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WASHINGTON COUNTY CRIMINAL JUSTICE SYSTEM INTERIM REPORT

Volume IV
Master Plan and Facility Programs

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ILPP

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ABBREVIATIONS

ADB ..... Average daily bookings

ADP ..... Average daily population

AJA ..... American Jail Association

ALS ..... Average length of stay

CJES ..... Criminal Justice Executive Staff

CMSI ..... Computer Management Services Inc.

DAIS ..... District Attorney's Information System

DUII ..... Driving under the influence of intoxicants.

DWHO ..... Driving while habitual offender

DWR ..... Driving with a revoked license

DWS ..... Driving with a suspended licence

ESPD ..... Enhanced Sheriff's Patrol District

FTA ..... Failure to appear

FY ..... Fiscal year

ICHS ..... (Intensive) Custodial Home Supervision

ILPP ..... Institute for Law & Policy Planning

JIGSAW .... Justice Information Gathering and Sorting Affiliation of Washington (County)

JMIS ..... Jail Management Information System

LEDC ..... Law Enforcement Data Center

LEDS ..... Law Enforcement Data Service

LOS ..... Length of stay

LPA ..... Law and Policy Associates

NCIC ..... National Criminal Information Clearinghouse

NIC ..... National Institute of Corrections

OJIN.....Oregon Judicial Information Network

OOC.....Out of custody

OSH.....Oregon State Hospital

PC.....Personal computer

PROBER.....Probationary Client Tracking System

RAO.....Release Assistance Officer

RC.....Restitution Center

RDIS.....Remote Data Information System

RFP.....Request for proposal(s)

VOP.....Violation of probation/parole

WC.....Washington County

WCJP.....Washington County jail personnel

WCSO.....Washington County Sheriff's Office

WERC.....Willamette Employment Resource Center

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INTRODUCTION AND SUMMARY

INTRODUCTION AND SUMMARY

The purpose of this volume is to describe the fundamental elements of future detention facility development for Washington County. Detention facility bedspace represents a scarce and increasingly expensive community resource. The scope and nature of new detention facilities must be carefully considered in terms of fiscal constraints and an optimization of alternatives to incarceration as informed by community values.

This report has three distinct sections: Part One is a facilities evaluation of the existing Washington County Jail and the Restitution Center. These facilities were assessed in terms of current correctional design practices, national minimum standards, and the short- and long-term potential to accommodate expansion.

Part Two blocks out or sketches the critical elements that must be addressed in the development of future county detention facilities. The second section is, in a sense, a modelling study, intended to stimulate strategic as well as global thinking on the crucial factors that collectively shape the direction of facilities planning. The study lacks the benefit of discourse and interaction with the client groups and detailed staff work sessions, but it serves as a point of departure and framework for further study. The major factors outlined are: 1. Planning assumptions; 2. Site requirements; 3. General facility options; 4. Outline building programs; 5. Staffing estimates; and 6. Next steps. Parts One and Two are summarized below.[1]

Part Three sets out an integrated formulation of the implications for future Washington County criminal justice and corrections planning. It features a sequence of three planning stages: implementation of system reform and monitoring and gauging impact; final master plan decisions; and final programming, design and construction.

PART ONE: EXISTING FACILITIES - SUMMARY OF FINDINGS

Washington County currently operates two detention facilities with a total rated bed capacity of 277 beds. The Sheriff's Department operates a 189-bed secure pretrial detention facility in a four-story structure adjacent to the County Courthouse, and the Department of Community Corrections operates an 88-bed low security Restitution Center on a site next to the new county office building. The existing facilities were evaluated in terms of current design practice and minimum standards as embodied in the Local Adult Detention Facility Standards of the American Correctional Association (ACA).

1 Appendix IV.A, Bibliography, follows this report and lists all documents used.

Washington County Jail: Critical Deficiencies

LACK OF ADEQUATE AREA AND SPACES NEEDED

The facility is extremely small in terms of floor area and support spaces available. The facility has approximately 37,500 gross square feet (gsf) of area, or about 195 square feet per inmate for its rated capacity of 189. New facilities typically have 400 to 500 square feet per inmate.

POOR SIGHTLINES: ALL HOUSING UNITS

Housing unit configuration is obsolete, results in poor visual supervision, and generally separates the staff from the inmates. Staff cannot adequately see into the units from the main corridor, and intermittent patrols in staff view corridors can provide only a minimum level of supervision. Fixed posts are remote from the housing units.

LACK OF SINGLE-CELL HOUSING FOR SAFE, SECURE OPERATIONS

Jail operations are severely hampered by the lack of single-cell housing. The existing jail has only 15 single cells or less than eight percent of total bed capacity, and these cells are substandard in terms of floor area, day room area, and daylighting requirements. The lack of single cells prevents the use of a modern classification system, which permits proper separation of diverse inmate populations (e.g., escape risks, mental health cases, protective custody, disciplinary, etc.).

AREA STANDARDS NOT MET: ALL HOUSING UNITS

The existing double cells are not recommended for inclusion in new facilities. Second- and third-floor housing is substandard in terms of floor areas and daylighting. Cellblocks have about 35 to 49 square feet per inmate vs. 105 square feet per inmate for dayroom and cell areas for newer facilities; dormitories have 46 to 67 square feet per inmate vs. 85 square feet per inmate in newer facilities.

INADEQUATE SUPPORT ELEMENTS

Intake and processing areas are inadequate. The facility should have several holding cells and more property storage. The facility has no inmate program area and lacks contact visiting rooms. Staff offices and support areas appear to be undersized or totally lacking.

HAZARDOUS MATERIALS

A county hazardous materials survey is scheduled for the fall. The adjacent county office building which is of similar design and construction has undergone a $110,000 asbestos removal project, and asbestos may be present in the existing jail structure.

CONVERSION TO AN ALL SINGLE-CELL FACILITY/ EXPANSION POTENTIAL

A conceptual design study suggests that conversion of the building to a single-cell facility would decrease the capacity to about 60 to 70 beds or less than half its current capacity. While technically feasible, such a project would exceed the cost of new construction and would result in staff inefficiencies. Direct expansion of the building does not appear to be feasible.

Restitution Center

FACILITY MEETS MOST ACA STANDARDS

The existing Restitution Center appears to be in good condition and meets many of the most critical national standards for community corrections facilities. Sleeping and hygiene areas are well within standards for space and numbers of fixtures. The facility has nine different program areas, including TV/dayrooms, recreation, dining hall, classroom and smoking rooms.

EXPANSION POTENTIAL

The facility has some built-in expansion potential. Preliminary estimates suggest that the building could accommodate 20 to 40 more beds and remain in conformance with ACA standards. Additional program space would be required for visiting and dining functions.

Existing Facilities Conclusions

The Washington County Jail, which was constructed in 1972, is overcrowded, has an obsolete configuration and lacks adequate areas necessary for modern detention facility operations. Poor sightlines prevent adequate visual supervision of housing areas and represent an area of potential liability, and small floorplates result in staffing inefficiencies. The existing building does not support safe, secure, and staff-efficient jail operations and requires replacement. Future use of the building might include court holding (part of one floor), a sentenced facility, and conversion to county office uses.

The existing Restitution Center facility is adequate for program operations at or near the current level of occupancy. The principal master plan issues for the Restitution Center focus on the ultimate size of the program and on future county needs for the existing site. If, for example, program expansion might double the center's bed capacity, it will be necessary to address location factors and the costs and benefits of proximity to a new pretrial detention facility. The hypothetical case of a new 150-bed program co-located with Sheriff's facilities is broadly outlined in the sections below.

PART TWO: INTERIM FACILITIES MASTER PLAN

There are numerous complex issues to be studied during the detention facilities planning process. Two salient issues are the adequacy of the north parking lot site for a jail location

and the staffing requirements of newer, larger detention facilities. A second set of issues include the management and operational style (direct supervision vs. indirect supervision), facility sizes, and the costs and benefits of different options. A third set of issues revolves around the future role of programs based upon the Restitution Center model and its potential to accept increasingly larger inmate groups.

The interim facilities master plan has six separate sections:

1. Site requirements;
2. Planning principles;
3. General facility options;
4. Architectural program and housing type assumptions;
5. Detention facility staffing estimate model; and
6. Next Steps.

