eneration Jails:

Innovative Approach

e-Old Problem

The New Generation Jail model of podular design ar direct-supervision management in correctional facilities has been endorsed or adopted by the following bodies.

- Advisory Board of the National Institute of Corrections.
- American Jail Association.
- American Institute of Architects' Committee on Architecture for Criminal Justice.
- American Correctional Association.

98375

New Generation Jails:
An Innovative Approach to an Age-Old Problem

by Stephen H. Gettinger

March 1984

repared under contract from the National Institute of Corrections, U.S. Department of Justice.

Contents

he New Generation Jail

The scene resembles a college dormitory with a student union lounge attached. At one end of a large, colorful room, a handful of young men is watching television; in another area, a second group watches a different set. Two inmates are playing ping-pong. A group of inmates goes up to the uniformed deputy, who is chatting amiably with someone, and asks him for the volleyball. He gives it to them, and they rush out the door to the recreation yard. Another man pads from the shower room to his private room, where he closes the door for privacy.

The area is bright, sunny, and clean. The furniture--sofas and chairs--is comfortable and clean. The carpet on the floor is unstained. No one has scratched his initials in the paint or on the butcher-block tables and desks. Windows allow a view of the outside. Despite all the activity, the room is relatively quiet. The television volume is low, and no one is shouting.

This is not the scene at most jails, old or new, the United States today. It is, however, typical daily activity in the jail at Contra Costa County, lifornia, and a handful of other institutions--in w York, Chicago, San Diego, Tucson, and Portland, on. These facilities are known as "New Generaon" jails, and they are generally regarded as the ate of the art in jail design. In form, function, d style, they are significantly different from aditional jails. Over the past few years, they have oven to be secure, safe, and cost-efficient places inmates to live and for staff to work. Other comnities--including Las Vegas, Nevada; Spokane, shington; Miami, Tampa, and Gainesville, Florida; n Jose, California; Buffalo, New York; Alexandria, rginia; and Prince George's County, Maryland--are ilding similar institutions.

New Generation is a nickname in vogue among corrections officials to describe a subtle but somewhat meaningful shift in the way we think about jails. I is comparable to the "next generation" of computers, which always seems to be able to do twice as much as older computers in half the space at half the cost. The computer field is changing so rapidly that a new generation of computers--including both hardware and software--appears every couple of years.

But jails do not change so quickly. The jails built 20 years ago are not radically different, in most respects, from the nation's first penitentiary-the Walnut Street Jail of 1790. But since the mid-1960s, jail administrators have joined with architec and psychologists to study the ways in which these institutions affect human behavior. The principles they have learned have been applied to new jails, th results evaluated, and further improvements suggested. This body of knowledge, both in architectur (hardware) and management (software) has produced a new generation of correctional thought. The new fac lities are not the final word in design, of course, and they will eventually be replaced by another generation of concepts if the process of constant re evaluation is pursued. But any community that needs jail now should pay attention if it does not want to be saddled with a jail that is badly outmoded.

There is no guru of New Generation jails, nor is there a single revolutionary concept around which th are based. These facilities are not architectural marvels that leap off the drawing boards to cure the evils of incarceration. Neither are they psychological miracles that can transform troubled individ uals into productive members of society. But they d seem capable of holding pretrial detainees in a rela tively normal environment, and they address some of the problems that have given American jails a reputa tion as nightmarish.

ew Generation Approach to Jail Problems

Below are some of the problems most troubling to il administrators, and how New Generation jails res- nd to them.

Inmates in Control. Officers patrol the cat- walks and hallways, but inside the cells and dayrooms the inmates set their own rules and enforce them with brute strength. The officers look in regularly but most of the time the inmates are free to plot scams, escapes, assaults, or riots. Each living area has its own "barn boss," who controls showers, television, jobs, meals, and sexual favors.

In a New Generation jail, officers "live" with the mates. For 24 hours a day, an officer is stationed g the inmates, directly controlling privileges and havior, setting standards, and providing leader- ip. Inmates cannot gather alone. Any inmate who allenges the officer's authority is immediately re- ved from the living unit.

Tension and Violence. Fights are a daily occurrence. A life can be worth a pack of cigarettes. Many inmates have a knife stashed away. Gangs develop. Personal pro- perty is frequently stolen. Sexual assaults --most psychologically damaging to the young and vulnerable, who are its primary victims --can become epidemic. Inmates are afraid to report them for fear of being punished as a snitch. The staff accepts this code of values because there seems to be no alterna- tive. Trapped in the situation, some inmates commit suicide.

One of the first things visitors remark on when ey tour a New Generation jail is the low level of nsion. Fights are rare and are quickly broken up

because the officers are always in direct contact wi the inmates. Weapons are not involved, and even the most thorough shakedowns rarely find them. Gangs do not form and vendettas do not develop. The Contra Costa County Jail, which holds twice as many inmates as the turn-of-the-century structure it replaced, ha an injury rate that is 95 percent lower than that of the old jail. Sexual assaults are almost nonexisten Shower areas, notorious danger zones in many jails, are safe because they are constantly supervised and are designed for one inmate at a time.

