NATIONAL SHERIFFS' ASSOCIATION

jail architecture

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12/17/75

A Handbook
On

JAIL ARCHITECTURE

The National Sheriffs' Association
1250 Connecticut Avenue, N.W.
Washington, D.C. 20036
1975

Credits

The information contained in this Handbook was compiled by a subcommittee of the Detention/Corrections Committee of the National Sheriffs' Association in two meetings during 1973-74.

The notes and tapes were used by the named writers who produced a draft of this monograph. This draft material was then revised, edited and approved for publication in its present form.

The time spent on this project by persons named below, is greatly appreciated, especially since it was freely contributed in the interest of improving jails for 1974 and beyond.

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Definitions

The National Jail Census of 1970 sponsored by the Law Enforcement Assistance Administration and conducted by the Bureau of the Census revealed that there are 4,037 locally administered detention institutions in the United States which have the authority to retain adult persons for 48 hours or longer. Since these 4,037 institutions represent almost as many units of government, there are inevitably many titles for both institutions and personnel. The following, therefore, are definitions chosen by the Handbook Committee as the most nearly universal and easily understood.

Jail: Any institution operated by a unit of local government for the detention of sentenced and unsentenced persons, whether locally known as jail, workhouse, house of correction, correctional institution, or other title.

Inmate: Any person, whether sentenced or unsentenced, who is confined in a jail.

Jail Administrator: Any official, regardless of local title such as sheriff, jailer, or warden, who has the main responsibility for managing and operating a jail.

Jail Employee: Any individual who performs work in a jail whether full-time, part-time, or volunteer, regardless of title by which he may be known locally, and without regard to whether he wears a uniform.

County Supervisors: Governing body of the county.

Special Note

Nowhere in this handbook is any effort made to distinguish between the sexes, whether they serve as jail administrators, jail employees, or jail inmates.

All standards and principles apply equally to both males and females with only two exceptions, which should be self-evident to all but which perhaps bear restating.

1. Male and female inmates must be separated by substantial architectural arrangements which permit no visual or oral contacts.
2. No male employee or visitor will enter the female quarters in the jail unless advance notice is given and escort service provided by a female jail supervisor. Where there are women in the jail population a female supervisor is required to be on duty.

Additionally, in this Handbook, little mention is made of juvenile inmates simply because juveniles NEVER should be confined in any jail except in cases of extreme emergency and even then for a period not to exceed 24 hours.

Foreword

This handbook is different from the others, although it was originally planned to be produced in the same manner as the others.

By invitation, Mr. Fred Moyer (AIA) of the National Clearinghouse for Criminal Justice Planning and Architecture attended the two organizational meetings.

During the course of these discussions, it became clear that our organization and the Clearinghouse had parallel interests and that both agreed on the goals for jail architecture of the future and plans for jails today.

Mr. Moyer volunteered to collect the National Sheriffs material, to relate it to the Clearinghouse planning guidelines, and to produce a "digest" publication which would be meaningful to sheriffs and suitable for use by anyone interested in correctional architecture.

This handbook is the result.

We greatly appreciate the contribution of the Clearinghouse to our own efforts in producing what I feel represents the best literature on jail planning available at this time (1974)

Ferris E. Lucas
Executive Director
National Sheriffs' Association

The local jail facility can be viewed as a beachhead for the introduction and coordination of community-based corrections. Although it has the earliest and greatest contact with the criminal justice offender, it is a neglected and outmoded component in contemporary practice. Frequently characterized by either underuse or overuse, the jail has a virtually untapped potential for supporting drastically increased initiatives in redirecting sociomedical problem cases to appropriate services, for implementing advanced techniques in the screening and diversion of alleged offenders, for accommodating new approaches to locally based institutional and partial release programs, and for serving the community in its need for safety and a reduction in crime. The local jail can achieve its potential.

Frederic D. Moyer, AIA
Director, NATIONAL CLEARINGHOUSE FOR CRIMINAL JUSTICE PLANNING AND ARCHITECTURE

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Under the auspices of the National Sheriffs' Association, the following material has been prepared by the National Clearinghouse for Criminal Justice Planning and Architecture, University of Illinois, Champaign-Urbana, with funding provided by the Law Enforcement Assistance Administration, United States Department of Justice, Contract No. J-LEAA-028-73.

Introduction

A period of rapid transition characterizes the state of the conventional jail. Traditionally, jails have functioned for the detention and punishment of both pretrial and sentenced offenders. This traditional use has been overrelied upon and has not adequately resolved social problems of crime and recidivism. Today, the appropriate use of the jail is regarded as only a component in a resocialization and community reintegration process, and not as a first recourse. The first recourse should be an entirely new approach to the problem. A decision to build a new jail should be reached only after all diversionary measures and alternatives to detention have been explored and all aspects of the pretrial system have been examined. These efforts should limit the use of pretrial detention and reduce the human, social, and economic cost of detention.

The new approach requires comprehensive planning to link new construction of jails with other correctional services and programs. Coordination of planning new jail construction should involve all elements of the criminal justice system, including law enforcement, prosecution, defense attorneys, courts, corrections, and representatives of the community at large.

Most of this country's jails are inadequate, obsolete, and generally lacking in basic necessities. They were constructed along traditional jail plans which have changed very little since the beginning of the 17th century. More recently constructed jails are also based on obsolete concepts. They have been designed primarily for dangerous or violent offenders who make up only a small portion of the jail population. For the most part, their outmoded design reflects a punitive philosophy which emphasizes only the concepts of security and control. Predominantly, their physical shells are warehouses for incarceration rather than effective tools for resolving social problems. Unqualified incarceration has generally resulted only in further social alienation and anti-social behavior.

Originally, jails were built as short-term holding facilities for persons awaiting trial. Subsequently, they became institutions for sentenced offenders. They were never designed to handle the diverse populations they now receive. Housing alcoholics, drug addicts, homosexuals, mentally ill individuals, felons, misdemeanants, and pretrial as well as sentenced offenders, jails have become convenient receptacles for society's problems. Most jails allow no opportunity for differentiation between the many types of individuals detained; when they do, physical separation is generally provided with little allowance for individual needs.

A typical jail's population includes people from all walks of life. Generally, these individuals did not possess the economic, social, and emotional capabilities needed to deal with the external and internal pressures of everyday living. With incarceration, further deterioration of their values and self-esteem can be expected, making the road back to socially acceptable behavior even more difficult.

Overcrowded conditions characterize many jails. Often, two or more persons are placed in cells designed for only one. Cramped and suffocating quar-

ters contribute to tension, conflicts, and even riots and death. Most of these facilities cannot be adequately renovated and modernized.

In the past, planners and architects who designed jails concentrated primarily on custodial convenience and security. Failures in correctional systems today are due in part to inflexible architectural design and security hardware. New emphasis must be placed on human needs. Jail facilities should be designed to serve people humanely and to support an individualized approach to behavior change. Architectural design which allows flexibility of use on a day-to-day and year-to-year basis maximizes facility efficiency and potential use by providing for changing correctional practices. Functional dining rooms, exercise or recreation areas, multipurpose rooms, and interview and conference rooms provide inmates with a range of surroundings that have a positive effect on their attitude and behavior.

Traditional correctional institutions have generally failed in efforts to successfully reintegrate the offender into his community. The shift now is toward the community as a more appropriate setting for contemporary corrections. This trend has focused attention on the existing local jail as an important component of the community correctional process. Commitment of offenders to an institution should be for corrective treatment. Services such as counseling, vocational assessment and training, job placement services, and recreational, educational, and medical resources which are now a part of the program of a well-run modern jail, cannot be crowded into the limited space and environment of a deteriorating and inadequate jail.

But incarceration cannot be completely abolished. There remains a need for detention facilities with varying degrees of security for convicted, dangerous offenders and for those individuals awaiting trial but who are not eligible for pretrial release programs. However, local authorities should avoid construction errors of the past. In haste to replace old jails, authorities should guard against investing in impregnable steel and concrete facilities which operate as human warehouses. Most importantly, authorities should avoid construction of facilities for individuals who can be more appropriately diverted to community programs.

Some local jails are old and spotlessly clean. These can serve as short-term lockups (maximum of 72 hours). Such holding facilities cannot assume the responsibilities of a correctional institution and should not be used for sentenced offenders. However, resources should be allocated to maintain these jails to make them habitable and to provide the detainees with essential services. Idleness of detainees can be reduced with access to libraries, television, and radio. This will improve morale, minimize vandalism, and provide incentive for good sanitation. Community resources and the contributions of volunteers should be fully utilized to help create a climate for positive behavior.

The general character of a new facility should be one which is integrated functionally and visually into the community setting without presenting a forbidding, fortresslike appearance. With careful planning of function and space, and with thoughtful use of construction and landscape materials, the new facility's environment will complement a program that recognizes the identity and worth of each resident. The use of secure fixtures should be handled in a restrained and subtle manner to maintain security without creating the cagelike character of traditional cellblocks.

The facility should reflect in architectural design and program implementation, respect for the rights of pretrial individuals, and the need for the rehabilitation of convicted offenders. Furthermore, the facility should be viewed as only one of many components in a service delivery network which emphasizes the maximum use of alternatives to incarceration at every decision point. The ultimate protection of society depends on effective resocialization of its offenders.

Planning

A critical aspect of planning for a new jail is to determine whether a new facility is actually needed. In some instances, a new jail may not be necessary at all. Generally, there is more than one way to deal with correctional problems, and it is important to understand both the advantages and disadvantages of each alternative. In communities where new construction is thought to be the only choice, it is not unlikely that a conventional type of jail may be built. In this case, the traditional problems of such a jail will not be solved but merely retained in the new facility. Building the wrong type of jail or deciding to erect a jail when there are other alternatives may prove costly. The typical conventional jail with its standard security hardware costs about 16 percent more than a courthouse, 40 percent more than a new high school, and 10 percent more than a modern hospital. Determination of the true extent of need becomes all the more important.

Before an architect is retained, there are established planning procedures for defining what the jail-related problems are and selecting the best ways to solve these problems. Planning procedures will concentrate on predesign issues. In the section, Architectural Guidelines, of this monograph, is a review as to how the immediate and long-range correctional goals of a community can be translated into building plans.

Perhaps the greatest difficulty in solving correctional problems is realizing that there are many alternative solutions. Authorities often believe that a new local jail is needed just because the existing one is old and overcrowded. They assume that their "problem" can be solved with a new and larger jail. The following discussion explains why this may not be the solution.

When a county's jail is old and overcrowded, an alternative to demolition and new construction is renovation. Worn-out security hardware and plumbing can be replaced with new and improved materials. Upgrading, combined with a new addition to the existing structure, may provide an adequate facility. Even in instances where renovation is inappropriate, there are still other alternatives to building a larger jail.

The development of community corrections involves much more than simple incarceration of offenders. A range of services should be available to persons with criminal behavior. Many services can be provided in places other than correctional facilities. Careful evaluation of a jail's population may indicate that many or perhaps most persons incarcerated in the past could have been treated more effectively in nonresidential correctional programs. If this fact is established, then it is evident that a new and larger jail is not needed. What may be needed is more pretrial release programs, more probation and parole programs, and more emphasis on training and upgrading professional and correctional staff. Whatever the ultimate solution, it is essential that a community study all aspects of its correctional problem before making a commitment to a particular architectural concept.

To help avoid mistaken assumptions, in the remainder of this chapter we will substitute the phrase "community correctional center" for the term "jail." "Jail" has a limited connotation. It is a building with steel bars and thick walls where individuals alleged or convicted of crime are incarcerated. "Community

correctional center'' implies that the issues discussed are more complex than those associated with a traditional and outmoded jail.

Definition of the Problem

The first step in the correctional planning process is to define the problem. The defining should include identification of the correctional service area with a breakdown of administrative, political, and physical elements, as well as a description of correctional needs in terms of jurisdictional considerations, coordination, systems integration, program analysis and master planning.

Planning specialists working with corrections administration staff, security personnel, law enforcement staff, probations staff, and judges should develop a preliminary statement outlining the background and goals of corrections and the scope of the problem. From this statement a strategy can be formulated for further planning and allocation of funds. Additional planning at this point would include a survey, survey analysis, development of correctional programs, development of a system concept, and development of architectural programs, if these are needed. All this information should be presented in a correctional master plan.

Survey

A broad view of the current correctional situation must be available as a basis for further planning. A survey of the existing system should be made, including projections of future needs on both a local and a regional basis. Resources of both the criminal justice system and the community should be identified, and practices and trends in law enforcement, courts, and corrections should be determined. Community social services and agencies, educational and employment opportunities as well as geographical elements such as urbanization and transportation patterns should also be identified.

The survey should be specific regarding the region's incarcerated populations for several previous years. Information concerning numbers of persons incarcerated, offenses that led to incarceration, length of incarceration, frequency distribution of offenses, average daily population of correctional facilities, and percentage of the region's total population having been incarcerated are essential to the planning process. Also, pretrial policies and the sentencing patterns of local courts should be evaluated to determine how extensively alternatives to incarceration are utilized, and what the attitudes of local judges are toward those alternatives.

A consultant experienced in criminal justice planning can best conduct and analyze the survey. He should have a thorough grasp of all factors that determine correctional requirements, and be capable of objective analysis of planning information.

Survey Analysis

With extensive information from the survey, more definite planning is possible. Information concerning the frequency and distribution of offenses may reveal a strong possibility that a particular correctional jurisdiction's crime problems are directly tied to problems of other jurisdictions. One county's predicament may be shared by a city or by surrounding counties. Further

analysis may suggest that the sharing of financial, personnel, and facility resources on a city or county or a regional basis is advantageous. A more definitive description of the correctional jurisdiction or service area under a particular correctional authority may be the result of this effort.

Where it is found necessary to develop a consolidated or multijurisdictional system to provide required services, survey information should be collected for each jurisdiction. If a city/county plan is to be formulated, pertinent information from both jurisdictions should be considered. The same information is needed from all counties within the defined service area of the correctional plan. Whether for a single county or for several counties, the delivery of correctional services should be viewed as an integrated network.

The survey analysis will provide parameters for further planning, answering questions such as: How many community-based services exist for dealing with offender problems? Is there medical treatment available to alcoholics and drug addicts? Are there places for offenders to go for drug counseling, academic and vocational training, family counseling, and crisis service? The information should be evaluated so that a region's immediate and long-range correctional needs can be established and effective correctional planning determined.

With a breakdown by offense category of persons arrested, and a survey of alternatives to incarceration including community-based programs, it is possible to determine how expanded use of alternative programs will affect the required capacity of a proposed correctional facility. Offenders who are a threat to themselves or to others should be incarcerated, but a major proportion of the pretrial detainees and a considerable number of adjudicated offenders may be safely released with or without supervision, depending on the merits of individual cases and the discretion of the courts.

Concept of Correctional Programs

One current national trend in corrections is the increasing use of nonresidential programs as an alternative to incarceration. Many state legislatures are ruling that alcoholism is a sickness, not a crime. The effect of this on local corrections can be to reduce jail populations by as much as 30 to 90 percent. Local authorities are finding it impractical to incarcerate alcoholics who can be diverted to less costly social service agencies. Some jurisdictions have instituted release on own recognizance programs for pretrial individuals who score well on easy-to-administer reliability tests.

Basically, there are three nonresidential program levels—referral and diversion, community supervision, and intensive community supervision. Referral and diversion programs utilize noncorrectional social service programs such as mental health centers and drug and alcoholic treatment programs. These services are often more effective than regular correctional programs. Community supervision programs utilize typical probation correctional services which provide support and supervision for released individuals. Intensive community supervision programs provide the released offender with a greater degree of supervision in the community. The programs are for individuals not eligible for probation but who are not dangerous and have demonstrated some degree of reliability. Individuals placed in these programs are expected to conform to structured routines and to participate in appropriate treatment programs.

Expanded use of conditional release programs and increased emphasis on probation services have also permitted local authorities to release (under supervision) or to deal with offenders in community-based settings, thereby cutting the costs of constructing and operating expensive correctional institutions.

Follow-up studies[1] indicate that community-based programs and other alternatives to incarceration are beneficial. Jurisdictions with as many as 3,000 defendants processed by the courts each year have succeeded in diverting over 30 percent of these persons to pretrial release programs. Some jurisdictions with smaller case loads have succeeded in diverting from jail over 50 percent of their defendants in pretrial status. Generally, greater than 90 percent of those persons released on pretrial programs appear in court on the date of trial. Local correctional authorities are learning the cost-effectiveness of diversion as opposed to traditional correctional practices. Planning for a correctional facility should not be undertaken without considering immediate and long-range effects of trends to divert persons from incarceration.

With the survey completed and background data analyzed, it is possible to determine the network of facilities and services that are appropriate to local correctional programs. The feasibility and advantages of developing regional services can be evaluated in terms of cost implications. Also, the type or types of new correctional facilities, if any are needed, can be determined. If planning studies indicate that a range of diversion and of community-based programs results in a substantial reduction in offender populations, a more definitive architectural program can then be determined.

Systems Concept

The entire scope of corrections cannot be contained within the walls of a correctional facility. Opportunities to develop and utilize necessary correctional services would be limited. Community-based services as provided by various types of medical facilities, drug and alcoholic centers, special education opportunities, and others cannot be effectively duplicated in a correctional facility. Programs for partial release and nonresidential treatment are required so that unnecessarily incarcerated offenders may utilize those community-based services which can more effectively deal with their problems. The community correctional facility should be planned as just one component of integrated services and facilities which helps to solve local criminal justice problems.

When the idea of a city/county, multicounty or regional correctional system service network is being conceived, the cooperative relationship between planned correctional facilities and community-based services becomes more complex, but the possible advantages increase considerably. Short-term holding facilities or overnight lockups for pretrial detention should be linked with community correctional centers where correctional programs are available. The county with the highest apprehension rate might assume a lead role by having intake and assessment services and correctional programs for the entire service network. Other counties in the service area could then develop a network of short-term holding facilities, halfway houses, and community-based facilities and services for their respective projected offender populations.

The criminal justice system should exist as a network of interrelated facilities, programs, and services which best utilize community resources. Changes in judicial practice will directly affect the size and nature of the correctional facility's population. Where courts refer low-risk pretrial detainees to community service programs, there is a corresponding decrease in correctional facility populations—40 percent or greater, in some instances. Generally, however, a court's willingness to use alternatives to incarceration is affected by the availability of the appropriate service programs. If these show promise, they can be utilized. An important step in prearchitectural planning is to integrate all parts of the criminal justice system to operate as a network, and to emphasize the advantages of utilizing community resources and release and diversion programs. Proper planning will not eliminate altogether the need to build large correctional facilities but should attempt to direct offenders to residential and nonresidential programs which are designed to help them stay out of jail permanently, without increasing the hazard to the public.

Concept of Correctional Facility Programs

Programs inside correctional facilities, for offenders who cannot safely be assigned to nonresidential programs, are essential to proper rehabilitation. There are three residential program levels: partial release programs, community correctional residential programs, and high-security residential programs. Partial residential programs allow for incremental reintegration of the offender into his community. The gradual resocialization process minimizes risk to the public and provides time and support for offenders to adjust to community life. Community correctional programs relate offenders to the community while they are under residential control. Community resources are used and local citizenry become involved in the correctional process. Community interface at this level of corrections prevents the offender from becoming alienated from society and encourages resocialization. High-security residential programs utilize a secure environment for dangerous offenders. Support and emphasis should be placed on reinforcing the offender's learning and understanding of personal responsibility, self-esteem, and interpersonal relations skills. All programs aim at eventually placing the offender in a community correctional setting and ultimately returning him to society. Progression of an offender between program levels has facility implications.

The level and types of correctional programs required for a particular facility or facilities can be defined when the survey analysis provides an offender population profile. With the percentage of pretrial detainees, the average length of stay, and the general personal characteristics of the incarcerated population identified, the development of suitable correctional programs is possible.

It is important to define these programs in broad and flexible terms. Some authorities believe that short-term pretrial detainees do not need services because they are in custody far too short a time to receive any benefit. This is not necessarily true. Assessment and diagnostic services should also be available to everyone who is detained. Presentence investigation services should also be available to insure appropriate disposition of convicted offenders.

Correctional programs for sentenced offenders include structured activities for resocialization and reintegration of offenders into their communities.

Academic and vocational education programs help offenders to find new job opportunities later. Correctional facility staff can play an important role in this process. Their attitude and interaction with offenders can reaffirm the norm of good behavior and positively reinforce a sense of social responsibility. Direct referrals to special education opportunities in the community, to community alcoholic and drug programs, and to agencies that offer personal counseling will benefit communities by lowering crime and recidivism rates.

Generally, structured correctional programs are expensive and require more specialized personnel and space. Highly structured programs should be provided only at maximum security levels. The size and character of the offender population will determine which types of programs should be developed. The *Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults*,[2] developed by the National Clearinghouse for Criminal Justice Planning and Architecture, gives suggestions for planning correctional programming and its required architecture.

Programs influence space requirements and affect correctional facility design. When the level of programs is determined, a description of the programs, including staffing requirements and schedules, should be developed. This program statement is essential to the architects who will determine space types, sizes, and functional relationships in the preliminary design phase.

Architects should not begin to design until they have a detailed understanding of the proposed facility's program goals. Their task is to translate established goals into a physical design having appropriate construction materials, colors, and a general atmosphere to complement the objectives. The architects should concentrate on a design which offers maximum flexibility in use. Without proper direction, the architects may have to rely on a limited understanding of what is required. The *Guidelines* may help to augment predesign correctional program development and should be invaluable to project architects as an information resource.

A final word on the prearchitectural planning process: a well-planned program of community correctional services often remains just a plan on paper. Planning, to be implemented, depends on public awareness and on the acceptance of contemporary correctional practice. The public should understand the benefits of community corrections, nonresidential programs, and partial release programs. Most communities will offer a referendum on a bond issue for correctional facility development. The public should be informed as to alternatives to conventional jails, and the failures of traditional correctional practices which have been the standard to the present time.

For better awareness of correctional problems, a public relations and information service should be initiated early in the planning process. An advisory committee can help with the planning. The committee, comprised of representatives from the community, should meet regularly and invite members of the media to attend the meetings.

When the correctional master plan is developed to the point where various issues can be discussed, there should be a well-organized campaign to inform the public of all issues. If feasible, open meetings should be held and concerned citizens encouraged to ask questions and participate in discussions. The humane ideals of advanced practices in corrections should be stressed and every opportunity taken to emphasize that these practices can result in lower costs for corrections.

Networks

As discussed in the previous prearchitectural planning section, each service area should develop a network of correctional services, comprised of both residential and nonresidential programs. A system of correctional services should be developed which responds to the special conditions and correctional needs of the planning area.

In most instances, existing facilities are inadequate and inappropriate for future correctional needs. Prior to the development of any building program, however, a general plan for future correctional system needs should be developed. This plan should define as accurately as possible the general network of programs and facilities needed. The creation of such a network or system of resources for corrections is pertinent to any planning area.

In a large metropolitan area, a network of dispersed programs, services, and facilities is usually most appropriate. This system should be developed in a configuration which relates well to the physical context of the urban area under consideration. Facilities and programs should be located where they will best serve the offender's needs within community and neighborhood settings. Such dispersion serves to keep individual facility populations relatively small, and also provides the opportunity for a phased reintegration program. The following diagram illustrates a hypothetical network.