General Assumptions

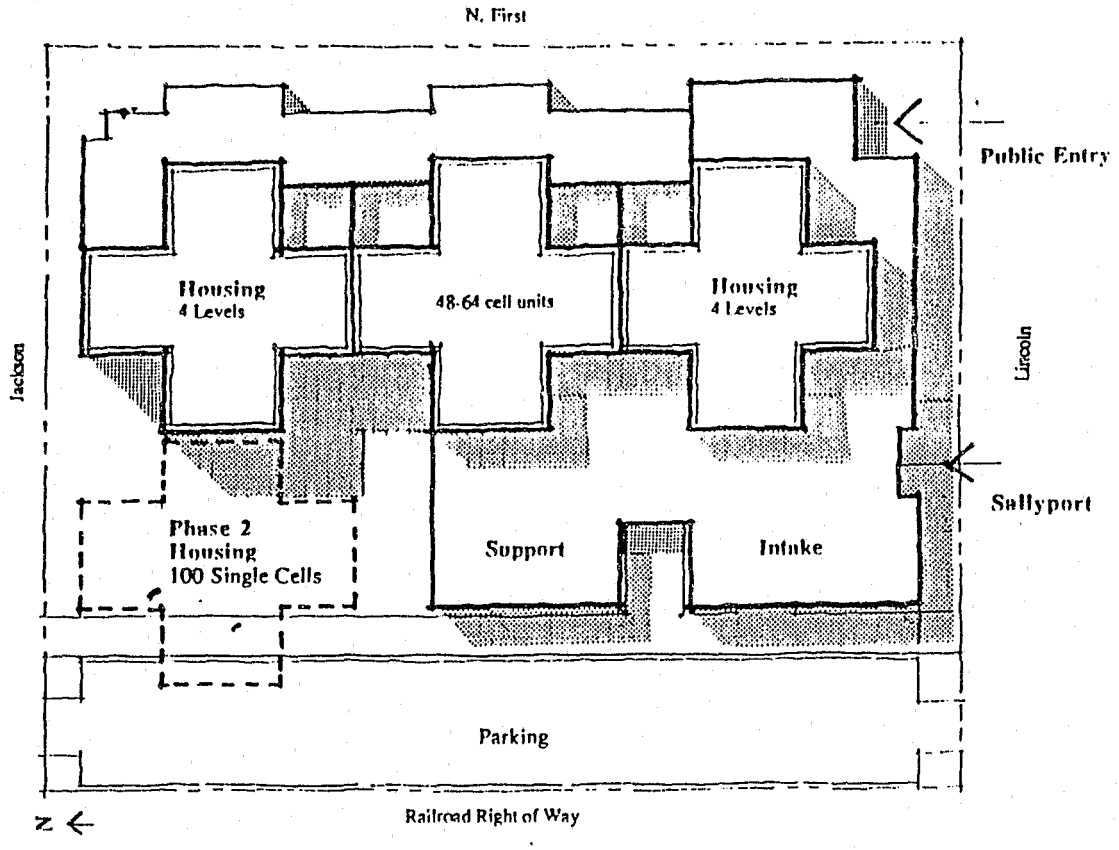
In order to block out the general facility master plan options, certain assumptions have been made.

The jail is obsolete and has inadequate housing by type and capacity and should be replaced. Inmate population projections developed during the needs assessment estimate an increase in jail bedspace demand ranging from 272 to 363 beds by the year 2000.[2] A Sheriff's Department detention facility with 300 single cells was modelled in terms of site requirements, building program elements and staffing needs. Expansion assumptions were dependent upon the particular site situation (downtown vs. outlying).

Restitution Center population projections are not possible due to the fact that policy decisions affect the way bedspace is used (i.e., some bedspace is used as a population control mechanism for the jail). For modelling purposes, the Restitution Center was considered stable in its current location until the ADP reaches 120 or a new 150-bed facility is co-located with a Sheriff's Department detention facility.

2 These figures do not include the projected population for the Restitution Center.

Figure 1
Detention Facility, North Parking Lot



Detention Facility North Parking Lot
300 Single Cells 2.8 Acres

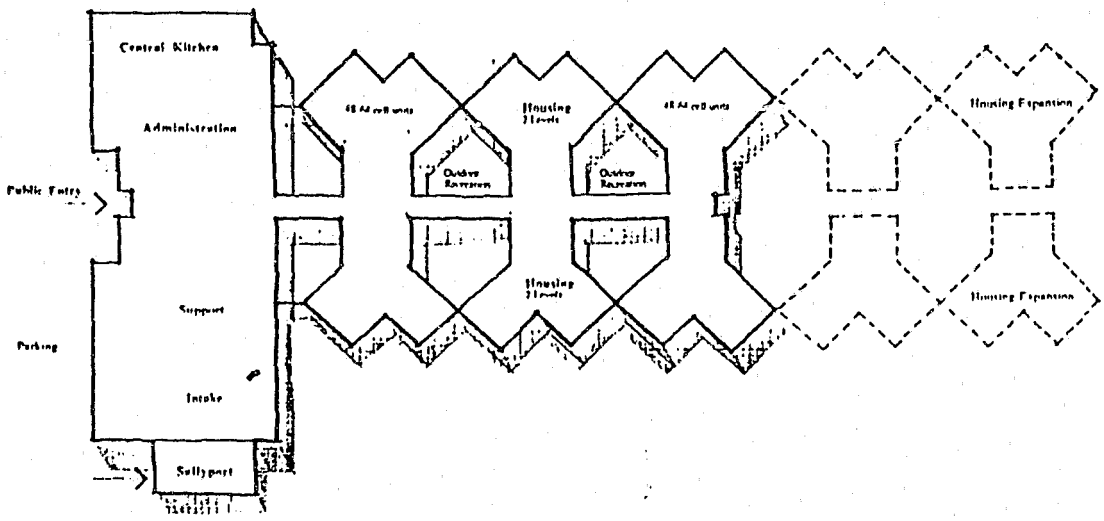
Site Requirements

A site modelling study examined the area and footprint requirements for three different projects on the "north parking lot" site, the 340-space lot located just north of the new Washington County Administration Center. This site is considered advantageous due to its proximity to the Courts and related agencies. The options were: Option 1- a four-story, 300-cell detention facility; Option 2 - a four-story, 400-cell detention facility; and Option 3 - a two-story, 400-cell detention facility. Each option assumed the addition of two housing units or 100 single cells. Other parameters such as vehicle sallyports (delivery and official) and staff/visitor parking were considered.

The study indicates that Option 1 would be feasible on the "north parking lot" site, but that Option 2 and Option 3 would simply not fit due to the restricted site area. Though the four-story building in Option 1 appears feasible, issues of zoning change and the bulk and height of the building must be considered. Other alternatives include acquisition of adjacent land to accommodate expansion and acquisition of a large site on the periphery of Hillsboro.

The site modelling exercise suggests that a low-rise facility (300 to 500 beds) would require a site seven to nine acres in area. The precise site size will be a function of neighborhood conditions, site shape and buildable area.

Figure 2
Detention Facility, Rural Site



Detention Facility Rural Site
300 Single Cells 7 - 9 Acres

Facility Options

This section arrays a number of potential options for meeting detention facility needs. The options are not mutually exclusive and are intended to stimulate creative thinking in terms of long-range needs.

Option A is the construction of a 300-cell jail on the "north parking lot" and the retention of the Restitution Center at its current location until the ADP exceeds 120. Phase 2 would include jail expansion on the parking lot and additional lands acquired by the county and a relocated, expanded Restitution Center.

Option B includes construction of the jail on the "north parking lot" and the construction of a sentenced facility on a remote site. This two-sites scheme would permit the downtown jail to be used primarily for pretrial purposes. Also, the Restitution Center could be co-located with the sentenced facility to achieve some support staff efficiencies.

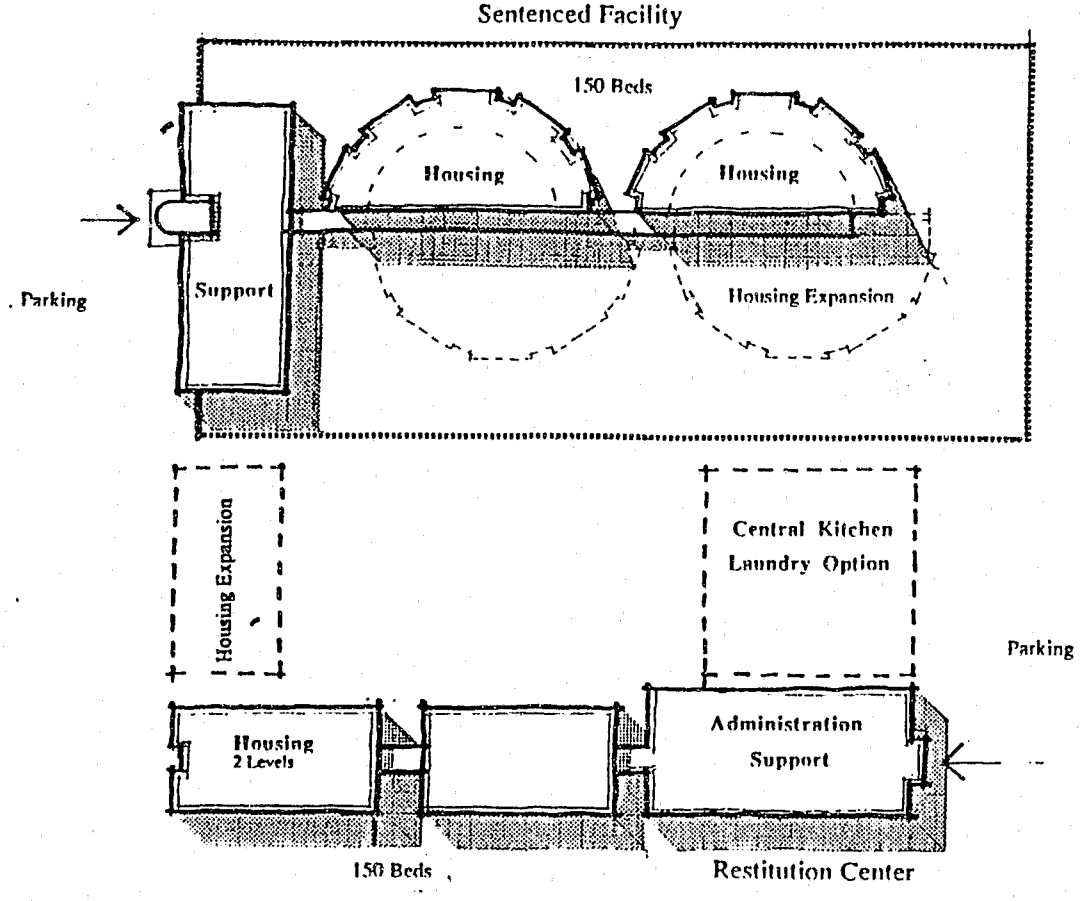
Option C suggests a new jail located on an outlying site, with a provision for substantial expansion and co-location of the Restitution Center and other county functions. The "north parking lot" site would be used to meet other long-term county needs.