Noise. Inmates and officers often cite noise as the number one problem of traditional jails. There is a constant cacophany as cell doors slam, radios and televisions blare in competition, and conversations are shouted down the echoing concrete corridors. The din contributes heavily to the constant stress.

In the New Generation jails, architecture and ma agement combine to reduce noise dramatically. Solid walls and doors confine noise to individual rooms. the open areas, carpeting on the floor, acoustical tile on the ceiling, and open space absorb sound. Shouting is neither necessary nor permitted. Inmate are instructed to keep volume levels down.

Staff Problems. Morale is low, tension is high, and stress-related problems abound. Sick leave, both legitimate and illegitimate, is used frequently. A few officers smuggle in contraband; others brutalize inmates. Militant unions are formed to battle every administrative move. Attrition rates soar. The jail is staffed primarily by rookies, who are anxious to get out on the street, or by burned-out deputies the department does not want mixing with the public. Staff problems were rated highest, even ahead of crowding, in the National Sheriffs Association's survey, The State of our Nation's Jails, 1982.

The relatively pleasant atmosphere of the New neration jail is designed with the officer in mind en more than the inmate. Without fear of assault, ficers can relax and pay attention to their jobs. ey are encouraged to mix actively with the inmates d are given authority to solve problems on their n. Officers learn leadership skills that will serve em well on the streets and equip them for management les in the future. The job is more satisfying, and ny ask to stay in the jail when their regular tour duty is over.

Idleness. There is nothing for the inmates to do. The jail may have some facilities for recreation and programs, but inmates can only be taken in groups at specific hours--when there is enough staff to escort them. Otherwise, it's viewing a single television set or playing cards in the day room--or less constructive activities in someone's cell.

In several New Generation jails, inmates can go d come at will to outdoor recreation areas and in- or exercise rooms during day and evening hours, al- ough they are always under the watch of an officer. cation areas, libraries, visiting areas, and law oms are nearby. In the day room, there may be pool d ping-pong tables as well as multiple televisions. deral jails have small industrial programs where in- tes can earn money.

Movement. Every time an inmate has to leave the cell area, for a visit, education, recreation, a medical need, an attorney consultation, or sometimes even a shower, he must be accompanied by one or two officers. This requires extra staff and, when not enough officers are on duty, little movement occurs. This in turn raises the tension level and runs afoul of court orders.

In New Generation jails, inmates can have access most activities without special escorts. They are

constantly observed by staff, but because most activi ties can be carried out within each group's living unit, inmates seldom need to be escorted elsewhere or a specific time schedule.

Information. Staff members and inmates alike rely on the grapevine for information. Inmates pepper officers with questions about court dates, bail amounts, names of attorneys, and commissary problems. The officers end their daily tours with their pockets stuffed with notes, which they may or may not have time to address.

Officers in New Generation jails have telephones at their work stations and thus are able to respond more readily to inmates' questions. In Contra Costa County, officers are given daily computer printouts containing the most commonly requested information: how much an inmate's bail is, when his next court da is, how much money is in his commissary account. Officers observe that having control of information gives them more authority over the inmates.

Inconveniences. Inmate privileges are a constant harassment to staff. The television leads to fights over which channel the group will watch. Inmates badger officers for telephone calls, which require escorts and supervision. Weekly trips to the commissary set up a few inmates with their own supplies to sell for the rest of the week. Getting simple supplies such as toilet paper can be a problem. Rather than send laundry to the wash room, inmates wash it in their toilet bowls and rip up sheets to use as clotheslines.

New Generation jails recognize that minor privileges mean a great deal to people in confinement. Rather than begrudge inmates privileges because of t inconvenience, staff use privileges positively as

ools for effective management. Inmates who do not have lose some or all privileges.

In New Generation jails, staff are freed from many traditional problems. Multiple pay telephones are installed in the day rooms, and inmates can use them any time to raise bail or maintain contact with their families. The telephone company can provide restricted service so that only collect calls can be made.

Battles over control of the television are eliminated when there are several sets in each living area. Laundry problems disappear when inmates have washers and dryers in their living units to do personal laundry. Commissary problems can be reduced when inmates have daily access to the store and computers keep track of the money in their accounts. With storage space for supplies provided in the living units, the inmates' needs can be quickly met.

Costs. With the cost of building a jail running between $40,000 and $200,000 per bed, depending on financing, county officials are desperate for ways to keep costs down. Often this takes the form of cutting corners--by making do with an earlier design rather than hiring professional architects, for instance. Or cells may be made too small, raising the risk that the jail will be declared unconstitutional within a few years. The operating costs of a jail will, over a 30-year period, add up to 10 times the construction costs. Each permanent post inside the jail requires five staff positions to fill.

