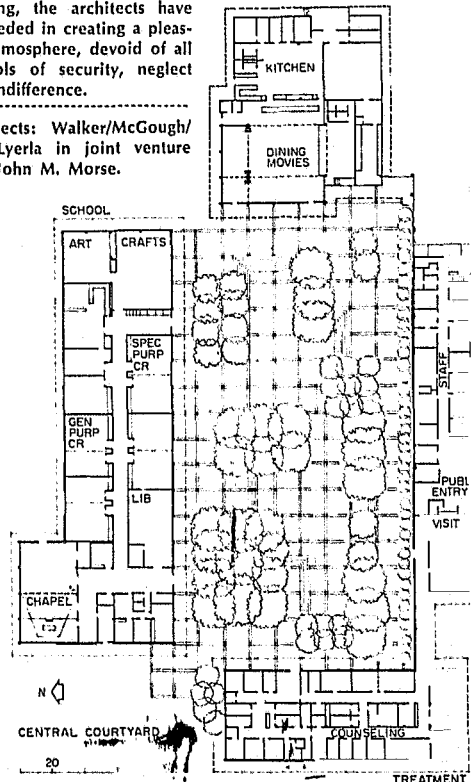
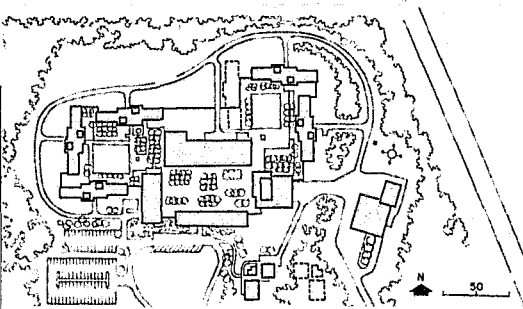
Gordon Peery photos

Washington Institute for Women

Located fifteen minutes from Purdy, Washington, this new facility for adult women aims almost exclusively at rehabilitation and is designed to express this goal. Common-use buildings define the central court-yard while housing units form two additional court-yards to the north and west. Most residents carry keys to their own rooms and are al-

lowed an unusual degree of freedom. By sensitive detailing and treatment of scale and massing, the architects have succeeded in creating a pleasant atmosphere, devoid of all symbols of security, neglect and indifference.

Architects: Walker/McGough/Foltz/Lyerla in joint venture with John M. Morse.



rangements are far less expensive than confinement and would allow correctional resources to be concentrated on those who need them most.

At the University of Illinois at Urbana, architect Fred Moyer and sociologist Edith Flynn are using a \$150,000 grant from L.E.A.A. to produce a study of community-based alternatives to incarceration. Now in draft form, *Guidelines for the Design and Construction of Regional Correctional Centers for Adults* will be in print early this fall.

Copies may be obtained from L.E.A.A. in Washington or from the University.

■ **Work release and furloughs**

Work release programs are not new. Wisconsin pioneered the idea in 1913 and by 1969, more than half the states had developed such programs. Generally, they permit inmates in the last months before release to work in the community during the day and return to custody at night. These arrangements have forcefully demonstrated

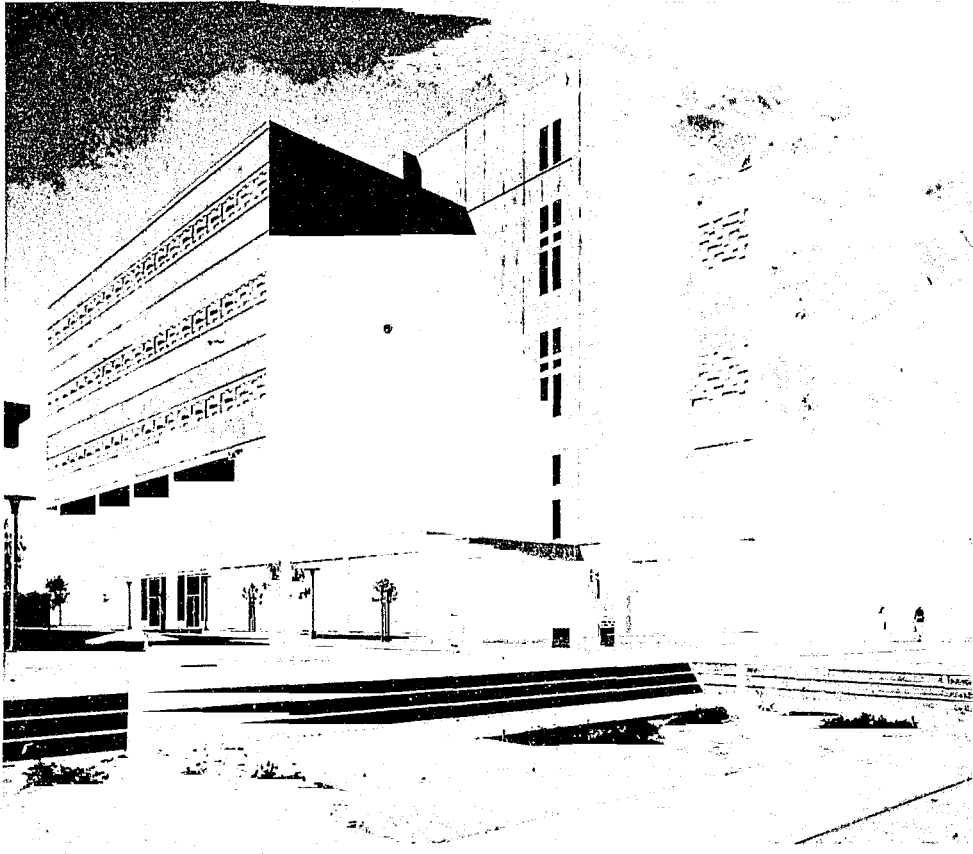
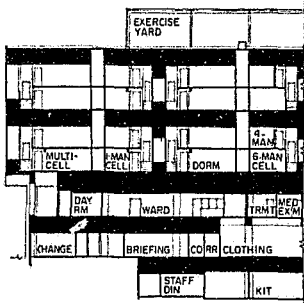
their ability to ease an inmate's reintegration into society. Roughly 500 inmates are currently on work release in the Federal system. Fewer than one in twenty fails to live up to its terms. These are returned immediately to prison where they serve out additional terms.

Among the states, work release has been generally successful. South Carolina's work release centers have provided a model. William Leeke, the State's Director of Corrections, has acquired several vacant

Orange County Jail

Part of a new civic center for Santa Ana, California, this three-building complex is designed to house 1,335 prisoners (1,200 men and 135 women) in maximum security. The inside cell block denies prisoners access to the exterior wall and permits the use of a continuous, perforated concrete grille in place of barred windows. The split level arrangement of tiers allows visual surveillance from a guard corridor at an intermediate level. Closed circuit television augments this surveillance capability by monitoring all remote spaces. The project also includes separate dining facilities for both men and women, an infirmary, a chapel, and several special treatment spaces. All security spaces incorporate electro-mechanical locking devices operated from a protected central control.

Architects: Albert C. Martin and Associates; general contractor: F. E. Young Construction, Inc.



Marvin Rand Associates photos



facilities on dollar-a-year leases for use as halfway houses. Carefully-screened applicants are placed in these centers prior to release. During their stay, they earn salaries, pay taxes, and help support their families. If successful, they are released into the community with a job, a record of employment, and some accumulated savings.

Such centers usually cause understandable anxieties in the communities where they are located. Inmates on work release do escape and sometimes commit fresh

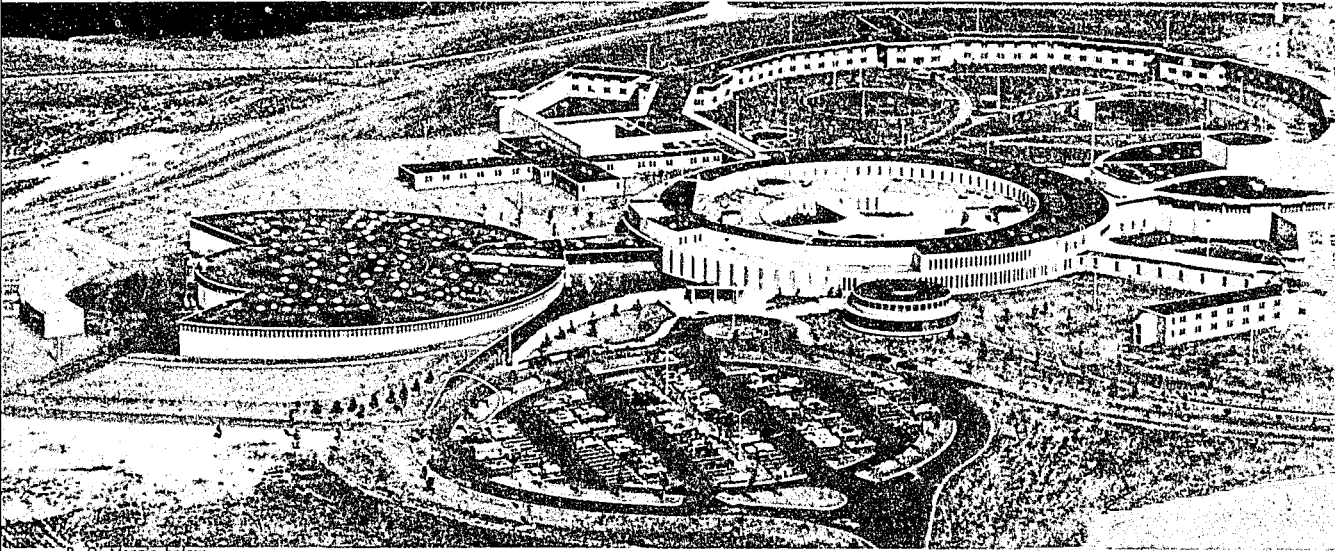
crimes. But of those who escape, many return voluntarily, most others are quickly caught. Since all inmates on work release are to be paroled or released outright in a matter of months, the worst that can happen is that a crime will be committed six months sooner. Many experts argue we should accept this risk if the long-term possibility of crime is significantly reduced.

Prison furlough programs are newer. Like work release, they aim in part at testing an inmate's stability and readiness to

return to society. They are granted only for short periods and to comparatively few prisoners. Oregon has such a program and its first results are hopeful. Twenty inmates went home briefly last Thanksgiving and fifty-one at Christmas. All returned.

3) And thus there is reform in the principles of prison design

▪ **Custody but new concerns**
Certain long standing conventions in the



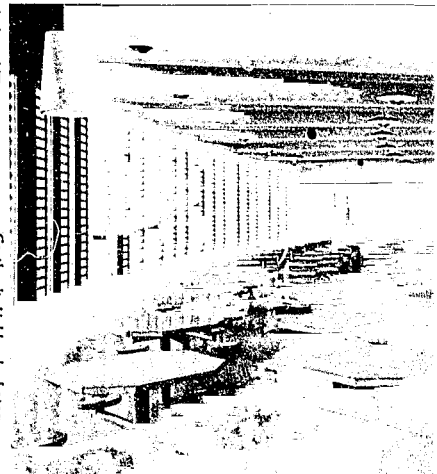
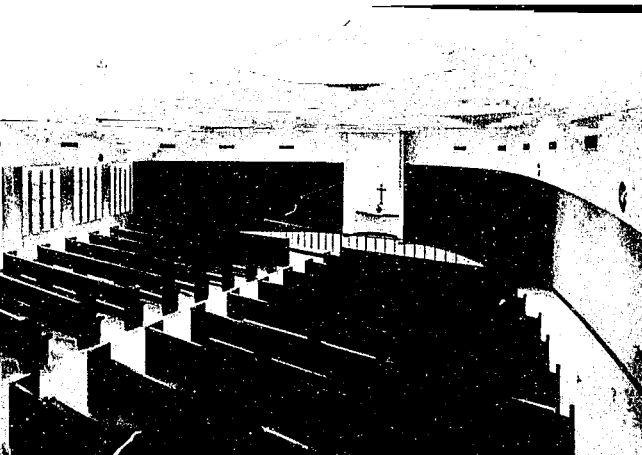
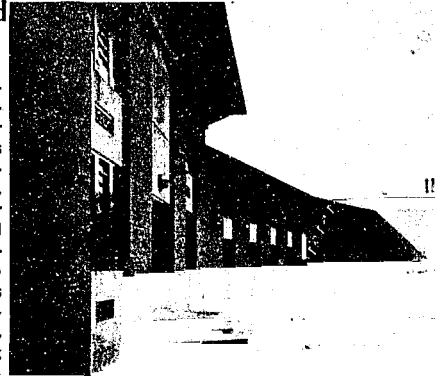
R. Di Maggio below



Youth Reception and Correction Center

A large complex by contemporary standards, this Yardville, New Jersey, facility for youthful offenders combines a 400-bed short-term diagnostic center with a longer term, high security institution for 500 inmates. A small special unit of 60 beds (for psychologically disturbed youngsters) is also included. Housing is distributed in a giant, two-story arc around a central, landscaped court; the building perimeter itself forming a security barrier. Interlocking circular structures house communal functions for education, treatment, dining and administration.

Architects: Alfred Claus and Kramer, Hirsch & Carchidi.



Corlandt Hubbard photos

design of correctional institutions are being challenged in the prisons shown on these pages.

▪ **The search for close-in sites continues**

For reasons of economy, politics, and penal philosophy, prison sites used to be sought in isolated, rural locations—typically in the northwest corner of the state, out there where the road ends. This resulted in many difficulties. A high grade correctional staff was difficult to assemble and keep. Distant

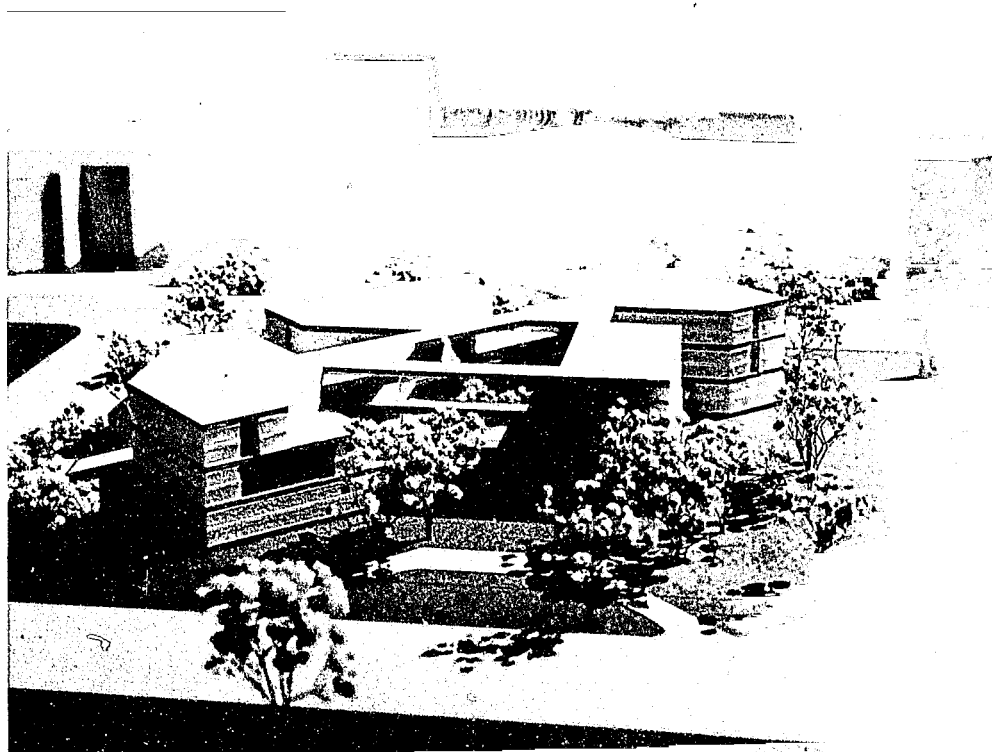
travel was a hardship for prisoner's families. More often than not, they could not afford the trip. Today, legislatures and correctional departments look for "close-in" sites near courts, near cities and universities where communities can have a part in rehabilitation by offering jobs to inmates on work release and by providing education.