Option D includes a pretrial facility on the "north parking lot" and remodelling the existing jail for sentenced inmates. One constraint of this option is the limitation on sentenced facility expansion; however, short-term use of this facility for sentenced housing may be possible under certain scenarios.

Option E is the remodelling of a portion of one floor of the existing jail for court holding functions. This option is essential to any future facilities master plan and thus, should be common to all scenarios.

Several other general options can be considered in the future, including construction of booking centers and/or pretrial facilities with courts in the current areas of population growth within Washington County.

Figure 3
Sentenced Facility, Rural Site



Sentenced Facility Rural Site
300 Single Cells 4 - 6 Acres

Outline Building Programs

Outline building programs are provided to broadly define the functional requirements of a pretrial jail (300 cells), a medium security sentenced facility (150 beds), and a community corrections program (150 beds). Area requirements are also estimated for each building type. The pretrial detention facility is estimated to require about 138,000 square feet, the sentenced facility about 31,000 square feet and the community corrections center about 27,000 square feet. Variation in housing types (cells vs. dormitory, single vs. double), housing unit size (48-56-64) and "back-to-back" placement should be studied to ascertain if staff savings are possible within operational and safety parameters.

Staffing Model

A staffing model based on new generation jails of a similar size was prepared as part of this study. The estimate has a number of seven-day-a-week, full day posts and includes staff for intake, housing, administration and court security. The value of the model, at these initial stages, is to suggest the order of magnitude of staffing needs rather than the precise number of staff for a particular post. While it is certain that the numbers will be refined as planning progresses, the model estimates a need for about 93 positions for a 300-cell jail and about 26 positions for a 150-bed sentenced facility. Many programmatic variations are possible, and the model should be used to test reasonable alternatives.

Next Steps

The interim master plan serves as a point of departure for future study and refinement. As planning continues, Washington County should experiment with various incarceration alternatives, as suggested in other volumes, to test their utility and potential impact for reduction in bedspace demand for Sheriff's and Community Corrections facilities alike.

A design study of the "north parking lot" site is necessary to verify that a 300-cell facility can be sited properly. This study should include scale plan drawings showing housing and circulation and mass model studies. Ideally, the model studies should include other public buildings.

Determination of the future role and capacity of the Community Corrections programs, including housing and noncustody alternatives, should be an important master plan objective.

Decisions about operations and staffing drive the design of modern detention facilities. Staffing studies should begin at the earliest date and should evolve from policy decisions about the operational philosophy for jail management. Scenarios with varied housing types, as noted, transport staff differentials for a downtown vs. an outlying site, and the utility of a centralized kitchen and laundry element are among the important issues.

Once decisions about the size and location(s) of a new detention facility have been made, a core team of one to two Sheriff's Department staff members should be assigned to the new detention facility project until the building is occupied. A full-time commitment of one or

two staff members will provide the consistency necessary to the development of a successful project.

The County Commissioners and the Sheriff should support extensive site visits to a number of direct supervision detention facilities around the country. Site visits provide the most important single source of information on innovative and cost effective design, particularly in the areas of housing and intake unit design, the two most critical functional areas in jails. Tours of new direct supervision facilities such as the Washoe County Detention Center in Reno, Nevada and the West County Justice Center in Contra Costa County, California, represent a sound investment for learning opportunities in diverse areas such as operations, food service systems, and construction and security systems. Ideally, these tours would include selected County Commissioners and county staff members, as well as Sheriff's Department staff members.

PART THREE: IMPLICATIONS FOR FUTURE PLANNING

Three stages remain in the county's development of a comprehensive and balanced justice system with appropriate corrections facilities. This first stage, entitled "Implementing System Reform," addresses organizational issues basic to the structure of the criminal justice system. The section addresses the impact on the system of the Enhanced Sheriff's Patrol District, the organization of the corrections system particularly, the bifurcation of custody administrations. Finally, a summary of recommendations to implement system reform and reduce bedspace demand is included.

The second stage entails tracking the progress of system reform to monitor its impact. The data gleaned from such an effort will enable the county to gauge future needs for new construction.

The third stage is the master planning effort. At this stage, evaluation of the master planning options presented in this report should begin. The section addresses developing a sound political base and the process involved in choosing an option and engaging architectural services.

PART ONE
FACILITIES EVALUATION

PART ONE: FACILITIES EVALUATION

A. PURPOSE AND METHODOLOGY

The purpose of the facilities inventory is to describe and document existing conditions, to compare those conditions with current national standards for detention and community corrections facilities, and to assess the potential for long-term usage. The methodology employed involved site visits, interviews with facilities managers and other key personnel, reviews of architectural drawings, and reviews of relevant standards.[3] Current architectural programming and design guidelines are also used to compare the existing jail with developments in the field.

Both facilities are described in written and graphic form in terms of mission and functional components. Each facility is then compared with national standards (ACA and a model facility of the same size, in the case of the jail). A final section describes the long-term use potential and outlines master plan issues in terms of physical facilities.

B. EXISTING DETENTION FACILITY SYSTEM

Washington County currently operates two detention facilities with a total rated bed capacity of 277 beds. The Sheriff's Department operates a 189-bed, secure, pretrial and post-sentence detention facility in a four-story structure adjacent to the County Courthouse, and the Department of Community Corrections operates an 88-bed, low-security Restitution Center on a site next to the new county office building.

C. WASHINGTON COUNTY JAIL

The Washington County Jail is a four-story concrete structure that was constructed in 1972. It has a court-ordered population cap of 189 beds. The building area is approximately 41,500 gross square feet (gsf); the jail occupies 37,350 gsf or 195 square feet (sf) per inmate at its present rated capacity.

Current jail staffing is 88.5 full-time equivalent (FTE) positions. Sworn staff, including custody, court security and transport, are 67 FTE while the remaining 21.5 FTE are unsworn personnel. The facility houses all in-custody, pretrial male and female inmates, management cases, and high-security sentenced inmates who are serving county time or awaiting transfer to a state institution.

The jail originally occupied the top two floors and portions of the ground floor and had a capacity of about 110 to 115 inmates. Five significant remodelling projects have been undertaken. In 1974, changes were made to increase bed capacity, including removal of the juvenile detention facility from the third floor and conversion of the detoxification cell to

3 *Standards for Adult Local Detention Facilities*, Second Edition by the American Correctional Association, and Chapter 14 of the *National Fire Protection Association Handbook.*

a trusty dormitory; in 1979, the third floor classroom was replaced with an 18-bed dorm addition.

Since the early 1980s, the jail has experienced periods of severe overcrowding; court mandates through a consent decree brought about improvements in jail conditions and housing expansion in the jail and the Restitution Center. In 1985, the first floor was remodelled to provide kitchen expansion and additional dormitory housing capacity (60 beds). Capacity at that time increased to 189 beds, which is now the court-ordered population cap for the jail. In 1990, major lighting and electrical system improvements were made on the second and third levels.

Functional Organization

1. ACCESS

   Secure inmate access to the facility is via secure elevator from a ground floor/basement sallyport to the intake processing lobby on the second floor. Public and staff access are through separate lobbies on the first level. Secure linkages to the courts building are found on the second and third floors. A first floor link also exists but is not in use due to poor security.

2. GROUND LEVEL

   Jail functions on the ground floor include the vehicle and inmate sallyport, the kitchen, and a large multi-purpose room which is used for staff dining and training. This floor also contains the Sheriff's Department staff locker room, the radio room and the emergency operations center.

3. FIRST FLOOR

   The first floor includes the public lobby and reception area, jail administration and records areas, and four dormitory-type housing units. One small dorm has been remodelled for handicapped inmates. Access to jail visiting is via a public elevator from the public lobby.

4. SECOND FLOOR

   The second floor contains intake and processing, the main control room, and housing. The housing includes a single holding cell, two inside single cells,[4] three dormitories and two multiple-occupancy cells. The holding cell is used for processing inmates and the single cells are used for management cases. Six noncontact visiting stations are located off the main corridor.