While a New Generation jail may look expensive to build and maintain, it can cost less than a conventional jail. Some items that look expensive are actually cheaper than institutional models. A butcher-block table, for instance, costs about $165 when bought in bulk on the open market; a custom-made stainless steel table costs $1,600. Carpeting is cheaper to install and maintain than many types of

floor tile. The federal institution in Chicago was built at about the same time as a similarly sized conventional jail in nearby Kane County. The federal jail cost $25,000 per cell to build; the Kane County facility cost $45,000 per cell.

Even when the initial construction cost is greater, a New Generation jail can be far more cost efficient in the long run. Dade County, Florida, officials discarded $250,000 in architectural plans for a more traditional design once they saw that a Ne Generation jail would save so much money in operating costs (even though it would cost more to build) that, within 14 years, the savings would equal the entire construction cost of the jail.

While having an officer stationed in each housing unit at all times might seem staff-intensive, a New Generation jail saves staff in other areas, such as escort duty and program areas. And officers do not have to be paired for safety.

Dade County's new facility will require one staff member for every 5.8 inmates; the existing jail requires one for every 2.9 inmates. When the higher productivity and lower attrition rates of officers in New Generation jails are taken into account, staff costs can be significantly less.

Vandalism. Inmates routinely vent their frustrations on the institution: Graffiti-covered walls, ripped furnishings, broken windows, destroyed clothing and linens, and plugged-up toilets are common occurrences.

New Generation jails have required remarkably little maintenance, even though noninstitutional materials have been used. In the Chicago federal facility's nine years of operation, for instance, onl two porcelain toilets have needed replacement (both due to accidents), and the carpet has lasted the entire period. Walls require less frequent painting without graffiti. Inmates rarely burn cigarette hole

in carpets or wooden furniture. Peer pressure keeps the environment in good repair: In Contra Costa County, a weekly contest to determine which living area is the cleanest has sometimes drawn so close that officers have inspected the insides of toasters for crumbs to determine the winner.

Discipline. Many inmates don't care if they are "written up" and sent to segregation, since they stand to lose little. Sometimes that is the only way to gain privacy. Being sent to "the hole" becomes a badge of courage, worn proudly.

Inmates who are sent to segregation in New Generation jails lose a broad range of privileges that they value. They are provided with constitutional minimums, but they lose freedom of movement and free access to telephone calls, recreation, television, and socialization. They live in an institutional atmosphere, not a normalized one. Being sent to segregation is seen not as "macho," but as "dumb."

Pretrial Release. The process of getting out of jail on bond or release is difficult in many jails. Inmates have trouble contacting relatives or bail bondsmen to raise bail; probation officers are reluctant to come to the jail for release-on-recognizance (ROR) interviews. Processing bonds takes a long time, adding days to jail stays and increasing crowding.

New Generation jails have streamlined systems to help eligible inmates obtain pretrial release. ROR interviews are built into the booking process. Many jails have guidelines so that people are not booked into the jail on petty charges, but are given citation releases. The jail has been planned within the context of the criminal justice system as a whole, so that public inebriates and juveniles are sent to other, more appropriate facilities. In New York, the New Generation jail has a bookkeeping office that is

open 24 hours, takes credit cards, and can be used to release an inmate from any jail in the city.

History of New Generation Jails

The prototypes for what are now known as New Generation jails are the three federal detention facilities, known as Metropolitan Correctional Centers (MCCs), in New York, Chicago, and San Diego. Planning for these facilities began in 1969, and they opened in 1975. The U.S. Bureau of Prisons, under a mandate from Congress, sought to create prototypes for the rest of the nation.

The three MCCs were designed by different architects, who were forbidden to communicate with each other. The Bureau, after studying its own procedures and those of facilities across the country, gave the architects some crucial principles it wanted incorporated in each design:

- Individual rooms for inmates
- Living units for fewer than 50 inmates
- Direct supervision of inmates by officers
- Restricted movement within the facility.

Some of these ideas had been incorporated before in other facilities, but the designs had not been so thoroughly researched or so comprehensive in their approach.

The architectural firms, all nationally recognized, presented somewhat different solutions to minor problems, but the three institutions run in similar fashion. All of the jails are high-rise buildings. The Chicago facility, built on less than an acre of ground, rises 26 stories. The New York facility, the most spread out, rises 11 stories. All of the architects chose to use standard building materials where feasible, to use security glazing instead of bars for windows, and to avoid barriers whenever possible.

The new facilities opened to mixed reviews. The Chicago architectural firm, Harry Weese and Associates, won a major architectural award for its triangular building. However, the New York and San Diego facilities quickly became crowded, and the New York MCC became the object of a court order enjoining many practices at the institution. That case, Bell v. Wolfish, went all the way to the U.S. Supreme Court. In a landmark decision, the Court declared that double-celling was not per se unconstitutional for pretrial detainees, particularly in view of the good condition of the facility.