In a traditional county jurisdiction, with one city serving as the county seat with a county courthouse and jail operation, it is usually necessary to diversify the correctional network. It is inconsistent with the philosophy of community corrections to house all rehabilitation services in one building. A single correc-

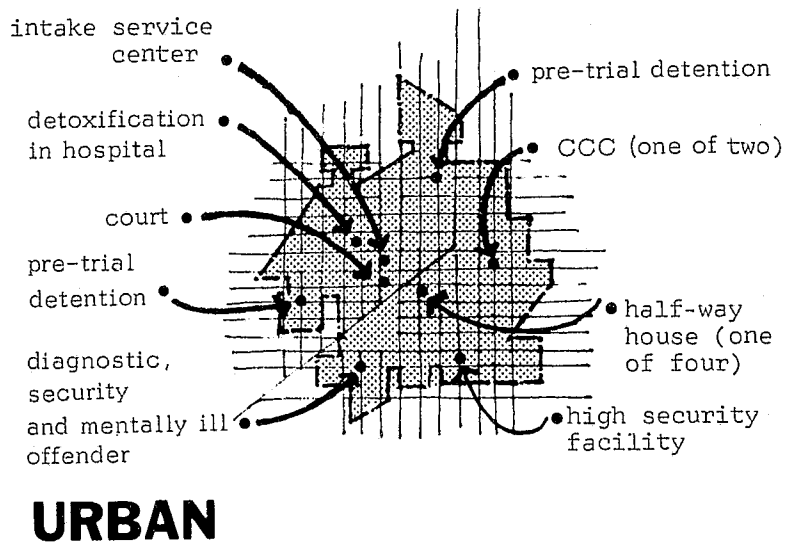


Fig. 1

tional facility can serve as the major facility for pretrial and posttrial residential treatment; however, other programs should be dispersed. These may include halfway houses for work and educational release programs, and special treatment facilities for drug, alcohol, mental, and juvenile offender treatment services. Such facilities and programs should be developed in various communities throughout the county as service demands. In some situations it might be desirable to develop a mobile unit to provide outlying areas with professional diagnostic, classification, and rehabilitation services. The following diagram illustrates this network concept.

In a sparsely populated area, where resources and offender populations are not sufficient to justify a diversity of programs and facilities, it may be desirable to consolidate by developing a regional network. This approach usually involves cooperative interjurisdictional planning and the development of some form of new correctional administration. Ordinarily, regionalization entails the combining of several counties into one large service area, with the development of a central facility and treatment center in an urban area having adequate community resources. Other counties then contract for correctional services as these are needed.

Even in such instances, it is necessary to utilize the network concept, because regionalization tends to remove individuals from their home communities. The development of various active work/education, furlough, and release programs in the outlying counties is essential. Pretrial release and diversion programs, though coordinated from the central facility, should be conducted through local agencies. As a further aid to reintegration, an offender incarcerated in a regional facility should have frequent interaction with his home community and should be allowed time to seek postrelease housing, employment, etc. A diagram of multicounty regional network is shown.

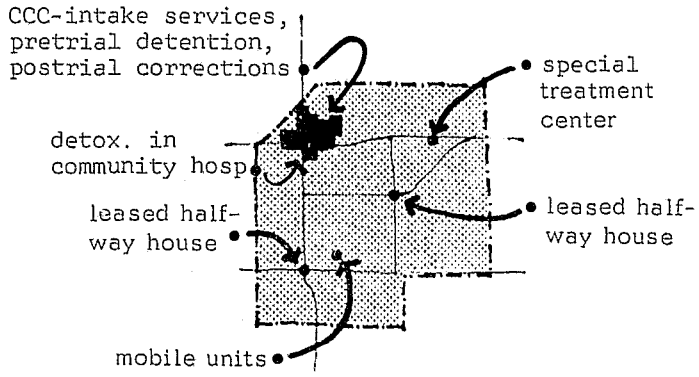


Fig. 2

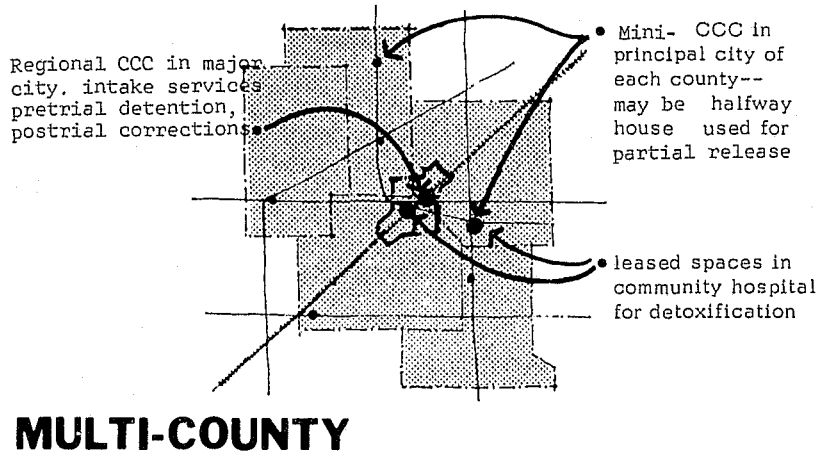


Fig. 3

Facility Components

A variety of basic facility components relating to the special functions within the overall criminal justice process has emerged as models appropriate to community-based corrections concepts. Some or all of these facility types may be required, as determined by the planning process.

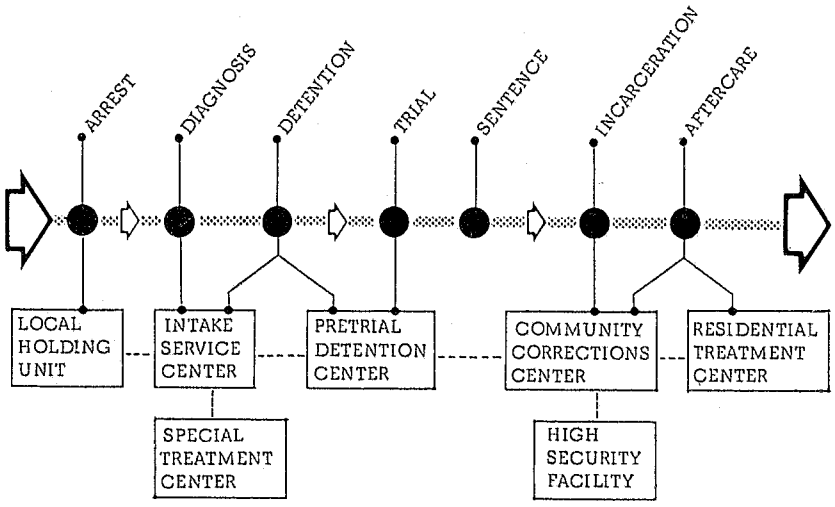


Fig. 4

In most situations, there may be one primary facility type combining the functional operations of most of the facility component types illustrated. The primary facility will serve as the central point for correctional operations and administration for a given service area. It may include intake services and temporary holding, pretrial detention, and posttrial incarceration for certain convicted offenders.

In larger regional or metropolitan areas, a facility network separating some or all of these functions may be appropriate. Each type of correctional operation would then be housed in its own building. The facility types are described here to illustrate the special relationship between the various phases of the criminal justice process and the facility requirements.

Local Holding Unit

Located at a law enforcement facility, a holding unit (analogous to a local jail) provides for short-term custody of persons apprehended and awaiting booking. Such a facility should be attractively designed, with unobtrusive security features. Holding units are intended for temporary detention for periods not exceeding 24 hours, after which individuals, not otherwise released, should be transferred to the Intake Service Center.

Intake Service Center

The Intake Service Center (ISC), as developed by the National Clearinghouse for Criminal Justice Planning and Architecture, is the accused person's initial contact with the criminal justice system after he is apprehended and booked. Operationally, it encompasses the initial activities of screening, assessment, and evaluation, as well as the classification of alleged offenders. Diversion into pretrial intervention programs and ongoing review and evaluation of program effectiveness for postrelease clients are also functions of the Intake Service Center.

The primary objectives of the process are to identify the correctional needs of individuals for appropriate correctional services, and to facilitate obtaining such services by linkage with available programs.

General Intake Service functions include:

1. Residential services (not available at local jails) for alleged offenders detained prior to adjudication, and for convicted offenders prior to their placement in an appropriate correctional program.
2. Pretrial and presentence investigation and assessment of individuals, on a voluntary basis in both residential and nonresidential categories.
3. Short-term intake screening for diversion to nonresidential pretrial intervention programs.
4. Ongoing assessment and evaluation of each individual's adjustment to programs.
5. Monitoring, coordinating, and evaluating operational correctional programs; research and development of alternatives.
6. Follow-up evaluation of offender's progress after release from correctional supervision.

The Intake Service system process has five basic phases extending over the entire criminal justice system. Each phase, as indicated in the following dia-

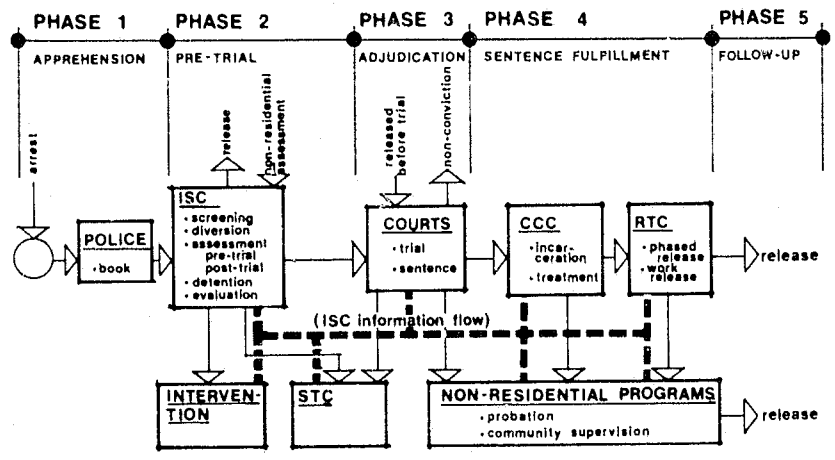


Fig. 5

gram, is related to a segment of the system. The functions of the Intake Service Center, as both a process and a facility, are described.

PHASE 1—*Police Intervention and Apprehension*
The ISC provides support for police diversion and station release programs.

PHASE 2—*Pretrial Assessment*
a) The ISC provides for the screening and assessment of individuals in the first 24 hours of detention to ascertain eligibility for:
   1) *Pretrial Release Programs*—alternatives to incarceration
   2) *Pretrial Intervention Programs*—alternatives to, or deferment of, adjudication, by voluntary participation in a treatment program.
b) The ISC Intake Review encourages voluntary participation by the offender in an assessment program during residential detention while awaiting trial.

PHASE 3—*Adjudication*
The ISC provides residential assessment of convicted offenders prior to sentencing, and nonresidential assessment of persons released prior to trial and sentencing.

PHASE 4—*Sentence Fulfillment*
The ISC provides assistance to correctional program staff in review and evaluation of program effectiveness, and review of pretrial and parole activities. The ISC also provides assistance to nonresidential (probation) staff in review and evaluation of program effectiveness.

PHASE 5—*Follow-up*
The ISC provides for analysis of sentence, and for correctional and aftercare program effectiveness.

Because of the unique role of the ISC as an assessment center for individuals involved in early phases of the criminal justice system process, a number of difficult issues exist.

The ISC is essentially a public-service facility having a neutral environment in which the individual's needs can be determined regardless of the individual's guilt or innocence of criminal offenses. It also serves as a center for the integration of community resources with offender needs. Assessment services of the ISC are available to individuals who are charged with a crime or crimes and who have been released prior to trial, as well as for individuals who are detained. The facility should function as an open and inviting place, and be easily accessible from the community. However, it may also be utilized as a pretrial detention facility requiring a high security setting during assessment and classification.

The ISC Facility should allow for convenient staff and resident circulation. Assessment and evaluation activities may require frequent resident movement within the facility, e.g., the movement of residents to and from criminal courts. A simple and easily controlled circulation system for segregation of females and males in both residential components and intake area is important.

Residential components should be small modules, for 8 to 24 individual residents, to provide for adequate security differentiation. A secure outer perimeter is needed for certain facility components, but the prison image created with the use of steel bars, locks, and other hardware should be avoided. High-strength security glass, together with new technologies in laminated unbreakable plastic are recommended for security settings such as those required by certain ISC facility components.

Exterior visual orientation of residential units and activity spaces is desirable, and convenient access to exterior spaces within the security perimeter is highly recommended. Design diagrams illustrating such concepts are provided in the *Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults*.

Recommended basic functional components and subcomponents for a complete ISC facility are as follows:

System Administration
- Administration
- Staff Development
- Offender Assessment
- Program Research and Development
- Information and Records
- Administrative Support

Facility Administration
- Administration
- Security
- Staff Support
- Operation Support

Intake
- Reception Services
- Processing Services

Program
- Pretrial Release Services
- Pretrial Intervention Services
- Nonresidential Assessment Services
- Residential Assessment Services
- Program Support
- Recreation
- Medical Services

Residence
- Residential Modules
- Residential Services

Outdoor
- Recreation
- Access
- Service Entrance
- Parking
- Public Open Space

Pretrial Detention Center

The Pretrial Detention Center serves for the temporary detention of persons awaiting trial. The population consists of individuals who cannot qualify for a pretrial release or intervention program.

It includes individuals charged with nonbailable offenses, individuals posing a risk of not appearing for trial, and individuals considered to be a danger to themselves or to society. It would be desirable for the Pretrial Detention Center to be in close proximity to court facilities. In most instances it would be appropriate to combine pretrial detention operations with either an Intake Service Center or a Community Correctional Center so that pretrial detainees would have access to program services on a voluntary basis.

Community Correctional Center

The Community Correctional Center (CCC) represents the primary posttrial program delivery component of a correctional system. It normally functions as the correctional coordination center for individualized offender treatment programs through the entire correctional system, including residential and nonresidential programs. It provides a diversity of resources appropriate to a wide range of offender needs. Basically, it serves as an intensive treatment facility for offenders who are ineligible for release to a nonresidential community program. It provides for residential commitment in an environment that ensures the safety and protection of the public; it also ensures access to effective correctional treatment opportunities for the offender.

Community Correctional Centers simplify the task of integrating the offender into the community by eliminating his removal from the community in the first place. Because of its location, access by the offender to family, friends, and innumerable community resources is enhanced. Locations in the community also helps to focus attention of the public on the problems and needs of corrections, and to emphasize the important role of the community in the rehabilitation process. Location in the community increases community participation.

The CCC serves as a primary treatment center for convicted offenders not eligible for release to nonresidential community programs. It functions as a facility with a range of residential security levels. Major features of the operation emphasize residential treatment programs and extensive use of community resources. The programs may serve any or all of the following: sentenced misdemeanants, sentenced felony offenders, conditional release offenders.

The CCC requires an internal security capability for detention. Residential components should differentiate between maximum, medium, and minimum security levels.

Interior and exterior program and program support areas should functionally relate to residential components (within the security perimeter) to facilitate their use in a daily integrated operation.

Program areas should be flexibly organized to allow for necessary interaction with the community by families, attorneys, and other visitors.

Site development should ensure community interface and accessibility. Public access should be separate from the offender intake area to maintain security and provide privacy for incoming offenders.

The CCC should reflect a community image that is not obtrusive or imposing. Site and building development should have an open, inviting character rather than the forbidding image of most traditional penal institutions.

Interior layout, design, and furnishings should support correctional treatment objectives. Individual personal spaces should be provided for residents, with space, color, texture, and lighting varied to create a healthful atmosphere. Individual rooms, activity and program space should have an exterior orientation with adequate windows. Excessive noise should be controlled to avoid conflict with the normal daily activities of residents.

Partial Release Center

Generally referred to as a halfway house, the Partial Release Center provides for partial release activities in a minimum security setting. Opportunities for work release, educational release, community adjustment, intensive supervision, and conditional release programs are offered. Some facilities of this type may serve special clients, such as drug addicts. All partial release centers should house small residential populations. A primary objective is to ease the reintegration of the offender into society by providing, within the community, transition from the institution.

Special Treatment Center

Special Treatment Centers are designed to meet the needs of special offender types such as alcoholics, drug addicts, and mentally ill offenders. In most cases, these problems are medically related, and medical service should be included in facility programs. Various other programs such as counseling and community treatment are also necessary. Security conditions would vary with individual offenders being treated.

High Security Center

In certain situations it will be necessary to locate high-risk sentenced offenders in a maximum security setting to allow for specialized treatment and adequate protection of the public. However, high security facilities should not be located in remote areas. These operations should be part of the Community Correctional Center.

Location and Site Selection

Identification and evaluation of various sites for community correctional facilities and systems of facilities should be dealt with in the context of particular facility requirements, community planning constraints, and specific site suitability. The object is to locate facilities in areas and on sites that will allow the maximum potential for correction.

The concept of community corrections dictates that corrections be located in the communities from which offenders come. Urban areas generally account for the largest crime rates and produce the greatest number of offenders; thus, remote sites are not considered suitable locations for correctional facility development. To locate a site or sites for a particular facility type or range of facility types, it is necessary to determine the extent of social and physical community interface required for each facility type, and to identify neighborhoods and sites that will serve to optimize community interface potential.

Although matters of land acquisition and community opposition may be the more critical problems of placing correctional facilities in urban locales, the benefits derived from more efficient community and law enforcement interface may in time offset these disadvantages. Benefits may include increased public awareness and involvement, and better utilization of the community's professional, social, educational, and employment resources, all of which help to lower both recidivism and crime rates.

Increased flexibility of land use and control is one advantage of the more urban locale. If a site (or sites) is acquired specifically for correctional facility development, corrections may share a site with other public social service agencies.

Urban land is generally transitional and usually in demand for new uses. When correctional facilities developed on such land are no longer critical to their neighborhoods, the sites will have continued value for other government or private use after their service tenure in corrections.

A new correctional facility may share a site with government institutions, social service agencies, commercial or industrial development. Advantages of corrections being located in close proximity to such facilities as courts, police, other social service agencies, and industry (especially those facilities involved with correctional activities) are numerous, particularly with regard to efficiency of movement and accessibility. However, any relationship between corrections and other uses on the same site should be only functional; administrative and jurisdictional correctional autonomy should be maintained. Corrections may either lease a portion of a site from another user, or acquire by lease or purchase an entire site and sublease a portion of the site for another suitable use.

Leased sites are especially appropriate for more temporary correctional facility development. Prefabricated demountable modules are potentials for facility development on a temporary basis. A facility can be constructed at a time and a place where it is needed, then later demounted and moved. The facility may either be reconstructed at a different location for further correctional use or be converted to other use. Leasing a site relieves the correctional authority from any long-term commitment to a particular site.

A leased site and a building may be appropriate for use as a halfway house facility. Often, residential structures ideally suited for halfway houses can be found in excellent locales. These structures can be adapted to correctional use for offenders who are not security risks or in need of frequent supervision.

A remote site generally does not offer the advantage of either shared use flexibility or continued value in terms of demand for other use. When such a remote site is acquired and developed for correctional use, there is generally no ongoing economic or social force intrinsic in the location to warrant further use for the site if correctional use were discontinued. If the site is abandoned by corrections, it will probably remain vacant and idle and have no economic or social advantage to the public.

In addition to the limitations of function and use of social and physical resources of urban environments, and with the continuing demand potential, the remote site often has inadequate utility service, sewage treatment, and accessibility. The expense of updating utilities, providing sewage treatment, and constructing access roads can significantly increase facility construction costs.

Each of the four major correctional facility types—Intake Service Center, Community Correctional Center, Partial Release Center (halfway house), and Regional Correctional Center—has its own particular community location and site requirements with regard to a criminal justice system delivery network. Community interface requirements for each correctional facility type are critical determinants in identifying suitable sites.

The Intake Service Center predominantly serves pretrial correctional clients on a nonresidential and residential basis as well as follow-up offender assessment (parole and probation) and correctional system coordination and evaluation. Since the Intake Service Center serves in a comparatively large number of community interface activities (greater circulation will exist between the Intake Service Center and courts, police, community, legal services, and other social service agencies because of its key placement and role in the delivery network), its need for accessibility is important in choosing an appropriate site. An ideal location for the Intake Service Center would be in a neighborhood convenient to both police and courts facilities, with total community accessibility through public transportation and regular pedestrian and vehicular movement patterns. Diagramming of distributions of population densities in relation to existing circulation systems, and existing and potential land uses, may indicate urban activity nodes. Sites in neighborhoods immediately surrounding these nodes should be considered as locales for the Intake Service Center. Potential sites may be vacant or underdeveloped land in a transitional phase, and available for acquisition and development.

The Community Correctional Center serves sentenced offenders in residential programs ranging from high security, where constant supervision is necessary, to partial release which allows low risk correctional clients to leave the facility during the day to attend school or work. Some partial release programs permit clients to live at home with their families during the week and return to the correctional facility for weekends. Although the interaction between the

community and the CCC will probably not be as intense as with the Intake Service Center, the need for access to the facility Service Center, the need for access to the facility is still a key determinant in the choice of location. Transportation is important for visiting families, professional services, and facility staff; and local employment and educational opportunities for those partially released depend upon good public transportation. Neighborhoods within reasonable walking distance of industry and educational facilities, and with public transportation are ideal.

The correctional authority may find it advantageous in terms of site acquisition and public acceptance to locate the Community Correctional Center on the same site as the Intake Service Center. A combined facility may save on construction costs and be functionally practical. However, care should be taken in design to ensure that separation can be maintained between various residential groups and programs.

Partial release or halfway house facilities serve minimum risk correctional clients prior to release on parole. An offender will live at the halfway house and participate in work or educational activities in the community. Sites for halfway houses should be located in neighborhoods where work opportunities exist. Usually areas with high concentrations of industry or easy access to industry through public transportation are considered good potential locales. Existing residential structures are often suitable for conversion to halfway houses because there is no special security requirement.

The Regional Correctional Center is also a community facility serving a regional or multicounty delivery network. Regional Correctional Centers have intake service, community corrections, and special problems components, with both residential and nonresidential programs for pretrial, high security through partial release, and special problems clients. Major cities within the region usually offer the best locations for this facility type because they allow for maximum utilization of community resources while still supporting both rural and urban communities within the region. Site requirements are the same as for both the Intake Service Center and the Community Correctional Center, including the need for accessibility to courts, police, social services, staff, and other community resources. Sites in and around neighborhoods with employment and education opportunities, and available public transportation are optimum locales for new facility development.

Community Planning Constraints

In selecting appropriate sites for correctional facilities, the correctional authority should make decisions in the context of existing local planning constraints. Most communities have planning agencies to determine local growth and land use policy. Working with community administrative authorities (city commission or council) and public works departments, the planning agencies attempt to implement established policy by regulating zoning, utility development, street development, and building codes. The correctional authority should try to coordinate correctional planning with local planning to insure that selected sites are or will be serviced by all necessary utilities and roads and conform to general established planning policy. Local planning agencies can be used as a resource for information useful as a basis for selecting sites. Land use

maps, aerial photographs, tax maps, topography maps, utility maps, zoning maps, demographic maps, and public transportation maps are essential for evaluating neighborhoods and identifying undeveloped and underdeveloped sites that may be available for lease or acquisition. Other sources of information helpful in locating available sites are local real estate firms, the classified sections of local newspapers, and the local tax assessor's office.

If the local planning agency is especially ambitious, it may have map information regarding income distribution density, housing quality, existing structures, areas of high overcrowding, areas of high illiteracy, ethnic distribution, traffic distribution, and pollution statistics. Information of this type may be very useful when it is evaluated and compared with police and correctional planning information concerning the incidence of homicide, suicide, drug addiction, alcoholism, rape, robbery, aggravated assault, and juvenile delinquency.

Zoning and existing land use information may be key factors in identifying future trends in land use and community growth. For example, existing residential and partial residential land zoned as industrial is likely to be in a transitional phase between residential and industrial. This indicates stable or increasing land value, and with excellent employment opportunity (because of the increase in industry), it may prove to be an appropriate neighborhood for a Community Correctional Center or halfway house. Available sites in the neighborhood can be further evaluated for suitability in terms of adequate utilities, roads, and public transportation.

The correctional authority may find it difficult to work in coordination with local planning agencies and administrators because of an unfavorable public attitude concerning corrections and correction activities. Often, communities will not even consider correctional facilities in zoning codes and community planning programs. In some instances, zoning codes are designed to discourage upgrading and the continued use of existing correctional facilities as well as construction of new facilities. However, the correctional authority, as a government agency, may not have to comply with local land use controls. Eminent domain gives local and state governments ultimate authority over land use policy within the respective jurisdictions, if it is determined that such actions are for the public good. The correctional authority may find it beneficial not to resort to utilizing this power, and to try to maintain a good rapport with local communities. A good program of community interface is not likely to be achieved if optimum public relations are not established between corrections and community.

Another important consideration in the selection of sites for correctional facility development is environmental constraints. Effort should be made to insure that selected sites and proposed facility development plans comply with the National Environmental Policy Act of 1969. This act prevents significant expenditures of federal funds without an adequate assessment of potential environmental impacts and determination that no irreversible and irreparable damage occurs to the natural, social, and cultural integrity of a community or region. The following list of questions will help to determine if environmental problems exist for a given site or sites.