▪ **In most cases architects have worked to avoid stiff formality**
They have broken down the stultifying

symmetry and scale of earlier models to create a community or campus-like environment. Bars, grates, towers and locks, while still present, tend to blend into the architectural character rather than dominate it.

▪ **New facilities tend to place greater reliance on electronic surveillance**

While concurring in its obvious economies, architect John Grosfeld (La Pierre, Litchfield, Weidner & Grosfeld) warns that



Omaha-Council Bluffs Correctional Facility

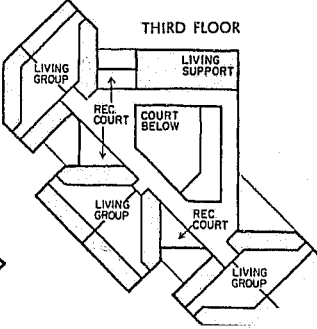
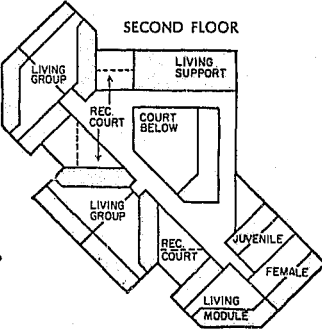
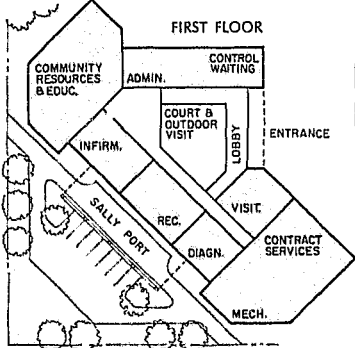
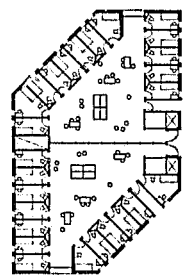
This design for a regional correctional facility in Omaha departs significantly from typical jail solutions. The designers have planned a structure that is non-institutional, non-authoritarian and asymmetrically massed around a large open court. Though security has not been compromised, the whole design has an unexpectedly open and permeable quality.

Housing units are one-man cells ranged in groups of 12 around open recreational space—a system that permits both control and segregation of prisoners in the most flexible way. Infirmary, diagnostic center, educational space and visiting areas are located on the ground floor.

Architects: Kaplan & McLaughlin in joint venture with Kirkham, Michael and Associates.

Housing units are one-man cells

TYPICAL MODULE



closed-circuit T.V. has important drawbacks. "Picture resolution is not always of satisfactory quality. Furthermore, prisoners tend to resent electronic monitoring and express that resentment by vandalizing the equipment."

▪ **The prison administrators' preference for single-occupancy cells is beginning to replace the traditional prison dormitory.** Cells are being grouped in 12- to 18-man clusters and rearranged in ways that have

clear social and architectural implications.

▪ **The controlled setting**

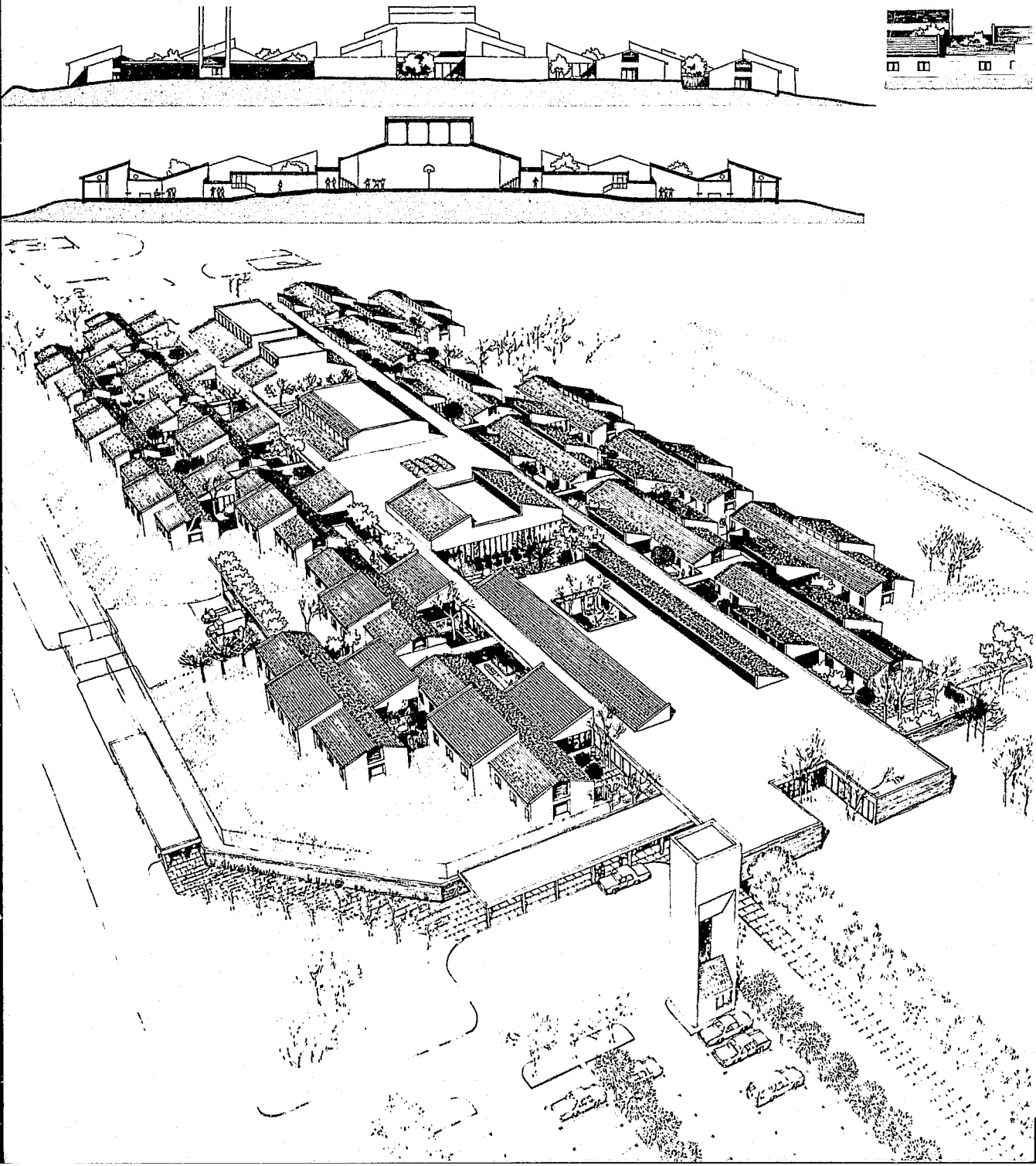
While the temptation is always present to build large facilities, there is a general recognition that the behemoths of the past—San Quentin, Sing Sing, Atlanta, Leavenworth—offered no prospect for rehabilitation. Most new facilities have 600 capacity.

▪ **Increasing specialization**

Both at the federal and state levels, they

have tended to become more specialized also. The Illinois Security Hospital (page 123) and the St. Albans Correctional Facility (page 115) are clearly programmed, designed and staffed to treat two particular classifications of offenders. As diagnosis and treatment techniques improve, this kind of specialization seems likely to increase.

These humanizing influences reflect a more balanced view of corrections—a view that places rehabilitation on at least a par



with custody and punishment as social objectives.

Rehabilitation programs have been written before. Most remained paper programs. Rehabilitation spaces have been created before. Under pressure of overcrowding, they have often been absorbed into custodial space.

Whether this newest generation of correctional facilities will succeed in correcting is still uncertain. Many signs point to hope. Architect Herbert McLaughlin

(Kaplan & McLoughlin) has expressed this forthright view: "The design of a jail must work to the purpose of humanity. It must provide both the jailer and the inmate with a sense of themselves as non-threatened, worthy individuals. . . . We are learning from the newly emerging discipline of socio-physical design how environments give behavioral cues. These lessons must be applied to jails. An atmosphere which provides privacy, choice, informality and control is not only possible, it is man-

datory."

In a recent letter to Dr. Karl Menninger, Daniel Gale, A.I.A. (Hellmuth, Obata & Kassabaum, speaks to the point: "I think it is becoming clear that inmates have to live in small, treatable groups, be supervised by counselors, not jailers, be given the opportunity to keep busy in fruitful pursuits, express themselves as individuals, be further educated and, perhaps most important to my mind, be permitted to develop a sense of responsibility. . . . The

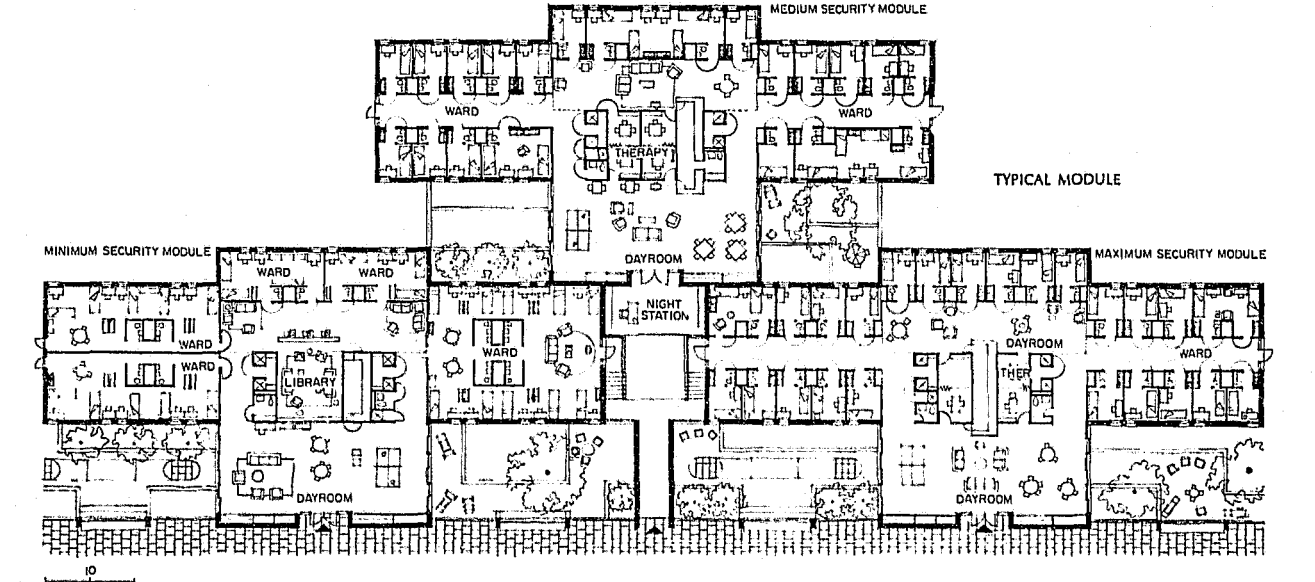
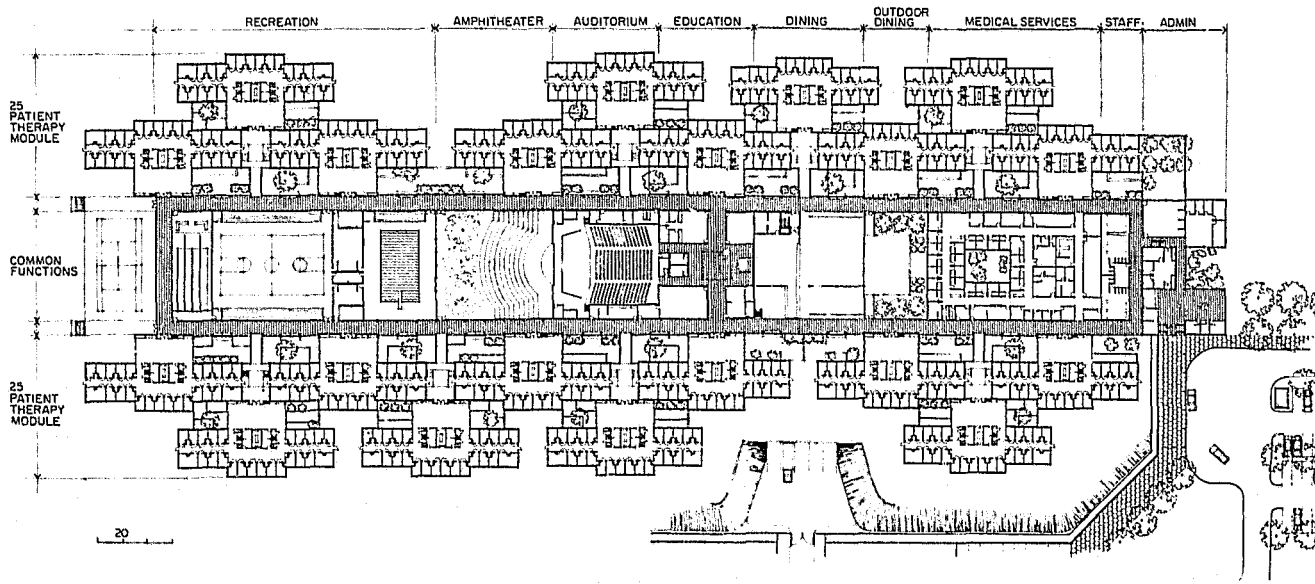
Illinois Security Hospital

A specialized correctional facility in Belleville, Illinois, for offenders diagnosed as mentally ill, this competition-winning scheme clusters differentiated housing units around common treatment facilities. The circulation-systems includes interior court-