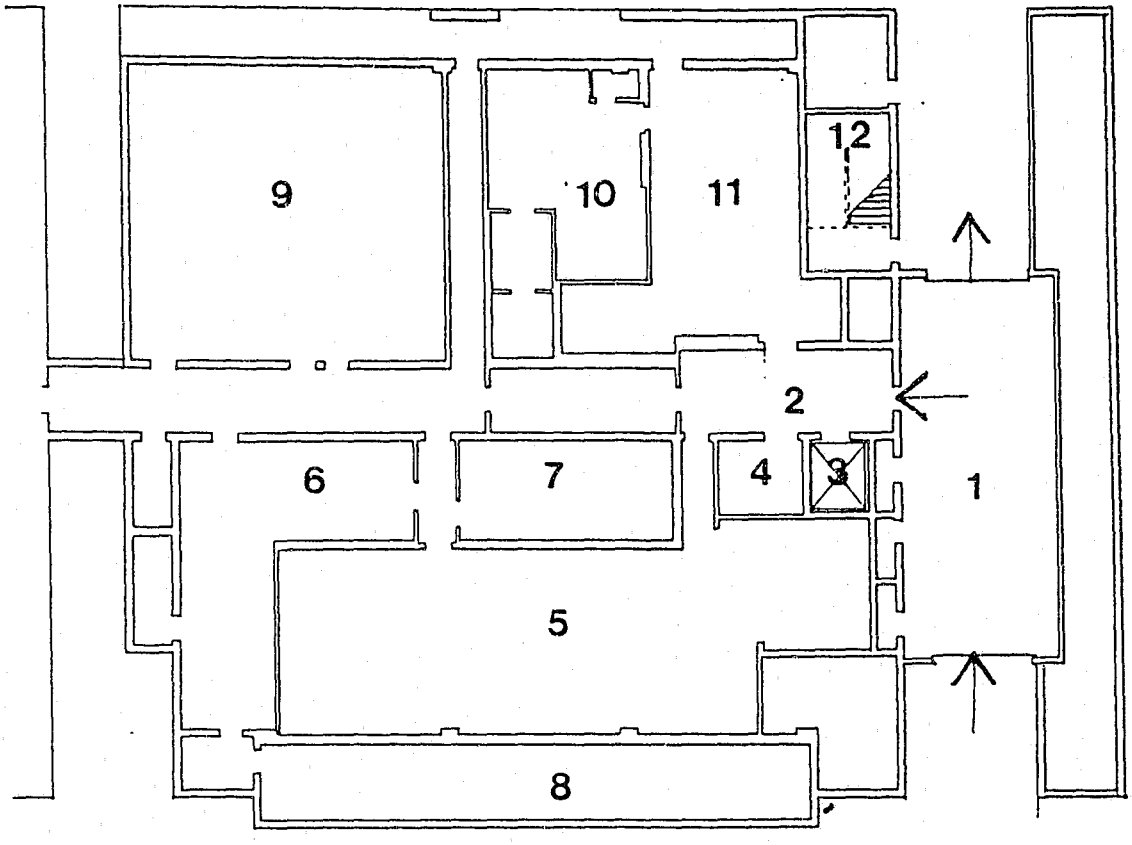
5. THIRD FLOOR

   The third floor contains a floor control room, three multiple-occupancy housing units, and a special housing unit which includes two small dormitories (infirmary)

4 An "inside cell" is defined a a cell which has no windows.

and three inside single cells used for administrative segregation. A small medical exam area and an office are located next to the infirmary housing. Access to a secure rooftop recreation area is via the south stairs on the third floor.

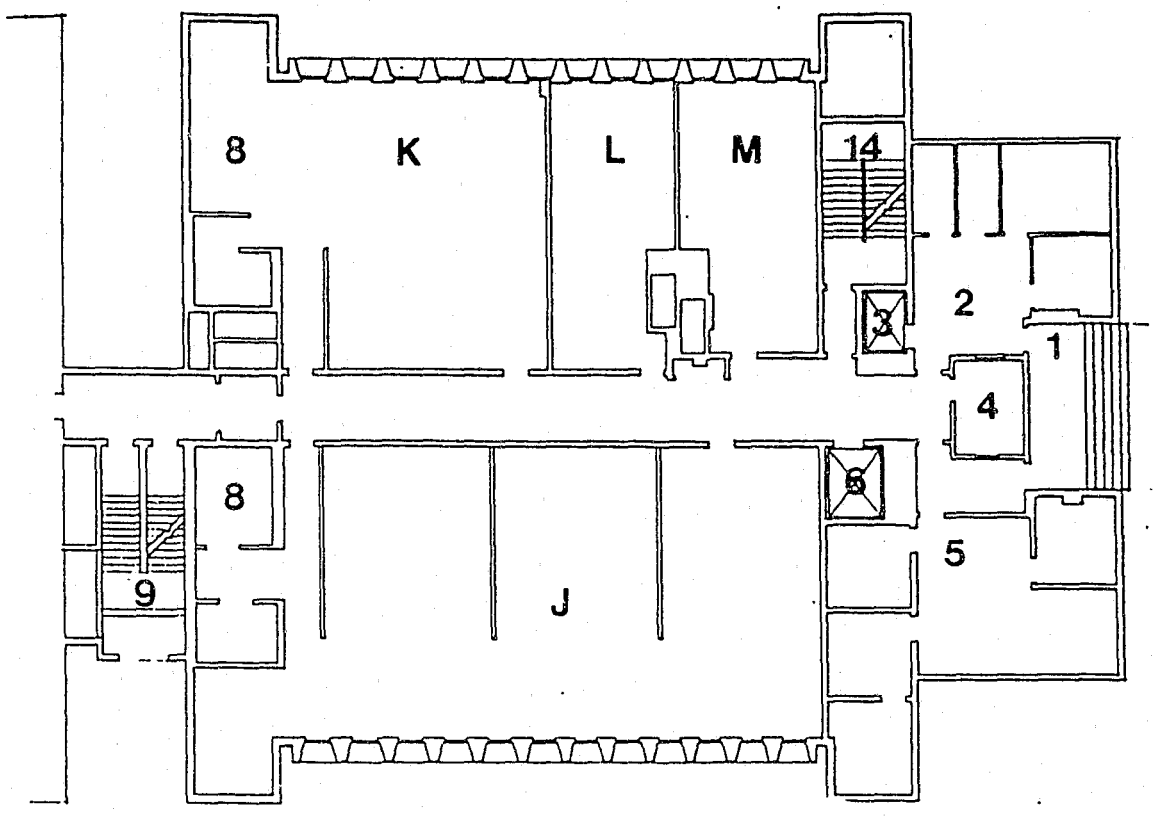
Figure 4
Washington County Jail: Ground Level



Washington County Jail : Ground Level

1 Auto Sally Port
2 Inmate Sally Port
3 Elevator
4 Janitor/Storage
5 Staff Multipurpose
6 EOC Work*
7 Radio Room*
8 Pistol Range*
9 Locker Room*
10 Food Storage
11 Kitchen
12 Stairs
13 Electrical

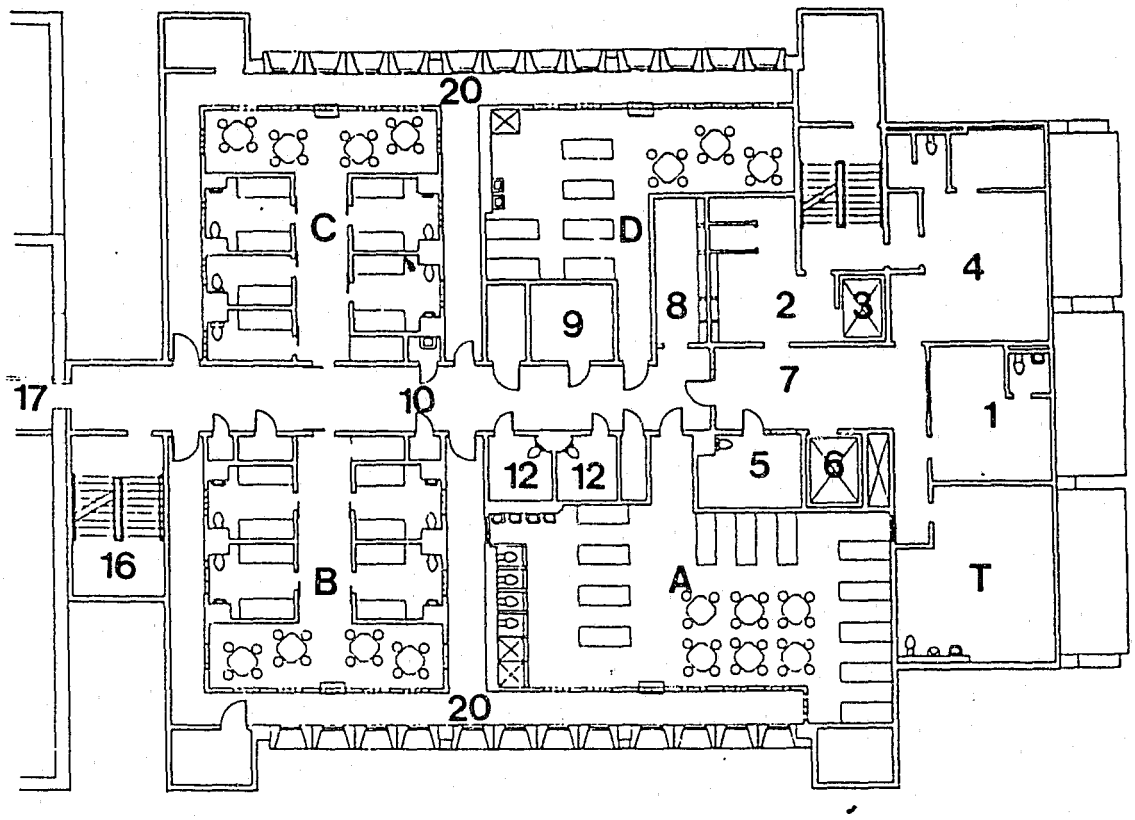
Figure 5
Washington County Jail: First Floor



Washington County Jail : First Floor

1 Public Entry
2 Lobby
3 Visiting Elevator
4 Control / Public Reception
5 Jail Administration
6 Secure Elevator
7 J - Dorm [32]
8 Hygiene Area
9 Fire Stair
10 Main Corridor
11 K-Dorm [16]
12 L - Dorm [6]
13 M-Dorm [6]
14 Stairs