Will the implementation of a proposed correctional facility or program

lead to a significant increase in air pollution? Lead to a significant increase in water pollution? Lead to poor land use, soil erosion, or soil pollution? Destroy or derogate an important recreational area? Substantially alter the pattern of behavior of wildlife or interfere with important breeding, nesting, or feeding grounds? Disturb the ecological balance of land or water area? Have an adverse effect upon areas of historical significance, cultural significance, or educational or scientific significance? Have an adverse aesthetic or visual effect? Lead to a substantial adverse change in the character of the community?

Further information regarding the 1969 National Environmental Policy Act and environmental assessment can be obtained from the Council on Environmental Quality and the U.S. Environmental Protection Agency. Local environmental standards and regulations may be obtained from state health, conservation, and environmental agencies. Additional information is usually available through local and state historical societies, public interest groups, and state and national geological surveys.

Specific Site and Facility Requirements

When suitable neighborhoods for correctional facility development are identified, potential sites within these neighborhoods should be evaluated in terms of specific facilities planned for construction. Utility support that is necessary includes gas, water, electricity, and sewage treatment. These utilities should be adequate to meet the demands of the projected facility population.

Size of the site should also be adequate. A method of projecting the floor area required to support a given population is to multiply the projected population by 300-350 square feet for the Intake Service Center and 250-300 square feet for other facilities. This area can be accommodated by one or more floors, depending on the character of the surrounding neighborhood. The necessary site size is dependent on a number of factors: the required floor area based on projected population, character of the neighborhood and intensity of development, cost of site acquisition, and expected facility expansion. The intensity of development around the site may be such that a low building would not relate to the scale of the community; a taller building might be more appropriate. A taller building would also require less site area, which would be at a premium in more intensely developed areas. At the same time, multistory correctional and detention facilities present severe functional limitations.

In less intensely developed neighborhoods, sites may be larger, and a lower one-, two-, or three-story facility may be appropriate. Generally, a site ranging in size from double to five times the estimated floor area would probably be adequate to support parking, yard requirement, and expansion requirements. Parking requirements can be determined by estimating the number of cars the facility will generate at a peak period. One parking space should be provided for each staff member, based on a ratio of one staff member for every three to four inmates. Additional spaces should be provided for visiting and professional personnel and families at a ratio of 20 spaces for every 100 residents, or 20 percent of the total population. The total number of spaces multiplied by 350 square feet per space will give the approximate parking area required.

Design Principles

It is shortsighted to assume that jails protect society from criminals. Practically all offenders are eventually returned to society. The traditional jails from which they are released may have done little more than to reinforce the tendency toward criminal behavior. These jails create a meaningless existence which slowly destroys initiative and hope. If a correctional facility is to protect society from crime, it should return offenders to society with an increased understanding of their social responsibility and better equipped with skills for success. With this as the primary objective of corrections, it is the architect's task to create an environment that supports the attainment of that objective.

Some basic design principles should be considered in the design of a correctional facility so that a suitable setting is achieved for rehabilitative programs. Every aspect of a design should be evaluated in terms of human needs. Long, colorless, noisy corridors and cagelike cells, typical of most correctional facilities, are not appropriate settings to encourage normal behavior or rehabilitation.

Scale and Normalcy

A correctional facility should be designed to provide security, but it should also have a normal appearance both inside and out. The setting should be designed on a scale that makes sense in normal day-to-day terms and for a small population. The National Advisory Commission on Criminal Justice Standards and Goals recommends that no correctional facility be designed for more than 300 persons. However, 300 is a maximum population and is probably unnecessarily large for most local correctional facilities. Small facilities with small populations are generally at a more normal human scale. Large facilities of abnormal scale, serving large populations, tend to overwhelm and dehumanize individuals.

Individual living areas should have a normal residential scale. Even in large facilities, this effect can be achieved by designing residential units as modules, with small groups of persons sharing a common dayroom area and each person having an individual room. Such a design gives flexibility in assigning individuals to appropriate security levels and programs. It also allows for the necessary separations of males from females, adults from juveniles, and incorrigible offenders from more responsible offenders. This does not necessarily suggest that the various groups be housed in the same facility.

The issue of scale relates to all areas of the facility. Long, unbroken corridors should be avoided. Larger facilities should not have hallways longer than 50 to 60 feet, unless relief is provided by exterior exposure, variation in width, and variation in line of movement or activity zones. In smaller facilities, hallways should not be in excess of 30 feet.

Function and Security

In determining the appropriate physical layout, the functional relationships between various activity areas should be considered. Within the limits of security requirements, there should be no unnecessary limitation of movement. A well-designed module arrangment will permit such movement, without al-

lowing various groups to intermix. For example, a 30-man module can be divided into four quadrants, three of which may have 10 individual rooms and one dayroom; the fourth quadrant can be a program area for all 30 men. Supervision of all 30 men or separate supervision of each group of 10 men is then possible. Depending on security level requirements, individuals may have free access to program areas or may be allowed only free access to their group day area and structured access to program areas. The hazard of large assemblies is avoided. Offenders do not become individual parts of a regimented mass which tends to create a feeling of anonymity. Some correctional services, medical treatment, athletic activities, and some types of interviews and testing should be provided in a central location, but most program areas belong close to the respective residential modules. Each module should have its own counseling areas, dining facility, and multipurpose program areas. Facilities which rely heavily on centralized program space may have serious scheduling and offender-movement problems, resulting in limited opportunities for programs.

An offender should be permitted as much freedom of movement as his reliability and security level will allow. In traditional jails, the process of classification is often followed by the assignment of offenders to living areas which make no distinction between reliable and unreliable offenders. Low security offenders are placed in the same cells with incorrigible offenders, and all participate in the same activities. This often creates a situation where misdemeanants and inexperienced offenders become the prey of hardened criminals. The failure of the facility design has led to activity constraints and incentives relating to security levels, and the rehabilitation process becomes almost nonexistent. The goal of a correctional facility should be to prepare offenders for eventual release. For this, the facility itself should give offenders opportunities to demonstrate responsibility in terms that relate to normal society. A design that fails to allow for normal behavior is a poor design.

Flexibility and Cost

However well spaces are arranged in the correctional facility, it may become necessary to implement physical changes to accommodate future variations in factors that influence usage. Changes in laws and judicial practices, correctional policies, and public attitude may have an effect on the way any particular facility is used. Modification of the facility may be necessary.

A modular design concept provides great flexibility for grouping offenders. Distribution of multiple purpose program space close to the residential areas will insure the adapting of new programs to satisfy emerging needs.

Flexibility in design also pertains to the crucial issue of capacity requirements. The prearchitectural portion of this study stressed that new correctional facilities should not be overbuilt. It is not wise or economically practical to build a facility larger than is required. If the need for a new correctional facility is demonstrated, the size of the structure will directly determine its cost. Good planning provides necessary population projections to determine facility size, and results in savings in construction and operating costs. Detailed capacity projections reflecting both population growth and the increased use of nonresidential programs should indicate capacity ranges for a 15-year

period. The facility should have a designed capacity for 15 percent more than the projected average daily population, to accommodate daily fluctuations.

If facility populations do increase beyond projected capacities, the design of the facility should be flexible enough to permit further expansion so that overcrowding will not occur. Additional modules may be added to an existing complex to accommodate such an increase. If the increase is expected to be only temporary, the use of mobile or prefabricated detachable units may be considered. The same flexibility can be achieved in multistory facilities by anticipating expansion, and designing foundations and structural and operational systems for growth.

A design that utilizes traditional cellblocks with steel bars and long corridors increases construction costs appreciably. Steel cages are expensive. Even the designers of modern zoos have found better ways to contain animals than behind bars.

Conceptual illustrations and an explanation of basic design principles, along with a variety of general design determinants, are presented in this section to give correctional authorities, planners, and architects background information for determining architectural priorities and for evaluating future design solutions.

An important aspect of the functional operation of a facility involves circulation. This includes both internal and external movement of staff, inmates, and the public. Potential movement patterns should be clearly defined by the physical definition of space. The order of importance of circulation patterns is reflected in the alternatives for access and movement by staff and public as well as by residents within the facility.

The organization of spaces within the facility should provide residents with opportunities for independent and responsible decision-making. Spatial planning should have a strong linkage to, and support of correctional program objectives.

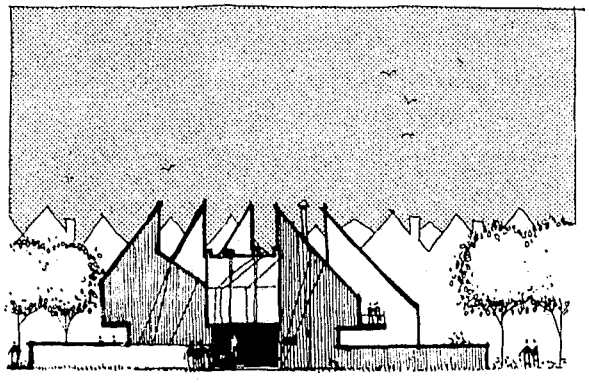


Fig. 6

Effective treatment programs require interface with community resources. The facility's image should support community interaction and involvement rather than repel it. Security elements and detention provisions should not be

permitted to dominate facility design. These elements are required to protect the public from dangerous offenders, but detention is not the major goal of a correctional program and should not be overemphasized. When security becomes too apparent, it tends to alienate the facility from the community. The result of this is a weakening of community interaction and involvement. Facilities should fit into the "grain and texture" or the context of the communities in which they are located. A "normal" image helps to reinforce facility integration and interface with the community.

Scale

The idea of scale concerns the relationship between one dimension and another. In the planning of the correctional facility, scale is an essential consideration. There is a consensus among correctional authorities and behavioral scientists that large facilities (with populations in excess of 400) require administrative and operational procedures that do not allow for individualized correctional treatment which is considered essential for effective rehabilitation.

Size must be considered in relation to a particular facility's community context. Smaller structures are easier to build in urban or near-urban locations, where community resources can be drawn upon to support correctional programs. If the facility is to support individual treatment objectives, its design should relate to individual human scale. The scale of spaces within the facility should relate to and be comparable with typical spaces found in normal residential structures. Adjustment problems experienced by offenders upon release can be minimized, and resocialization within the facility setting can be enhanced, by normal spatial scales.

When correctional programs involve 10 to 30 residents or more, design consideration should be given to creating identifiable sub-units or modules within the complex. Architectural design should establish cues which make the modules discernible to residents. The resident should be able to identify with his surroundings. ". . .long corridors (in excess of 50 to 60 feet in larger facilities, or 30 feet in smaller settings) should be avoided unless relief is provided by continuous exterior exposure, by significant variation in width dimension, by variation in line of movement, or by a combination of these. Larger spaces

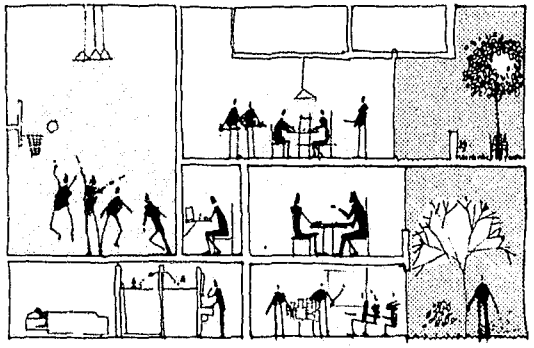


Fig. 7

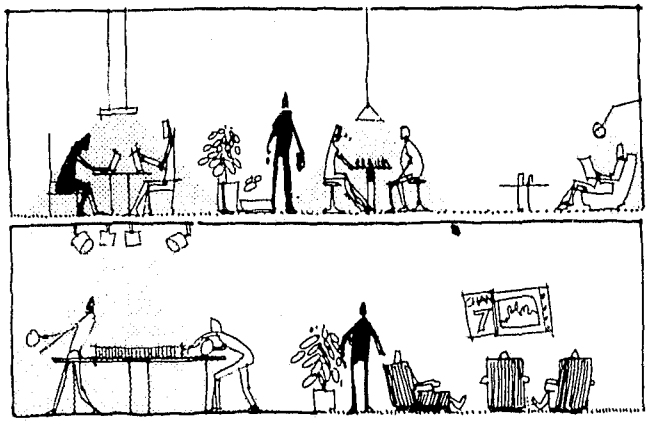


Fig. 8

created along the line of movement can develop into activity zones for leisure or unstructured activity."[3]

If a correctional program and facility is intended to be an integral part of the community setting, the scale of the facility should respect and respond to the scale of the surrounding community. Architectural design can support visual integration by considering the characteristics of surrounding buildings. This suggests an additional consideration in the selection of a site. The physical

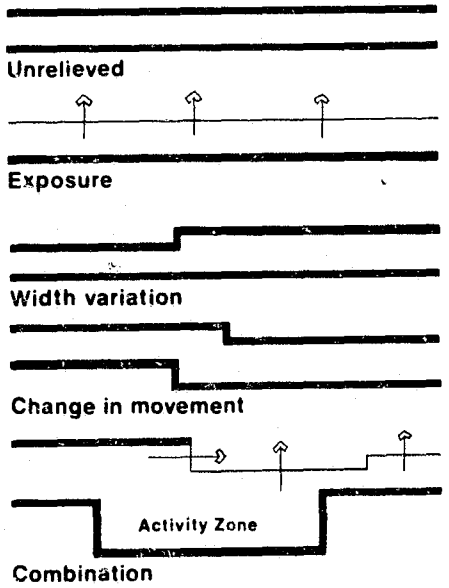


Fig. 9. Corridor alternatives.

character of the neighborhood surrounding a prospective site should allow for comfortable facility response.

Fig. 10

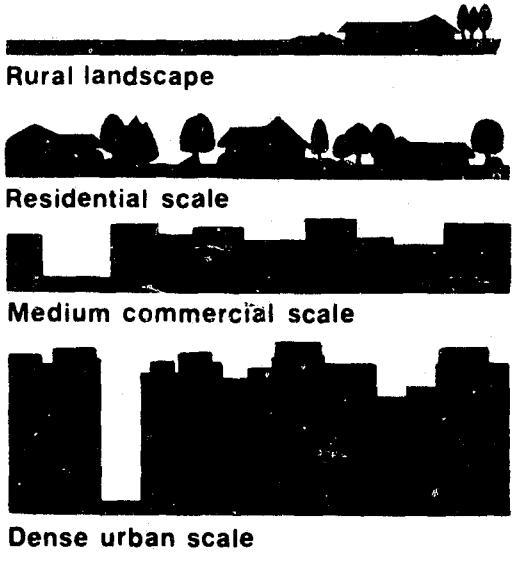


Fig. 11. Scale relationships.

"Considerations of scale relate not only to interior spaces [and local physical character] but also to the development and definition of exterior spaces. Exterior spaces, defined by building masses or components, should be related to dimensional increments of the masses themselves for continuity of scale."[4]

The scale of exterior space should also respond to the purpose and number of users. For example, the width of an exterior entrance space should relate in

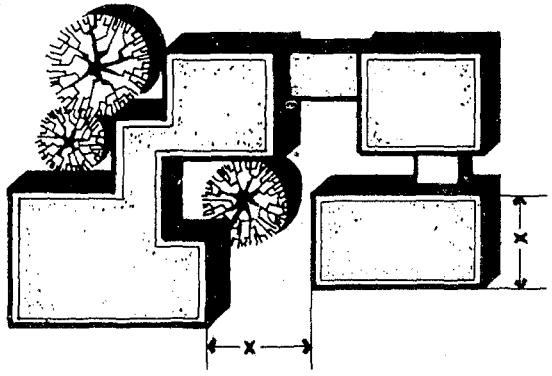


Fig. 12. Scale of mass to space.

scale to the importance and character of its use. In the illustration, Entrance A represents a design response to a major entrance suggesting much use. Entrance B would be more appropriate as a secondary entrance.

In instances where it is necessary to provide facility accommodations for larger populations, a *component combination* may be considered. This concept allows for the dispersion of various facility components. The facility then consists of a combination of separate small facility increments. When facility dispersion is employed on one site, results are analogous to "campus planning." As an alternative, dispersion may occur over several sites, resulting in a network of components which in aggregate comprise the facility.

Utilization of subcomponents within a facility may create a small-scale atmosphere within a large facility, effectively reducing the scale by providing physical definition and separation to interior space. This approach may involve the creation of a "facility cluster" where separate facilities or facility components are grouped together for common support services. Residents within

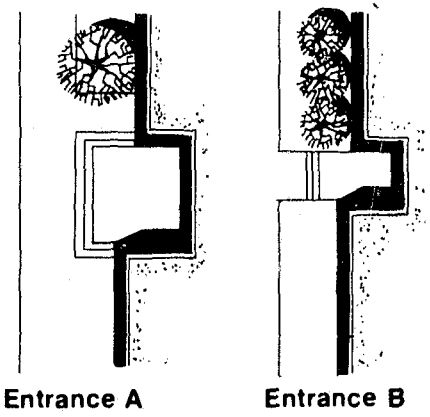


Fig. 13. Scale and function.

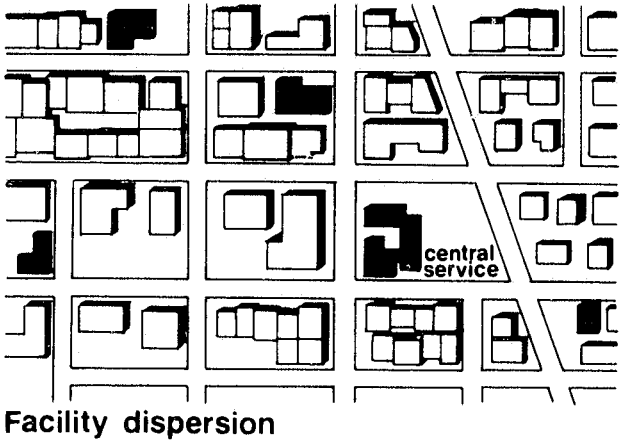


Fig. 14. Facility dispersion.

each subcomponent will relate better to the small-scale atmosphere. A feeling of autonomy or self-sufficiency is created, and smaller scale subunits provide a place with which residents may identify. This will help to support more individualized treatment which is not usually available in a large facility.

Site Development

Where public involvement will support and directly assist correctional programs, appropriate locations for activities should be sought and identified during the facility planning phase. After a site is selected, a variety of considerations will affect its development.

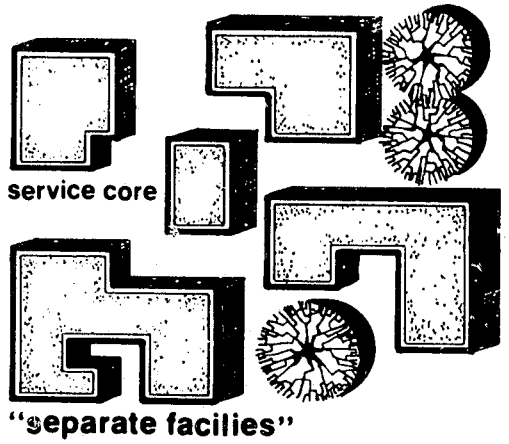


Fig. 15. Facility cluster.

The site's proximity to public circulations or public use areas will influence its utilization. Often, public interaction or involvement may be encouraged or discouraged by the context of facility combinations in realtion to direct public accessibility. Consequently, site planning should maximize opportunities for accessibility by appropriate orientation toward public activity nodes, facility component organization, and entrance presentation.

When significant landscape features are present, site planning and facility design should respect and respond to these features. Topography, rock formations, vegetation, streams and lakes, are examples of landscape features that should be treated sympathetically.

The nonurban physical setting, which may be utilized for regional correctional facilities, often introduces a variety of planning considerations not generally intrinsic to urban-based sites. Structuring, or the arrangement of facility components, may be strongly influenced by circumstantial features. The range of siting possibilities includes the "relationship to landscape, orientation for view, and relationship to adjacent circulations."[5]

As in a variety of other design and planning considerations, such sympathetic actions will not necessarily involve greater costs. They may even result in cost savings. More importantly, they can enhance environmental support of the correctional program.

Proximity to other community facilities, and provision for movement between them, have a major influence on site planning and facility design. This is particularly pertinent in instances where there is a high frequency of movement from one facility to another. For example, frequent movement will occur between pretrial facilities and courts. Concepts which may be applicable in specific situations where adjacent multiple-use facilities are separated, are connections by tunnel, bridge, or elevator. Where facilities are not adjacent, it may be more feasible from specific environmental, programmatic, or economic considerations, to make use of vehicular movement corridors.

The use of a compact urban site, selected for its proximity to community resources, may suggest the organization of facility components for "internal orientation". "This concept relates to residential programs where direct orien-

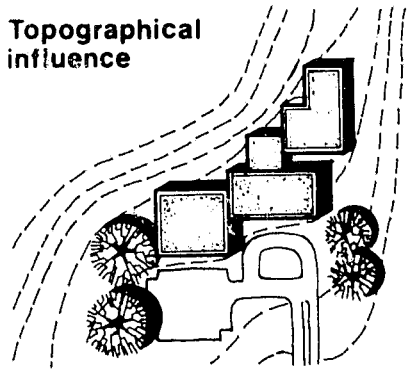


Fig. 16. Building to site.

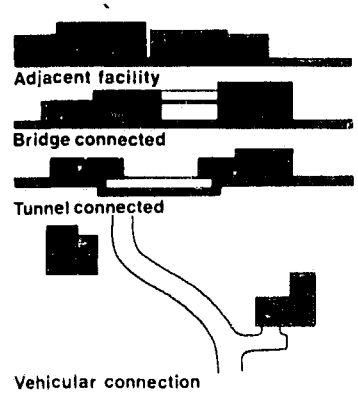


Fig. 17. Building to building.

tation of living spaces . . . is either not feasible or is undesirable. Orientation is established towards an interior definition of outside space for light, view, or program . . . activities . . . Internal orientation can provide 'soft' . . . exposures while [still] maintaining a 'hard' security perimeter."[6]

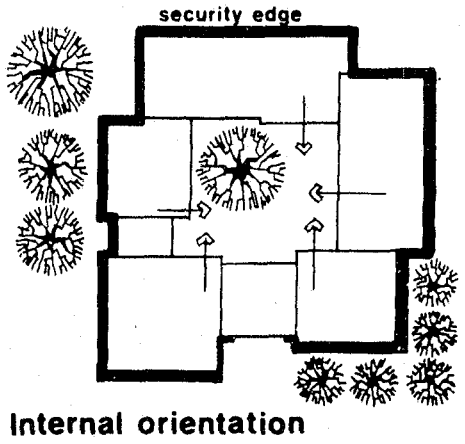


Fig. 18. Internal orientation.

Security

Excessive security provisions intended to prevent escape and maintain order are "in direct conflict with treatment goals and thus seriously impede socialization and resocialization efforts."[7] Evaluation of the offender during the intake diagnosis and classification process ties in with the selection of an appropriate degree of security within correctional settings. Evaluation of each offender individually with respect to his offense and associated circumstances must be made so that appropriate measures may be taken to insure security and promote rehabilitation.

To support treatment objectives oriented toward resocialization of the offender, ranges of security control should be incorporated into the facility.

With regard to facility design, in conjunction with treatment programs, ranges of external environment controls should be provided, "with the progression of the [resident] from high security (external controls) through development towards nonsecurity (self-controls)."[8]

These control concepts are illustrated in the diagram on the following page.