The buildings did achieve most of their goals. There was little violence, tension, or vandalism; staff requirements were not excessive; and officers seemed more satisfied with their jobs.

The institutions were not perfect, however. Professional evaluations found that in Chicago, for instance, there are not enough elevators for movement of staff, inmates, and visitors; there is no gym for indoor recreation and not enough storage space on the living units. These and other findings were intended to help localities that wanted to build similar jails.

Localities did not want to build similar jails, however. Officials from county jails dismissed the concept as being too "soft" for their inmates, claiming that the federal jails held a different type of inmate. (When the inmate population of the three MCCs is compared to other jail populations, this charge does not seem to be true.)

Then Contra Costa County began to look for a new style of jail. In the early 1970s, the county started planning to replace a turn-of-the-century jail that was one of California's worst. The county, located in the San Francisco Bay area, includes the cities of Richmond and Martinez, both of which suffer high unemployment. Plans were drawn up for a high-rise traditional jail to hold 642 inmates. Local opposition to both the style and appearance of the design developed.

When the opposition became intense, the county executive agreed to appoint a search committee to study alternatives. The result was a broad-based citizens group that included the most vocal opponents of the proposed jail, as well as representatives from civic organizations. The group spent months debating the purpose, philosophical basis, and need for the jail. Then committee members travelled the country t look at contemporary jail designs. They were impressed by the Chicago MCC, but they also added concepts from other jails, such as an "open booking" intake center used in St. Louis. The Contra Costa County sheriff and county commissioners supported the idea, and architects set to work.

The county discarded plans worth $1.2 million whe it abandoned the traditional design, but the new facility cost $24.7 million (including court facilities and $1 million worth of landscaping), compared with $37 million projected for the original design. The new jail was considerably smaller, with room for only 386 inmates.

The jail staff and citizens group presented the architects with a detailed concept of what they wanted, and they pushed the style of the MCCs even farther. Since land was not a problem, the facility is more spread out, with greater opportunities for sunlight to enter. The living areas are larger, and each has its own adjacent recreation area. The count decided to reduce friction by installing multiple telephones, television sets, and other conveniences.

The open booking area is unusual. Most booking areas are high-security places, with inmates kept in large holding pens or isolated in small barren rooms until escorted to the desk for processing. The Contr Costa County booking area is the most relaxed spot i the jail. It centers around a large lounge, attractively furnished and supplied with television sets an cigarette and coffee machines. Men and women are not separated, but mingle together. Arrestees stay in th lounge until they are called to the desk. They can

telephone relatives and attempt to raise bail. Inebriated arrestees are kept in a separate room, which is staffed by volunteers from Alcoholics Anonymous. Unless they are charged with a serious crime, they are released without being booked into the main part of the jail.

● Contra Costa County Jail has become a showplace; thousands of local citizens and hundreds of official visitors have toured it. Deputies, who formerly were involuntarily assigned to the jail, now sign up for extension of duty. Inmates report little violence. The jail has proven cost efficient.

●

Some skeptics charge that Contra Costa County, like the federal system, has "soft" inmates. But the jail population reflects the same mix as most jails. Almost no misdemeanants are booked into the jail; the majority of inmates have been charged with burglary, armed robbery, murder, narcotics, or escape. Blacks and whites are about evenly represented, and there is a sizeable group of Hispanic inmates.

The latest New Generation jail to open is the renovated Manhattan House of Detention, known as "the Tombs." The old Tombs leapt into national prominence in 1970, when inmates rioted; it was ordered closed in 1974 by a federal judge because its brutality, noise, and physical inadequacies were considered beyond repair.

● Construction of the new Tombs began in 1978. The old building was gutted and its shell preserved because it blended with other buildings in the area. The new Tombs opened in the fall of 1983. The space that once held 2,000 inmates, crammed three to a cell, now holds 400 in individual rooms. The facility was divided into three "mini-jails," each of which contains several discrete living units. The Tombs is more spartan than the Contra Costa County jail; there are no carpets on the floor, and stainless steel toilets and sinks were installed. Butcher-block furniture is used in the rooms and day areas, however.

●

So far, the Tombs has worked as well as other New Generation jails, producing behavior among inmates that is far superior to that common to the city's other institutions. The Tombs' success with its broa cross-section of inmates mutes criticism that New Generation jails will not work for "harder" inmates.

Other communities have joined the move. Portla Las Vegas, and Miami all have New Generation jails under construction, as do counties in Florida, Maryland, Virginia, and California. These jails incorporate lessons learned from Contra Costa County an New York; future incarnations of the jail will be improved still more until, some decades from now, obse vers conclude that another new generation of jails ha evolved.