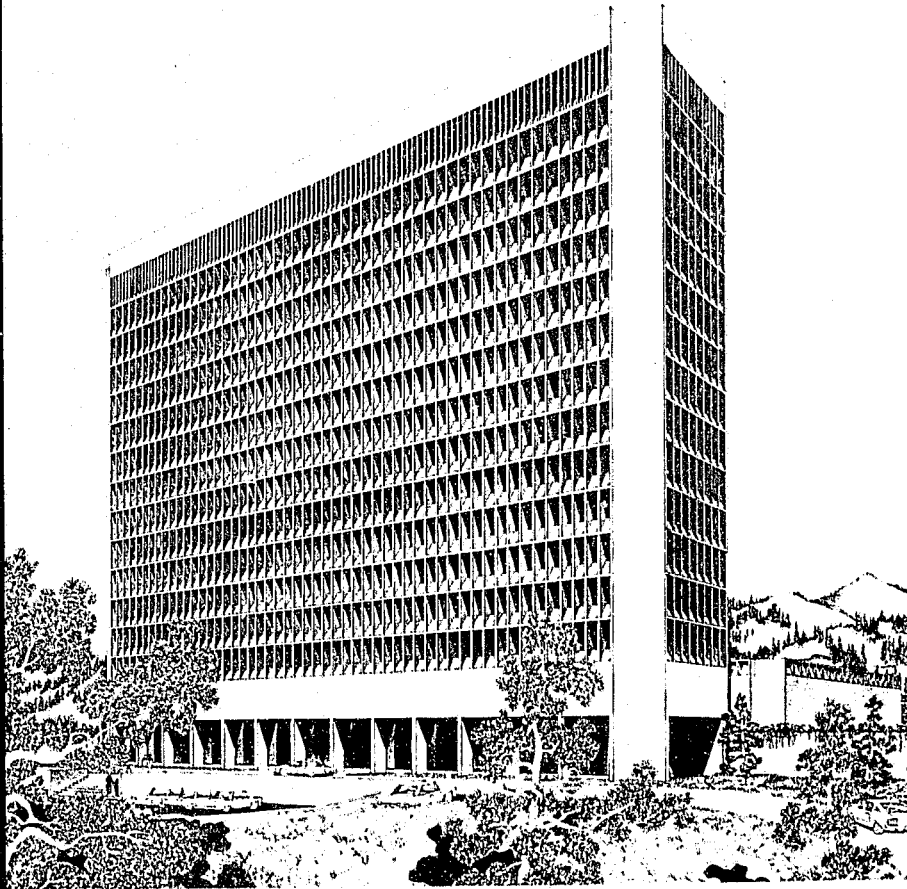
yards used as outdoor therapy space. The facility will use a progressive privilege system based on behavioral response. Living units, graduated from maximum to minimum security, are located sequentially throughout the complex. As patients improve, they ad-

vance into spaces with less restraints, more recreation and a pleasant environmental more quality. Scale and massing have been important determinants in design.

Architects: Hellmuth, Obata & Kassabaum.



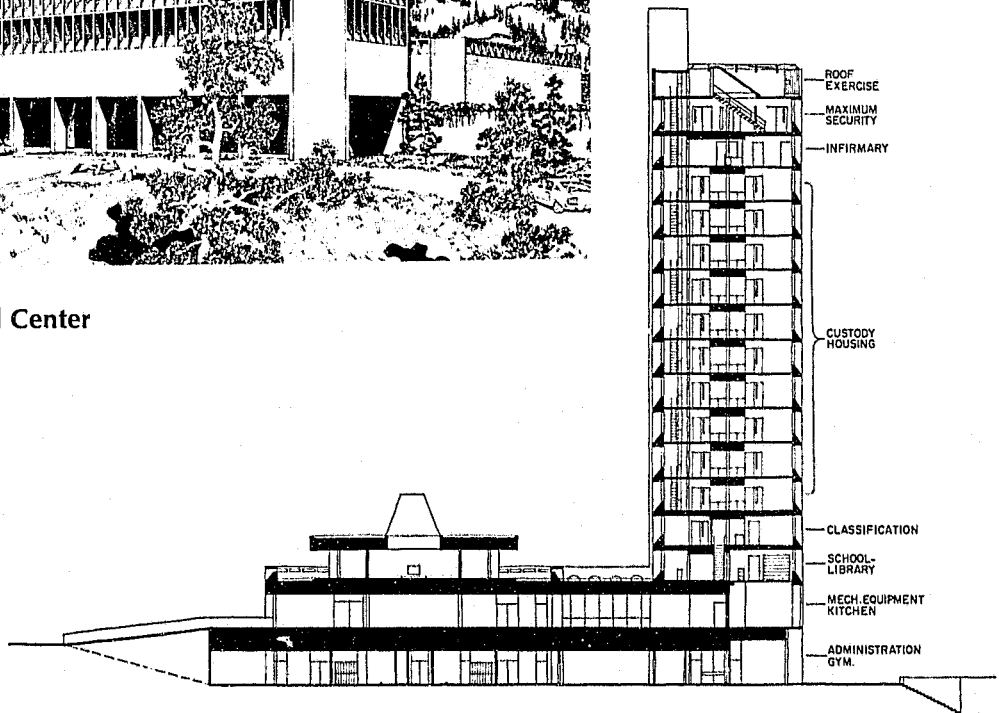
architect must help the division of corrections, assuming he is fortunate enough to have a capable and concerned one, sell, sell, sell, to the public, the legislature, the division of public works, and in some cases the correctional staff itself and the funding agency. . . . Our role, then, can only be to master plan a system, or parts of a system, to give facilities their proper weight in the total plan, then execute those facilities with as broad an understanding as possible. . . . Fantastic things are possible."



Western Correctional Center

Believed to be the first high-rise plan for a state prison in the country, this facility for Burke County, North Carolina is now under redesign. It is included here as a project because of its urban implications and the obvious building and land economies it suggests. Common use elements, inside a security perimeter, are located in the base. Classification, treatment and custody units form the tower.

Architects: Charles Morrison Grier & Associates with Curtis & Davis.



New Prison Designs Stress Human Elements

BY ADA LOUISE HUXTABLE

In the agony of the Attica aftermath, the one fact universally agreed on by penologists and sociologists is the need for prison reform. The events at Attica took place at one of the "newer" and "better" New York State maximum-security prisons, completed in 1931. For the 40 years since it was built, Attica has been considered out of date by these experts, along with most of the country's other penal institutions.

An Appraisal

Attempts at liberalized program reforms have been made within archaic buildings where environment is measured not by its effect on men, but by the strength of steel. The difference between a maximum- and medium-security prison is defined by the time it takes to cut through a steel bar, or by the height of a wall. The standard design criteria of prison architecture have had little to do with the lives of men.

Change is coming — too late for the Attica Correctional Facility. A few structures are beginning to appear that represent a complete break with traditional prison design. But their numbers barely touch the problem, and even their innovations are already being debated by experts who are increasingly unsure of the answers.

New Prisons Planned

New York will have one of the most progressive of the new correctional institutions, to be started in lower Manhattan later this year.

The Metropolitan Correctional Center that will replace the old West Street jail will pioneer advanced principles of penal design and prisoner treatment. It is in the vanguard of a group of such institutions planned for American cities by Federal authorities.

The New Jersey State prison at Leesburg, between Atlantic City and Cape May, completed this year, is being spotlighted as a showcase of new theories and practice. Other examples are in governmental pipelines now, but with political and bureaucratic delays, they can often take 10 to 15 years to materialize.

The design of the new institutions is much more than cosmetic. It does not just add new facades and materials to outmoded concepts. It starts with basic changes in social philosophy and functions and in custodial and treatment programs. This radically revises plans and layouts and the kinds of facilities provided and how they are used. It even changes the hardware. It ends with a completely different type of building.

Near Other Facilities

New York City's Metropolitan Correctional Center, designed by Gruzen and Partners, will incorporate the most advanced theories of prison architecture.

Situated behind the Federal Courthouse at Foley Square and next to the new Police Headquarters, it will be bounded by Duane and Pearl streets, Cardinal Hayes Place and Park Row. The correctional facility will cover the north half of the site; the south half will be occupied by Federal offices for the United States Attorney. It will be designed by the same architects.

The \$12-million building will house 400 detainees, most of them waiting for trials. It will consist of a central administrative section and two "towers." The towers are organized into vertical facilities for "functional unit programs," which divide inmates into small groups.



Drawing of the Metropolitan Correctional Center, to be built on Park Row later this year. At left is new Police Headquarters and at left rear is the Municipal Building.

The functional unit consists of a "living unit" with 16 cells in two split-level rows opening onto a central, double-story community space. Each is served by its own feeding and recreational facilities and staff.

Incoming prisoners will be professionally evaluated and segregated so that juveniles and hard-core offenders, for example, are separated. There will be a halfway house and drug-detoxification units.

Supervision will be as much through caseworkers as by guards. Each unit stresses human scale and relationships. Because the process includes pre-trial and pre-sentencing observation and study, with counseling and agency referral, it is meant to be a preventive as well as a rehabilitative tool.

Security will be less visually and psychologically disturbing. Since the building will be air-conditioned, windows can be of plastic or glass. Heavy plastic panels may substitute for interior barred gates.

The innovations already completed and in use at the \$16-million, 504-man prison at Leesburg are of particular interest.

'Secure Yet Viable'

The facility was proposed as a result of New Jersey prison riots in 1952. The architects, also Gruzen and Partners, were commissioned in 1958, and the rest is a 13-year political and financial obstacle race, tempered by ambivalent public attitudes toward the handling of criminals.

Leesburg had to be built in two stages, which raised costs. The architects were assisted throughout by a panel of progressive New Jersey correction officials.

The assignment was "to create a secure yet viable environment aimed at alleviating the oppressive sense of confinement." Its pri-

mary objective, like New York's Metropolitan Correction Center, is to "prepare the inmate for responsible community living." The approach is "problem solving" rather than purely custodial.

Facilities include provisions for professional diagnosis and treatment. A community-like complex of living units, united with services through comparatively free circulation, restores, rather than destroys, a sense of normal life situations. The cells are in six connected "housing units" in the form of open squares enclosing partly planted courts. The six units surround a large open courtyard with trees.

Each cell has its door on a glass-walled corridor around the court. But the criteria of conventional penal design are unavoidable: the louvers have a 5-and-a-half-inch opening; six inches, the width of the human head, is no longer "secure."

Buildings Form Wall

The housing units are joined by a glass-walled dining pavilion, raised for a view of the landscape. Work and recreation facilities are reached from this complex by arcade-like walks, without the need for mass herding down corridors. The visitors' room has no barriers or screens.

Security is achieved largely through the plan. The linking of the buildings turns them into an insurmountable wall. A specially shaped overhang would defy Houdini.

Landscape design is by Paul Friedberg and Associates; the reinforced concrete structures have been engineered by Lev Zetlin and Associates.

Leesburg has its critics and supporters. It has been assailed as a "country club," hailed as a breakthrough in penology and scored as already out of date. One unexpected side effect is that the guards are said to like it better, and inmates benefit.

According to the architect, Jordan Gruzen: "Punishment is taking a person out of society. To make the nature of the confinement punitive as well is double and unwarranted punishment. The objective should not be to make men unfit to rejoin society."

'The Central Reality'

But the problem goes deeper. There are experts who say that

the reform and rehabilitation debate misses "the central reality of the inmates' life."

That reality has little to do with how many hours of liberalized education, recreation and consultation are given. According to Richard R. Korn and Lloyd W. McCorkle, in their book, "Criminology and Penology," these statistics are meaningless.

What matters more, they contend, is the total prison environment, and how the prisoner experiences it. Fear, exploitation and brutalization among the inmates is now the rule. The basic issue is "how he manages to live in and relate to" this violent and desperate prison subculture — in short, what they call the "survival quotient."

There are others who believe that there should be no institutional prison environment at all. They say that it has never worked, and that with the violence and volatility of changing social problems there is no hope in prisons for the future. They contend that expensive new buildings, no matter how improved the design at the moment, only lock in failure and future obsolescence through their permanence and massive investment.

Flexibility Is Urged

One alternate prescription gaining currency among critics is decentralization. Ronald and Joanne Goldfarb, authors of an internationally researched study of prisons about to be published, called "After Conviction," advocates the breakup of correctional facilities and greater flexibility, with detention and treatment of small groups within the community. The authors emphasize preventive techniques and intensive research.

The Goldfarbs call for the use of existing buildings or temporary structures, adaptable and expendable as needs change.

"Not one more penny should go for one more brick for building correctional institutions," they say. "There should be no architecture."

The decentralization theory leaves serious questions about technique, cost, practicality and the sheer logistics of handling the prisoner population. If buildings are to be constructed, anything less than the new designs seems unthinkable when weighed against existing conditions. They are the very least that enlightened architects, utilizing new knowledge of the social and behavioral sciences, can provide.

New Design Helps Point the Way to Prison Reform

BY WOLF VON ECKARDT

In a typical, large state prison, visitors can walk from the prison hospital to the gas chamber. And it has happened more than once that offenders, too, have taken this walk between the two extremes of our attitude towards them. They were saved by the public demand that the ill are treated humanely only to be destroyed by the public demand for punishment and vengeance.

Prison authorities, according to many penologists, are irresolutely caught in this conflict. In one recently completed state prison, for instance, they authorized a large swimming pool. But when it was built, they feared being accused of "coddling" criminals and covered it over with earth.

After Attica, the very thought of prison swimming pools seems unthinkable — at least for a while. Prison authorities and guards are likely to be nervous. Inmates are hardly encouraged by the bloodbath. The state troopers' volley that killed 32 inmates and ten hostages at the Attica Correctional Facility also cut short reasonable communication within the country's prison system.

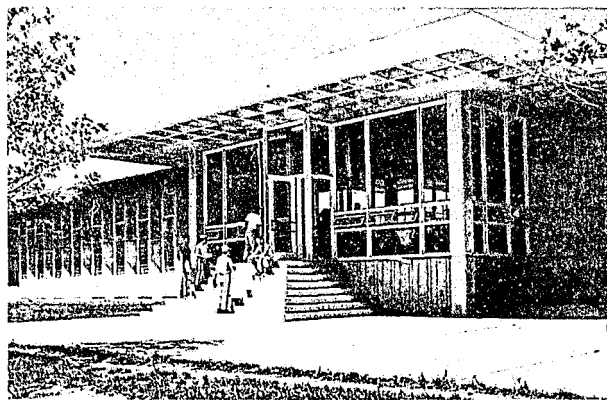
But Attica made big news and called public attention to the desperate need to correct our correctional institutions. If this attention can somehow be sustained, the long range effect is bound to be salutary. Public concern in America has, in the end, always come down on the side of humanitarianism. "The martyrs of the Attica tragedy have shown everyone the failure of our penal system," says Jordan Gruzen, an architect who is among the pioneers of a more humane prison architecture.

The failure of the system is perhaps best illustrated by one simple statistic: Of all persons released from prison in 1963, 65 per cent were rearrested within six years.

The causes of this failure are not only that most of our penal institutions are hopelessly overcrowded and dilapidated. It is also that they are largely designed on the principle that the offender's spirit must be broken before reformation of his character can begin. The buildings themselves — people warehouses that provide its inmates no room for exercise, no space for recreation, no room for a man to work away frustrations, anger or energy, defeat the whole notion of reformation, correction, rehabilitation, or whatever you call it. More often than not, as many penologists admit, they are schools of crime.