In instances where the security risk population is large in relation to total population, providing perimeter security with an open interior should be considered. A security perimeter surrounded by ancillary functions of "administration, visiting, and crisis intervention facilitates interaction with the public. A security perimeter facilitates free movement of [residents] within the security edge, encouraging participation in programs and treatment without conveying a negative environmental image."[9] The concept of soft edge helps to increase

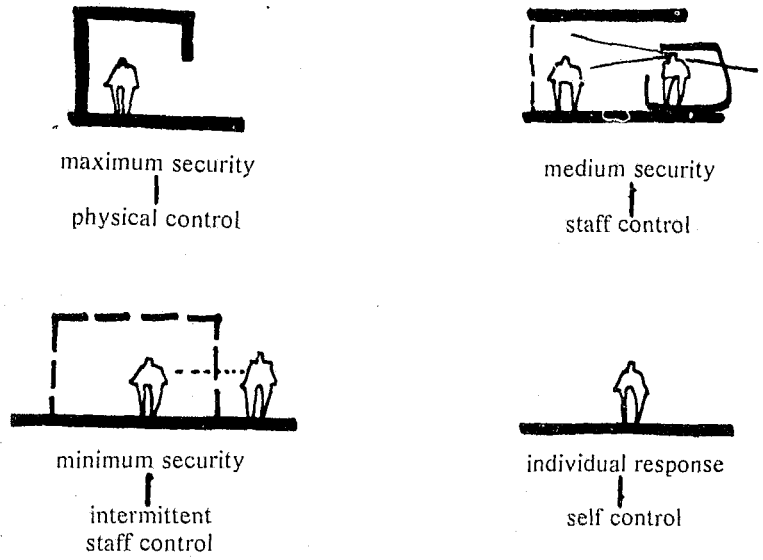


Fig. 19. Security classification.

acceptance by and linkage to the community. It decreases the residents' alienation from the community while assuring the safety of the community.

In instances where facilites containing provisions for close supervision are in a community context, consideration should be given to a concept of mixed perimeter. "A mixed perimeter establishes an undulating security edge, [with] certain program and support functions located at points along the edge."[10] The security edge is created by the exterior walls of the building complex rather than by a separate security perimeter.

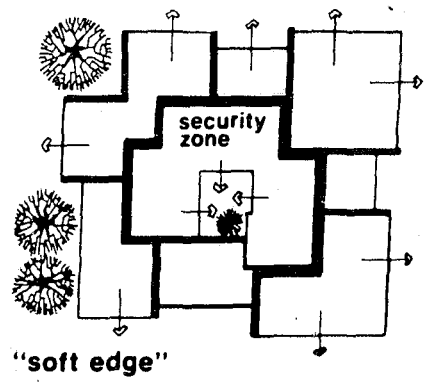


Fig. 20. Security definition.

A mixed perimeter has the potential for defining exterior space within the facility complex.

Various "soft" functions located on the security edge lessen the hostile character of an obtrusive and exposed security perimeter. "Soft" components act as filters for interface with community resources.

"Wherever the security risk population is small in relation to the total population, consider locating the sleeping, dining, and other components adjacent to 24-hour staff supervision stations. The utilization of a 'zone control' concept minimizes the necessity for observation 'tours'."[11] Also, locating staff in closer proximity to residents provides greater opportunity for personal interaction.

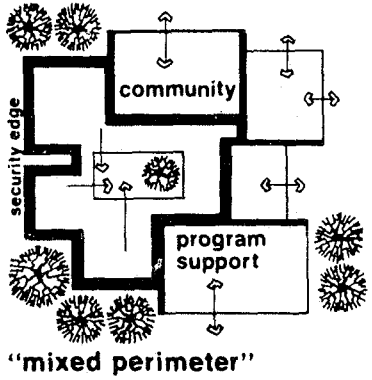


Fig. 21. Security definition.

When certain residents "require close supervision on an infrequent or regular basis, consideration should be given to supervision of [selected] zones, where [these residents] can be . . . restricted [and treated on an individual basis]. Controlled access zones offer an alternative to staff monitoring of the entire perimeter."[12] These selected zones may serve as specific functions areas such as sleeping or program activities, or serve as complete residential and program modules that retain and separate certain residents from the general population for relative time periods. With controlled access zones, the general population does not have restraints imposed upon its activities as a result of isolated incidents of misconduct by certain incorrigible residents.

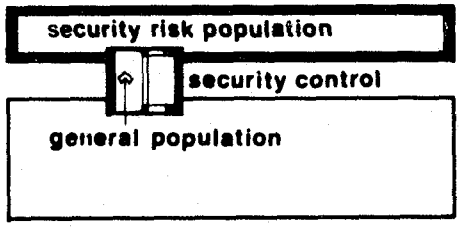


Fig. 22. Controlled access.

Flexibility

"Flexibility is a quality sought in every building program which seeks to relate to changing needs or which is intended to adapt to future [objectives]. In correctional facilities, flexibility is particularly desirable . . ."[13] New knowledge in behavior modification (particularly as it relates to physical environment) will result in changing correctional programs. Physical settings should be adaptable to respond efficiently to new programs. Flexibility is also desirable for the changing needs of service areas as well as for the reorganization of service areas. Various flexibility concepts will result in a reduction of misfits between program operations and physical settings.

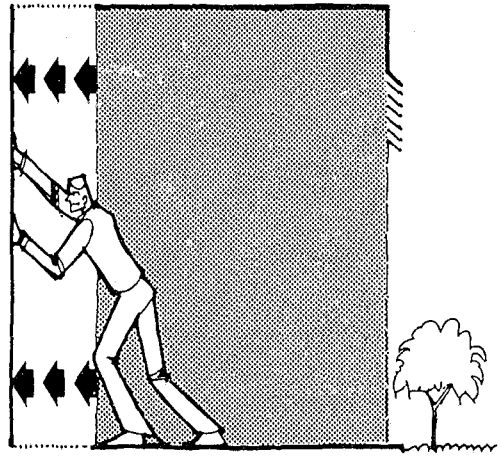


Fig. 23

Construction Technology

"Flexibility can be assisted by the use of construction systems which have demountable features. Sequences of installation and [detailing of architectural elements] can facilitate future . . . change by anticipating a removal process. Basic [design] features may include . . . floor and ceiling construction with infill of partition[s]."[14] This will accommodate easy rearrangement of interior space.

Neutral Facility

The concept of a neutral facility provides for the construction of nonspecialized space conducive to a variety of subsequent occupancies by other public or private institutions. The concept relates particularly well to smaller facilities since the resulting plant is of more marketable size. The correctional system, by employing smaller and more neutral facilities, will not become burdened with a plant that has outlived its usefulness in its particular role or location. The concept of "normalcy" in correctional facilities is also supported when a nonspecialized environment is provided.

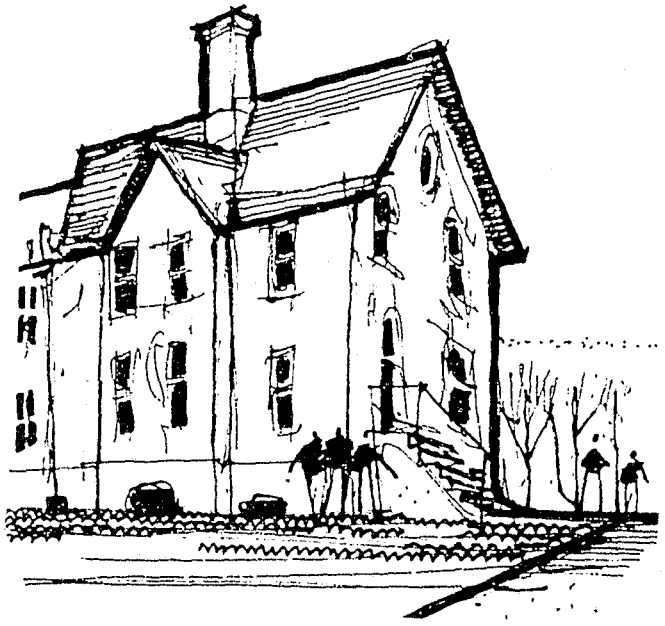


Fig. 24

Leased Space

"A leased[15] space concept provides freedom from the necessity of long-term occupancy." The opportunity for relocating programs to alternative environments which may offer more favorable settings provides flexibility. Another advantage is the shorter time required for facility acquisition (unless lease negotiations are lengthy and complicated for some unforeseeable reason). In addition, physical integration into the community fabric may be easily achieved.

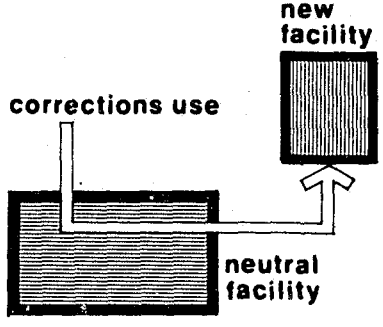


Fig. 25

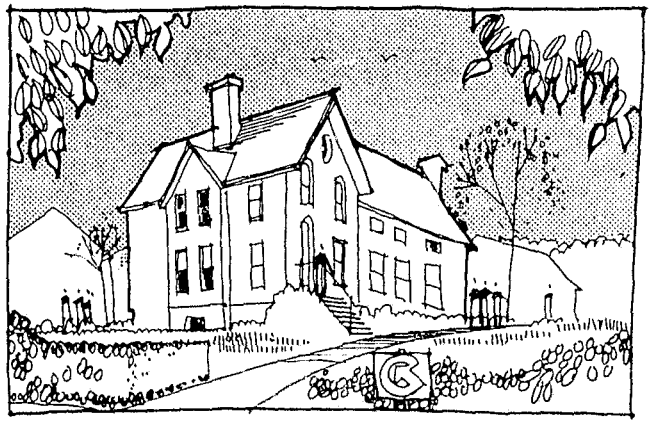


Fig. 26

Functional Flexibility

The concept of functional flexibility is important to the planning process because it expands opportunities for the use of space within the constraints of a fixed facility. Program flexibility is attained by time-sequencing the use of space. Spatial components assume different roles at different times. Flexibility is in the use of the space rather than in the space itself. Planning and design should reflect the consideration of multiple and scheduled use of space assignments.

Permanent Core

An approach to adaptability for future program changes in characteristics, roles, or size is to allow for the construction of a central service core containing mechanical services, fixed equipment requiring major utilities, and food preparation services, all of these to be surrounded by various "neutral" and residential program modules. New modules can be added, or unneeded modules can be demounted and removed. The core may be used to service several

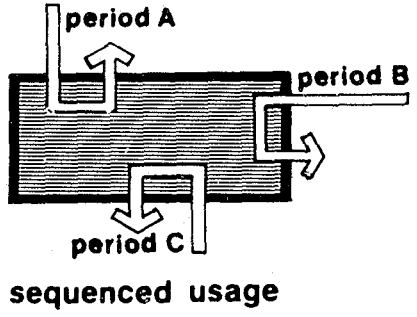


Fig. 27

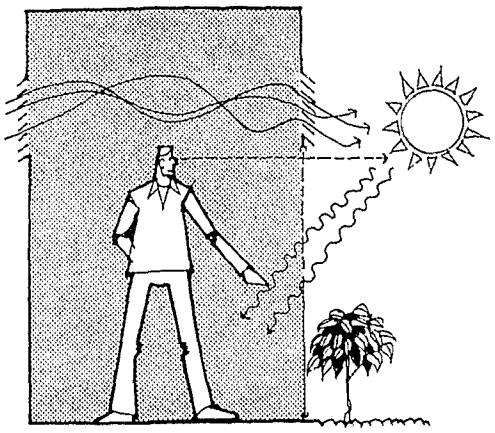


Fig. 28

categories of surrounding modules. In addition to variety in function, modules may be constructed for varying "time spans," including temporary or mobile modules.

Climate

An integral part of the planning process is the consideration of climate. This is especially critical in view of present and future priorities for energy conservation through architectural design. Design for these considerations should be made in context with treatment objectives and goals.

In regions where extreme climatic conditions prevail, consideration should be given to the following: compact organization; site design which minimizes access maintenance and snow removal; pedestrian and vehicular access on

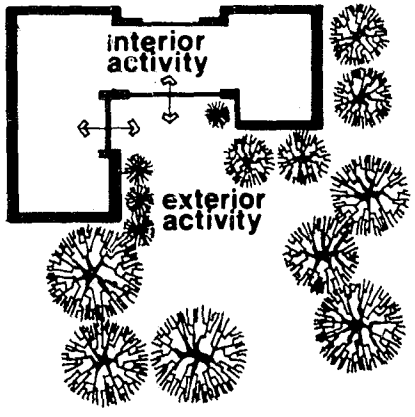


Fig. 29. Exterior development.

south or east sides of buildings; building arrangements which orient glass surfaces toward maximum exposure to the sun.

Amiable climates offer greater opportunities for outdoor activity. Activities should be accommodated by various design considerations including the use of outdoor areas immediately adjacent to indoor group activity spaces. This would maximize the use. Planning of the exterior space is as important as the planning of interior space. Movement patterns, use of areas, and the opportunities for interaction between people should be considered. Exterior environmental support to program objectives should be thoroughly considered and incorporated into a new facility.

Landscape features, which identify and encourage maximum use of exterior areas, include earth forms, trees, and other plant materials.

Economics

To derive maximum benefit from each construction dollar, "security hardware should be employed only to the extent and quantity which classification determines necessary."[16] Security iron is extremely expensive, and cell construction costs range from two to four times the cost of detention room construction. In economic terms, unnecessary provision for security is a waste of public money. Funds saved by not overbuilding security are more appropriately directed to increasing or improving treatment programs.

Treatment programs do not increase the cost of a facility, because good programs are possible with a redirection of funds to nonresidential or more community-oriented correctional activities.

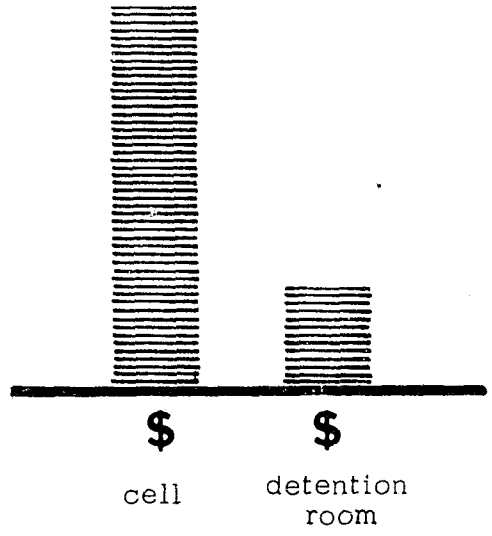


Fig. 30

Architectural Components

A variety of specific environmental responses to functional needs for various components of a correctional facility has been developed in recent years. As definitive architectural design guidelines, they are recognized as being representative of the "state of the art" in innovative design. These guidelines reflect the previously defined objectives of more normalized environmental character and of resources which support and enhance rehabilitative goals.

The guidelines presented herein do not represent rigid standards for design. They are offered as recommended practice and show a range of design solutions. Other solutions embodying the spirit and desired characteristics of the examples illustrated as a response to specific program context are options open to the architect.

The facility component data presented relate to both new construction and to modifications or extensions of existing facilities. With regard to the latter, possibilities are dependent on the specific characteristics of a facility. Professional advice should be sought in particular cases to assess the potential which a facility may possess for adaptation to environmental conditions.

The data are organized by general functional arrangement of correctional facilities, with more specific subcomponents being discussed where they are applicable. the general components are: Intake, Administration, Program and Program Support, Residential and Residential Support, Operations Support, Exterior.

The listing and treatment of these topics may serve as a convenience for summarizing the general operations of a typical correctional facility. It is recognized that this organization of functional components may not be applicable to all situations. Again, individual circumstances dictate and determine needs and functional interrelationships.

The shared use of new facility space should be considered for both economic expenditure and functional efficiency. Related community operations may combine in the development of a building program. This approach of mixed use allows for shared costs on a landlord-tenant, joint ownership, or joint lease arrangement. Combinations may include commercial, industrial, or governmental uses.

If available funding is inadequate for the construction of a complete correctional facility, a phased construction approach should be considered. "It may be possible to give a higher priority to certain operational [components] . . ."[17], for example, intake services or pretrial detention. Another alternative is to allow program components to be partially provided for in early phases, with the anticipation of future expansion of each component when more funds become available.

Facility planning can be strongly affected by a phased plan for growth. Planning should provide for an "open-ended" arrangement of components allowing for growth horizontally or vertically, and structural design should include details to allow for easy future expansion.

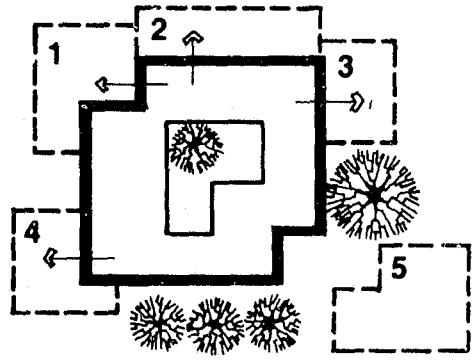


Fig. 31. Phased construction.

Intake

The intake area should provide the necessary spaces for processing: booking, temporary holding, search, identification, and the like. It should also include space for initial screening and assessment of individuals for possibie release and/or diversion to intervention programs. The arrangement of the area will vary greatly, depending on the number of individuals being processed daily and on the number of staff personnel serving the area.

Since the intake screening and assessment activity is a new correctional concept, the existing jails and local or county operations will not have space or staff to perform the services required. Future facility planning should provide for such functions, with increasing emphasis on alternatives to pretrial detention and prosecution.

Separate intake areas should be provided for adult males and females, and for juveniles. In most circumstances, juvenile intake and processing areas should not be located in an adult correctional facility.

The initial intake area should provide the necessary security features to help the staff maintain control. This can be accomplished without the use of traditional security hardware, so that the overall appearance of the area is pleasant and not intimidating. It should convey a calm, quiet, and orderly atmosphere.

The intake processing area should include:

Sally Port.

This drive-through should have electrically operated doors for exit and entrance and a high level of illumination. It should be adjacent to the intake booking and holding areas. The vehicular intake area and access to the sally port should be screened from public view and access by appropriate building and site design configurations.

Booking.

The booking area should be adjacent to the sally port and within the security perimeter. Sufficient lobby and circulation space should accommodate groups of individuals commensurate with the projected demand. A reception desk/information point is needed. Close to the reception desk there should be space for fingerprinting, a sink, records storage, firearms storage, camera,

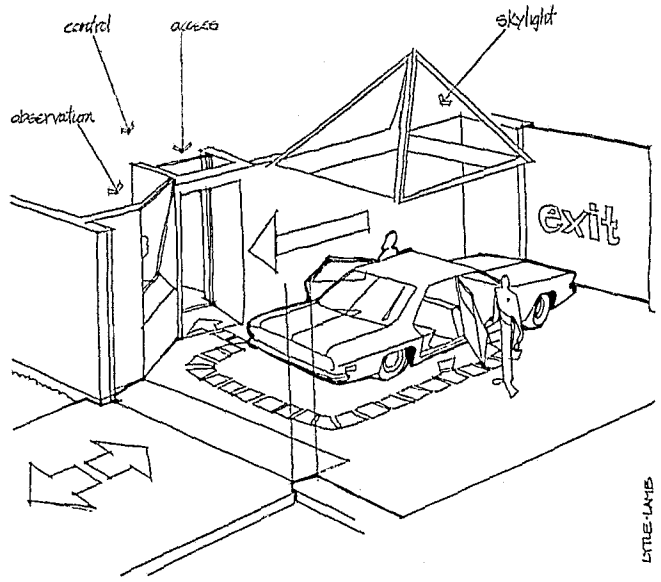


Fig. 32. Sally port.

lighting, height indicator, computer information terminal, toilets for staff and arrestees, strip/search alcove screened from general view, shower/dress area, and property/clothes storage.

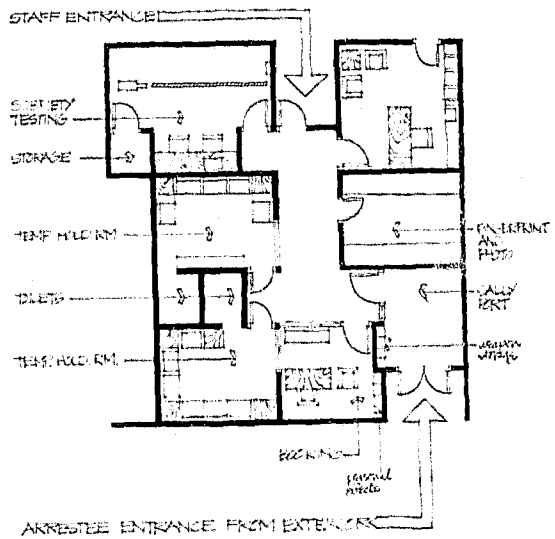


Fig. 33. Intake processing.

Temporary Holding.

A suitable space is necessary for temporary detention not to exceed four hours. The area should not be designed for the holding of violent arrestees or those charged with serious crimes of violence. Such persons should be transferred directly to a high security residential area. The average holding room should be planned for one to four persons, and be not less than 50 square feet in size. It should be equipped with large, unbreakable glass panels to avoid isolation, be well lighted, and equipped with attractive vandal-resistant furniture. It should give the impression of a waiting room. It can also serve as interview area for legal assistance and/or information collection. Tamper-resistant toilets, screened from public view, should be provided.

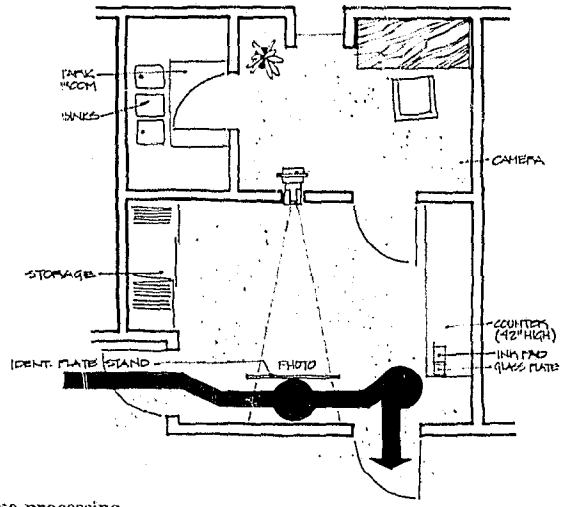


Fig. 34. Intake processing.

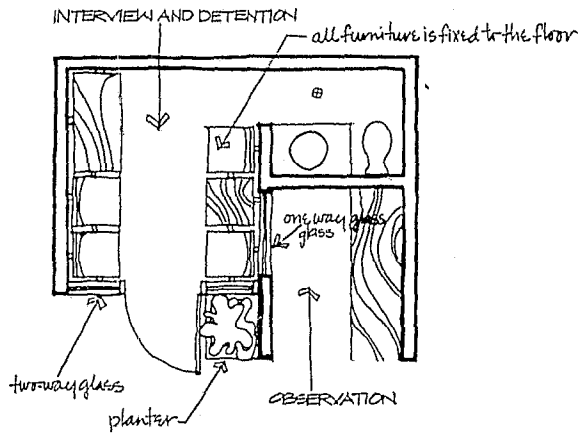


Fig. 35. Detention room.

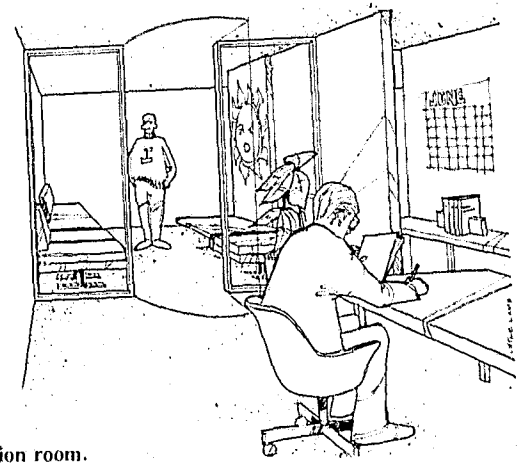


Fig. 36. Detention room.

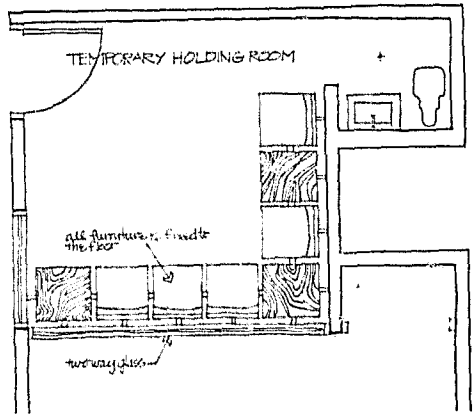


Fig. 37. Detention room.