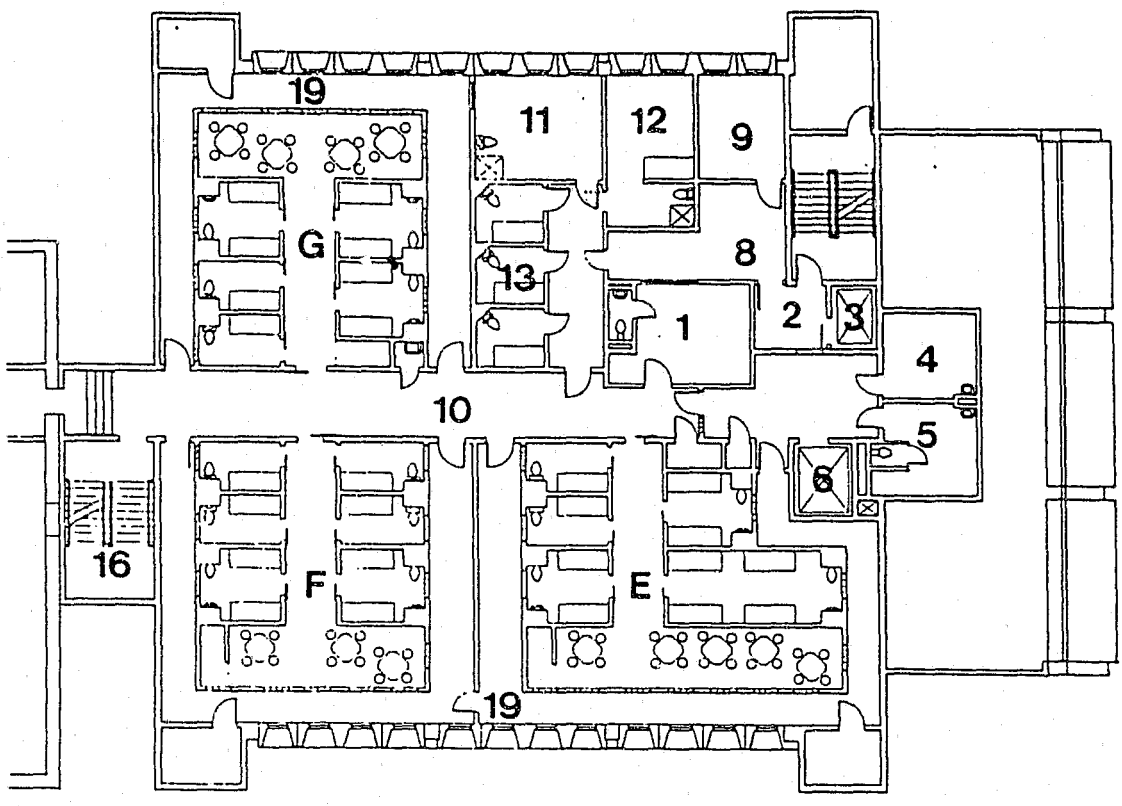
Figure 6
Washington County Jail: Second Floor



Washington County Jail : Second Floor

1 Control Room
2 Visitor Lobby
3 Visiting Elevator
4 Processing & Clothing Storage
5 Intake Holding Cell
6 Secure Elevator
7 Intake & Reception
8 Inmate Visiting
9 Staff Office
10 Main Corridor
11 T Tank
12 Administative Segregation
13 A Dorm
14 B Dorm
15 B Dorm (cells)
16 Fire stair
17 Court Access
18 C Dorm (cells)
19 D Dorm
20 Staff Patrol Corridor

Figure 7
Washington County Jail: Third Floor



Washington County Jail : Third Floor

1 Control Room
2 Visitor Lobby
3 Visiting Elevator
4 Secure Medical Examination
5 Overflow Holding Cell
6 Secure Elevator
7 Inmate Visiting
8 Medical Examination
9 Medical Office
10 Main Corridor
11 Infirmary Dorm 1
12 Infirmary Dorm 2
13 Administative Segregation
14 E Dorm (cells)
15 F Dorm (cells)
16 Fire stair / Outdoor Rec Access
17 Court Access
18 G Dorm (cells)
19 Staff Patrol Corridor

Housing

As noted above, the principal housing types for the facility are multiple-occupancy cells or dormitories. There are nine dormitory housing units, including the infirmary dorms, ranging in size from six to 32 beds. The five multiple-occupancy cell units are configured with single and double cells, and one four-bunk cell (block E). Due to overcrowding, all of the cells are "double bunked" (i.e., they are all contain a bunk bed where a single bed should be).

The facility has only thirteen single cells, which are, in corrections terminology, called "inside cells" because they are not located on an outside wall and have no windows.

Housing Capacity Analysis

The table below arrays facility housing capacity, square footage, and function by housing unit.

Table 1
Housing Capacity, Square Footage and Function

	Function SF/inmate	Type	Capacity	Area[5]
FIRST FLOOR				
J Dorm	PT (pretrial) felons 75 sf	dormitory	32	2,392 sf
K Dorm	women (all levels) 82 sf	dormitory	16	1,311 sf
L Dorm	workers 83 sf	dormitory	6	495 sf
M Dorm	workers 84 sf	dormitory	6	503 sf
Floor Total			60	

5 Area is actual measured.

Table 1 (continued)

	Function SF/inmate	Type	Capacity	Area
SECOND FLOOR				
A Dorm	intake housing 43 sf	cellblock[6]	24	1,029 sf
B Dorm	Max/PT felons 35 sf	cellblock (sgle/dbl cells)	16	557 sf
C Dorm	Max/PT felons 35 sf	cellblock (sgle/dbl cells)	14	557 sf
D Dorm	Max/PT felons 52 sf	dormitory	12	625 sf
T Tank	workers 46 sf	dormitory	8	369 sf
Ad Seg 1[7]	Max/MH/PC 59 sf	single-cell	1	59 sf
Ad Seg 2	Max/MH/PC 59 sf	single-cell	1	59 sf
Floor Total			76	
THIRD FLOOR				
E Dorm	Max/PT felons 41 sf	cellblock	18	732 sf
F Dorm	Max/PT felons 49 sf	cellblock (sgle/dbl cells)	13	589 sf
G Dorm	Max/PT felons 44 sf	cellblock (sgle/dbl cells)	14	616 sf
Infirmary 1[8]	medical 63 sf	dormitory (sgle/dbl cells)	3	188 sf
Infirmary 2	medical 67 sf	dormitory	2	133 sf
Ad Seg 3	Max/MH/PC 55 sf	single-cell	1	55 sf

6 All double cells have four bunks.
7 Disciplinary cases, mental health, and protective custody inmates.
8 All inmates are fed in their cells, dayrooms or dormitories.

Table 1 (continued)

	Function SF/inmate	Type	Capacity	Area
THIRD FLOOR (CONTINUED)				
Ad Seg 4	Max/MH/PC 55 sf	single-cell	1	55 sf
Ad Seg 5	Max/MH/PC 55 sf	single-cell	1	55 sf
Floor Total			53	
Facility Total			189	

Medical

Medical facilities are located on the third floor and consist of a small clinic area, an office and, as noted, two small dormitories. The clinic and office were added in 1985 in order to upgrade medical services. These spaces are accessible from the special housing unit and are remote from visual supervision in the main corridor. An additional exam room is located adjacent to the inmate elevator. This room is used when medical staff require immediate security staff support.

Visiting

Six noncontact visiting stations are provided on the second floor and are reached by public elevator from the lobby. A seventh noncontact station is located on the third floor. Inmates housed on the first floor must be moved to the second floor for visits. The facility has no provisions for contact visits.

Law Library

A small law library is located in a closet on the second floor.

Program Spaces

The facility effectively has no interior spaces for inmate programs.

The facility originally had a third-floor classroom and a large multi-purpose room on the ground level. As part of the 1979 remodel, the classroom was demolished to allow for additional jail bedspace. The multi-purpose room is now used for staff training, muster, and dining.

A secure outdoor recreation area is provided on the roof.

Functional Issues

When compared with current design and operational standards for "new generation" detention facilities, the existing facility has a number of serious deficiencies. Major areas of noncompliance are: the lack of single cells necessary to support a proper inmate classification system; poor housing unit configurations which result in poor sightlines; overcrowding and inadequate space for sleeping, dayroom, intake, and other support areas; inadequate daylight in inmate living areas; and the total lack of program space. The standards identified below are those of the American Correctional Association and are found in the *Standards for Adult Local Detention Facilities*, 3rd Edition, 1990; they represent the most widely accepted national **minimum** standards.

1. LACK OF SINGLE CELLS

Modern pretrial detention facilities have housing which is either totally single cells or a majority of single cells with some double cells when budgetary constraints are extreme.

The need for single cells has evolved with the diversity of the inmate population in terms of violence, mental health, medical, gender, severity of offense, etc. Single cells allow the greatest management flexibility and inmate safety and some studies suggest single-cell housing units are more staff efficient than their multiple-occupancy counterparts.

Two relevant standards address the essential need for single-cell housing and the centrality of housing configuration as it relates to classification.

Standard 2-5141
"The facility is designed and constructed so that inmates can be separated according to existing laws and regulations, or according to the facility's classification plan."

"The facility should have a sufficient number of cellblocks and clusters of detention rooms in an appropriate configuration so that various categories of inmates can be housed separately."

Standard 2-5137
"All cells and detention rooms are designed for single occupancy only."

The existing jail has only 15 single cells, or less than eight percent of the total jail bed capacity (189 beds), available for housing special populations or medium/maximum security general population inmates. When administrative segregation single cells (5) are not counted as part of design capacity (a common practice since these units are set aside for short-term management), only ten cells or five percent of total bed capacity are available for single occupancy.

The lack of single cells prevents the use of a modern inmate classification system, the single most important jail management tool, which is based upon charges, previous history, and potential to function in a normalized environment.

2. POOR SIGHTLINES IN HOUSING AREAS

Jail housing units follow a traditional form that is termed "linear/intermittent surveillance" according to the National Institute of Corrections (NIC). Typically, these units are rectangular, with cells and dorm spaces arranged at right angles to the main corridor. A separate staff corridor wraps around each cellblock or dormitory to enable staff to patrol and see into the housing areas. Such designs were common in the 18th, 19th and early 20th centuries. Until the 1960s, this housing sufficed for most jail populations.

Staff cannot adequately see into the housing units from the main corridor. Intermittent patrols in staff corridors provide only a minimum level of supervision. Fixed posts are remote from housing areas.