"For far too long prison architecture has consisted primarily of revising old designs to reduce escape risks," says Norman A. Carlson, the director of Federal Prisons in an article in the *Journal of the American Institute of Architects*. "What has really happened, and what correctional administrators and architects are beginning to recognize, is that disguising security with cosmetic techniques has done little to reduce the chances that an inmate will commit a new crime upon release. We now have a new approach and realize that the design of such an institution must follow the modern correctional philosophy: that with proper treatment an individual who has violated the law can be corrected and become a law-abiding, contributing member of society."

Congress has reflected similar concern about the need for reform of the penal system. Part E of the Omnibus Crime Control Act of 1970 authorizes federal assistance to the states to improve outmoded prisons and jails and to establish programs for rehabilitation, probation and parole. A good deal of federally financed research on all this is currently under way. It is conducted by various universities under the auspices of the Law Enforcement Assistance Administration in the Department of Justice.



—Gruzen & Partners, architects.

The new state prison at Leesburg, N.J., has a glass-walled dayroom in each cell block, opening onto a central court.

The research is far from conclusive and bound to be accelerated. But certain trends are clearly discernible to give substance to what Carlson calls "the new approach." It is, first of all, to build or rebuild as few conventional prisons, or "correctional institutions," as the jargon now has it, as possible. The emphasis instead is on the use of halfway houses, probation and other supervised release programs. Federal funds for new local prisons, reports the *AIA Journal*, will be granted only if the community has done all it can to deal with offenders in ways other than simply putting them behind bars.

Another clear trend is to keep new prisons small and to build them not out in rural isolation but in the city. It has been a mistake to build prisons for 2,000 inmates or more (Attica has 2,245 inmates). LEAA now tells the states that they need not apply for funds for prison projects planned for more than 400 adult or 150 juvenile inmates. "Smaller facilities are easier on the guards who may become nervous and uneasy under difficult circumstances and take it out on the prisoners," says John P. Conrad, a LEAA official. "Even more important, they are easier on the prison population itself because of the closer contact with the personnel. In no way, though, will the smaller facility automatically eliminate every problem, for instance the very serious problem of protecting the prisoners from one another."

New facilities are to be built in the cities and metropolitan areas because professional services, educational institutions, citizen volunteers and other advantages are more readily available and it is easier for families and friends to visit the inmates.

The most important new trend, however, is a new, creative prison architecture without bars, designed to aid treatment and make the traumatic aspects of confinement as inconspicuous as possible. "Being confined is negative and 'punishment' enough," says Gruzen, "but the place of confinement need not be negative to be escape-proof. In fact, the environment must be a constructive force, as well as serve as an effective instrument of organizational policy."

Gruzen and his firm designed the new State Prison at Leesburg, New Jersey, on this concept. It houses some 500 "medium security" inmates and is considered perhaps the most enlightened penal institution in the country. The housing units are linked to each other around pleasantly landscaped courtyards, thus eliminating the need for a prison wall. The bars are replaced by plate glass,

projecting cornices and other devices. Cells are painted in cheerful colors and pleasantly furnished and the dining hall has a view on the South New Jersey farmlands. "We have been attacked for building 'marble halls for prisoners,'" says Lloyd B. Wescott, president of the New Jersey State Board of Control, a dairy farmer by vocation and, in his own words, "a one-man rooting section for more creative and effective prison architecture" by avocation. "But the cost is probably less than that of a conventional prison. And Leesburg has a healthy atmosphere that permeates the men. They actually smile at you when you visit. There is no sense of anger and animosity. The guards like working there and do a better job."

Another model institution was built by the Federal Bureau of Prisons. It was once the National Training School for Boys here in Washington but totally transformed after it moved to Morgantown, W. Va., where it opened two years ago as the Robert F. Kennedy Youth Center. The center looks like a campus and only one of its housing units, or cottages, has built-in security features. Otherwise there are no bars or fences and the 300 16- to 20-year-old "students," as they are called, learn to talk openly with each other and the staff in a relaxed atmosphere without tensions or pressures. The aim is to "graduate" law-abiding young citizens rather than potential recidivists or backsliders. It is too early to tell how well the "graduates" are doing. But the early indications are

encouraging, according to Gary Mote, the chief architect of the Federal Bureau of Prisons.

Mote is now engaged in directing the design of similarly experimental metropolitan correctional centers in five cities—New York, Chicago, San Francisco, San Diego and Philadelphia. The first one, an 11-story building adjacent to New York's federal courthouse, designed by Gruzen, and to be started this fall, seems more like a mental health clinic than a prison. It serves as both, a halfway house whose inmates work in the community and a short-term place of detention for people awaiting trial or serving short sentences. Everything in the center is designed for individual case work which aims to reintegrate the offender into the community.

But what about the hard core, the tough criminals who are a threat to their fellow men? There will still be maximum security prisons. But it can be flexible security, that is, a system that allows doors and bars to be added as required. "These places, too, need not be Bastilles," says Mote. "And they can have a human scale, designed for a few hundred beds, rather than more than two thousand as in Attica."

It will be some time, of course, before the Atticas are replaced or rebuilt. Meanwhile it is reassuring, however, to hear a high official of the Federal Bureau of Prisons speak of "beds," rather than cells.

Correction and Architecture: A Synthesis

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UNDER CONTRACT TO THE Law Enforcement Assistance Administration, the University of Illinois Department of Architecture has developed guidelines for correctional administrators and architects to use in the processes of correctional problem identification, the planning and development of adult treatment programs within the community context, and the planning and design of regional and community correctional centers for adults.

The *Guidelines* is a response to the Omnibus Crime Control Act of 1970, which brought new emphasis on corrections and new funding under Part E of the 1968 act, and which was developed at a time when corrections and research in correctional rehabilitation had received new impetus under the concerned and enlightened leadership of the present administration.¹ In view of the fact that we do not yet possess a unified theory of criminal behavior, and since crime prevention must still be considered to be at the exploratory stage of scientific analysis, the *Guidelines* is primarily seen as a way of planning, as a means for accomplishing change, and as a bridge between corrections as it exists today and the corrections of tomorrow.

In an effort to accomplish this challenging task and to provide the field with a viable instrument capable of incorporating feedback (and hence self-regulation in the cybernetic sense), the *Guidelines* features a format and index system explicitly designed to facilitate adding new information as it becomes available through experience and research, deleting material as it becomes obsolete, and supplementing data as the effectiveness of particular programs and environmental settings becomes known. To assure empirical grounding of the *Guidelines*, the research methodology included frequent and regularly scheduled interaction with many innovative correctional administrators, line staff, and architects in the field, in addition to fruitful contact with members of the behavioral sciences, the legal profession, and the professional associations.

The *Guidelines*, in essence, represents a comprehensive and systematic approach to the planning of state, regional, and community correctional systems, in which institutionalization is seen as the last, rather than the first, dispositional alternative. For situations requiring facilities, a synthesis of available theoretical and empirical socio-environmental data and pertinent architectural component designs is offered to facilitate program design for new facilities, and renovation or remodeling for existing ones. Functional relationships between spatial components are weighted and principles governing their combinations are offered. In every instance, architectural content is developed and presented as a response to postulated correctional goals and treatment programming objectives. Facility pure-types, as well as the series of combinational models, present new problems to be addressed by the architectural design process. As a result, the *Guidelines* offers basic goals and alternative design strategies leading toward their attainment. With the anticipation of field experiences through implementation and evaluation, under the provisions of the Part E Amendment, it is expected that valuable feedback will be gained

¹ See President Nixon's "Memorandum for the Attorney General," *The Congressional Record*: Senate (June 15, 1971). See also, *The Criminal Offender—What Should Be Done?* the Report of the President's Task Force on Prisoner Rehabilitation (U.S. Government Printing Office: Washington, D.C., April 1970).

which will allow refinement and extension of these precepts. Additionally, it is expected that considerable knowledge will be added in this sphere, considering the many promising developments in the exploration of the relationship between the physical environment and human behavior.²

Emphasis on Community Corrections

While the principles and recommendations of the *Guidelines* are applicable for any correctional setting, major emphasis is, for sufficiently compelling reasons, placed on community corrections. The first consideration is one of societal protection. Since most offenders eventually return to the community, mere incarceration provides short-term protection at best, and thereby evades a basic but frequently hidden issue: in corrections, ultimate community protection is conditional upon a behavioral change on the part of the offender, which in turn is contingent upon his complete and successful integration or reintegration into that community.

The second consideration is one of economics, or the question of optimal utilization of scarce resources to produce the desired effect. Obviously, the high cost of traditional institutional construction points to the need for community corrections, as well as to the desirability of increased utilization of community resources, if any major quantitative inroads are to be made in the area of rehabilitation and crime prevention. Community-based corrections, however, not only maximizes these reintegrative aspects, but prevents, in many instances, the disruption of the important social ties between the offender and the community. Most important, community corrections emphasizes the reintegrative process of corrections, a vital but long neglected aspect of the rehabilitative process.

A third and final consideration in favor of community corrections is the recognition that many forms of crime and delinquency arise from failure and disorganization of the community, from defects in the social order to which criminal behavior may be viewed as a "normal" response. Since community corrections places emphasis on changing the community in addition to the offender, it appears to be an appropriate response.

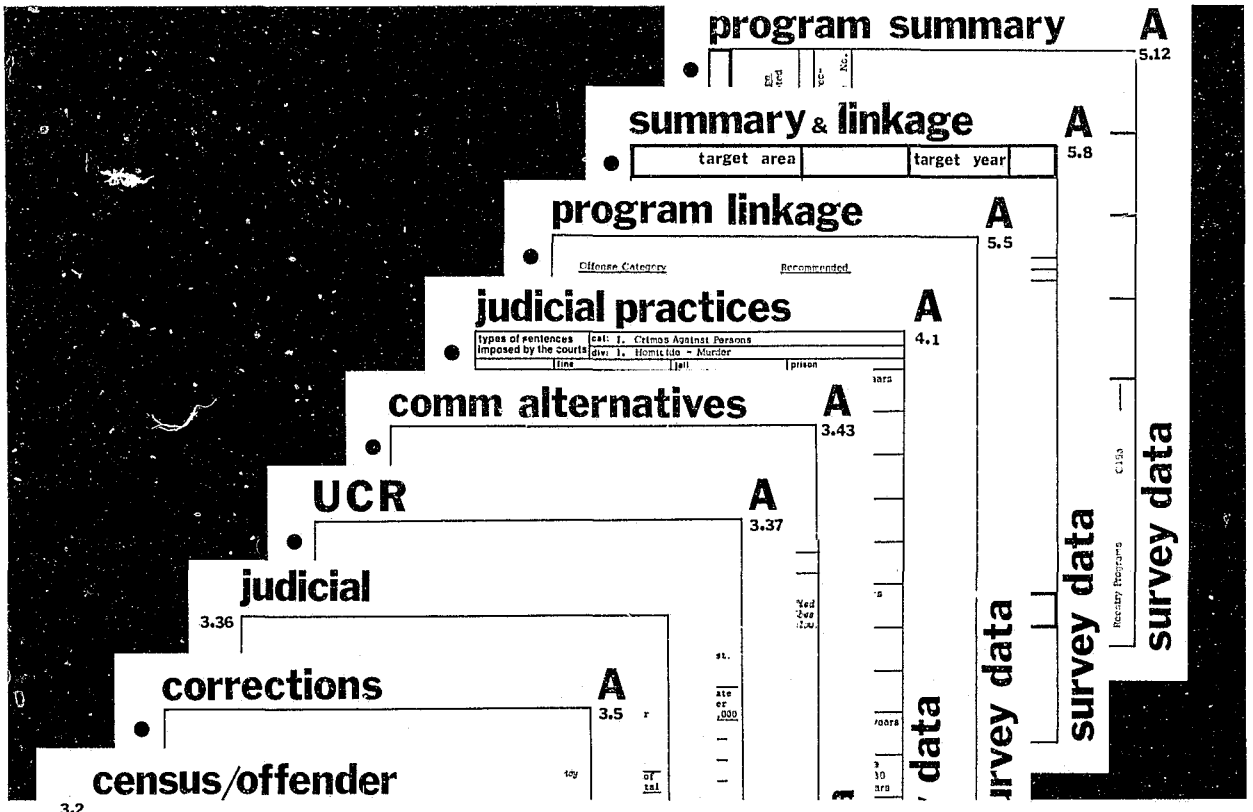
In spite of these obvious advantages, however, a caveat seems in order: while there are good indications that community corrections reduces crime, there is still a lack of verified, empirical data to point to measurable success of community treatment, or to the efficacy of particular treatment techniques within the community correctional setting. Nonetheless, a valid case for this approach can be constructed, in light of the advantages discussed above, and the fact that social science findings indicate that community corrections is at least as effective as the traditional processes of institutionalization.³

Data For Planning

In an effort to provide the correctional planner with a methodology and tool for the open system approach, a comprehensive

² For a comprehensive, interdisciplinary collection of writings in this area, see Harold M. Proshansky, William H. Ittleson, Leanne G. Rivlin, *Environmental Psychology: Man and His Physical Setting* (Holt, Rinehart and Winston: New York, 1970).

³ Elmer K. Nelson, Jr., "Community-Based Correctional Treatment: Rationale and Problems," *The Annals of the American Academy of Political and Social Science*, 374 (1967), pp. 85-87.



survey was developed to assist administrators in identifying the correctional problems of their target area, to inventory current detention practices, and to assess the potential of alternative treatment programs and community resources for the purposes of corrections. Once the information has been gathered, it becomes the basis for determining current and future correctional needs, including subsequent planning, building, and program development.

The significance of this programming methodology as it relates to the development of qualitative and quantitative spatial requirements for facility construction programs is major. A rational definition of need, completely emergent out of the requirements and opportunities of the service area, is offered to the correctional planner and architect. As a result, arbitrary projections of obsolete practices, or estimations of current and future space needs without reference to the dynamics of a total system context, can be obviated by the use of this material. Every architectural program should be grounded in such a survey approach which, heretofore, has not existed at the local levels.