Psychology of New Generation Jails

A common perception is that traditional jails are little more than training schools for criminals and tend to produce a psychological effect directly opposite that which is sought. The New Generation approach, based on common-sense principles, seeks to manage human behavior positively and productively. The psychological approaches used cover a number of problem areas, including:

- **The fear-hate syndrome** (we tend to hate those we fear, and vice versa). The reduction of fear, through assuring personal safety, is a primary goal and applies to both inmates and staff. Inmates who are afraid of each other will make weapons, join gangs, try to escape, buy and sell protection, and challenge authority. Staff members who are afraid of inmates will rough up prisoners, call in sick, smugg in weapons, and avoid duties that bring them into contact with inmates. Reducing fear amon both groups reduces the wall of suspicion and noncooperation.

- **Protectible space.** Human beings need a certain amount of privacy, which individual rooms can provide. A living area should be small enough that an inmate can identify with it; dormitory-style living cannot provide this. Officers, too, must deal with a space small enough to protect.

- **Leadership vacuums.** People living in groups tend to seek leaders. If there is no effective positive leadership, inmates will create a "rule-of-the-strongest" system. Where officers provide the leadership, inmates lose much of their drive for power and learn that challenging authority is counter-productive to their own interests. Reducing fear also reduces the need for inmates to group together for protection.

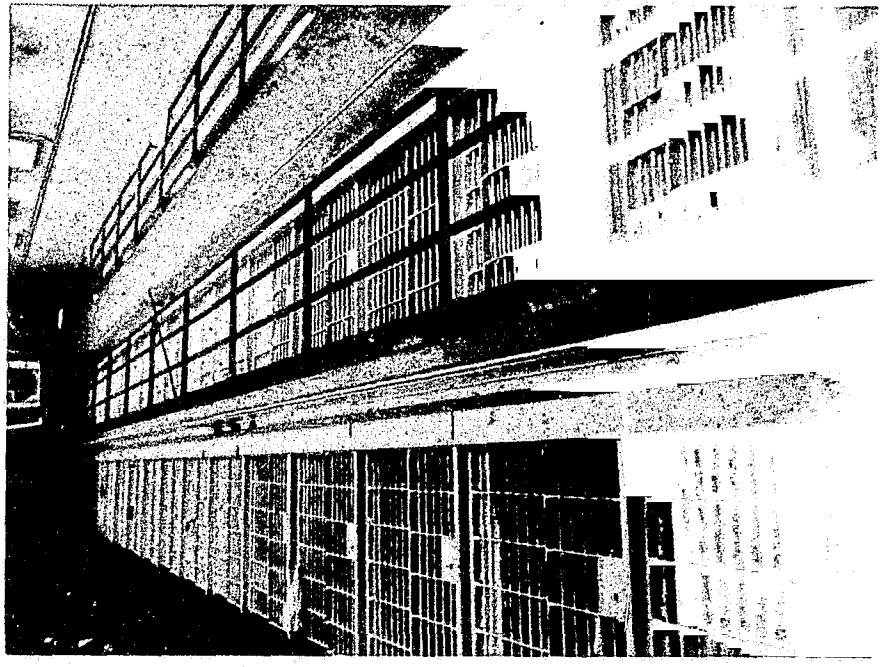
- **Positive expectations.** The facility as a whole sends a message. If a jail, in its design and management style, "expects" people to act uncivilized, it will evoke that behavior. If the message is that antisocial behavior is intolerable and inappropriate, the majority will conform to that message. Most people want to avoid trouble and will do so if given a chance. The few who seek trouble must be separated from the majority.

- **Isolation.** Isolation from the outside world can create an "anything goes" mentality, and people may lose the inner controls that usually guide them in society. Even dangerous criminals abide by social codes most of the time. A jail can reduce the sense of isolation from the outside world -- and increase social controls -- through its design, furnishings, visiting rules, telephone privileges, and contact with staff members.

The Role of Architecture

The Physical Plant

Many of the problems of traditional jails can be traced to their design. Cellblocks are usually "linear"--a hallway or corridor lined with cells. This creates "intermittent" surveillance: An officer walks down the hallway periodically, but the rest of the time the inmates are out of sight. The result is that the officers can control only the areas they work in or have clear sight lines into at all times--primarily hallways and administration areas. Inmates control those areas that officers cannot continuously observe.