Some comments from a report on new generation jails highlight the deficiencies of the linear/intermittent jail form.

"The management of a linear jail is, of necessity, oriented towards intermittent surveillance and supervision. Since jail officers cannot see around corners, they must patrol to see into cells or housing area. When in a position to observe one cell, they are seldom able to observe others; thus, while the inmates are not directly being observed, they are essentially unsupervised. Prisoners who require close supervision have been known to create horrendous management problems."[9]

Current practice utilizes housing unit designs based upon a "podular" form with cells or dorms wrapped around a central dayroom space. Two principal variations are found. The first is the "podular/remote surveillance" model which uses a podular form with a secure staff control room from which an officer observes inmate activities. The second is the "podular/direct supervision" model where an officer is stationed in each unit in order to provide direct and continuous inmate supervision. The pretrial detention facilities in Multnomah and Lane Counties are examples of direct supervision facilities in Oregon.

3. LACK OF FLOOR AREA AND TYPES OF SPACES

On the basis of area standards or the amount of square footage available to each inmate overall and for certain spaces, the jail is significantly below standards.

4. TOTAL FACILITY AREA

The existing jail has approximately 37,500 gsf of space, or about 195 square feet of area for each inmate at its rated capacity of 189 beds. Current architectural programs for detention facilities allocate between 400 and 550 sf/inmate. This discrepancy stems from the larger areas for podular housing units and a broader range of support services for staff and inmates.

9 NIC, New Generation Jails, Library Information Specialists, Boulder, Colorado, 1983.

A new pretrial facility of 189 single cells would have at least 76,000 gsf, or an area twice the size of the existing jail.

5. HOUSING AREAS

Key standards in facility evaluation are the amount of area provided for inmate activities, particularly in housing areas. The relevant standards are outlined below and are followed by Table 2 which compares existing housing area/inmate with current minimum standards.

Standard 2-5138
"All single cells in detention facilities have, at a minimum, 70 square feet of floor space."

Standard 2-5111 (Existing facilities)
"All single cells in detention facilities have at least 60 square feet of floor space, provided inmates spend no more than 10 hours per day locked in; when confinement exceeds 10 hours per day, there are at least 70 square feet of floor space."

Standard 2-5114 (Multiple-occupancy housing)
"A minimum floor area of 50 square feet per occupant in the sleeping area...(exclusive of dayroom area)."

Standard 2-5124
"There is a separate dayroom...space for each cell block or detention room cluster."

"Dayrooms equivalent to a minimum of 35 square feet per inmate should be available to all inmates for reading, writing or table games."

Standard 2-5114
"Multiple-occupancy rooms in pretrial facilities should not house more than 16 individuals."

Table 2
Existing Housing vs. Minimum Area Standards

	Type	Capacity	SF/inmate	Minimum Standards
FIRST FLOOR (HOUSING ADDED IN 1985)				
J Dorm	dormitory 16 beds	32	75 sf	85 sf
K Dorm	dormitory	16	82 sf	85 sf
L Dorm	dormitory	6	84 sf	85 sf
M Dorm	dormitory	6	84 sf	85 sf
Floor Total		60		

Table 2 (continued)

	Type	Capacity	SF/inmate	Minimum Standards
SECOND FLOOR (ORIGINAL HOUSING)				
A Dorm (see notes)	cellblock	24 (sgle/dbl cells)	43 sf	105 sf
B Dorm	cellblock	16 (sgle/dbl cells)	35 sf	105 sf
C Dorm	cellblock	14 (sgle/dbl cells)	35 sf	105 sf
D Dorm	dormitory	12	52 sf	85 sf
T Tank	dormitory	8	46 sf	85 sf
Ad Seg 1[10]	single-cell	1	59 sf	105 sf
Ad Seg 2	single-cell	1	59 sf	105 sf
Floor Total		76		
THIRD FLOOR (ORIGINAL HOUSING)				
E Dorm	cellblock	18 (sgle/dbl cells)	41 sf	105 sf
F Dorm	cellblock	13 (sgle/dbl cells)	49 sf	105 sf
G Dorm	cellblock	14 (sgle/dbl cells)	44 sf	105 sf
Infirmary 1[11]	dormitory	3	63 sf	85 -105 sf
Infirmary 2	dormitory	2	67 sf	85-105 sf
Ad Seg 3	single-cell	1	55 sf	105 sf
Ad Seg 4	single-cell	1	55 sf	105 sf
Ad Seg 5	single-cell	1	55 sf	105 sf
Floor Total		53		
Facility Total		189		

10 Existing sf/inmate includes sleeping, dayroom (where available), circulation and hygiene areas.

11 Minimum standards for multiple-occupancy housing are: 50 sf (sleeping) + 35 sf (dayroom). Minimum standards for single-occupancy housing are: 70 sf(sleeping) + 35 sf (dayroom). Minimums do not include area for circulation and hygiene.

As Table 2 demonstrates, there are no areas within the jail that would meet minimum area standards. Space is inadequate for sleeping and dayroom areas. First floor housing, which was constructed in 1985, is closest to current standards.

Major discrepancies are found on the second and third floors in the cellblocks (35 to 49 sf vs. 105 sf) and the dormitories (46 to 67 sf vs. 85 sf). Administrative segregation cells are close to sleeping area standards for *existing* facilities (70 sf) but lack adjacent dayroom areas, hygiene areas, and daylight. The location inhibits proper visual supervision.

6. INADEQUATE INTAKE AND PROCESSING FACILITIES

Jail booking and processing occurs on the second floor where only one holding cell is available. The jail commander notes that during peak periods it is necessary also to use a third floor room which results in staff inefficiencies. Storage for inmate property is inadequate, and there are no separate attorney visitation rooms to permit confidential visits.

7. LACK OF PROGRAM SPACE

There are no inmate program areas within the jail, with the exception of a closet used for the legal library.

Standard 2-5128
"There is at least one multi-purpose room available for inmate activities such as religious services, education programs or visiting."

8. LACK OF ADEQUATE DAYLIGHTING

Most state codes and national standards require natural daylight in all single-cell and dormitory housing units, and in dayrooms.

The only housing which has windows as part of the unit are the first floor dormitories (1985) and the two small dorms designated for infirmary use. Other units have dayroom areas which are separated from windows by a wall and the staff corridor. Sleeping areas in cellblocks lie between the dayroom and the main corridor and thus receive no direct natural light. All five administrative segregation cells are inside cells and have no daylight.

9. INADEQUATE NUMBERS OF TOILETS, SHOWERS, SINKS FOR CAPACITY

ACA standards for toilets and sinks specify, in multiple occupancy housing one shower and toilet for eight inmates and one sink for every six inmates. Further, the standards require some form of screening from dayroom and sleeping areas.

Single-occupancy standards require each cell to have a toilet and sink or "combination fixture," and one shower for eight inmates.

Table 3
Fixtures Per Housing Unit vs. ACA Standards

	Inmates:shower	ACA stand.	Inmates:toilet	ACA stand.
FIRST FLOOR				
J Dorm	1:8	1.8	1.8	1.8
K Dorm	1:8	1.8	1.8	1.8
L Dorm	1:6	1:8	1:6	1:8
M Dorm	1:6	1:8	1:6	1:8
SECOND FLOOR				
A Dorm	1:12	1:8	1/cell	1/cell
B Dorm	1:16	1:8	1/cell	1/cell
C Dorm	1:14	1:8	1/cell	1/cell
D Dorm	1:12	1:8	1:6	1:8
T Tank	1:8	1:8	1:8	1:8
THIRD FLOOR				
E Dorm	1:18	1:8	1/cell	1/cell
F Dorm	1:12	1:8	1/cell	1/cell
G Dorm	1:14	1:8	1/cell	1/cell
Infirmary 1	1:2	1:8	1:8	1:8
Infirmary 2	1:3	1:8	1:8	1:8

Note: Administrative segregation cells do not have adjacent showers. Inmates must be moved for showers.

This simple analysis indicates that there are enough toilet fixtures in all housing units. However, there are insufficient numbers of showers in seven of the 12 "general population" housing units.

10. COURT MOVEMENT/HOLDING

The jail is connected to the county courthouse on three levels. Generally, only second floor access is used for movement of inmates to and from the courts. For high-risk cases, the third floor is sometimes used.

The facility lacks court holding cells and has related staffing and supervision problems.

11. FIRE & LIFE SAFETY

Fire and life safety are among the most critical factors in the evaluation of detention environments.

Fire and life safety codes specifically for prisons and jails are of recent origin. Historically, detention settings have been included with hospitals and mental hospitals under the "Institutional" occupancy category under the "I-3" designation for public wards who are in locked settings and are unable to freely exit their living environments. The 1981 edition of the National Fire Protection Association (NFPA) Life Safety Code was the first edition to include separate chapters on detention and correctional occupancies. Development of specific code sections was stimulated by a number of major detention facility fires with a significant loss of life. "In a period from October, 1974, to November, 1982, 133 people died in nine detention facility fires. The largest fire claimed 42 lives."

The building is constructed of concrete and has two fire exits located off the main corridor; one is in the southeast corner, and the other is in the northwest corner of the building. The central corridor serves as part of the exiting system; however, in order to enter the northwest fire stair from the second or third floor, one must first pass through the visiting lobby of the respective floor.

Fire sprinklers and smoke detectors are located on the two lower levels of the facility. The second and third floors have smoke detection systems but lack fire sprinkler systems.

The fire and life safety standards most often used in the construction of new detention facilities are those codes found in Chapter 14: New Detention and Correctional Occupancies of the Life Safety Code of the National Fire Protection Association, 1990 edition. When comparing the Washington County Jail to current NFPA Standards, there appear to be two major deficiencies in the current facility exiting system.