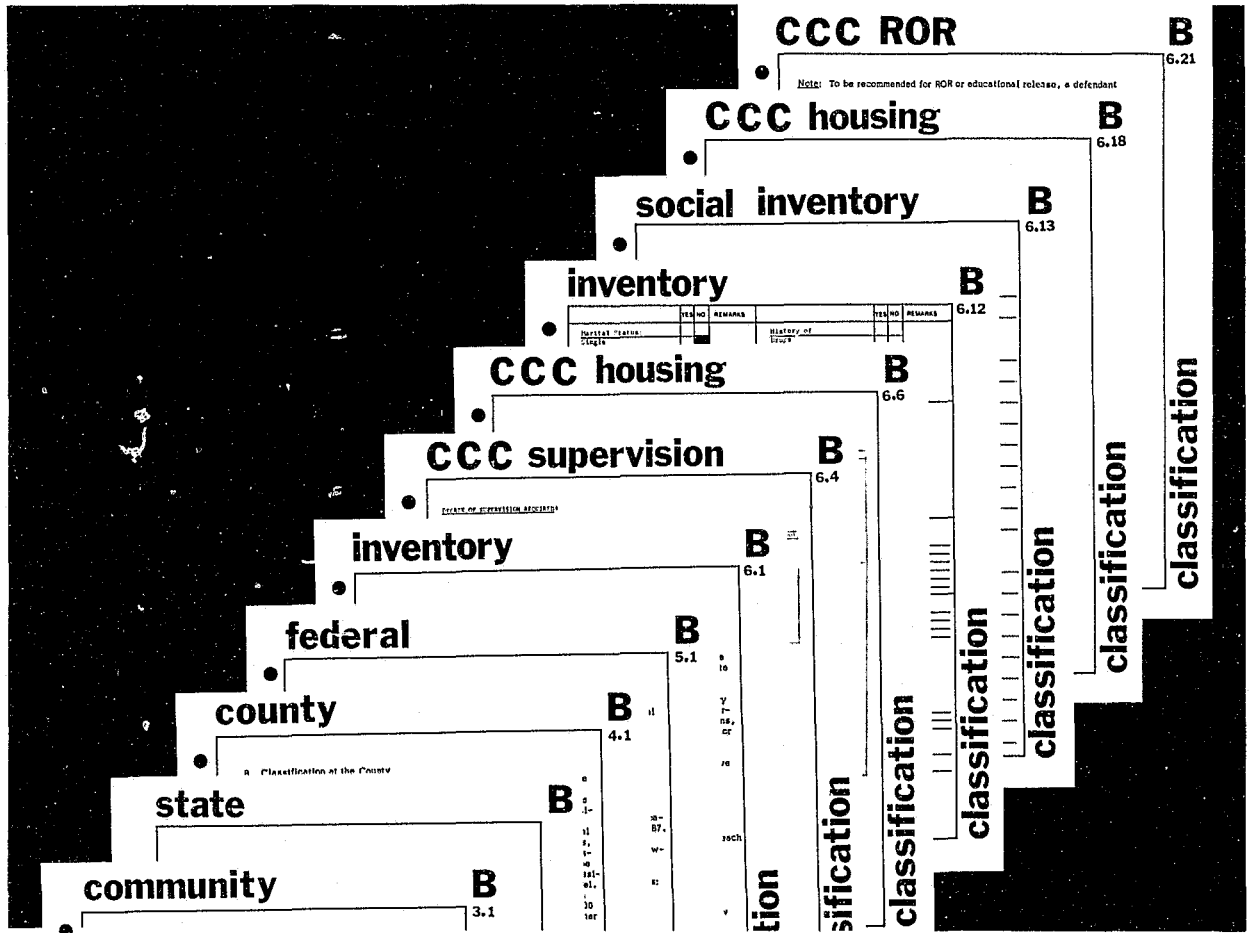
In view of the diversity of and the wide fluctuation in the quality and quantity of information available to individual planning agencies, the survey is primarily designed to inventory certain basic information which is generally deemed available to all — census data, correctional and judicial system practices, and Uniform Crime Reports. To a large degree, such information will be available through the National Criminal Justice Statistical Data Base, at the National Institute of Law Enforcement and Criminal Justice, Washington, D.C.

Turning now to a more detailed discussion of the *Guidelines*, it is important to note that its chief characteristic, besides its interdisciplinary nature, is the "open-system" approach, which ties the existing subsystems of law enforcement, judiciary, and corrections

into the community corrections system as a whole. Underlying the open system approach is the recognition that any major change in the correctional phase of the criminal justice process can only be brought about through the closest possible interaction with the other systems. While each of the systems in question has heretofore been characterized by considerable autonomy (a division clearly reflected by the well-delineated scientific studies in the respective applied fields), there is increased recognition that each is engaged in decision-making processes that vitally affect the other systems. For example, the availability of a police magistrate on a twenty-four hour a day basis will fundamentally affect the size of a pre-trial population, and hence the size of a planned facility. Similarly, an increased range of pre- and post-trial programs, made available to the judiciary (in addition to the traditional bail, fine, or penitentiary dispositions), would be reflected accordingly in correctional facility size and program planning. Finally, increased emphasis by the correctional system on re-entry and after-care programs may lower recidivism rates, thus providing relief for the law enforcement and judiciary systems.

To facilitate data processing for the purpose of major correctional planning on a regional or state level, and to clear the way for improved information exchange, the responses on the survey questionnaire have been precoded. As a result, computer simulation techniques can also be utilized as a means for arriving at alternatives which best meet a system's objectives, in terms of costs and functional activities.

In line with the spirit of community corrections, the *Guidelines* places major emphasis on offering a wide range of alternatives to incarceration. To help underwrite this direction and to point to the fact that existing statutory provisions already permit considerable latitude with regard to alternative dispositions, a survey of



statutory penalties by offense categories is featured on all the states of the Union. While these provisions delineate the limitations within which each planning area must operate, they also suggest the repercussive effect of either more liberal or stricter statutes on correctional programming and facility planning.

While remaining within the general boundaries of the legalistic framework, the *Guidelines* identify, for any given target area, the theoretical minimum of offenders for whom detention facilities must be provided, as well as the theoretical maximum of offenders for whom alternatives to incarceration may possibly be utilized. A series of program linkages are then provided, which acquaint the planner with the many possibilities of community based correctional programs for a wide range of offender categories. Possible resources and their capabilities to serve individual program needs are also featured, and the planner can test particular program alternatives for their economic feasibility.

In recognition of the vital role of classification systems in planning programs and assessing space needs, considerable discussion is devoted to the range of systems currently being used in the field, and to the utility of particular systems as tools for the decision making problem.⁴ Once again, emphasis is placed on providing empirically useful information to administrators in the field. For example, classification systems useful at the community

level are featured, on the basis of which administrators can keep out of the correctional process those individuals who are not within correction's proper realm, screen out those with socio-medical problems, and generally make more selective detention decisions. On the county level, objective classification systems are featured, which not only facilitate internal management decisions (such as a determination of housing and supervision requirements),⁵ but also provide information on the suitability of offenders for educational release or work release programs. On the state and federal levels, classification systems are discussed that go beyond the immediate question of resident management to seek out underlying causes for delinquent and criminal behavior. Each of the systems discussed features the salient points, the methodology used to arrive at the typologies, and the particular advantages and disadvantages encountered in its use.

Program Alternatives

The next major part of the *Guidelines* deals with treatment programs. It is divided into two sections: the first is exclusively devoted to alternatives to incarceration such as crime prevention, crisis intervention, pre-trial release, and post-conviction correctional programs, while the second pertains to programs for which architectural responses are required. It is important to point out

⁴ For an interesting discussion of the issue of classification of offenders and forms of treatment, see Don C. Gibbons, *Changing the Lawbreaker* (Prentice-Hall, Inc.: Englewood Cliffs, 1965).

⁵ An example of such a system is Mark S. Richmond's *Classification of Jail Prisoners*, U.S. Bureau of Prisons, Department of Justice (Washington, D.C., 1971).

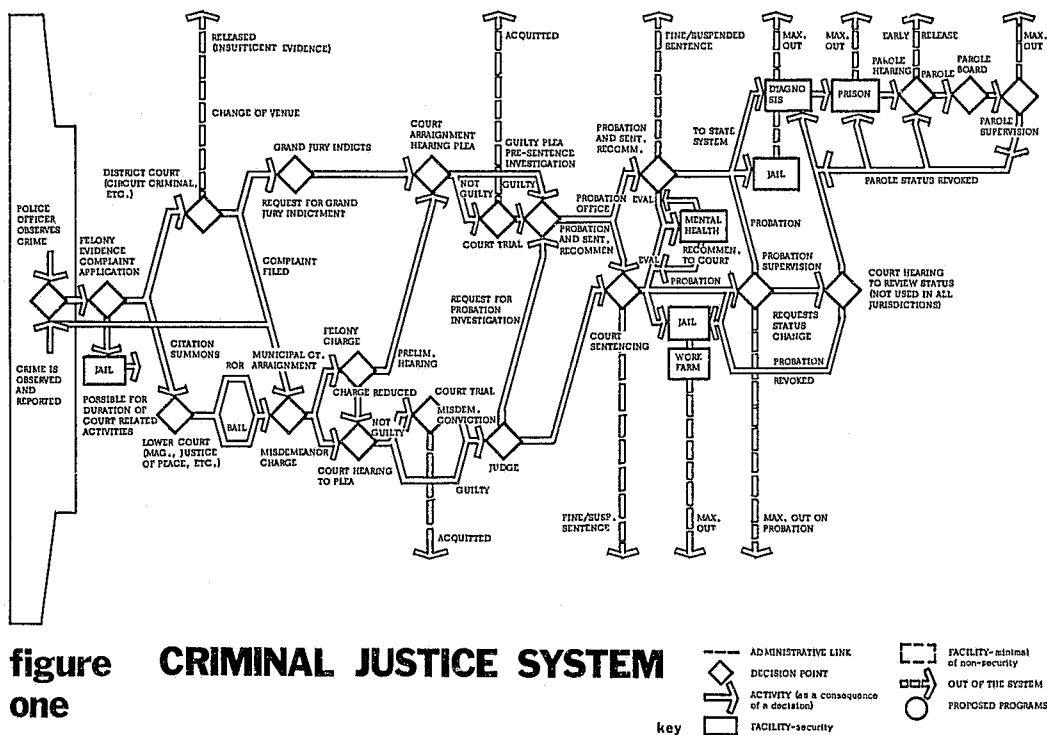


figure CRIMINAL JUSTICE SYSTEM one

A diagrammatic representation of the flow of offenders in the existing Criminal Justice System, showing the generally prevailing range of dispositional alternatives, key decision points and possible means for exit from the system. Emphasis, in the Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults, is placed on the decision making process, with basic decision points clearly delineated to depict where alternate courses of action are possible in the processing of offenders. Five series of overlays to Figure One, which follow, propose alternate courses of actions, each carefully designed to maximize the use of alternatives to incarceration and to exclude social and medical problem cases from the Criminal Justice System while offering viable alternative routing and treatment schemes for them.

that the programs featured represent "ideal types"⁶ rather than "proto-types," and cover a wide range of possible solutions to correctional program planning and architectural space needs. This approach is deemed necessary to provide planners with sufficient flexibility and latitude to select those programs which best meet their own specific requirements. In the same vein, planners are cautioned not to consider any program in isolation but rather in terms of networks of correctional programs and facilities, which are discussed at great length in the *Guidelines*.

Each program featured contains a statement of the program's objectives, a description of the clients whom it is designed to serve, a general program description to give an overview of the operation, and a discussion of the major advantages and disadvantages. Whenever programs imply facilities, architectural solutions are related to specific components of the treatment program, with program classification providing the necessary link between the assessment of correctional needs and individual programs. Further,

⁶ The term *ideal type* refers to a typical course of action, describing abstract and general patterns. For an elaboration of the usefulness of this theoretical construct, see Max Weber, *The Theory of Social and Economic Organization*, trans. by A. M. Henderson and Talcott Parsons (Collier-MacMillan: New York, 1964), p. 12.

program capacities, staff requirements, and program costs are featured to provide the necessary framework for descriptive purposes.

Among the programs featured in the *Guidelines*, five different general action categories can be differentiated, each depicting a range of alternative ways for the processing of offenders. Each is carefully designed to encourage the use of alternatives to incarceration and to exclude social and medical problem cases from the Criminal Justice System, while at the same time offering problem cases viable alternative routing and treatment schemes. The alternative routing and treatment schemes are located at the key decision points of the existing Criminal Justice System, and can therefore be readily implemented in a specific target area. Since no one solution can possibly be expected to fit every occasion, the proposals exemplify models of analysis and decision-making tools which planners can take into account in the selection of their final program choices.

The five general action categories are: A) offenders charged with alcohol related offenses; B) offenders charged with drug-related offenses; C) offenders charged with sex-related offenses; D) offenders charged with misdemeanors; and E) offenders charged with felonies. For the alcoholic, treatment programs such

as detoxification centers and residential treatment programs are recommended. For alcoholics already within the correctional system (whose alcoholism is secondary to the offense), diversion into suitable treatment programs is proposed at the earliest possible point.

The *Guidelines* discusses the impact of such treatment programs in terms of reduced space and personnel requirements for correctional systems, particularly at the county level, as well as the added economic benefits to the police and court systems resulting from reduced case loads and fewer man-hours expended.

For offenders charged with drug-related offenses, alternative dispositions are proposed which shunt them out of the Criminal Justice System and into medical programs, thereby providing needed relief for the law enforcement and judicial systems, which are generally not equipped to handle such offenders, and should not be required to do so.

For offenders charged with sex-related offenses, appropriate diagnostic programs are recommended, on the basis of which suitable candidates may safely be diverted to alternative community based programs. Those requiring security may be diverted to appropriate treatment and detention programs. Particular emphasis is placed on identifying nuisance offenders, and diverting them into appropriate programs. Likewise, mentally ill offenders who

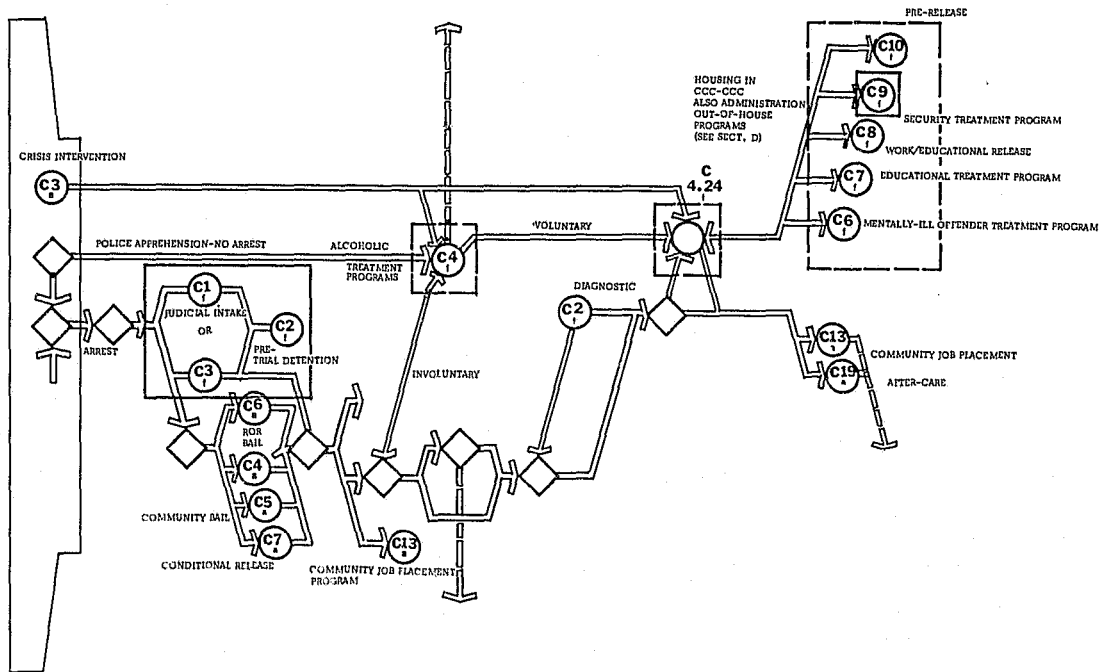
would be dangerous to the community are screened out and diverted into facility-type treatment programs.⁷

For the misdemeanant, the widest possible range of alternative correctional programs is featured. In this category, considerable emphasis has been placed on providing alternatives to incarceration on the pre-trial as well as the post-conviction level. Each program is specifically designed to reduce crowded jail and detention facilities, to keep new admissions at a minimum, and thus to provide financial savings to the community through reduced detention needs.