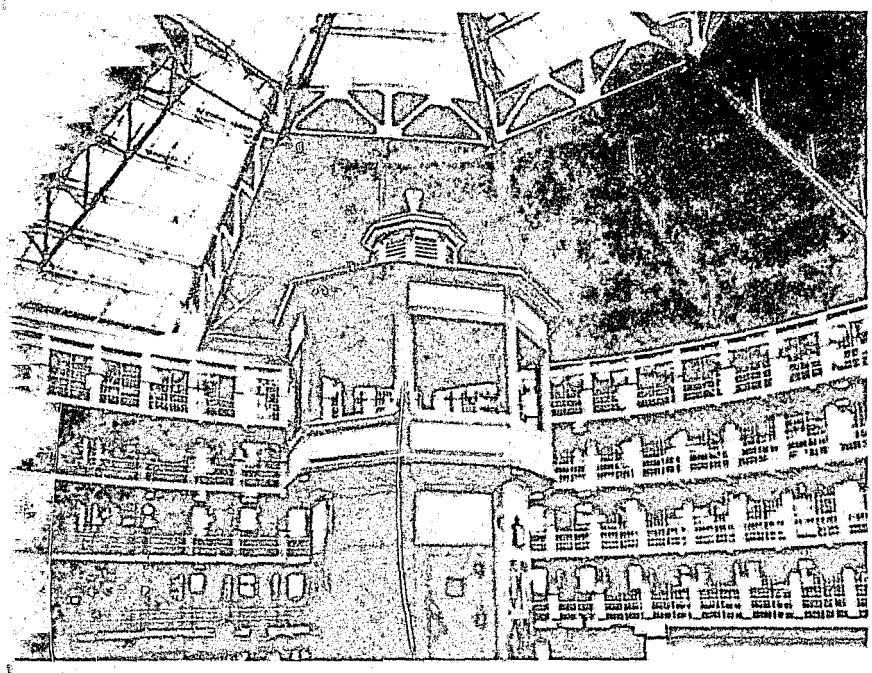


Example of linear design institution.

A couple of decades ago, another style of institutional architecture developed known as "modular" design. Rooms clustered around a central space formed

elf-sufficient module. ("Modular" construction now ers as well to prefabricated, preassembled units, nd some corrections officials have begun to refer to he institutional style as "podular" and to the clusers of rooms as "pods.")

Modular/podular housing makes it possible for an icer to conduct constant surveillance of inmates; t also allows a choice of two supervision styles. ne is remote surveillance, where the officer is seprated from the inmates by physical barriers--bars or ulletproof glass. The officer watches them and inervenes when antisocial behavior occurs, but the rest the time plays no role. The "panopticon" design of eremy Bentham, with one officer in the center of a uge fishbowl of cells, is one extreme of this deign. On this mass scale, however, the result is that he officers are watched by the inmates, rather than ice versa.



ample of panopticon design institution.

Adaptions of this remote style of supervision have been incorporated into the original designs of jails in Ventura, California, and St. Paul, Minnesota. In Ventura, a staff member sits in a bulletproof glass booth, watching four 12-room units whose inmates are behind a wall of bulletproof glass. The officer communicates with the inmates by intercom and telephones for help when someone must enter the housing area. (For this reason, Ventura has hired non-law-enforcement personnel to sit in the booths.)

The remote style of surveillance has been reasonably effective in reducing injuries to staff members and inmates, but it is based on the expectation that inmates will act in antisocial ways and the best the staff can do is to react quickly when it occurs.

Example of podular/remote-supervision design institution (from control booth).

The other management style, that of direct supervision, puts the officer in constant contact with the inmates to guide their behavior in positive directions. All barriers between officers and inmates are eliminated in the housing units; the officer does not even have an office. It is this style of supervision

hat, more than anything, lies at the heart of a New eneration jail.

xample of podular/direct-supervision (New Generation) design institution.

nfluences on Design

While architecture is crucial to the success of a w Generation jail, it is far from the whole story. here is no prototype design that can be purchased by ail order. A successful jail is the result of a long lanning process.

The ideas behind the design of the jail must come om the people directly involved: administrators, taff, the community, attorneys, court personnel, even inmates. In the planning process, these groups come ogether, as in Contra Costa County and Chicago, to roduce a pre-architectural program that suggests he kind of jail that is wanted and approaches to com- n design problems.

Individual architects can then design innovative olutions to specific problems. Most New Generation ails do share some things in common:

- Security is concentrated on the outside perimeter, which in most cases is the wall of the building itself. Windows and walls must be impregnable.

- Within the jail, there are as few barriers as possible, and security devices are unobtrusive. Most architects have abandoned bars in favor of solid doors and glass.

- Living units must be of a manageable size and give the officer an unobstructed view of the entire area.

- Standard building materials are used whenever possible for both cost and appearance; attractive colors and furnishings are chosen.

- Movement is not controlled by the officer on the unit, who should carry no keys to the outside, but by a separate, centralized control booth. An officer in the booth can allow movement in and out of the unit via closed-circuit television and intercom.

- While sophisticated equipment, such as cameras and electronic signals, can be used, it does not substitute for human contact between staff and inmates.

- Each building is designed with life-safety codes in mind, and adheres to national standards such as those established by the American Correctional Association and the Commission on Accreditation for Corrections.

The Role of Administration

"You can't run a New Generation jail with old generation management."

That was the message delivered by the new commander of a major jail whose revamped modular design had turned into a nightmare for staff and inmates. Officers who were used to playing the role of "guards" in an old, intermittent-surveillance jail attempted to make the new facility run the same way. Management expected no changes. The result was that the institution was beset by escapes, confrontations, and vandalism--some of it by officers who resented "high-tech" equipment. Staff turnover was 60 percent annually. The new jail, everyone said, didn't work.