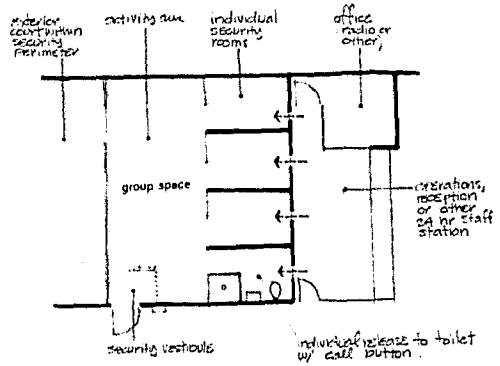


Fig. 38. Detention unit. **supervised security component**

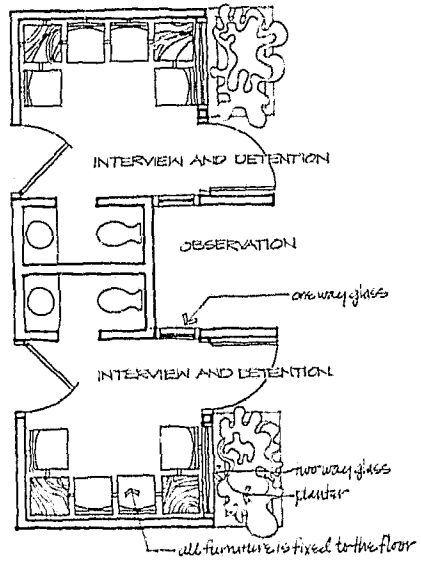


Fig. 39. Combined use units.

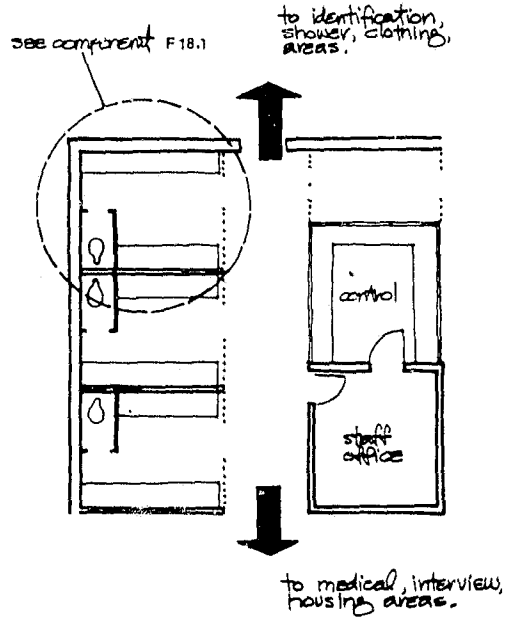


Fig. 40. Detention units.

Medical Examination.

A special area should be provided for the medical examination of certain arrestees. The size of the area will vary depending upon the overall size of the facility. At a minimum, a single examination room/office should be provided. In smaller facilities, the intake medical area may be combined with a medical services unit/infirmary for resident populations.

Assessment.

An area should be provided for the intake screening and assessment of persons brought to the facility. The area should be part of the general intake component and adjacent to the intake processing area. Space will be needed for interviewing arrestees, for collection of background information, for testing and short-term counseling. In smaller facilities, such spaces may be combined with individual holding rooms. In larger operations having higher populations, such areas should be developed for space for intake screening, pretrial intervention and release, presentence investigation, postsentence, offender assessment, and correctional program coordination and evaluation. These functions, together with offices for professional staff, can best be accommodated by general office planning methods and features. All areas should be adjacent to the initial intake area and be accessible from public areas. Space for community agencies participating in correctional programs may also be needed.

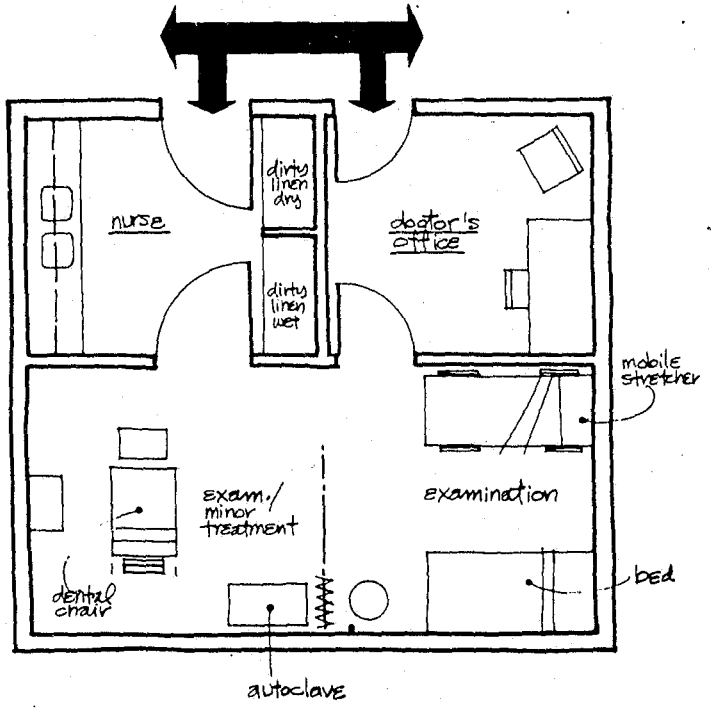


Fig. 41. Medical unit.

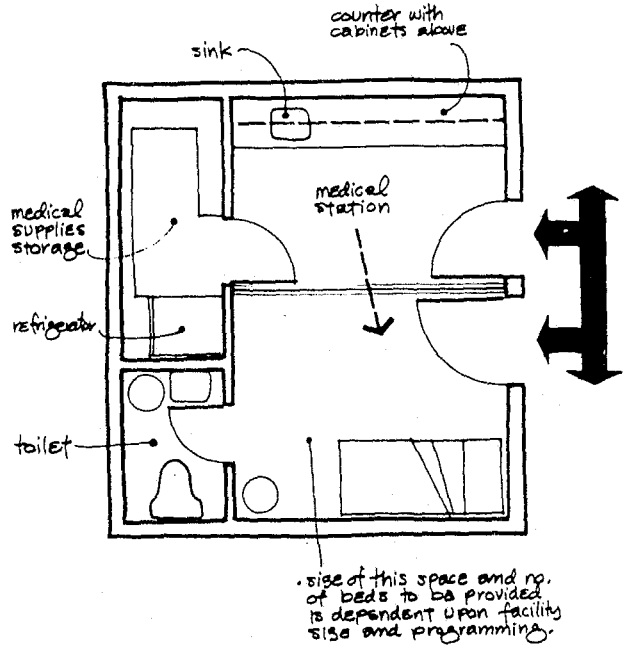


Fig. 42. Medical unit.

Administration

General administration space must be provided. It will vary with the size of the facility and scope of operation. Administration for correctional functions should be separate and distinct from that of law enforcement. Except in the smallest operations, the two functions should be located in separate physical locations and facilities.

Administrative offices should provide space for administrative staff, clerical personnel, conferences and meetings, records storage, and public and staff toilets.

Public Area

Included in the administrative component is the public lobby/reception and waiting area. This space should be readily accessible, visible from the exterior and public parking areas, and outside the facility security zone. Amenities, such as seating, telephones, drinking fountains, etc., should be provided. Access to an administrative reception area from the public lobby is necessary. Usually, access to visiting areas for families, attorneys, etc., is direct from the lobby. The Security Control Center should not be used as the public reception point except in the case of very small facilities where limited staff requires it.

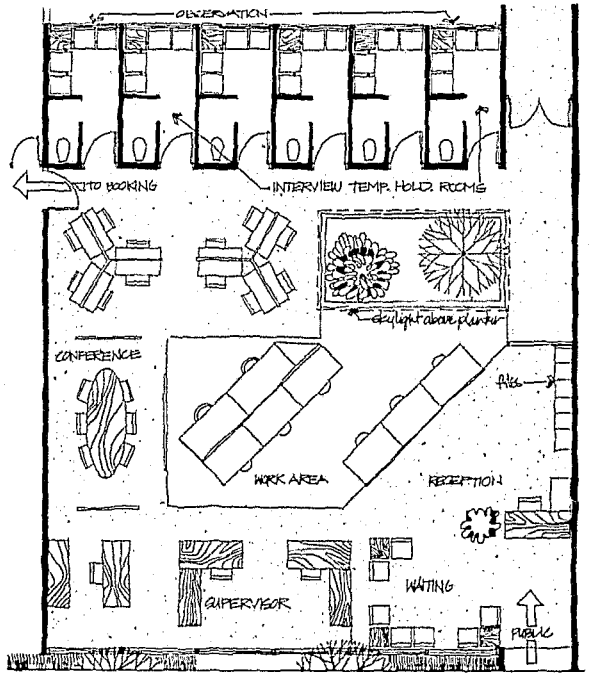


Fig. 43. Office area.

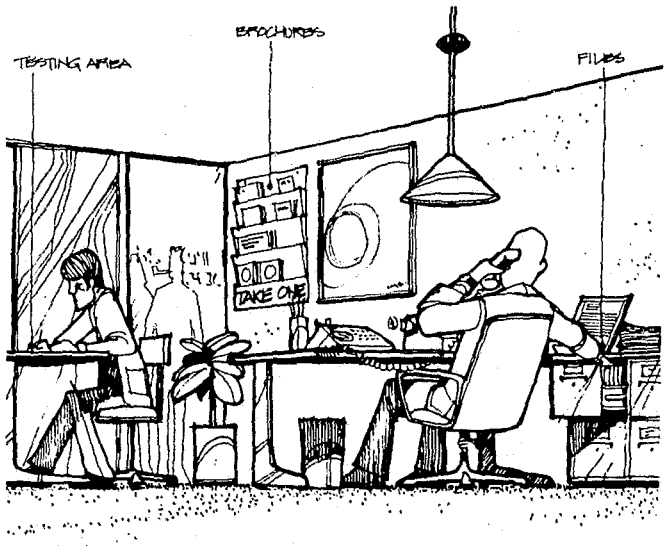


Fig. 44. Office.

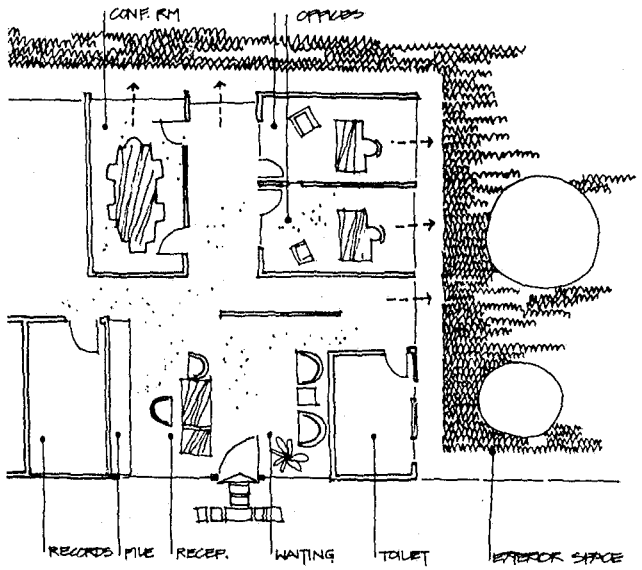


Fig. 45. Office area.

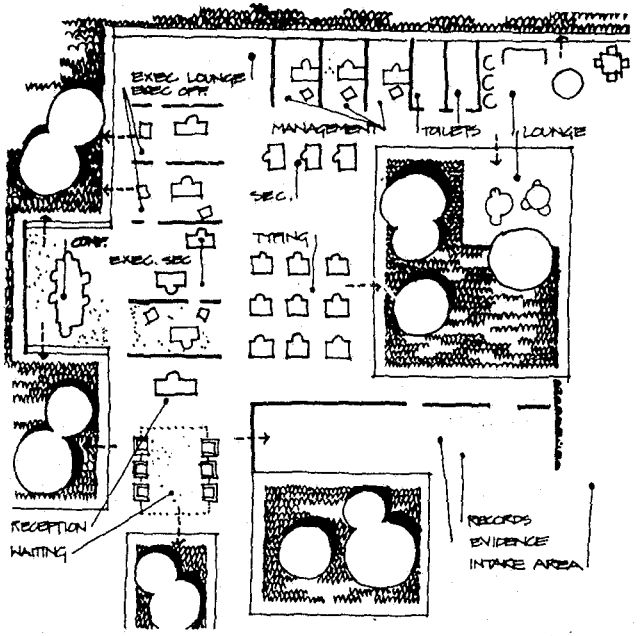


Fig. 46. Office area.

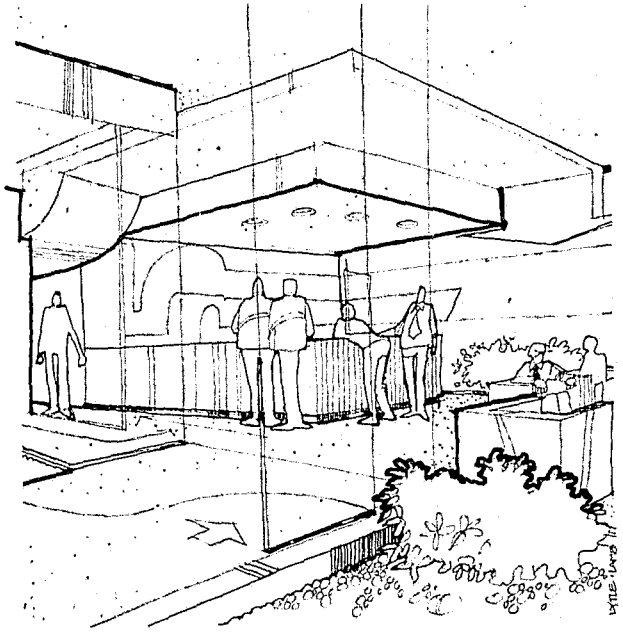


Fig. 47. Lobby.

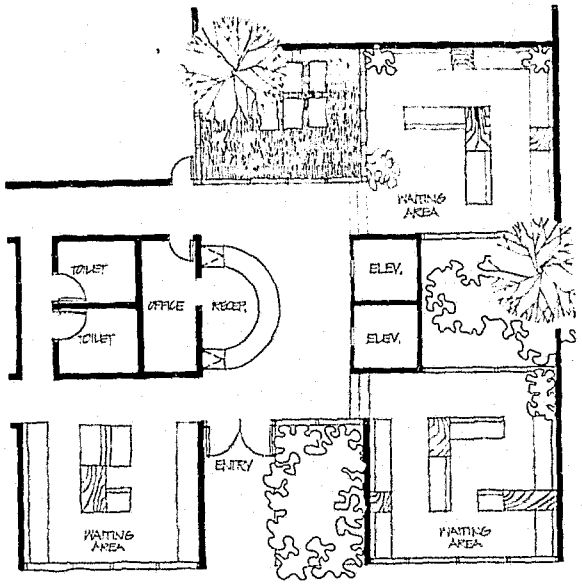


Fig. 48. Public area.

Control

In most facilities a central control area is provided. It should be located so that arrestee and resident movement can be observed and controlled as necessary. It is normally the point manned on a 24-hour basis. It should be highly secure and inaccessible to residents; however, the use of bars and other traditional hardware should be minimized. Use of polycarbonated laminated glass is recommended so that a normal character is provided with a maximum of visibility. In very large facilities, utilizing multiple levels, a similar secure staff control station should be maintained on each floor.

Visiting

Visiting areas should be provided for all correctional facilities. The primary areas should be small open rooms allowing for face-to-face interaction for families, attorneys, counselors, and others. The areas should be visually open for staff observation. In most cases a very small number of visiting units to separate visitors from residents will be required. These should be used only for high security residents.

The visting area should be located at the boundary of the security zone and the public area to minimize conflicts of circulation and with security.

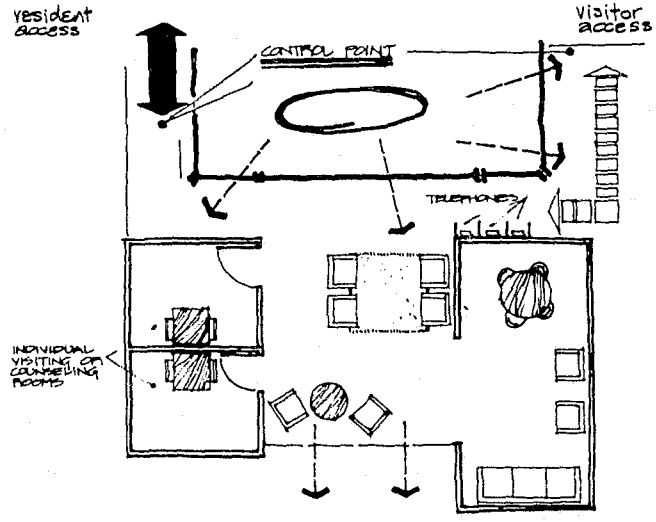


Fig. 49. Visiting area.

Staff Support

In addition to staff offices as required, space should be provided for a range of miscellaneous functions: locker/dressing areas, lounges, and an arms arsenal. Space is also needed for staff training opportunities. In smaller facilities, other multipurpose and/or resident program spaces might be utilized for this

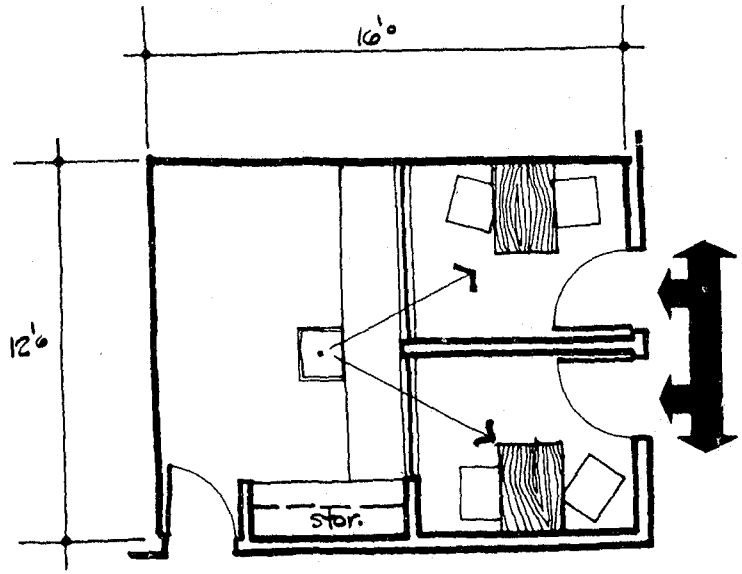


Fig. 50. Security visiting area.

purpose. In larger facilities, where training programs are more or less continuous, special areas should be provided: library, classroom, seminar and private study components.

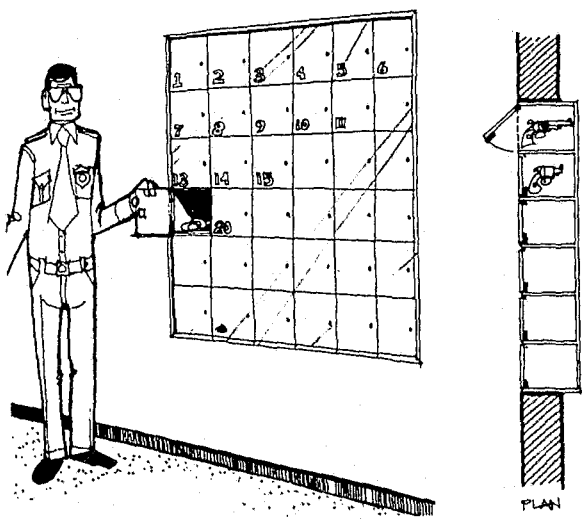


Fig. 51. Weapons locker.

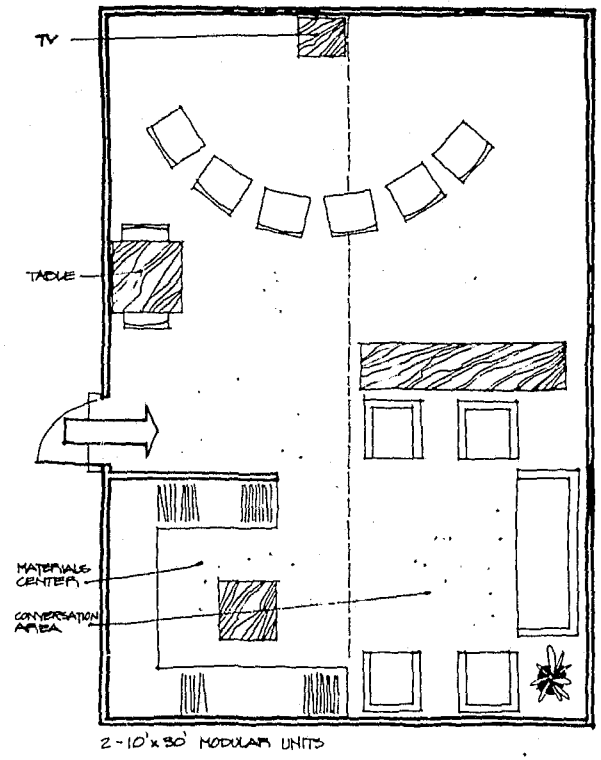


Fig. 52. Classroom-seminar.

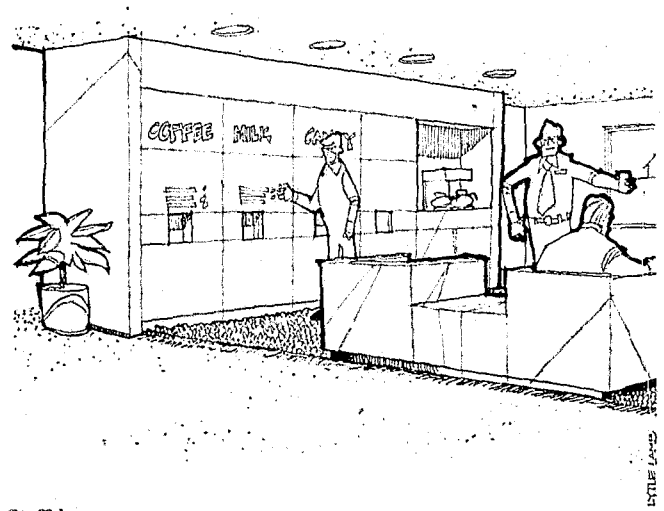


Fig. 53. Staff lounge.

Residential

Effective design of the residential components of a correctional facility is one of the most important considerations in terms of attitudes and opportunities for the residents. Since a major portion of time is spent in these areas, they should be designed to minimize confinement and to maximize individual opportunities for a choice of activities and the pursuit of rehabilitation programs.

Residential areas should be organized so as to provide for classifications of inmates into separate living units. This should include units for separation of pretrial from posttrial: maximum, medium, and minimum security; work release; adult females from adult males; juveniles from adults; female juveniles from male juveniles; and special offenders such as the mentally or physically ill from all others.

Determination of offender classification and subsequent assignment of the offender to a residential area should be made on the basis of a thorough intake diagnosis and assessment process. Additionally, differentiated security components can be effectively utilized in a phased rehabilitation program based on individual performance and development.

Except for short-term temporary building, juveniles should not be incarcerated in correctional facilities. Other arrangements and community resources should be developed and used.

Differentiated residential unit planning suggests the organization of detention rooms around a general purpose space and related support elements. Such clusters or components may vary in size and capacity depending upon the total daily resident population, the use of the facility in the correctional process, and the related categories of segregation.

Detention Rooms

Individual detention rooms must be provided for each inmate who is detained for longer than 4 to 8 hours. The only exception to such a guideline is in the provision for work-release units, where multiple occupancy is acceptable because of the high level of stability and dependability of the residents for

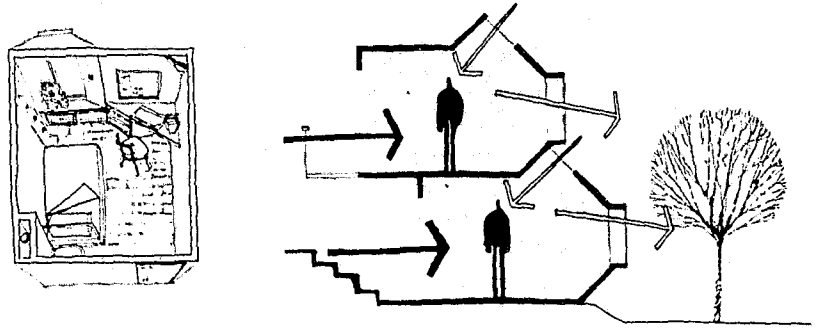


Fig. 54. Detention room.

normal behavior. Even in such components, an individual private space should be provided by partial height partitions, modular sleeping/desk units, etc.