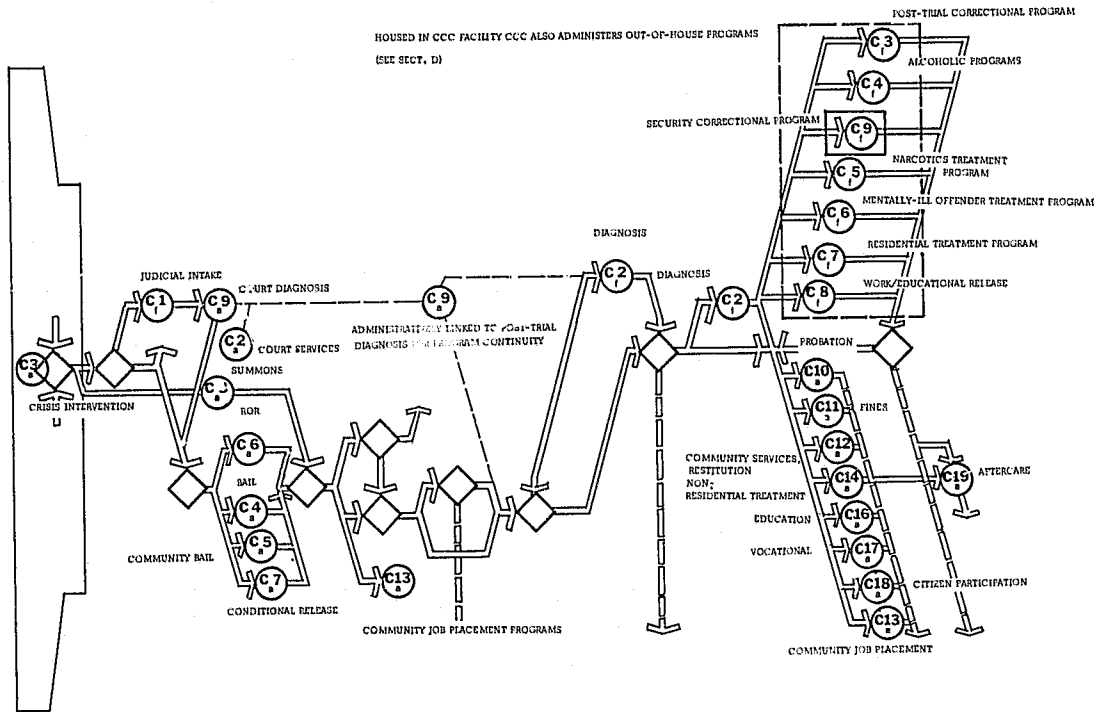
For the offender charged with a felony, once again a wide range of alternative programs is suggested. To facilitate the earliest possible diversion and the best possible program dispositions, thorough intake screening and diagnostic services are recommended. The information gained through the processes suggested in the *Guidelines* will permit the diversion of suitable offenders into community-based programs at the earliest possible time, and the planning of institutional programs for those requiring security and, therefore, detention.

⁷ The detection of potentially dangerous, mentally ill persons is fraught with problems. For a discussion of the issues involved and the need for thorough pre-sentence processing, see Sol Rubin, *The Law of Criminal Correction* (West Publ. Co.: St. Paul, Minn., 1963), pp. 460-462.

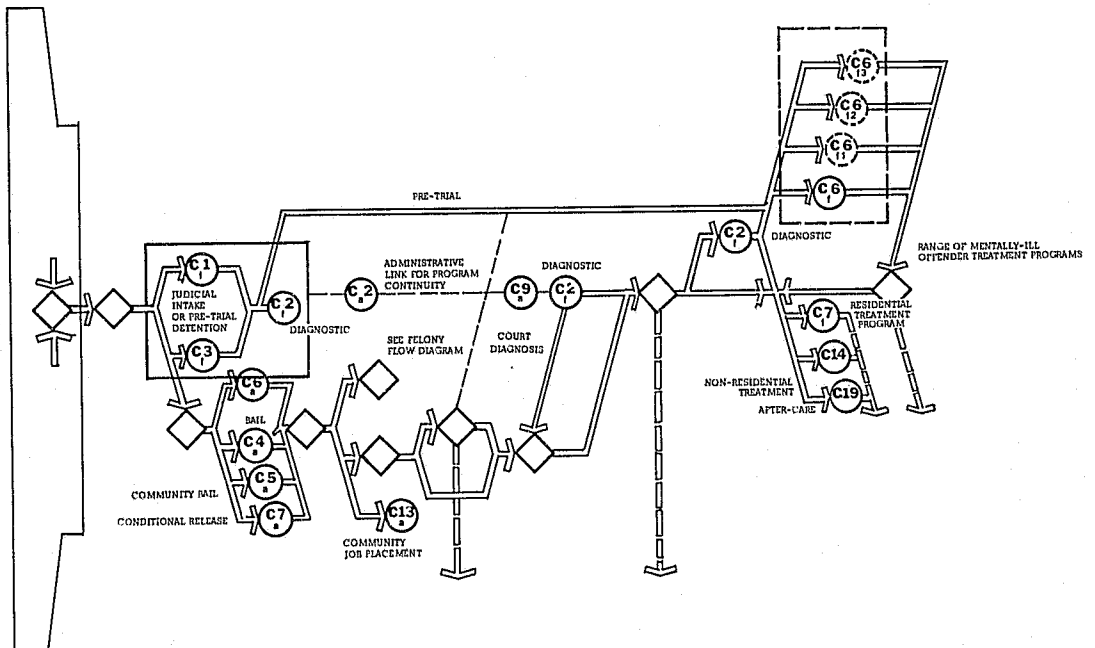
Note: Letter-number combinations (e.g.: C4f) appearing in the subsequent alternative flow diagrams refer to the index system designations by which program descriptions are located in the *Guidelines*.



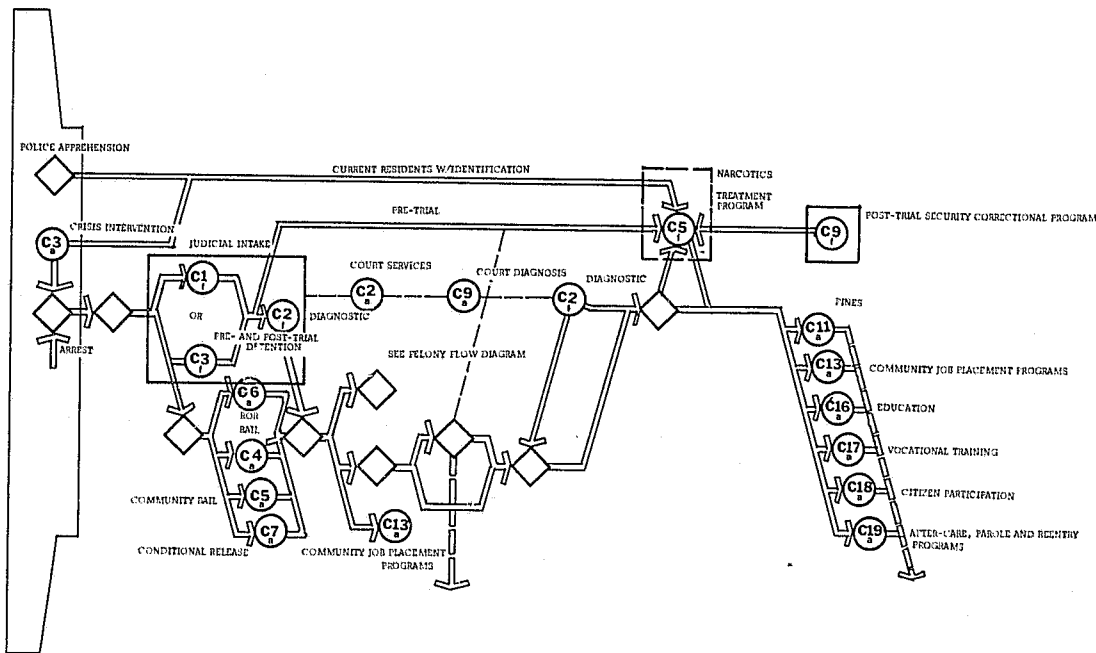
Alternative flow for alcohol related offenses — This diagram illustrates diversions which remove alcoholics from city courts and jails. Much needed relief, in terms of reduced case loads and man-hours, is provided to an often overburdened court and police system. Alternate ways of handling offenders charged with alcohol-related offenses are proposed. In particular, Alcoholism Treatment Programs such as Detoxification Centers (C4f) and Alcoholism Residential Treatment Programs (C4.24f) are recommended. In addition, program provisions have been made by which offenders, once within the system, can be diverted into suitable treatment programs at the earliest possible point. Finally, a number of after-care and social service programs are featured with the explicit purpose of countering the revolving door syndrome of this particular offender category.



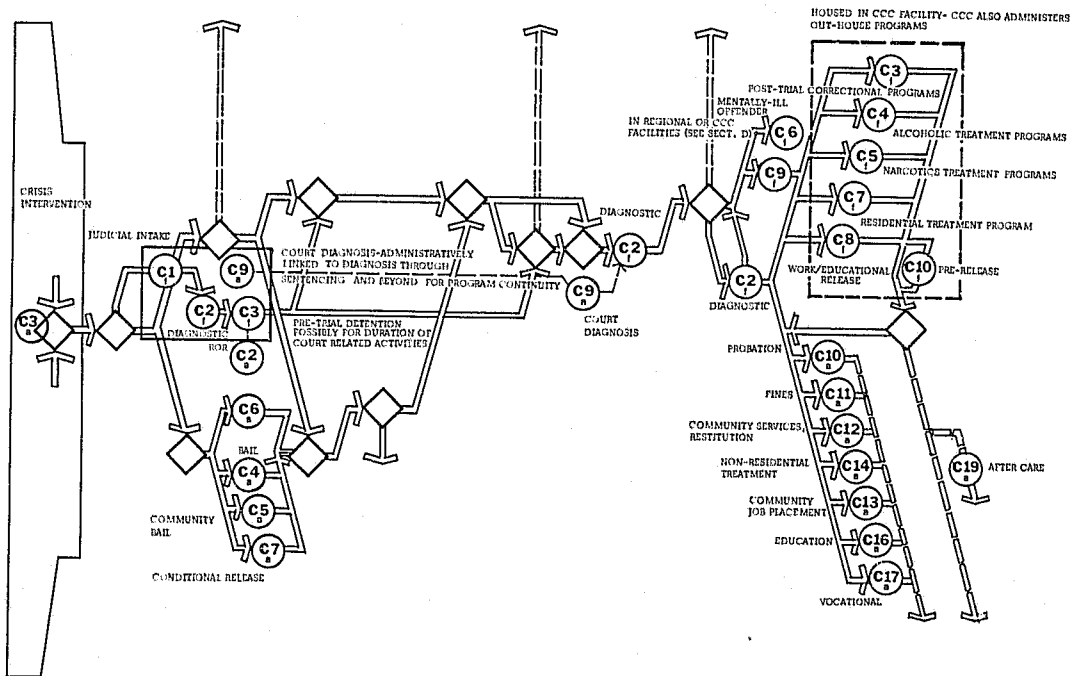
Alternative flow for misdemeanor offenses — In an effort to provide the law enforcement and judicial system with the widest possible range of alternatives for the handling of misdemeanants, a large number of programs are featured. Considerable emphasis has been placed on providing alternatives to incarceration, beginning with crime prevention programs (C3a) as well as pre-trial release programs which give the administrator practicable suggestions in the area of release on own recognizance, conditional release, community bail programs, etc. (C4a, C5a, C6a, C8a). These programs are specifically designed to reduce crowded jail and detention facilities, to keep new admissions at a minimum and to provide financial savings through reduced detention needs. For the post-conviction phase, another range of alternatives to incarceration dispositions is featured, extending from probation, fines, traffic dispositions and restitution programs to non-residential treatment and after-care programs (C10a, C11a, C12a, C13a, C14a, C15a). For those instances where facilities are required, a series of programs is featured, such as Judicial Intake Programs (C1f), Diagnostic Programs (C2f), Pre-Trial Intake and Post-Trial Correctional Programs (C3f), as well as Work-Furlough (C8f), and Pre-Release and After-Care Programs (C10f).



Alternative flow for sex related offenses — In an effort to provide alternative dispositions for offenders charged with sex-related offenses, appropriate diagnostic programs are recommended to provide a thorough and efficient screening process, on the basis of which suitable candidates may be diverted to alternative programs in the community, while those requiring security, and therefore, detention, may be diverted to the appropriate treatment and detention programs. Specifically, Early Police Diversion of nuisance offenders (C1a), Crisis Intervention (C3a), and the Diagnostic Program (C2f) are recommended, while the Mentally Ill Offender Treatment Program (C5f) is proposed for the dangerous mentally ill offender. Finally, a series of after-care and reintegration programs are proposed.



Alternative flow for narcotic related offenses — In an effort to shunt social-medical problem cases out of the Criminal Justice System, alternative dispositions for offenders charged with drug-related offenses are proposed, thereby linking such problem cases to medical solutions, while providing needed relief for the law enforcement and judicial systems, which are generally not equipped to handle such offenders and should not be required to do so. Specifically, Crisis Intervention (C3a), and Narcotics Treatment Programs (C5f) are suggested, with ample program provisions being made to divert offenders, once within the Criminal Justice System, into alternative social and medical services programs. In addition, a number of after-care programs are suggested.



Alternative flow for felony offenses — In order to provide a range of alternative dispositions for offenders charged with felonies, a wide range of alternative programs are suggested. To facilitate the earliest possible diversion and the best possible program dispositions, thorough intake screening and diagnostic services are recommended (C1f and C2f). The information gained through these processes will permit diverting suitable offenders into community-based programs at the earliest possible time, and planning best possible institutional programs for those requiring security and therefore, detention. While in many cases the programs featured under Alternatives to Incarceration (Ca sheets) will apply, the Pre-Trial Intake and Post-Trial Correctional Program (C4f), and Residential Treatment Program (C7f) provide suitable programs for resocialization and treatment. The Post-Trial Security Correctional Program (C9f) is designed to offer a carefully controlled physical environment and program with the specific goal of control and treatment of the serious predatory offender and habitual recidivist. In view of the gravity of this offense type, a whole range of Pre-Release, Re-entry, and Reintegration Programs (C10f) have been featured.