A new administration turned the situation around. Today the facility runs smoothly, staff problems have dropped sharply, and the jail "works."

What made the difference? Training, says the commander. Supervisors, in particular, had to be taught different styles of operation. Staff officers had to be retrained. Operating procedures had to be thoroughly reassessed and rewritten. Career opportunities had to be developed for officers.

If a New Generation jail is to run properly, the small-group basis on which it is designed must be supported by management techniques. "Team management" and "participatory management" are terms that describe the styles that seem to work best. Officers stationed in the housing units must have the ability to set some of their own standards within pre-established parameters (concerning noise, for instance) and to enforce them. They must be consulted about changes, and their suggestions must be solicited. Moreover, supervision of officers must be just as active as supervision of inmates. Supervisors must visit the housing units frequently and informally.

Training plays a key role in setting the styles of both officers and managers. Officers must be trained in communications skills and ways of influencing human behavior through positive techniques. Officers who have worked in old-style jails will need extra train-

ing and reassurance to overcome their reluctance to try the new style.

The Role of Staff

Jail officers spend more time inside the jail than inmates do, year in and year out. Efforts to make the job less tense and stressful for officers will pay off in many ways.

In a traditional jail, with either intermittent or remote surveillance, officers are "guards" in a literal sense. The active supervision style of a New Generation jail challenges the officer, increases job satisfaction, and gives him or her a professional role.

Many of the "niceties" provided for the inmates actually benefit the staff more. Television, for instance, is a popular pastime, and multiple sets reduce conflict over channels. Carpets to reduce noise create a calmer atmosphere for the officers as well as the inmates. Officers who work in New Generation jails use less sick time and are less likely to organize into confrontational groups to challenge management.

With affirmative action, jails are under pressure to hire more women and to use them in most of the same jobs held by male officers. New Generation jails have been able to use male and female staff interchangeably.

The management style of a New Generation jail offers an additional bonus: Many jails assign rookies to detention duty, and the training and day-to-day experience they gain can help them manage difficult situations and exert authority unobtrusively in future positions. The practice officers gain in exerting leadership could propel many of them into supervisory and command ranks.

rinciples of New Generation Jails

The National Institute of Corrections has iden-ified eight principles common to successful New eneration jails.

Safety. Both the design and supervision of the nstitution must be geared to the safety of inmates nd staff. The facility must meet life-safety codes. taff members cannot tolerate, explicitly or implic-tly, fights, retaliation, or sexual assault. Staff ust be able to get help in the housing units quickly.

Supervision. Officers are in direct contact with nmates at all times, except when the inmates are ocked in their rooms at night. Officers are not sep-rated from inmates by barriers within the housing nits; they do not remain in an office or at a work tation, but move around and supervise the area. Of-icers expect reasonable behavior from inmates and rovide leadership examples. Their human relations kills, not strength or weapons or barriers, are their rotection.

Living units should have 50 or fewer inmates. De-igns for very small units (12 cells) are impractical, ecause a jail cannot afford to keep a staff member on uty there at all times.

Control. The staff must be in total control of he institution. There can be no areas where they are eluctant to go alone at any time. Inmates can never e left together unsupervised and must have no place o congregate away from the supervision of an officer. nmates who disobey or challenge the authority of the ff must be immediately removed from the unit; the pecifics of a particular incident can be discussed ater to ensure that there has been no abuse of uthority. An officer should never argue with an in-ate. It is best if officers from other areas remove nmates from the housing unit.

Effective personnel. To operate a New Generation jail, the facility must be able to recruit qualified staff and provide them with adequate salaries and support. Staff members must be given special training and should have opportunities for career advancement. They should be selected for their ability to relate to others.

Communications. Effective management depends on clear flow of information, and officers should direct it. Officers must be trained to get and give information in a low-key way, and they must be given tools--telephones or computers--so they can obtain information quickly. There must be provisions for communication among staff members--especially between shifts, when one officer takes over a housing unit from another.

Classification and orientation. Officers must be given information on an inmate's background and behavior during previous incarcerations. Some jails classify inmates according to offense and past record, but most New Generation jails rely principally on observations of behavior, as inmates progress from the most closely supervised level of custody after entry.

Jail management must have the ability to separate certain types of inmates from the majority. For instance, special provisions must be made for those who cannot or will not behave rationally, such as drunks and the mentally ill; for disruptive inmates; and for special management problem inmates.

After booking, an inmate should be given an orientation session that shows what is expected of him or her, so other inmates will not provide misinformation. Common rules should be posted prominently in the housing areas.

Manageability of the institution. The jail should be cost effective to build, manage, and maintain. Furnishings should be selected with a view to upkeep

id replacement. High standards of sanitation and
r er should be set by housing unit officers, and they
ould be maintained by inmates in the unit. This
reates a healthy interaction between officers and in-
ates, and reinforces the role of the officer as the
ne who sets standards.