Single occupancy detention rooms should average 70 to 80 square feet in area. All such rooms should have exterior visual access and orientation except for short-term (48 hours or less) detention for dangerous individuals. Maximum and medium security units should have sanitary facilities within the room. These should be screened for privacy from staff or other residents.[2]

Room furnishings and lighting should be provided, with the light to be controlled by the inmate. Basic furniture should include a single bed, shelving, closet or storage space, table or dresser and tackboard. The general character and design should be pleasant and appealing.

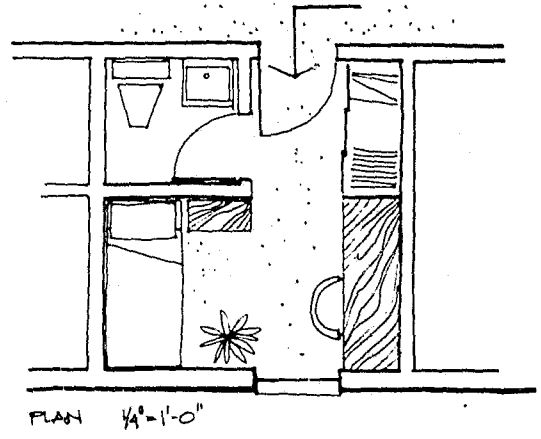


Fig. 55. Detention room.

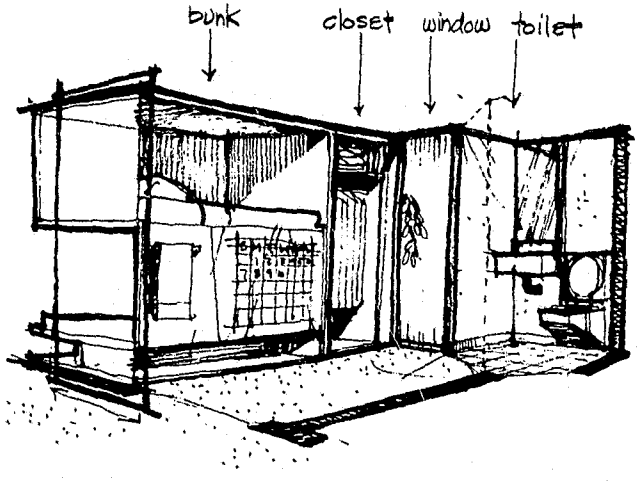


Fig. 56. Detention room unit.

The accompanying general schedule of standards for high, medium, and low security rooms summarizes environmental and functional characteristics.

standards for pre-trial and post-trial detention rooms*

*Includes traditional cell designation

condition	high[1]	medium	low
occupancy	—single	—single	—single
location	—exterior[2]	—exterior	—exterior
exposure	—view to controlled exterior space[3]	—view to exterior	—view to exterior
window	—window opening increments less than 5" wide with security-type construction	—limited window opening (less than 5" increments) or fixed security glass.	—conventional window types.
door	—outswinging reinforced hollow metal.	—outswinging hollow metal.	—inswinging hollow metal or solid core wood.
hardware	—remote staff operated locking and release.	—remote staff operated locking and release/option of individual control with staff master key.	—self locking by resident with staff master key.
observation	—door or wall located security glass vision panel.[4]	—door or wall located security glass vision panel.	—none.
toilet	—security type fixtures within room.	—conventional water closet and lavatory in room.	—conventional bath room outside sleeping area, at 8 residents per bath.
lighting	—security type fixtures within room, resident controlled.	—security type fixtures within room, resident controlled.	—conventional recessed or wall-mounted fixtures.
furnishings	—fixed bunk, desk, shelf, security type hooks, movable chair or stool, tack board.	—fixed bunk, desk, shelf, books, movable chair or stool, tack board, drawer storage.	—conventional or built-in: tack board, lockable drawer storage, hanging storage space.
wall materials	—masonry or precast concrete.	—masonry or precast concrete.	—conventional institutional construction i.e. stud wall with lath and plaster or masonry.
staff supervision	—periodic surveillance —interpersonal	—periodic surveillance —interpersonal	—random surveillance —interpersonal

[1] While individual service areas must be surveyed to determine the relative amounts of security levels it should be anticipated that not over 10% of a total pre- and post-trial population will require high security, the remainder being generally evenly divided between medium and low security assignments.

[2] Recognizing the need for short-term (less than 48 hours) detention of individuals who are dangerous or difficult to control, 1% to 2% of a proposed facility capacity might be devoted to interior rooms lacking exterior exposure.

[3] Control of exterior space, which restricts unauthorized exit from a facility, can be obtained by enclosed courtyards within the building form, by virtue of multi-story construction, by perimeter detection systems, or by walls or fences, the latter being least recommended as a solution.

[4] Groupings of individual sleeping spaces, with small group activity spaces, can be arranged to allow easy staff observation without resort to "guard's corridors." (See *Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults.*)

Fig. 57

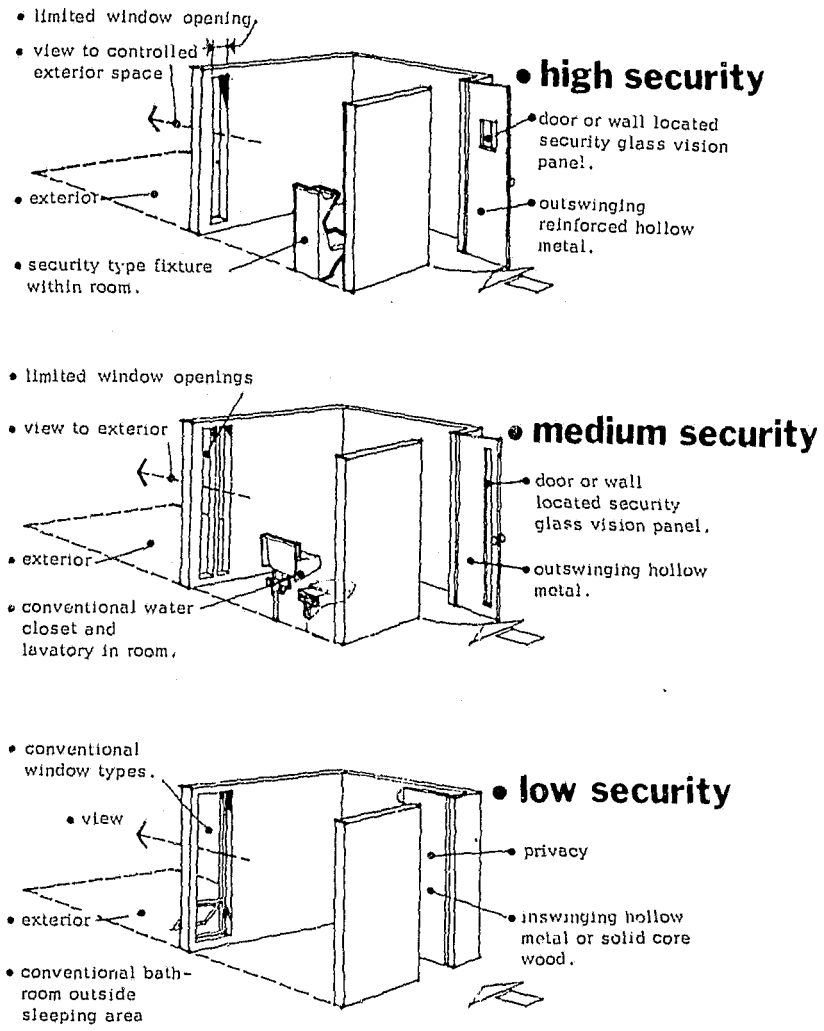


Fig. 58

Dayrooms

An all-purpose activity area must be provided in conjunction with each detention room cluster. It should be from 25 to 50 square feet per inmate, with larger cluster capacities utilizing the lower figure per person, as illustrated. The area should be proportioned so as to provide for informal circulation, with small functional areas for a variety of activities. Spaces for larger clusters might be zoned to provide for TV, reading, games and/or recreational activities, etc. The dayroom should avoid a narrow corridor-like shape that re-

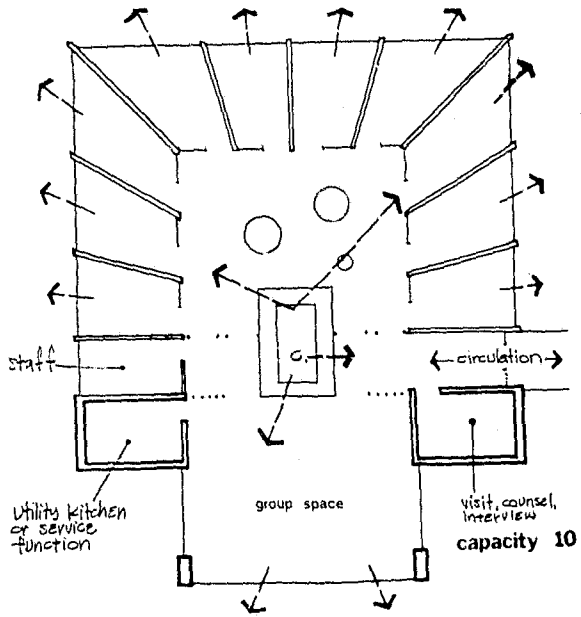


Fig. 59. Residential component—high security.

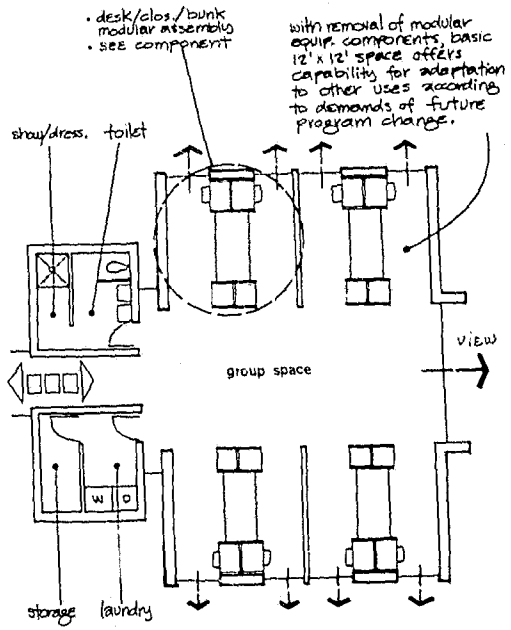


Fig. 60. Low security.

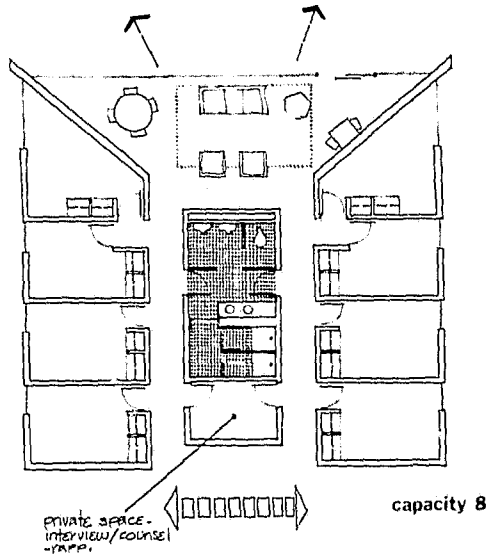


Fig. 61. Low-medium security.

stricts functional activities. Dayrooms should be provided with visual access to the exterior and, where possible, have direct access to exterior areas within the security perimeter.

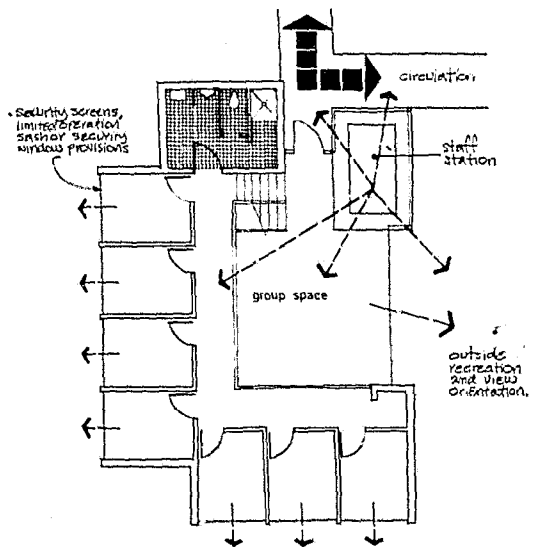


Fig. 62. Medium-high security.

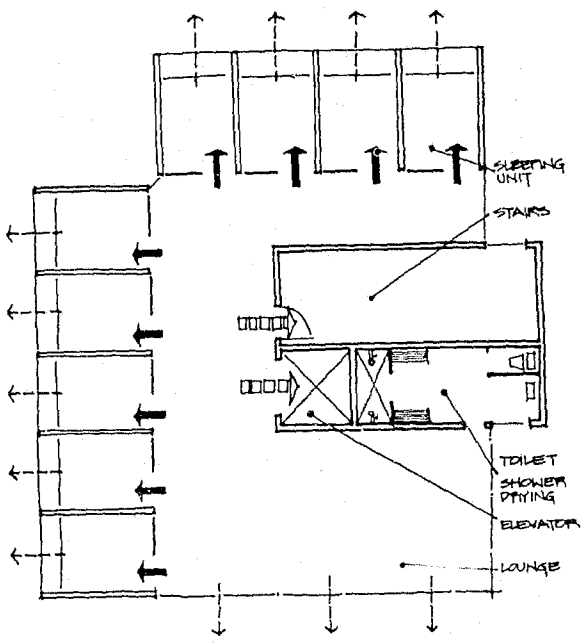


Fig. 63. Low-medium security.

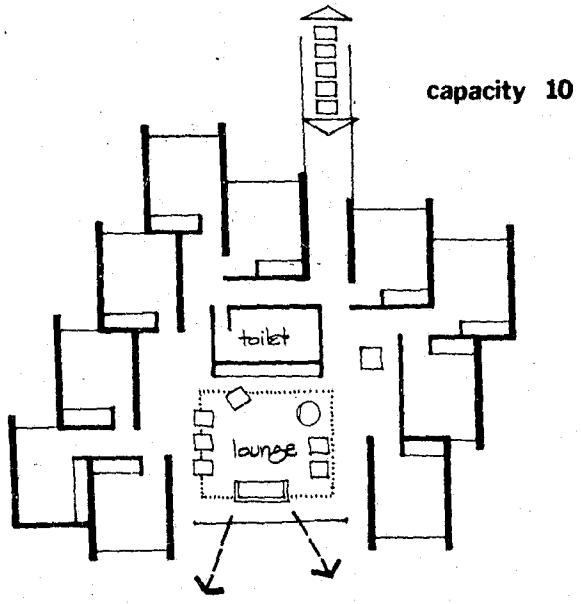


Fig. 64. Low-medium security.

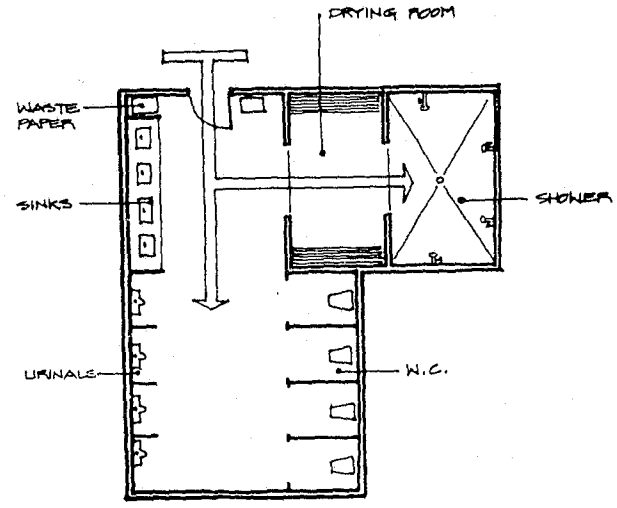


Fig. 65. Toilet area.

Residential Support

In addition to detention and dayrooms, other support areas are required for each residential component. A toilet component should be provided including water closets, urinals, lavatories, and shower-drying/dress areas.

One or more spaces adjacent to the day area, but useful for individual or group counseling, should be provided. In larger facilities where clusters range in capacity from 20 to 30 persons, an office space should be provided for resident staff: a team leader, resident counselor, and/or resident supervisors.

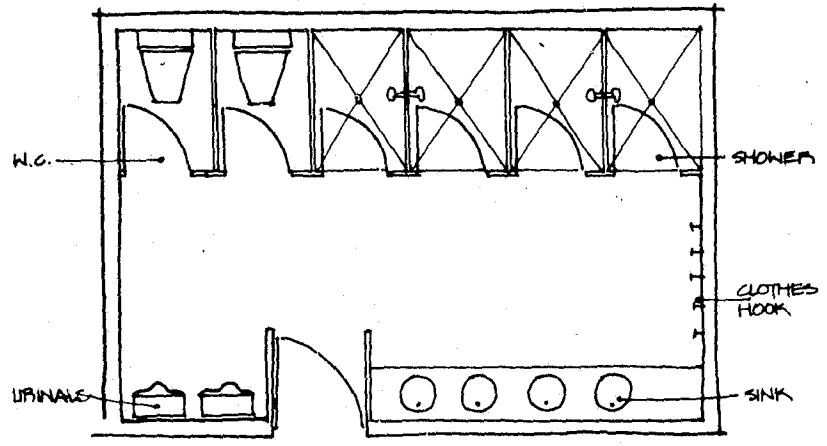


Fig. 66. Toilet area.

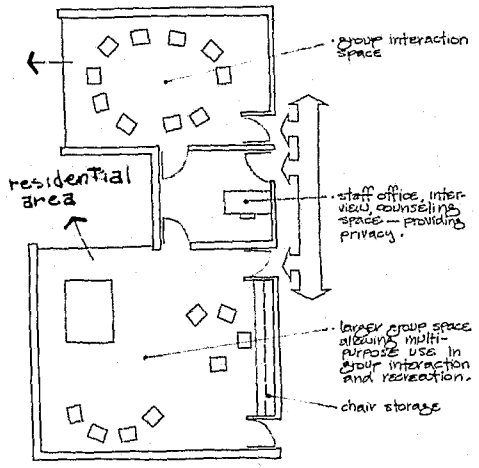


Fig. 67. Program activity area.

Program and Program Support

All correctional facilities require a range of areas for the conduct of correctional programs. The type, size, and variety of such spaces will vary with the role of the facility in the correctional process and its overall size. Generally, the consideration of program spaces should be to provide maximum flexibility and ready accessibility by inmates and staff. The space should generally be

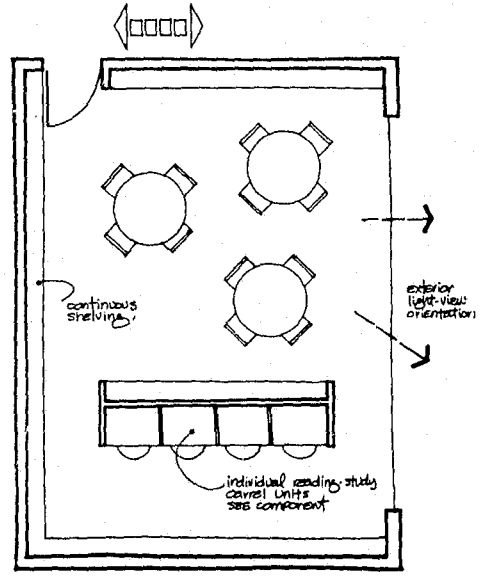


Fig. 68. Library.

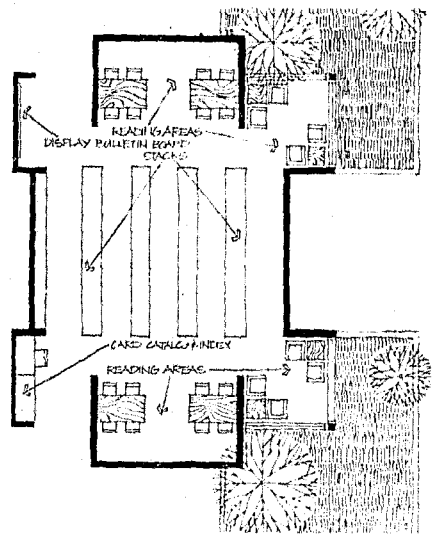


Fig. 69. Library.

located within the security zone. Access by the public, however, should be as direct and immediate as possible to facilitate the use of community resources and volunteers. Program spaces should include or be made up of the following:

Library

Space for storage and use of library/reference material is required. Uniform lighting and pleasant appointments will add much to an inviting atmosphere. Books and periodicals, tape cassettes, and audiovisual materials should be provided. Except in larger facilities, the library can usually serve as the resource center for in-house educational programs.

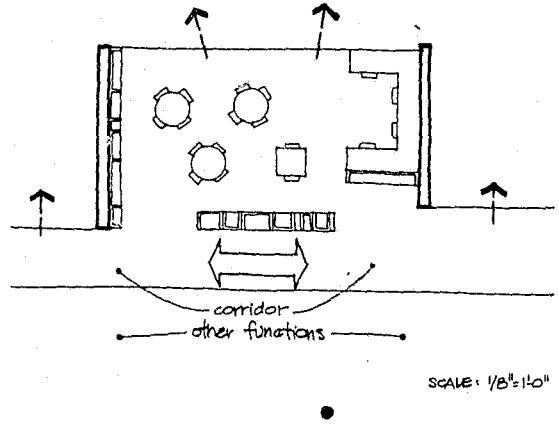


Fig. 70. Library-lounge.

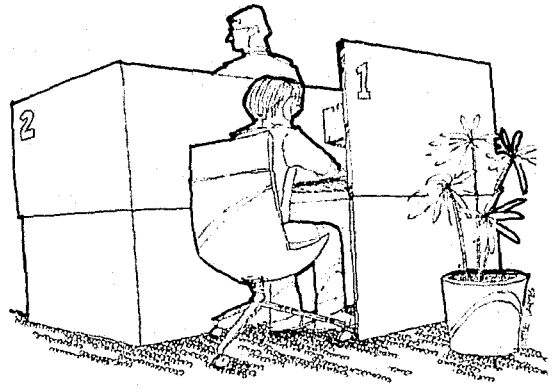


Fig. 71. Learning module.

Office

Space should be provided for in-house staff, visiting staff and volunteers for all activities: educational, vocational, counseling, recreational, and religious.

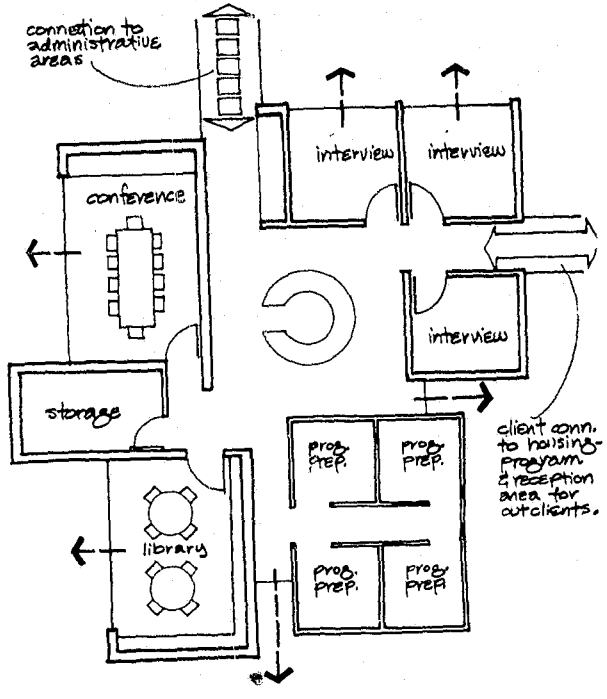


Fig. 72. Office area.

Program Delivery

Miscellaneous areas for use as classrooms, seminar rooms, group counselling/conference rooms, vocational shops and restrooms should be provided. Again, the number and variety will vary.