Architectural Requirements

The creation of significant architecture involves an understanding of the requirements of a successful solution, a comprehensive appraisal of the circumstantial and generic aspects of the context, and a logical and inspired synthesis of these factors. Contemporary developments in the architectural design process reflect this view. Increasingly, architects are involved in an expanded scope of responsibility at every stage of the planning and construction sequence. As a result, design activity is characterized by increasing involvement by interdisciplinary teams. The research effort by the University of Illinois Department of Architecture in the development of its *Guidelines* for the planning and design of adult programs and facilities is in itself an example of such activity. Significantly, it underlies the necessity of analysis and design on the broadest level. It was shown in the previous discussion that the first decision to be made in the design of correctional facilities is not concerned with floor plans. As a result, the Illinois project presents a design methodology which is not only comprehensive but also specific.

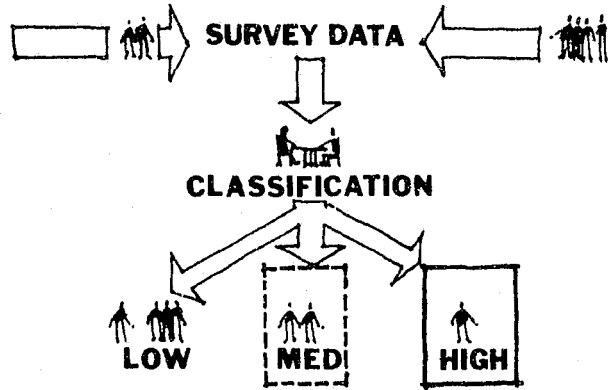
The popular view of architecture as form and of the architect as an artist is not so much incorrect as it is incomplete. Architecture is a form of both individual and social expression. As such, it can be measured in terms of traditional or emergent criteria of artistic content and valued accordingly. Additionally, architecture can provide a measure of the values and attitudes of its creators, singular or plural. As an expressive medium serving social needs, architecture will communicate social as well as individual values, according to the talents and inspirations of the designers, though often beyond their explicit intentions.

In the context of correctional architecture, these preliminary statements have special significance. Treatment programming, which is the generator of physical facilities, is involved with great diversity of purposes, types and techniques of communications with its clients. The physical setting in which this communication takes place should, itself, be recognized as a communication medium and, accordingly, a treatment component. In many cases, the first and also the most constant communication between the criminal justice system and the offender will be established by a facility. It is of fundamental importance that the architecture supports the treatment options which it provides. The "user" of correctional facilities should be viewed as an offender who has been directed to, or has preferably opted for, a particular treatment program.

A long tradition has prevailed in past designs of "correctional"

facilities, which considers the user to be the surveillance staff.⁸ Design decisions have tended to center around the requirements of staff, who have had responsibilities largely within the purview of control. As a result, one of the major determinants in facility design has frequently been the structuring of a facility so as to give first priority to the functions of staff surveillance. In practice, this has reduced staff size by increasing the number of inmates controllable from staff stations. Not only have staff-client personal interrelationships been discouraged by resulting numerical ratios, the physical environment has established a permanent and constant message to the inmate: he is to be isolated, confined and controlled. As a further example, the color coding of security equipment consoles reflects a staff viewpoint, with green lights indicating a *closed* cell door and red lights indicating an *open* cell door.

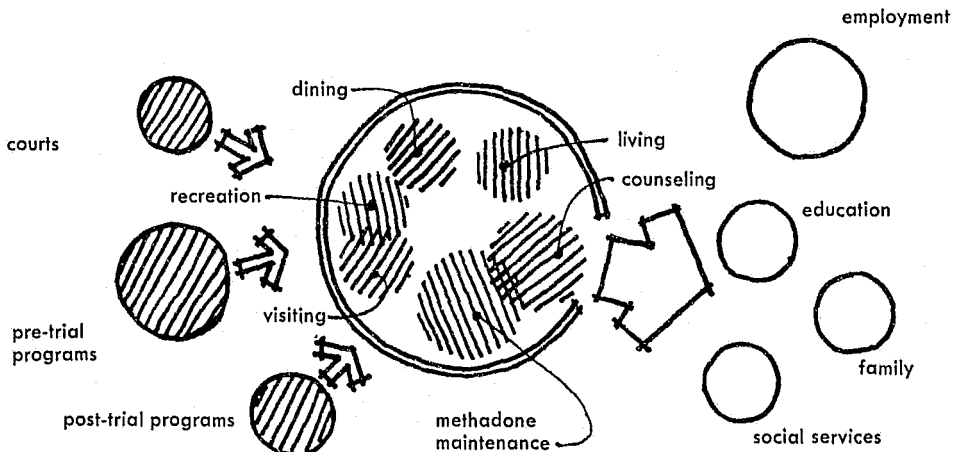
Treatment programming, which seeks the reintegration of an offender into society, is thwarted by an atmosphere which conveys distrust and prevents decision-making on the part of its clients. As a result, the special situations where freedoms cannot be extended to residents, for reasons of safety for themselves or others, need to be clearly tied to classification.



Facility programming and design which utilizes survey data and classification techniques to determine the degree and quantity of security space which is required.

⁸ For an excellent discussion of the relationship of architecture to treatment and research, see Norman Johnson, "Supportive Architecture for Treatment and Research," *The Prison Journal*, 46 (Spring-Summer 1966), 15-22.

Example of functional relationships in a narcotics treatment program.



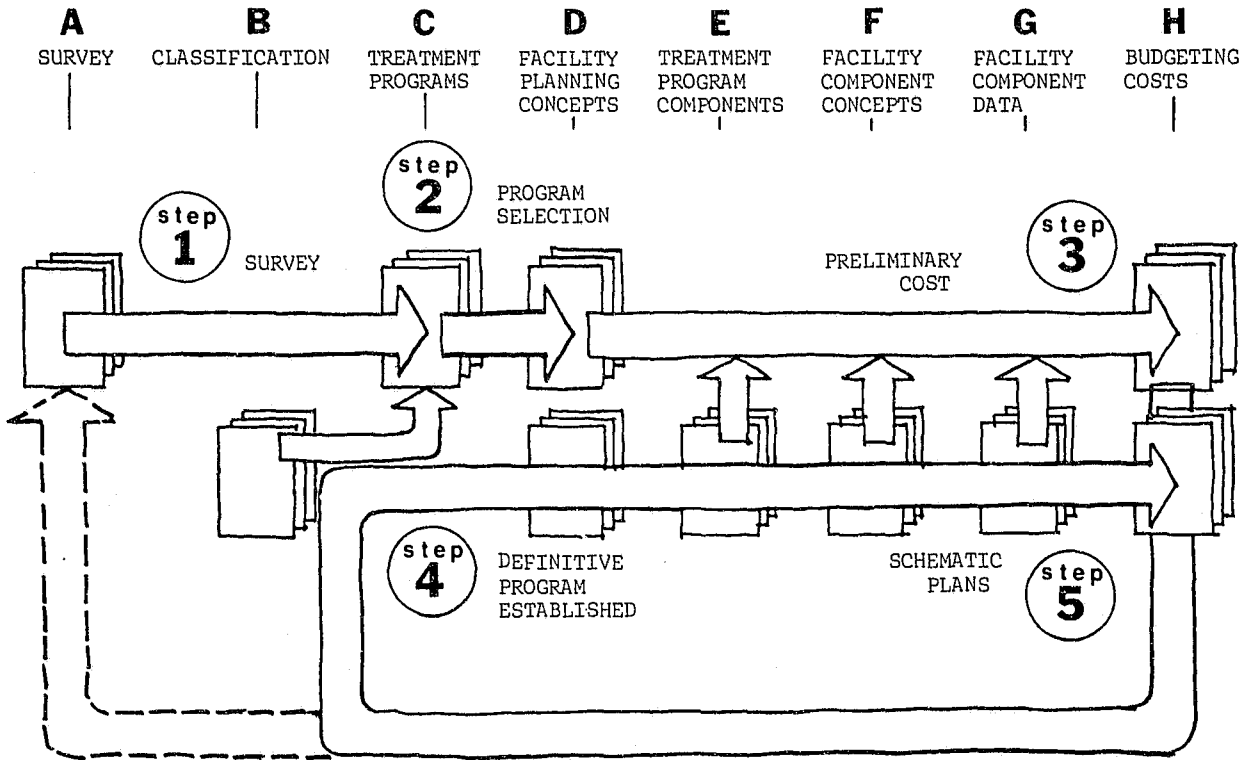
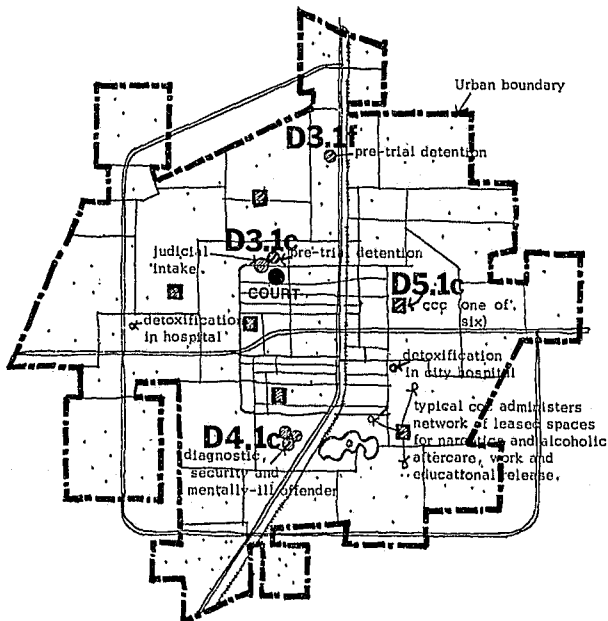


DIAGRAM ILLUSTRATING GUIDELINE USAGE



Schematic network of facilities required for a hypothetical urban target area (note: number designations refer Guidelines user to facility descriptions).

Facility Components

A major architectural resource of the *Guidelines* is the section on facility components. At the level of individual spaces, or clus-

ters of spaces, responses to specific program requirements are described according to their prime purpose or function. Thirty-two categories of function are addressed, including such items as residential, sleeping, dining, visiting, counseling, education, medical, recreation, vocational training, program planning, and research. Essentially, each functional topic offers a range of solutions, cross-referenced to link the described environmental alternative with correlative program contexts. The facility designer may find that alternative components will be called for by his specific project needs—a situation anticipated in the *Guidelines'* strategy.

One further role of the section on facility components is to help provide a basis for preparing a preliminary project budget. Component designs are drawn to standard architectural scales and noted accordingly. One method for developing construction cost utilizes the summation of component square footages as its first input to project a preliminary budget.

In addition to the descriptive material dealing with facility components, a subsequent section of the *Guidelines* relates to facility component data. Linkages are again made to program contexts, as alternatives are presented for materials, furnishings, equipment, controls, or other elements which provide program support. Our intention is to create an environment that would encourage normative behavior by the client. However, such an environment would not abandon creative design concepts for a sterile routinization of behavior, nor sacrifice program goals to special requirements. The related demands of correctional security and community safety, for example, should be met imaginatively

so that the offender is not confronted by a hostile environment which would undercut the very program it is meant to support.

Our work then, has only begun. The *Guidelines*, recognizing that many issues in corrections are changing as new studies and new technologies are brought forth, is a tentative step toward a unified, flexible program of treatment and rehabilitation. Yet the

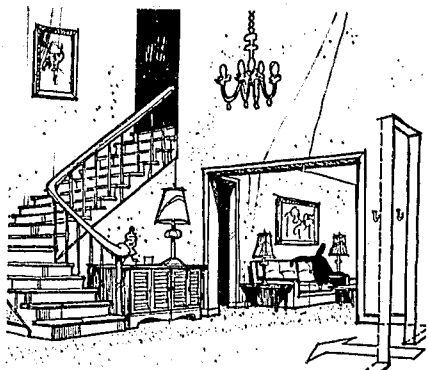
Guidelines presents not only a thorough synthesis of current thinking in corrections, but a gathering of information from many related areas, and hence a way for members of the correctional community to share the gleanings of workers in other fields. In its entirety, therefore, the *Guidelines* contains a rich harvest and fertile soil for further investigation and experimentation.



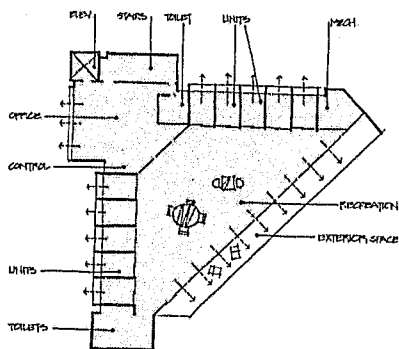
GUIDELINES FOR THE PLANNING AND DESIGN OF REGIONAL AND COMMUNITY CORRECTIONAL CENTERS FOR ADULTS

The *Guidelines for the Planning and Design of Regional and Community Correction Centers for Adults* can be obtained upon request made to the National Clearinghouse for Criminal Justice Planning and Architecture, 1102 W. Main, Urbana, Illinois 61801.

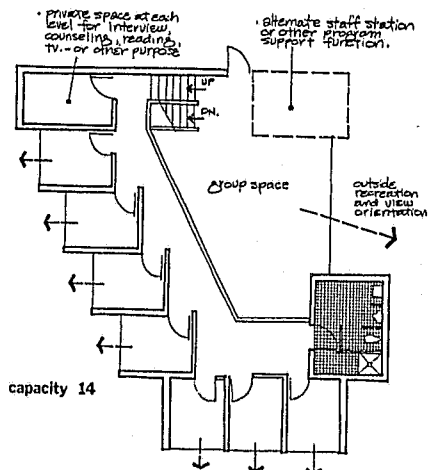
The following illustrations indicate only a few of the architectural components from the *Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults*.



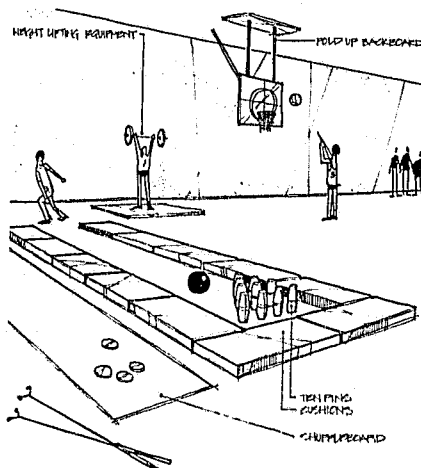
Acquisition of an existing residential facility within a service area and the maintenance of its residential characteristics.