Fire Sprinkler Systems. Section 14-3.5.1 (New Construction) of the NFPA Life Safety Code Handbook states that " .... facilities shall be protected throughout by an approved automatic fire sprinkler system ...." As noted, the second and third floors, which house 131 inmates, or 69 percent of the rated capacity, do not have automatic sprinkler systems.

Smoke Separation. Section 14-3.5.2 (a) of the Life Safety Code Handbook requires that "Smoke barriers shall be provided .... to divide every story used by residents for sleeping, or any other story having an occupant load of 50 or more persons, into at least two compartments...." In the case of the Washington County Jail, each floor should be divided into two smoke compartments since the occupant load exceeds 50 persons. A smoke barrier system typically involves walls and gasketed door and window openings which are impervious to the passage of smoke. Similarly, duct work and other mechanical penetrations through a smoke separation require electrically-operated dampering systems.

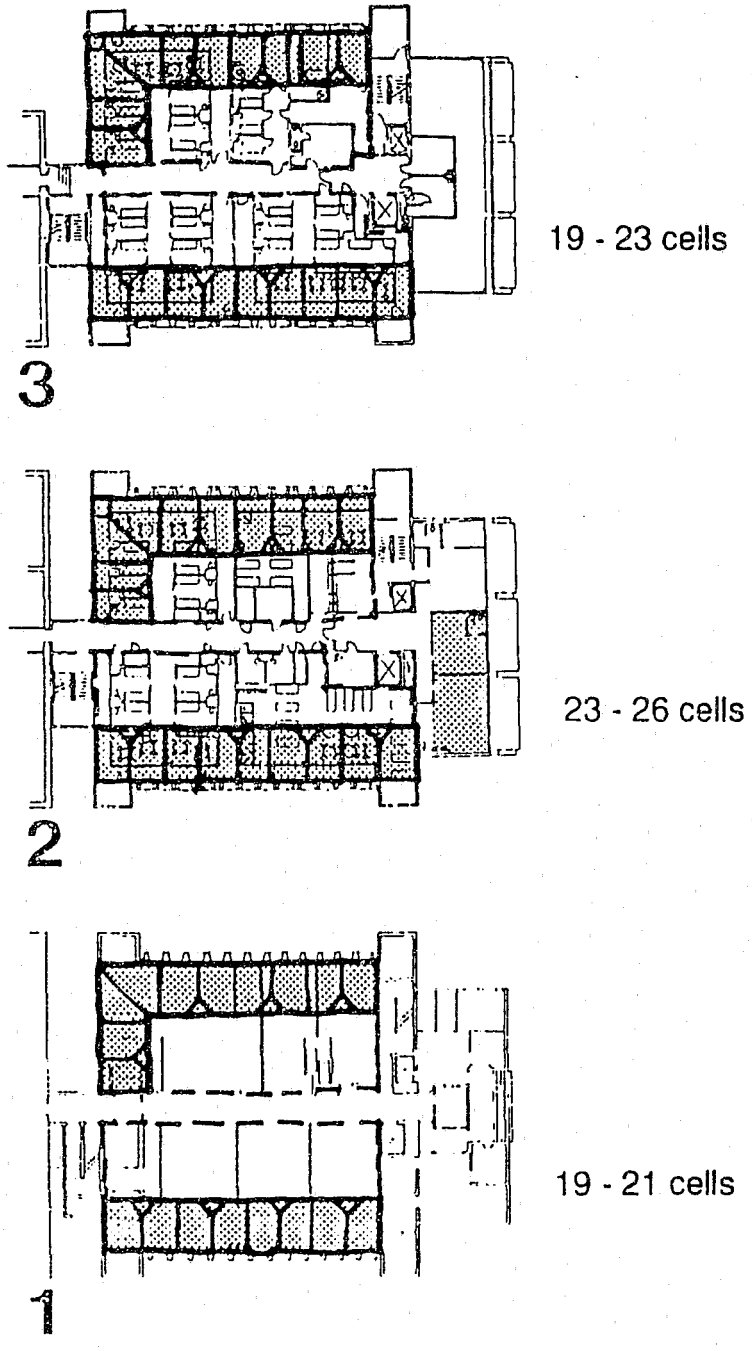
12. HAZARDOUS MATERIALS

Washington County is currently evaluating all county buildings for the presence of asbestos, and county staff estimate the jail building will be evaluated sometime this fall. The adjacent county office building, which was designed and constructed in 1972 along with the jail, has undergone an asbestos abatement program costing

$110,000. Since construction assemblies for the two buildings are similar, it is reasonable to assume that asbestos is present in the jail building.

13. CONVERSION TO SINGLE CELLS

Figure 8
Conversion to Single Cells



A conceptual design study suggests that conversion of the building to a single-cell facility would decrease the rated capacity to about 60 to 70 beds or about 35 percent of its current capacity. The table below shows an estimate of the number of cells possible on each floor, assuming single cells with exterior windows, per ACA standards, and a usable seven foot minimum cell width.

Table 4
Single-cell Conversion: Cells per Floor

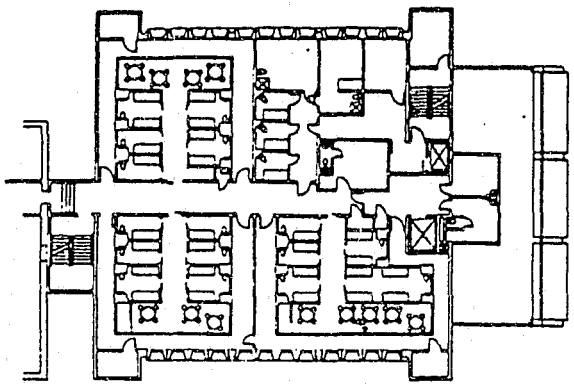
First floor	19-21 cells
Second floor	23-26 cells
Third floor	19-23 cells
Total	61-70 cells

While technically feasible, this alternative would exceed the unit cost of new construction and likely result in staff inefficiencies since two detention facilities would be necessary. Another major disadvantage is that it would be necessary to house large numbers of inmates in other jurisdictions during conversion even if the project were done one floor at a time.

14. SUMMARY

The diagram below summarizes the existing major deficiencies of the Washington County Jail.

Figure 9
Jail Issues Summary



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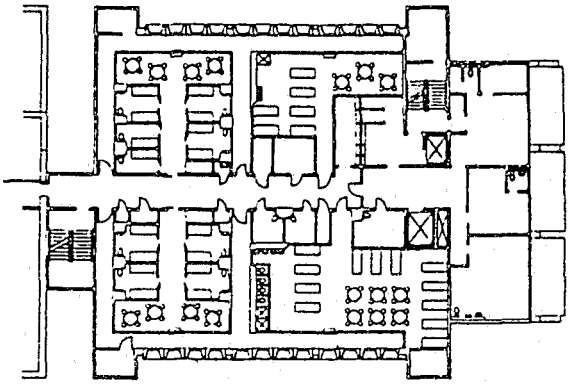

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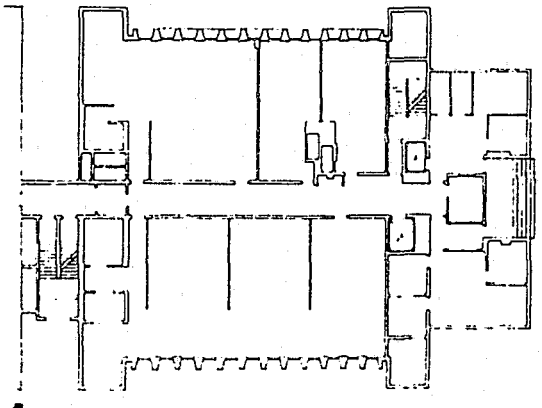

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Separation of Staff & Inmates
+ Intermittent Supervision
+ Poor Sightlines
+ Inefficient Configuration / Staffing Patterns

Inadequate Single Cells
+ Security & Safety
+ Separation by Classification / Risk
+ Inmate Privacy

Inadequate Intqake & Holding
+ Single & Multiple Holding
+ Intake Waiting
+ Detoxification
+ Mental Health Holding
+ Suicide Watch

Substandard Areas
+ Housing Areas Substandard
+ Dayrooms Too Small
+ Inadequate Daylight

No Program Areas
+ Library
+ Counseling
+ Multipurpose
+ Classrooms

Visiting Area Too Small/ Poor Location

No Medical Isolation

Facility Not Fully Sprinklered

Facility May Have Asbestos

No Logical Expansion Potential

Conclusions and Corrections Master Plan Issues

The existing facility, which was constructed in 1972, is overcrowded, has an obsolete configuration which hampers staff supervision, and lacks floor areas and support spaces necessary for modern jail operations. Conversion of the facility to single cells would reduce capacity to 61 to 70 beds or 35 percent of its existing rated capacity of 189 beds. Substantial on site expansion is not feasible.

The facility deficiencies are critical because they have a direct effect on the staff's ability to supervise inmates in a safe and staff efficient manner. Limitations on the staff's ability to be in constant visual surveillance of housing units compromises inmate safety and represents an area of potential legal liability for the county. The multiple-level design with extremely small floorplate size limits staff efficiency, since several staff members must always be on each floor to provide backup assistance when needed.

Poor configuration, inadequate housing capacity and functional areas, and limited staff efficiency combine to render this facility functionally obsolete. In terms of modern standards, the facility is substandard and should be replaced.

With regard to the future use of the existing building, both detention and nondetention uses may be possible. Two detention-related future uses are conversion of part of one floor for a court holding facility and remodelling for use as a sentenced facility. These options are broadly outlined in subsequent sections of this report. A third option, outside the scope of this study, would be remodelling the facility for county office use.