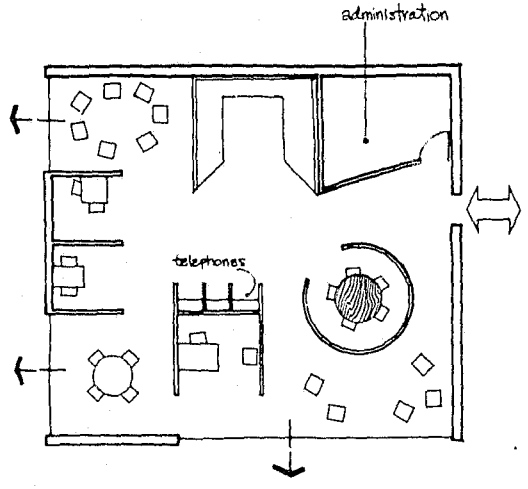


Fig. 73. Study-seminar area.

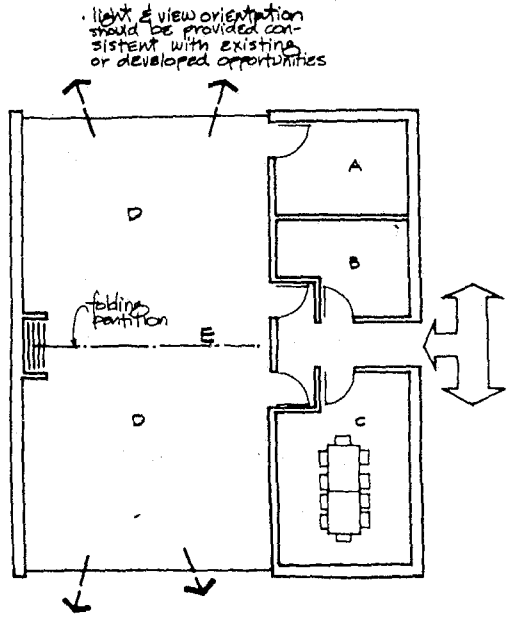


Fig. 74. Classroom-conference.

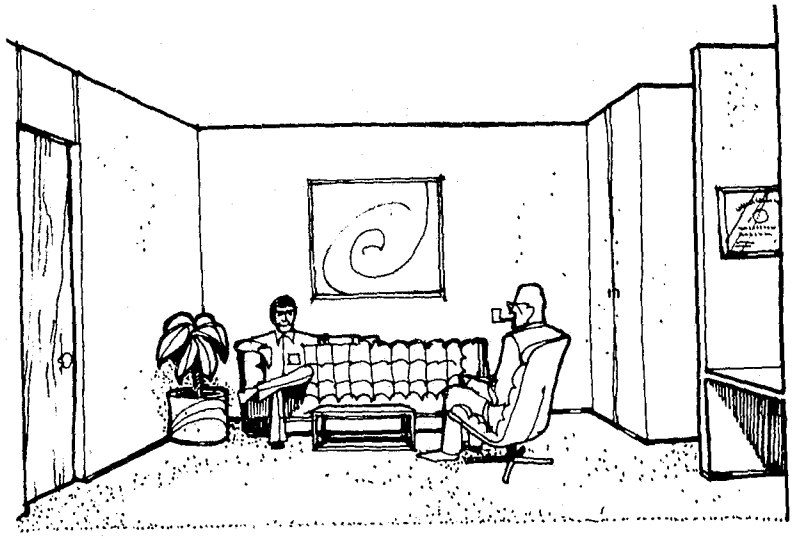


Fig. 75. Counseling area.

Recreation

Special areas should be provided for active recreation. In larger facilities, a full-size gymnasium would be desirable. As a minimum, space should be provided for exercise and small game activities.

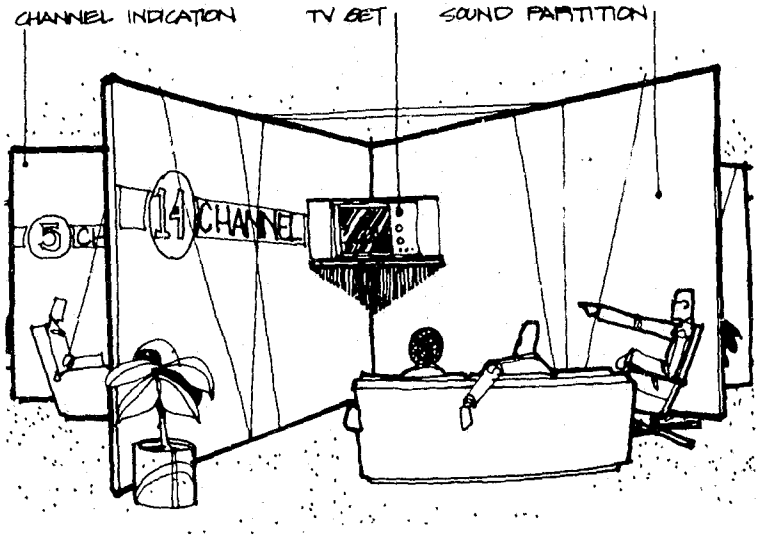


Fig. 76. T.V.—recreation module.

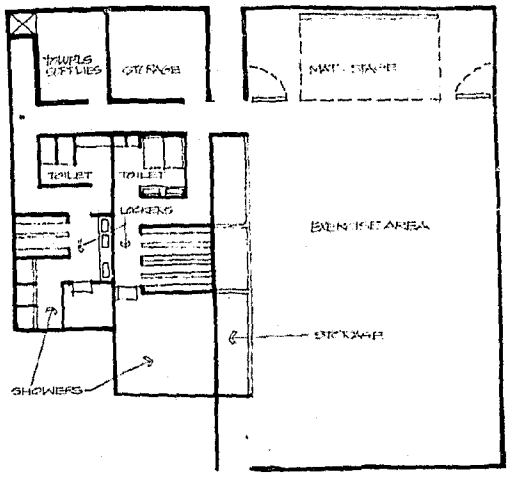


Fig. 77. Gymnasium-activity.

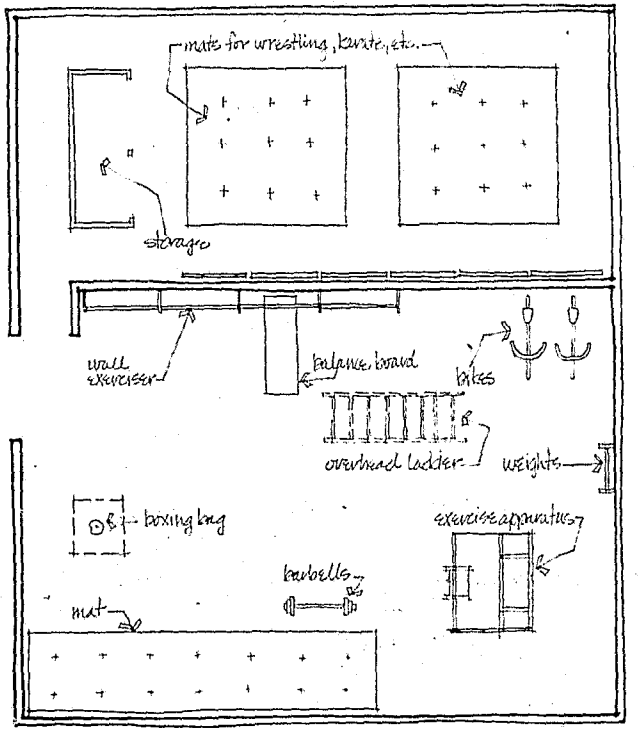


Fig. 78. Activity area.

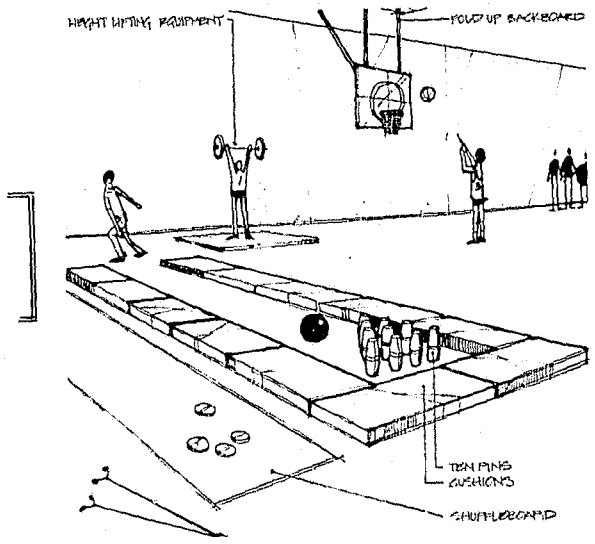


Fig. 79. Activity area.

Operation Support

Numerous miscellaneous areas are necessary to support the operation of any correctional facility. These will vary in size and configuration depending upon the facility operation.

Dining

Dining has value as a resocialization activity. Good design of these facilities reinforces offender opportunities for positive behavior. The areas should be planned in small-scale settings, with informal seating arrangements. Large, centralized halls with straight-line fixed seating arrangements are to be avoided. Small tables should be used with movable chairs to provide for flexible seating and space use.

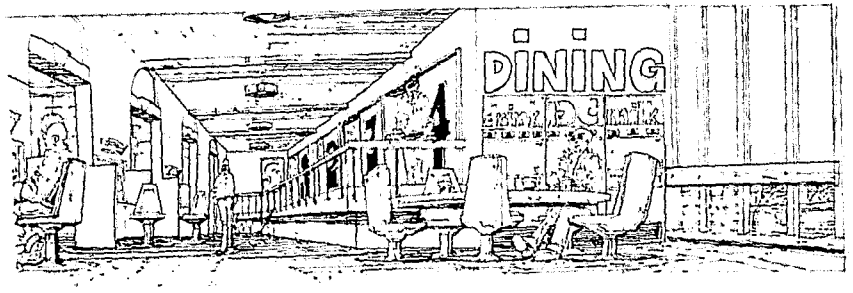


Fig. 80. Dining area.

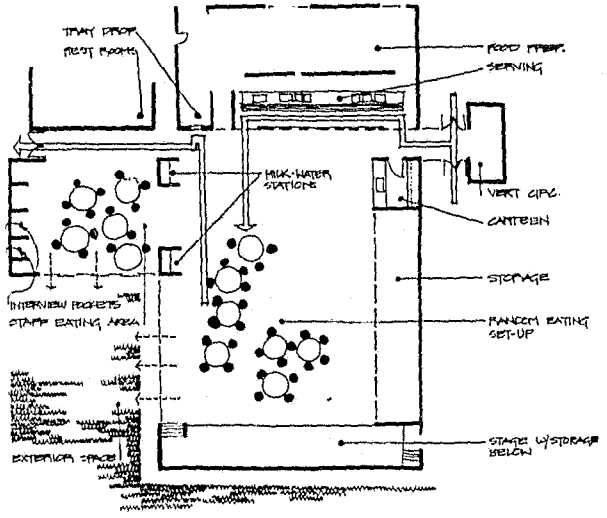


Fig. 81. Dining area.

Dining schemes should permit residents to eat in small group settings. No area should accommodate more than 60 to 75 residents at a time, and group spaces of 16 to 24 persons are suggested. For larger facilities, several dining clusters may be grouped around a central ktichen facility, or decentralized dining areas may be located nearer residential components, with food brought in by hot carts.

Dining should not be provided in individual detention rooms. Dining in dayrooms is not recommended unless the area is large enough to be subdivided to give special space for that purpose. The movement of inmates from living spaces to dining areas is a desirable activity and one which residents anticipate.

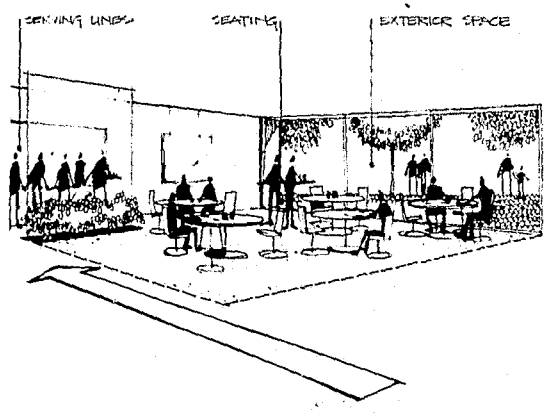


Fig. 82. Dining area.

Dining areas should be furnished and decorated with normalized materials similar to a university or an industrial cafeteria, and stimulating and pleasant colors should be used. Exterior orientation with liberal use of glass for natural light and pleasant views is highly recommended.

Food Preparation

The area for food preparation should be located to facilitate efficient service, and large enough to accommodate the equipment and personnel necessary to prepare and serve the population satisfactorily. An exterior service access should be convenient to the kitchen and food storage areas.

A kitchen should be at least 200 square feet in area. Approximately 10 square feet per inmate is considered as a rule of thumb for smaller facilities, with something less for larger facilities. The kitchen should have equipment for food preparation, refrigeration and serving of meals, and for sanitizing utensils. Commercial dishwashers are recommended. (See also the handbook in this series on food service in the jail.)

A food storage area, adjacent to the kitchen, would accommodate staple food storage for a minimum of one week, and perishables for a minimum of two days.

Laundry

If laundry services are not contracted, an area should be provided, utilizing durable commercial type equipment. In some cases, laundry facilities within or adjacent to residential clusters may be developed for use by the residents for personal care of clothing.

Commissary

A small area for the purchase of personal items should be provided. It should be conveniently located to residential areas and operated during normal waking

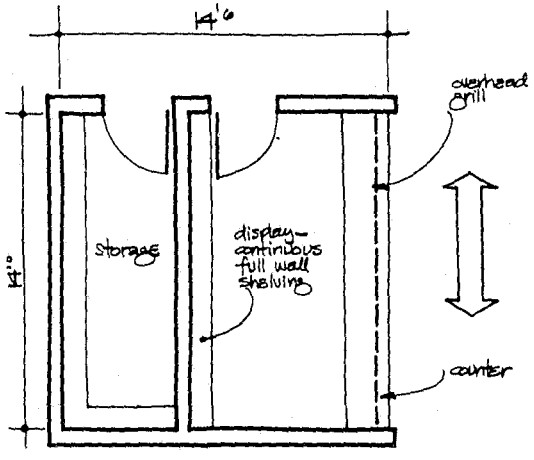


Fig. 83. Commissary.

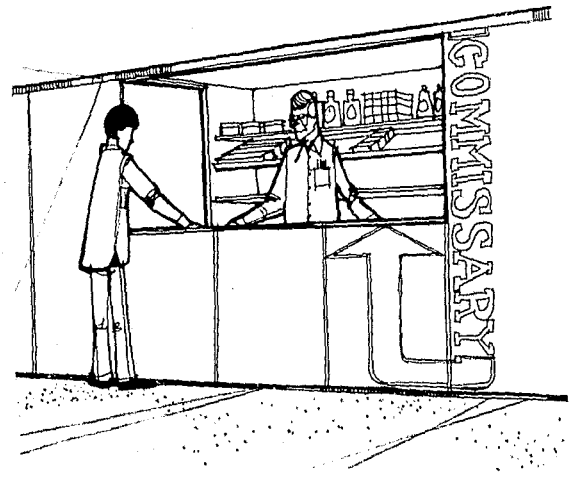


Fig. 84. Commissary.

hours. The size of the area allocated should be commensurate with the resident population.

Barber

A small area for cutting and trimming hair is needed. In small facilities, this may be combined with other multipurpose space.

Mechanical Equipment

Space must be allocated for all equipment used to provide mechanical services to a facility: heating, ventilating, air conditioning, water supply, waste removal, electricity, communications, etc. Depending upon the size and design of a facility, all such functions need not be located in a single room. For preliminary planning, smaller facilities should have mechanical areas comprising up to 12 percent of the gross floor area; larger facilities up to 100,000 square feet require about 8 percent.

Exterior

The amount of exterior area required for any facility varies considerably. Site and site context conditions will influence the exterior planning. Consideration should be given to climatic, topographical, and other environmental factors in the exterior planning and in the development of facility configurations. Successful integration of the architectural components to the site and to the site context is essential. Generally, the development of the site should be planned in much the same manner as the architectural components. Functional needs and realted spaces should be determined and organized. Exterior areas should not be considered as leftover, useless space, to be ignored or decorated indiscriminately.

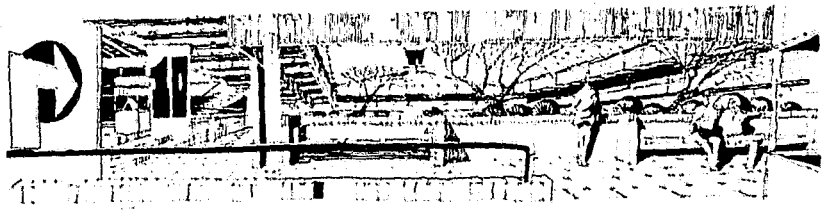


Fig. 85. Controlled exterior area.

Recreation

Exterior space for recreation is necessary in any correctional facility, with the exception of a temporary holding unit. Size, orientation, and location of such areas will be dependent upon climatic conditions, site configuration, and architectural requirements. Generally, the space should be within the security zone and readily accessible to inmates. Ideally, it should be incorporated into the design so that the exterior is a natural extension of interior activity, program or residential areas. Visual and functional continuity of exterior and interior areas offers the best physical arrangement for support of treatment objectives within a normalized environmental setting.

Exterior recreation space should be provided to smaller scale spaces for passive recreation, such as reading, visiting, etc. Smaller scaled spaces would also be conducive to informal counseling and program treatment.

Parking

Parking space should be provided, in close proximity to building entry points. It should accommodate visitors, staff, and part-time staff and/or volunteers. The total number of spaces will vary but should be determined by an analysis of future needs and program operations. Size and configuration of the

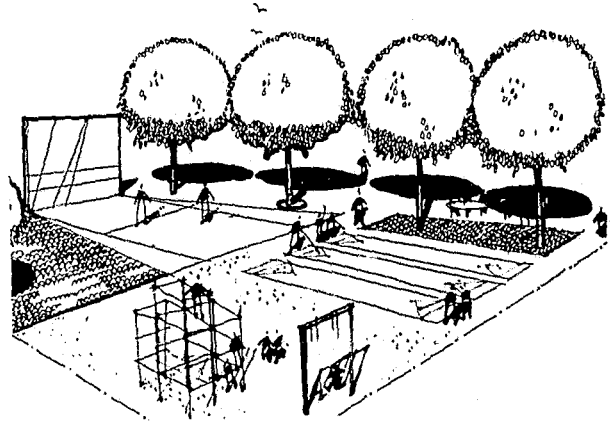


Fig. 86. Exterior recreation area.

site are conditions which also affect location and the amount of parking. Ideally, general vehicular needs should be determined prior to selection of a site and should serve as one criterion in the selection process.

Access

Related parking is vehicular access to the site and building. Access by vehicle should be provided to the security entrance/sally port, to the building delivery/service area, and to the public lobby area. Ideally, the security and service areas should be screened from general public view, through site and building design. Extensions of walls and/or use of landscape materials and earth forms, etc., can be used to create a courtyard, perhaps large enough to accommodate staff or intake vehical parking.

Convenient access for pedestrians to the facility is desirable. The public lobby and entrance should be easily identified from the major sidewalk area and from public transportation routes. The distance from such points should be as short and direct as possible.

Other

Where a site is sufficiently large for many uses, a combined planning and development program may be possible. This could include related criminal justice components such as new or expanded courts facilities, related social service activities, or even general retail commercial uses.

Landscape development of various open areas can provide effective buffers and transitional zones. Such total planning of the environment can also have a significant effect on the integration of a correctional facility into the surrounding community. A building budget should not economize on landscape design.

Mechanical Surveillance Devices

A variety of mechanical devices is available to assist the correctional officer in the performance of security duties. Included within this category are photoelectric cells, heat sensors, pressure-sensitive mat or cable, remote listening devices, and closed circuit television (CCTV) cameras. Of these surveillance tools, closed circuit television has been the most extensively utilized in both state and local correctional institutions. As a result of this popularity, an extensive evaluation of CCTV has been completed. The recommendations included here are based on a nationwide empirical study conducted during the past two years. Elaboration of the study methodology and further research findings can be found in the document, *Prison and Jail Security*.[18]

Research shows that camera effectiveness as a security tool is dependent on three factors: function, placement, and instrumentation. Function refers to the purpose and objective of camera surveillance and includes a description of specific behaviors to be viewed, evaluated, and controlled. Placement refers to the physical and activity characteristics of the space in which behavior is to be monitored. Instrumentation refers to the camera system characteristics: camera quality, lens type, mounting equipment, camera mobility, and related equipment. Each of these factors contributes to the effectiveness of the total camera system and thus directly to the security of the correctional facility. Deficiency in any category will defeat or negate the entire system.

Function

Professional correctional personnel agree with research findings that closed circuit television surveillance cannot and should not replace competent correctional officers. Cameras cannot be sensitive to individual problems or to the context in which verbal and physical behavior occurs. The staff member can often foresee potentially dangerous situations and prevent these rather than responding after the violence or coercion. For this reason, most situations in which the correctional officer has traditionally been needed, remain unchanged. There are, however, a few functions and objectives for which closed circuit television may be a reliable, cost-effective alternative. Three broad categories of usage may be considered. First to be mentioned is security surveillance of unoccupied, easily viewed areas in which any movement detected will indicate an ongoing breach of security. Such an area might be a perimeter zone normally inaccessible to residents. Second, CCTV might be utilized for "facility operation" functions. Such a function as nonsecure gate operation in remote areas can be facilitated with CCTV surveillance. But television surveillance should not in this instance be the primary security screening process. Security screening should be done on an interpersonal basis at a control point. If several gates in different locations are not critical security points, remote operation by one staff member can free any staff at gates for other more significant duties. Third, CCTV camera-monitor systems might be considered for educational and recreational purposes. The increasing availability of educational tapes gives residents an opportunity for education and program content which is otherwise unavailable to correctional inmates. For recreational purposes, interfacility athletic competitions may be replayed for those offenders unable to participate or to view such activities in person.

Some CCTV functions have been popularized, based upon manufacturers' suggestions or on recommendations of sheriffs or wardens with marginal CCTV expertise. From a nationwide evaluation, the general consensus is that some particular situations should be avoided.

1. Closed circuit television should not be utilized for the detection of short-term, single events, such as the detection of contraband passage, which must be viewed directly by the staff if detection is to occur. Careful screening of inmates returning from contact visiting is also more effective than indirect surveillance. Contraband is a nationwide problem of such complexity that a remote mechanical viewing device cannot be expected to perform adequately.
2. Closed circuit television cameras should not be utilized for the recognition and intensive security identification of personnel in movement zones or at control points, such as sally port areas serving as control zones from secure to nonsecure areas. Camera surveillance should not be relied upon to adequately detect individual identity, emotional state, or individual tensions in security zones. Decision-making in critical areas requires the presence of staff and interpersonal contact.
3. Closed circuit television cameras should not be utilized for the detection of assaultive or coercive behavior which occurs in group spaces, such as detection of homosexual acts within a dormitory setting. Coercion and deviant behavior occurring within personal space areas require staff assistance. Staff can often predict who the weaker individuals are and which residents are clique leaders. Interpersonal contact and staff supervision are minimum requirements when such behaviors are anticipated or when they occur.
4. Closed circuit television cameras have not proven effective as a "psychological deterrent" to prevent deviant behaviors and therefore should not be used in such a manner. Correctional administrators have sometimes sought to justify an inadequate or a proposed CCTV system based on the assumption that residents will behave as though it were effective, not realizing the inadequacy of the system. Experience with such a system (phony cameras, nonmonitored cameras) has demonstrated that residents quickly discover its actual effectiveness. An initial period of "testing" soon reveals the strengths and weaknesses of the system. The prudent administrator will not expect the system to provide greater security than that which can be attributed to increased staff effectiveness.

Placement

Perimeter and exterior spaces appear to be most conducive to mechanical detection equipment. Closed circuit television cameras operating in unoccupied zones, where no movement should occur, can reduce the number of staff required for perimeter surveillance. In particular, when facilities are large enough to support guard towers, these officers may be replaced by cameras in sufficient number to clearly view all areas, with one officer in a mobile unit remaining as response capability.