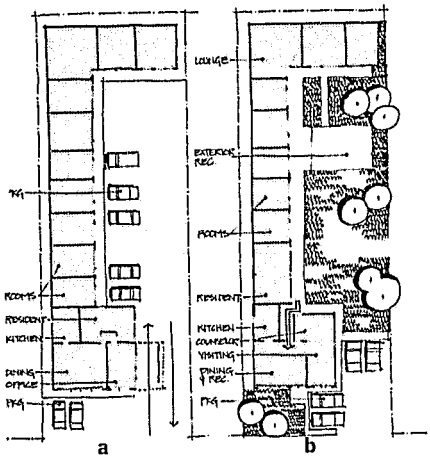
Residential cluster including group space and staff supervisory space. Particularly applicable to multiple level facility planning.



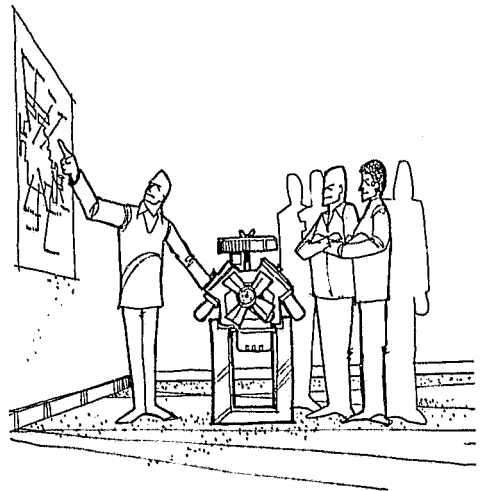
Seven rooms at upper level, seven rooms at lower level, entry and group space at middle level—utilizing level change to assist in separation of private space from group space.



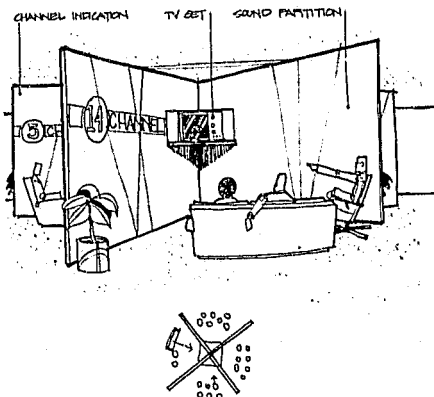
Small gymnasium component providing for a diversity of recreational opportunities.



Acquisition and conversion of an existing motel as a means to the attainment of a community based residential correctional facility.



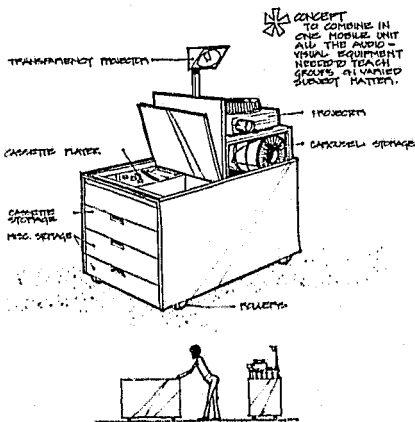
Space provision for vocational training programs which include both individual activity and structured group presentations.



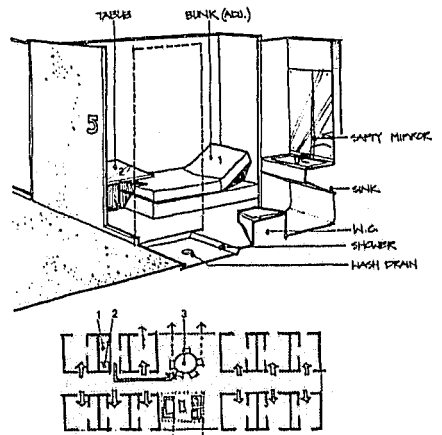
Group space component providing for separation of television programming and communication of choices.



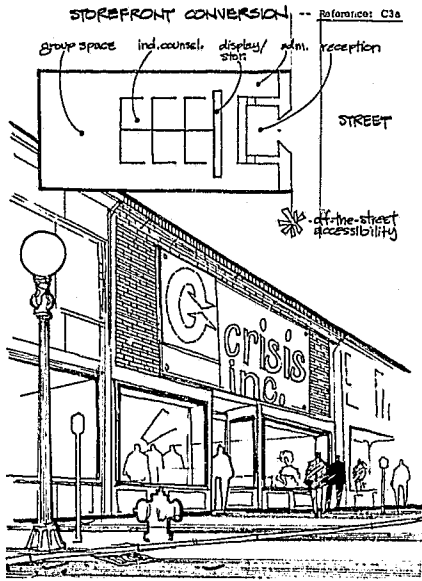
Conversion of corridor space in an existing residential structure to the support of general or educational library program offerings.



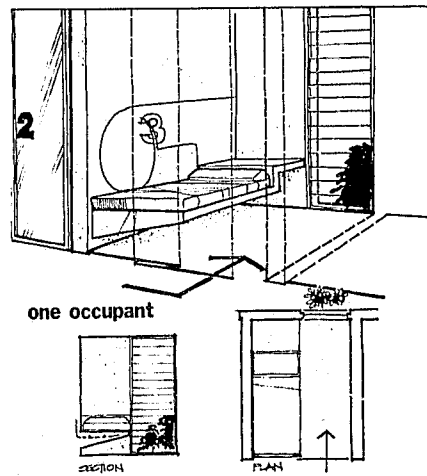
Mobile audio-visual unit for instructional support.



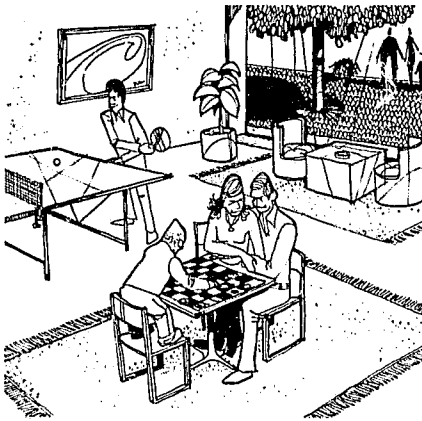
Detoxification component providing for progression through treatment stages including supervised feeding, self-feeding, and group dining.



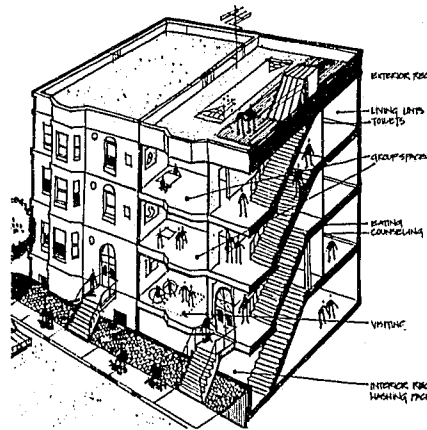
Crisis intervention in a storefront conversion.



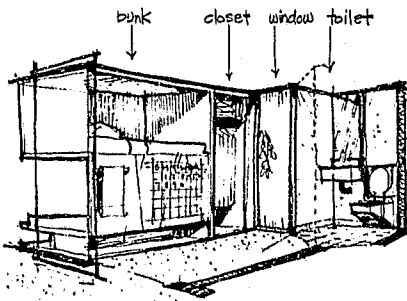
Emphasis upon single occupancy sleeping space which provides individualized and personalized territory, in addition to safety of its occupant.



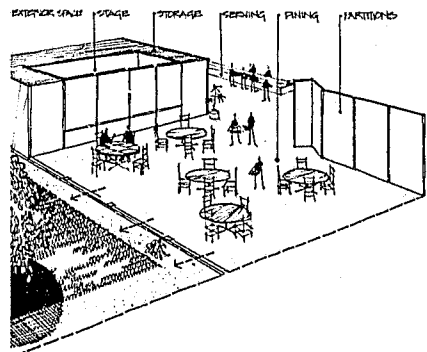
Family recreation area for use in conjunction with correctional program visiting.



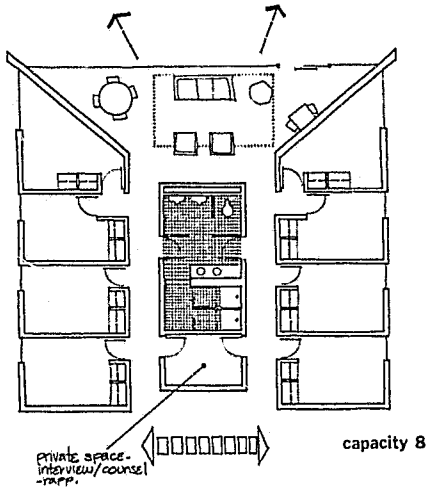
Conversion of an existing residential structure to provide environmental support to treatment programming.



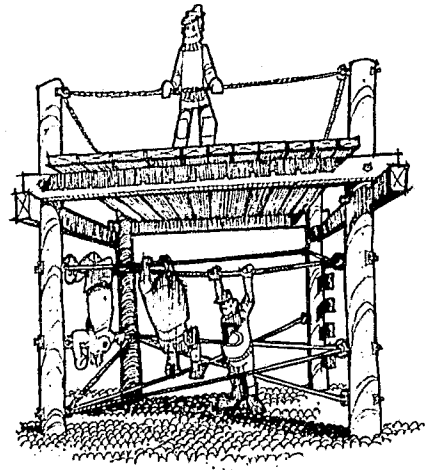
Sleeping and storage component application within a sleeping room with toilet.



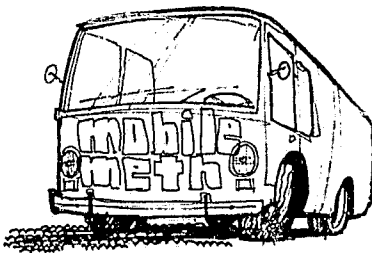
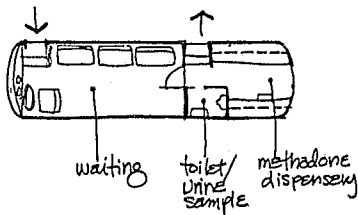
General dining space with flexibility for accommodating other functions.



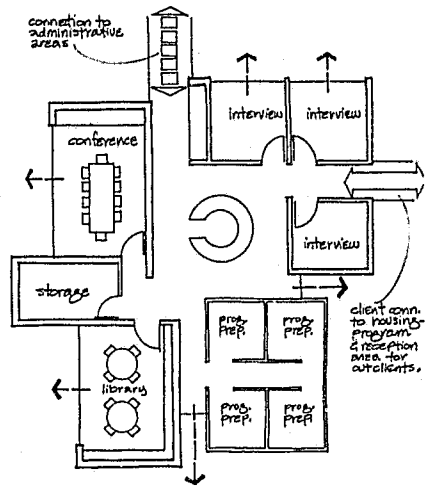
Individual rooms separated from group space exposure.



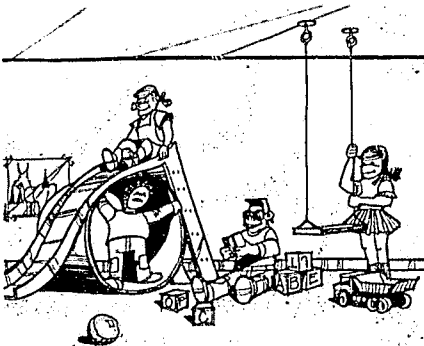
Play construction for use of children in conjunction with visiting. Potential for client construction for additional program significance.



Delivery of services at various locations on a scheduled basis can offer increased flexibility and expanded capability. The mobile program eliminates the need for travel on the part of the client.



Differentiated spaces providing emphasis upon staff-client interaction. Relative quantities of sub-spaces determined in accordance with requirements of specific facility program.



Provision of play environment for children in support of crisis program activity involving their mother.

The interdisciplinary research staff which developed the *Guidelines for the Planning and Design of Community Correctional Centers for Adults*, included Frederic D. Moyer, AIA Project Director, Edith E. Flynn, Ph.D., Associate Project Director, Fred A. Powers, Architectural Researcher, and Michael E. Plautz, Architectural Researcher. Illustrations from the *Guidelines*, which appear in this article, are by Raymond Lytle, Research Assistant, Fred A. Powers, Michael E. Plautz, and Frederic D. Moyer. Illustrations printed under Copyright ©, 1971, Board of Trustees of the University of Illinois.

Functions of the National Clearinghouse for Criminal Justice Planning and Architecture

Under contract to the Law Enforcement Assistance Administration, and in anticipation of the enactment of the Part E Amendment to the Omnibus Crime Control and Safe Streets Act, the University of Illinois, Department of Architecture, developed a comprehensive planning instrument entitled, *Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults*. This result, which embodies a total systems planning approach, was completed in June, 1971. The content ranges from identification of correctional problems, comprehensive planning and development of treatment programs within the community context, the full exploration and maximum utilization of alternatives to incarceration for the treatment of offenders, and to the development of the physical environmental settings conducive to the processes of rehabilitation. This scope is described in

more detail in a brief descriptive booklet of the same title. This small booklet, a larger volume entitled *Outline*, as well as the principal volume itself, are now available from the National Clearinghouse for Criminal Justice Planning and Architecture, 1102 W. Main Street, Urbana, Illinois 61801.

To encourage the expansion and implementation of these research results, an interdisciplinary research team at the University of Illinois was designated in July, 1971, as the National Clearinghouse for Criminal Justice Planning and Architecture. The Clearinghouse continues under contract to the Law Enforcement Assistance Administration, and it has enlarged its staff to meet expanded responsibilities. The functions of the Clearinghouse include the following:

- Providing for the continuous updating and revision of the *Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults*.
- Maintaining a dissemination service, based on a master mailing list, as a component of the *Guidelines* updating function.
- Functioning as a terminal for the National Criminal Justice Data base and as a technical reference service for equipping the National Clearinghouse for Criminal Justice Planning and Architecture with necessary statistical information, *Uniform Crime Reports* data, population projections, etc.
- Providing technical assistance to LEAA grantees, correctional planners, architects, and others in the development of plans for correctional programs and architecture. As a component of this service, a reference collection of correctional program statements and preliminary architectural drawings and specifications is maintained for projects with which contact is established.
- Acting as reference source with a switchboard function for inquiries into issues of correctional programming and architecture.
- Conducting assessments of the efficacy of correctional treatment programming and correctional architecture as a means of contributing support to the existing body of knowledge contained by the Clearinghouse and, consequently, contributing to the conduct of work in the foregoing task areas.
- Rendering assistance in the implementation of the *Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults* in the following areas:
 - The processes of correctional problem identification.
 - The comprehensive planning and development of treatment programs within community contexts.
 - The full exploration and maximum utilization of alternatives to incarceration for the treatment of offenders.
 - The development of alternative classification, routing and treatment schemes.
 - The development of facility networks which provide a service capability to a defined target area.
 - The space programming of new facilities.
 - The development of architectural components in the design of new facilities.
 - The renovation and remodeling of correctional facilities.
 - The development of programming, staffing and facility budgets.
- Evaluating the results of correctional planning grants under the provisions of the Part E Amendment to the Omnibus Crime Control and Safe Streets Act of 1968.

national clearinghouse for criminal justice planning and architecture

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