● Just and fair treatment. Inmates who perceive
hemselves as not being treated fairly will attempt to
and together, to rebel, and to retaliate. Staff mem-
ers must be consistent and reasonable in their rules
id should maintain control through leadership, not
ntimidation or authoritarianism. The disciplinary
stem must not be arbitrary or excessively harsh, and
here should be a provision for appeal. A grievance
stem for inmate complaints is advisable.

Staff members, too, must be treated with respect
management. They should have the same rights as
ates to air grievances and to appeal administrative
iscipline.

vercoming Obstacles

● Jail officials who support the New Generation con-
pt often think that their community will not support
t. "The public won't stand for something that
lush," they say. "The board of commissioners won't
lieve that it costs less. My officers will strike
I put them in direct contact with inmates for eight
rs a day."

These fears can be dispelled. County commis-
ioners are indeed likely to be skeptical at first,
t they can be won over by hard information. They
ed to be shown in detail that the new facility will
uire fewer staff than traditional jails, and that
tems such as standard furniture can be cheaper than
istitutional alternatives. Commissioners should also
shown figures from other jurisdictions showing how
saults have been reduced, staff morale improved, and
mate lawsuits avoided.

Miami's Dade County sent several members of its board of commissioners to view the jail in Contra Costa County, and quickly scrapped its $250,000 plans for a traditional remote-surveillance jail. The lowe staff and maintenance costs of the New Generation facility not only will recover the cost, but, within 14 years, will recover the entire $37 million cost of construction.

Public objections often come down to the observation that the New Generation jail does not "look" lik a jail. The public can be educated, however, to understand that the primary role of a jail is to hold legally innocent citizens for trial, not to punish them, and that the jail is indeed secure. A New Generation jail is likely to be easier to sell to a neighborhood than is a steel-barred design. Appointing civic leaders to planning boards can head off criticism.

Before the new facility opens, an open house with appropriate publicity will make the community proud o its new acquisition. People lined up for blocks to view the new Contra Costa County Jail. Public officials and press representatives can be invited to spend a night in the facility immediately before it opens; this will usually mute their criticisms of "plush" accommodations.

Staff opposition to an untraditional way of doing things can be expected and must be met with understanding. One effective tactic is to send staff members to work in other New Generation jails for a few days. Even the most vociferous opponents have come back as promoters of the new methods. Union leaders must be enlisted early in the planning process, and they must be assured that concern for the safety and working conditions of officers is paramount in the minds of the jail designers.

ow the National Institute of Corrections an Help

The National Institute of Corrections--a technical-assistance unit of the U.S. Department of stice associated with the U.S. Bureau of Prisons--is ively following the development of New Generation ils. In addition to monitoring and evaluating these ils, the NIC offers assistance to local communities several ways:

- Direct technical assistance from NIC staff and consultants.
- Sponsored visits to operating New Generation jails.
- Jail Area Resource Centers at several jails across the country to pass on information to other localities.
- Training courses for jail managers and administrators provided at the NIC National Academy of Corrections in Boulder, Colorado.
- Assistance in training officers for New Generation jail operations.
- A comprehensive training and technical assistance program for local officials, including county commissioners and jail managers, in the initial phases of jail planning and design.

The Advisory Board of the National Institute of rrections has publicly endorsed the New Generation il concept. The NIC Jail Center serves as a conduit information and assistance on New Generation ils.

The Jail Center can be contacted at 1790 30th reet, Boulder, Colorado 80301. Telephone 303-7-6700.

NATIONAL INSTITUTE OF CORRECTIONS
ADVISORY BOARD

---

a[illegible]e Benjamin F. Baer
man
Parole Commission
sda, Maryland

rank D. Brost
ney at Law
South Dakota

orman A. Carlson
tor
u of Prisons
ngton, D.C.

ohn E. Clark
ney at Law
ntonio, Texas

cas Hardy
ant Secretary for Development
ment of Health and Human Services
gton, D.C.

ls Herrington
ant Attorney General
Justice Assistance
gton, D.C.

ephen Horn
ent
rnia State University
Long Beach
ach, California

sor A. Leo Levin
or
l Judicial Center
gton, D.C.

Ms. Jacqueline McMickens
Commissioner
New York City Department of Correction
New York, New York

Dr. W. Walter Menninger
Chief of Staff
Menninger Foundation
Topeka, Kansas

Honorable Richard H. Mills
Appellate Court of Illinois
Virginia, Illinois

Professor Norval Morris
University of Chicago Law School
Chicago, Illinois

Mr. Richard K. Rainey
Sheriff
Contra Costa County
Martinez, California

Ms. Marcella C. Rapp
Criminal Justice Consultant
Lakewood, Colorado

Mr. Alfred S. Regnery
Administrator
Office of Juvenile Justice and
Delinquency Prevention
Washington, D.C.

Mr. James H. Turner, III
Sheriff
Henrico County
Richmond, Virginia