Experience and research indicate that some spatial categories or room types do not lend themselves to mechanical surveillance.

1. Closed circuit television cameras should not be utilized in spaces which contain large amounts of equipment or objects which prevent and obstruct the view of cameras, such as a dormitory. In large spaces (dorms or shop areas), an inordinate number of cameras would be required to view a given space. At the same time, the number of monitoring screens must be increased and also the number of staff. In all such cases, direct staff surveillance and intervention are both more effective and less expensive.

2. Closed circuit television cameras should not be utilized in spaces in which large numbers of inmates congregate or where active physical behavior occurs, such as recreation areas. Again, direct staff surveillance is a minimum requirement. Not only are large numbers of cameras required, but rapidly occurring actions are difficult to follow. Also, a distinction should be made between surveillance capability and response capability. Cameras can only remotely view an area; if intervention is required, staff are still needed. The most efficient use of staff is right in the target area rather than in front of a television screen.

3. Closed circuit television cameras should not be utilized to view areas containing extreme differences in light levels or lighting contrast, such as a cellblock with large exterior windows. Spaces in which significant light contrasts occur present almost insurmountable problems for the typical vidicon tube television camera. In such a situation, either the light areas will be too bright or the dark areas too dark to effectively view behavior. Situations with extreme contrast also present the potential for "burned in images." In such a case, the viewed image is burned into the lens, and even after the lens is completely covered, the same image may remain for some time.

4. Closed circuit television cameras should not be utilized to view personal sleeping quarters or hygiene areas. In a few institutions, CCTV cameras have been utilized as a surveillance tool for the observation of residents' rooms or dormitories. In general, such usage should be discouraged and alternative measures utilized. Rather than depending on CCTV surveillance, some county facilities have utilized a "buddy system" for safety. If an individual has had emotional problems or has exhibited self-destructive behavior, another resident is given the responsibility of insuring his safety. Not only is this more effective, but some administrators have reported that the "buddy" benefits from the increased responsibility and self-esteem. In dormitories, direct staff supervision and contact is a minimum requirement to insure inmate safety. It is recommended that dormitories be divided into private sleeping quarters with standard construction techniques. Such an alternative can increase privacy and safety and reduce the need for intensive surveillance.

5. Closed circuit television cameras should not be utilized as a primary surveillance system in critical high security zones, such as weapons storage areas. In critical security zones, interpersonal and architectural barriers must be adequate for effective security. If a weapons storage area is located or constructed in such a way that a CCTV camera is being considered, other more effective measures should be taken immediately. For example, the relocation of the area is the first alternative to be considered. Closed circuit television is not a substitute for actual weapons security and integrity.

Instrumentation

The actual equipment selected is an important criterion for camera system effectiveness. Added sophistication may or may not improve the basic camera system surveillance capability. In general, it has been found that fixed cameras, in sufficient number to view the entire target area, and linked with one monitor per camera, is the desirable equipment combination. Staff commitment to monitoring activities is also crucial. For most security surveillance (for example, at the perimeter), one staff member should view no more than five screens. Staff members should also be relieved frequently, perhaps every two hours.

Particular systems equipment should be carefully reviewed before installation:

1. Camera security should not depend only upon vandal-resistant housings for the maintenance of safety and viewing integrity. In general, when camera equipment is accessible to the inmate population, vandalism can easily occur. The most satisfactory placement is in a position high off the floor and behind grillwork or Plexiglas. In a planned disturbance, however, CCTV capability can be eliminated regardless of camera protection.

2. Pan-Tilt-Zoom capability should not be expected to increase the functional capability of the camera or to allow for the utilization of one camera where two units are required. The addition of Pan-Tilt-Zoom to a camera system is seldom an added benefit. This system requires increased staff concentration and attention; if surveillance is to be so intensive as to require continuous monitoring of a scene, direct staff supervision should be a minimum requirement.

3. Track-mounted cameras should not be expected to perform as well as personnel "walking through" the area or to replace the actual required number of cameras. Track-mounted cameras have been utilized primarily in large linear rooms in place of staff surveillance. The frequency of monitoring of a given area within this system is such that surveillance is almost nonexistent. If cameras move slowly, a given area is frequently seen; if cameras move quickly, each area is visible for short periods of time, and recognition of problem situations is difficult.

4. Monitor personnel should not be expected to perform other duties which reduce the efficiency of actual surveillance. In situations in which CCTV cameras serve a security function, staff who are monitoring television screens should not have to leave their positions to operate grilles, receive mail, or to perform other typical control center functions. The failure to monitor screens is directly analogous to staff leaving an essential position within the institution. However, when nonsecurity functions are performed, such as remote grille operation, staff can and should be expected to perform other functions simultaneously.

5. Videotape recording equipment as a supplement of CCTV cameras should not be expected to increase the "psychological deterrent effect" or to increase actual surveillance capabilities. Videotape recording equipment has been utilized in conjunction with camera systems for potential recording of resident disturbances. The proposed functions have been to record behavior

for later use in disciplinary action, and to deter individuals from deviant behavior. Field observations and past experiences indicate that initial reaction to recording equipment may be positive, but novelty decreases with time. Inmates later express lack of concern, and most systems are found to be unmanned or inoperable.

6. Monitor screen display conditions should comply with the following standards.

Size of the Television Screen	Maximum Viewing Distance
17''	14'-9''
19''	15'-2''
21''	19'-0''
23''	19'-4''
24''	21'-5''

The size of the smallest discernible event (whether passage of contraband between hands or a large group congregating without authorization) should be no smaller than the following standards:

Maximum Viewing Distance	Minimum Symbol Size
8'	¼''
16'	½''
24'	¾''
32'	1''
64'	2''
128'	4''

Camera lens selction should be based upon the event to be detected and the image size to be projected, based on officer-screen distance.

In essence, CCTV has been found to be useful for: educational/recreational purposes, for perimeter surveillance, and for "facility operation" functions of a nonsecurity nature.

Two other mechanical systems have also been utilized to some extent: the pressure-sensitive cable for movement detection in perimeter zones; and remote listening devices. Pressure-sensitive cables are available from a number of manufacturers. Selection of such a system should be based on the following factors:

1. Climatic conditions: frost line, freezing-thawing cycle
2. Site conditions: soil composition and terrain
3. Environmental considerations: facility location and exterior activity context
4. Manpower: staff required, staff reallocation potential
5. Response time
6. False alarm frequency

In general, if system technology is adequate for site, climatic, and environmental conditions and if perimeter staff can be reallocated to internal security positions, pressure-sensitive systems may be cost-effective.

Remote sound monitoring systems have the same deficiencies as do CCTV systems, and have other innate problems. Sound monitoring of cells of group

space areas cannot give an adequate index of inmates' activity or behavior. Again, surveillance must be separated from response and intervention capabilities. Remote sensing of audio patterns cannot replace even intermittent, direct supervision of resident areas by staff who may detect at an early stage potential problem situations.

Summary

Direct staff supervision is acknowledged as the best security and control measure. Such supervision can be facilitated by efficient correctional facility design. Holding rooms should be located so that control center officers will have direct view into the cell areas during initial holding phases. During this critical period, a subjective and preliminary assessment of the prisoner's emotional and physical condition can be made. Often, such assessment can prevent problems which occur early during incarceration. Longer-term holding should also be designed to permit maximum direct access into the living areas; and rooms should be located so that one or more officers can easily and frequently check on resident conditions without interruption of their work routine. Early design decisions such as those indicated elsewhere in this publication can effectively eliminate the need for television or remote audio-sensing devices. Although mechanical surveillance may sometimes be used as a partial response to certain inadequacies in older facilities, a rule of thumb might suggest that if a facility design has CCTV surveillance incorporated into it, then cameras can be considered as pointers to indicate design deficiencies. There are examples of institutions that function effectively without CCTV, and alternative responses to the problem for which CCTV is typically proposed.

Correctional Facility Models

A few examples of correctional facilities have been provided as illustrations of facility designs which adhere closely to the intent of the preceding guidelines. They are not intended as examples to be applied directly to a given project. A range of facility scales is presented, varying from a small, compact, 12-person facility to one with a capacity for more than 200. The smaller example might relate to an independent county operation, whereas the larger one would apply more to a multicounty regional or metropolitan complex.

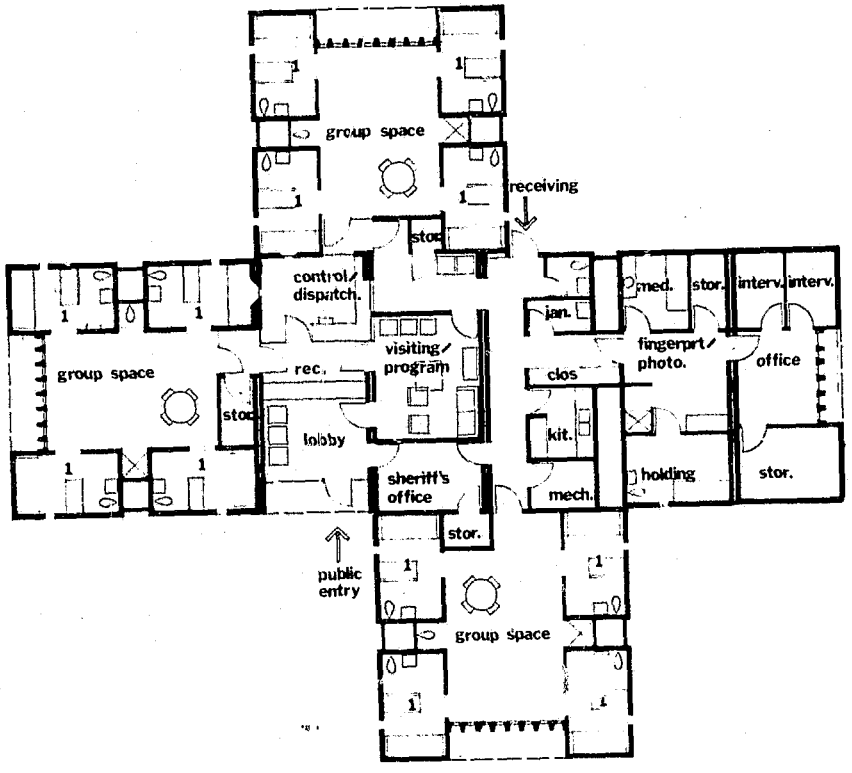


Fig. 87. Prototype design for small jail.

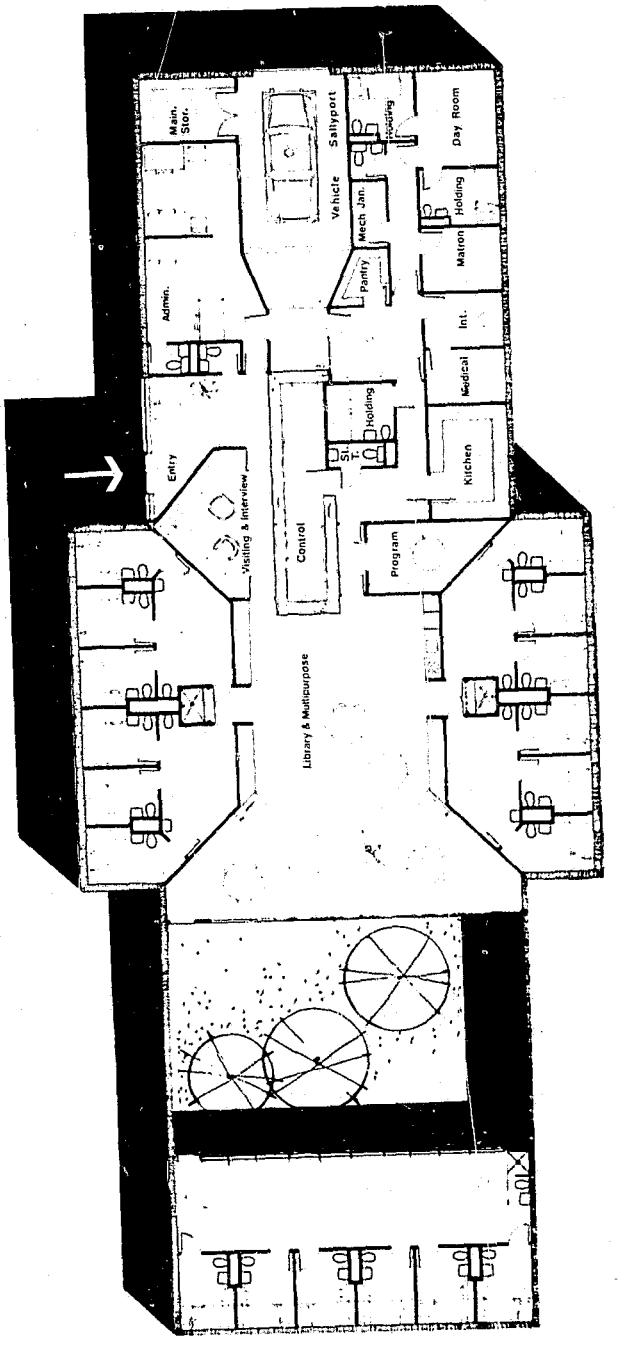
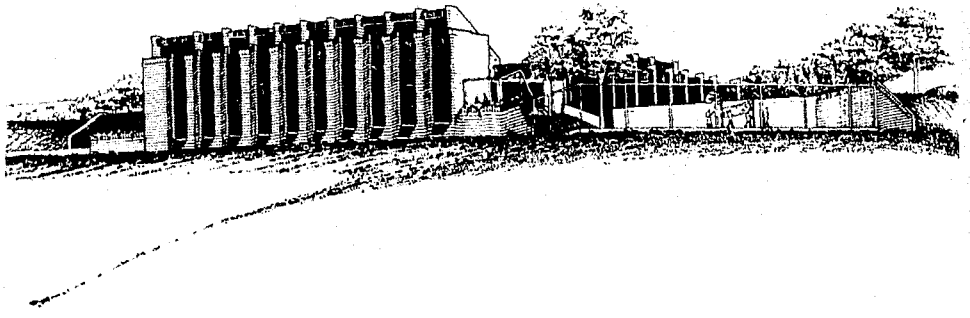


Fig. 88. Plan for satellite or rural correctional facility.



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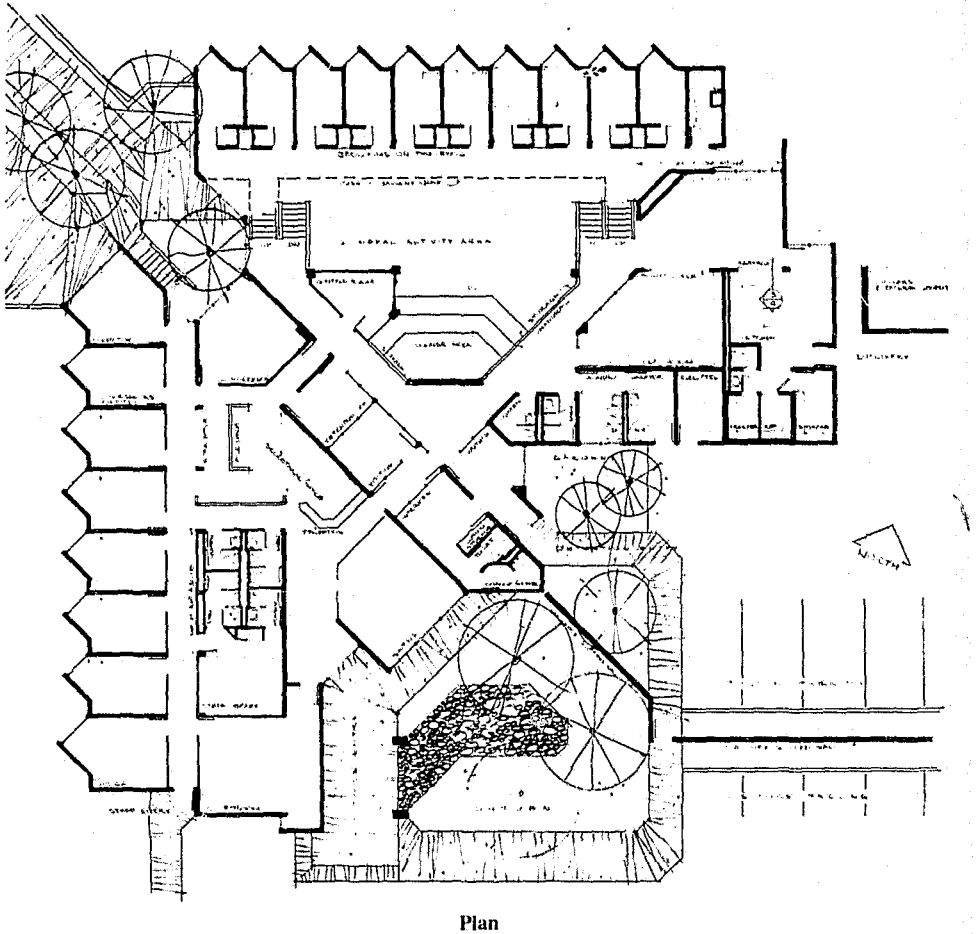

Plan

Fig. 89. Design for regional youth center.

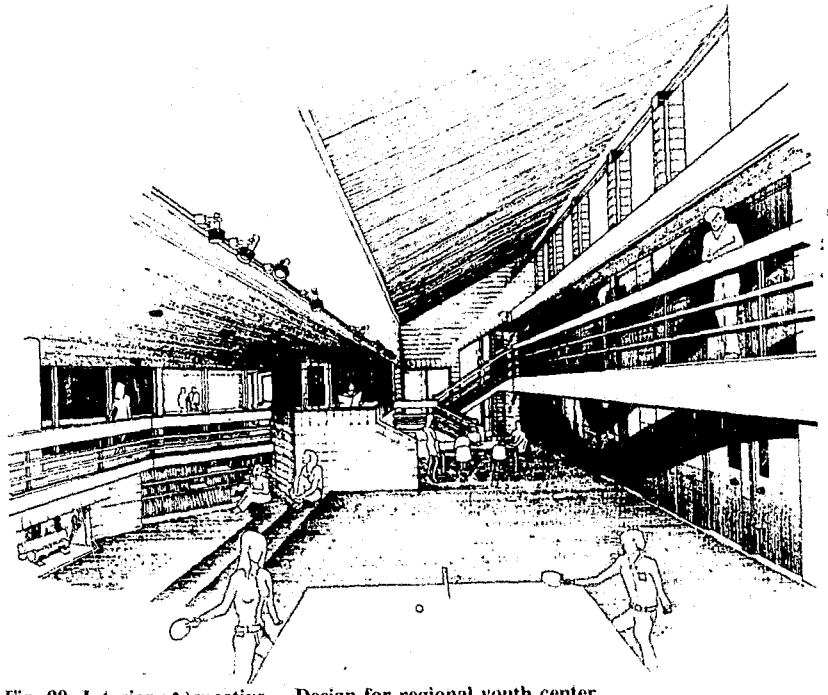

Fig. 90. Interior perspective Design for regional youth center.

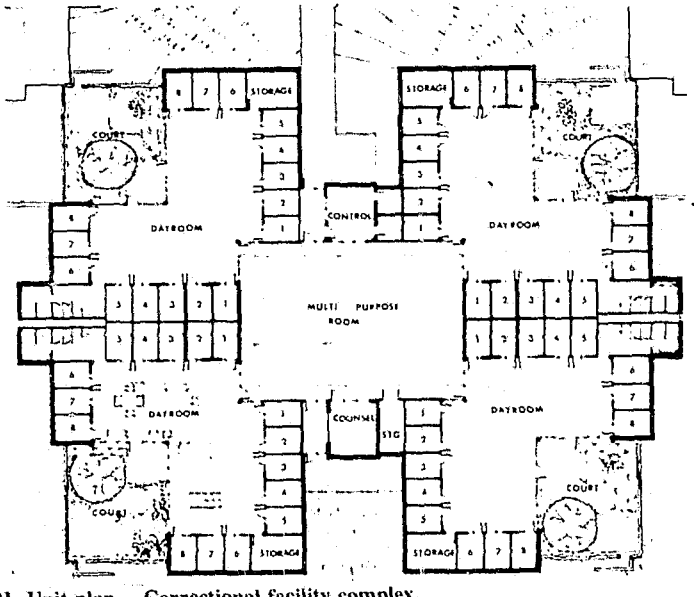

Fig. 91. Unit plan Correctional facility complex.

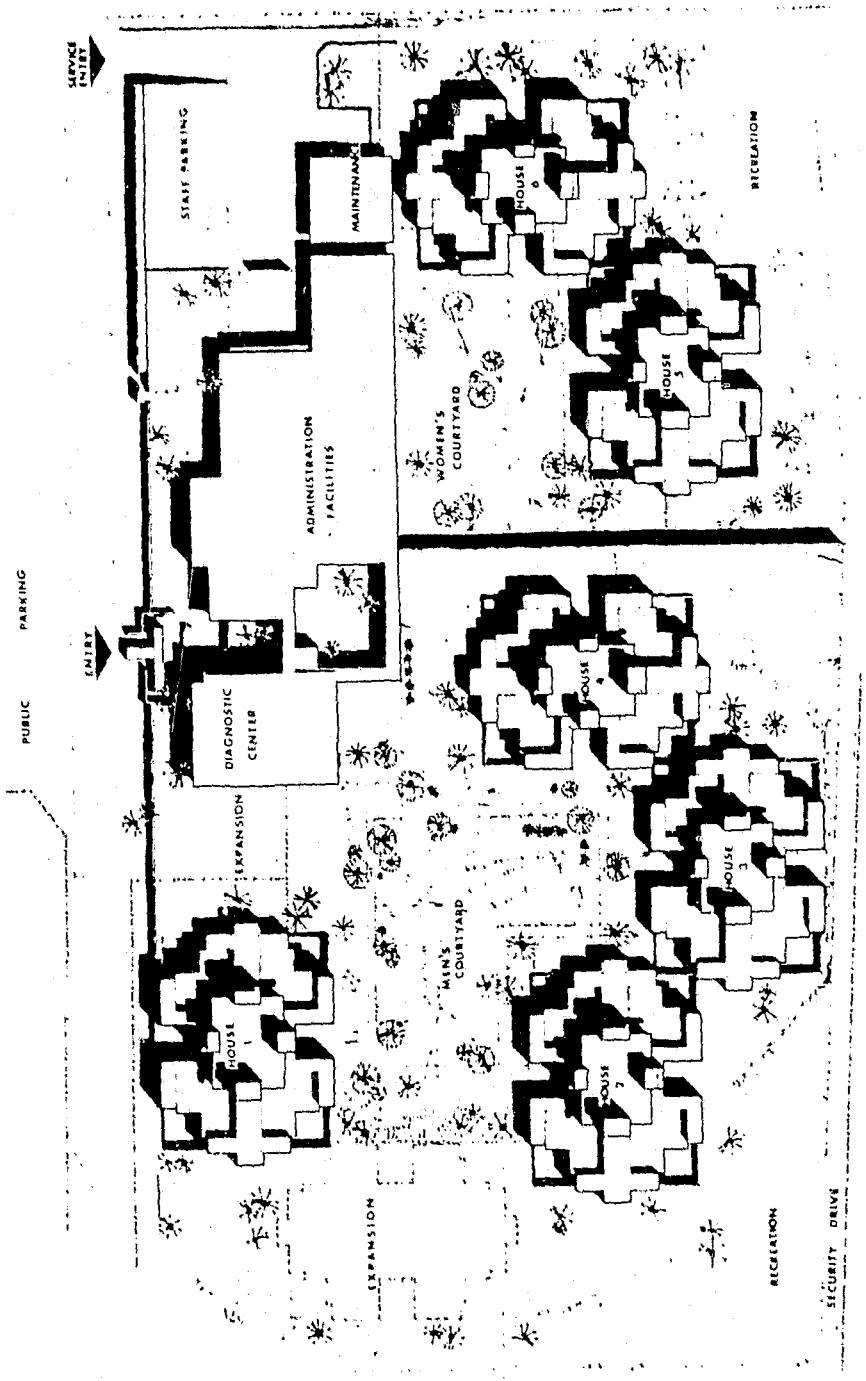

Fig. 92. Site plan Correctional facility complex.

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