D. RESTITUTION CENTER

History

The Department of Community Corrections started the Restitution Center in 1976. The initial program housed 10 sentenced misdemeanants who were involved in various community based programs. In 1980, the program was expanded to 40 beds and relocated to the first floor of the existing facility.

In 1983, females were included in the program, and in 1984, following a consent decree on jail overcrowding, programs were initiated to expand both the County Jail and the Restitution Center.

Part of the expansion program included relocation of the jail work release program and the jail laundry to the Restitution Center. The County Jail housing was then made available for medium and maximum custody inmates. The second floor of the Restitution Center was remodelled to accommodate work release housing and general program expansion.

The facility is located adjacent to the new Washington County Administration Building in Hillsboro in a converted three-story, 24-unit apartment building that appears to have been constructed in the early 1950s. The building, which has concrete exterior walls and wood roof and floor structures, has 22,800 square feet of area, or 7,610 square feet per floor. The 1985 remodelling project was substantial. The project included a general upgrading of

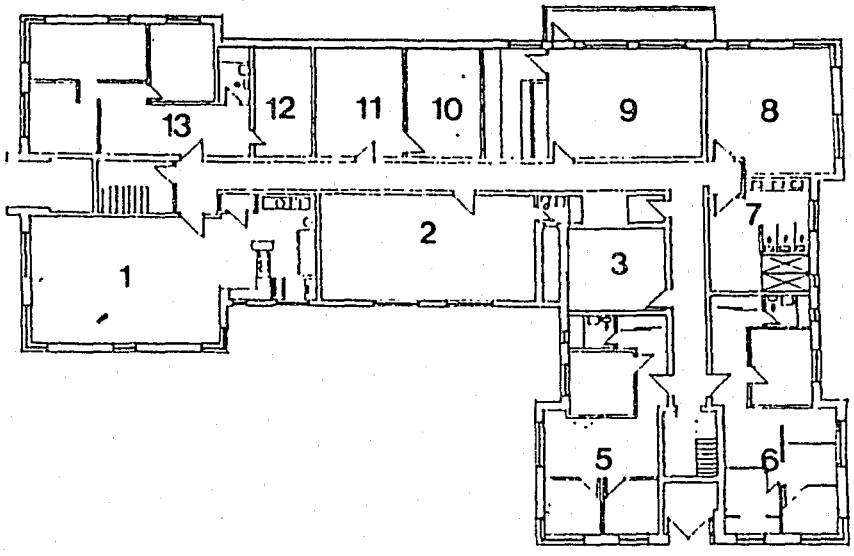
materials and finishes throughout the building. Toilet/shower rooms were upgraded and handicapped-accessible toilets, showers and sinks were added. Fire alarm and fire sprinkler systems have been installed throughout the building.

The current rated capacity of the Restitution Center is 88 beds.

Facility Functions

The drawings below show the functional components and their locations within the facility.

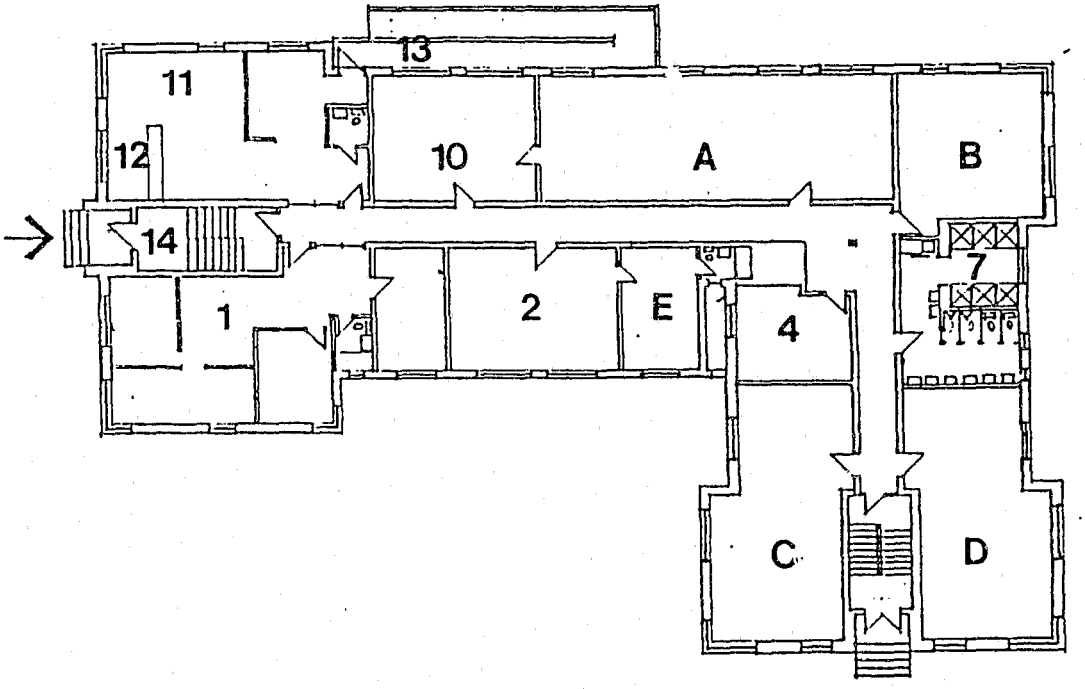
Figure 10
Restitution Center: Basement Level



Restitution Center: Basement Level

1 Dining Hall & Kitchen
2 Subsistence Housing [2]
3 Boiler Room
4 Office
5 Administration Offices
6 Offices
7 Bathroom
8 Recreation Room
9 Laundry
10 Linen & Supply Storage
11 Tool Storage
12 Resident Storage
13 Staff Lounge & Storage

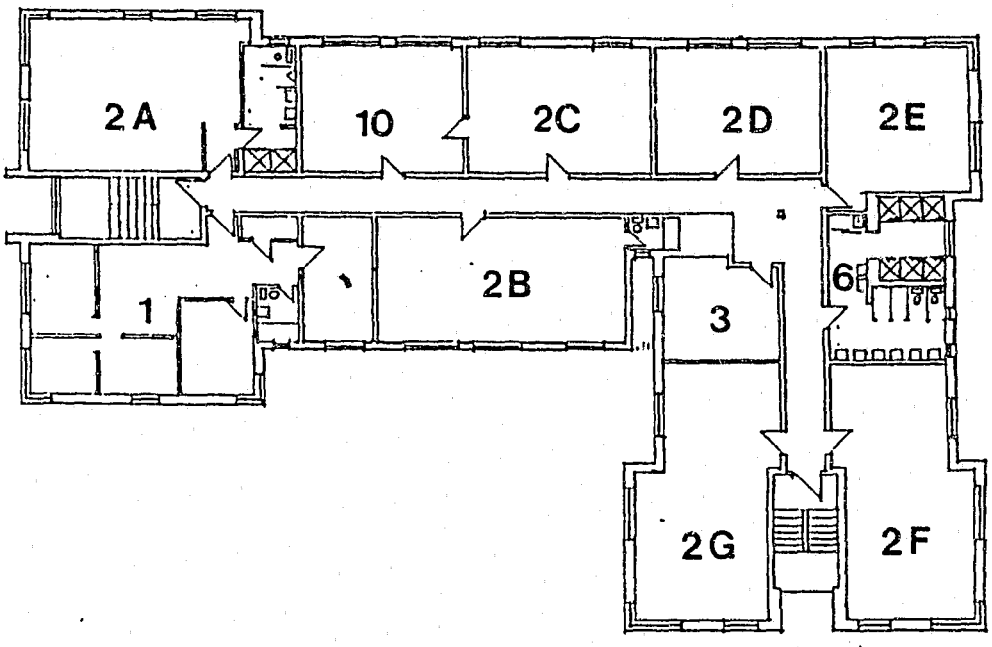
Figure 11
Restitution Center: First Floor



Restitution Center: First Floor

1 Facility Adminstration
2 Education & Conference Room
3 Dorm 1-E [3]
4 Smoking Room
5 Dorm 1-D [9]
6 Dorm 1-C [9]
7 Bathroom
8 Dorm 1-B
9 Dorm 1-A
10 TV/ Vending Area
11 Visiting
12 Control Desk
13 Handicap Entry
14 Main Entry

Figure 12
Restitution Center: Second Floor



Restitution Center: Second Floor

1. Resident Supervisors
2. Dorm 2-B [6]
3. Smoking Room
4. Dorm 2-G
5. Dorm 2-F
6. Bathroom
7. Dorm 2-E
8. Dorm 2-D
9. Dorm 2-C
10. TV/Vending Area

Housing Capacity

Table 5 arrays the current Restitution Center housing capacity. When compared with ACA minimum area standards for sleeping areas, it appears 13 beds could be added to existing dormitories.

Table 5
Housing Capacity and Areas vs. ACA Minimum Standards

	Rated Capacity	Area	Min. Standards[12]	Potential Increase
BASEMENT				
Subsistence Dorm	2 beds[13]	551 sf	120 sf	+6
FIRST FLOOR				
Dorm 1-A	12 beds	799 sf	720 sf	+1
Dorm 1-B	6 beds	399 sf	360 sf	
Dorm 1-C	9 beds	570 sf	540 sf	
Dorm 1-D	9 beds	570 sf	540 sf	
Dorm 1 -E	3 beds	180 sf	180 sf	
SECOND FLOOR				
Dorm 2-A	9 beds	553 sf	540 sf	
Dorm 2-B	6 beds	551 sf	360 sf	+3
Dorm 2-C	6 beds	428 sf	360 sf	+1
Dorm 2-D	5 beds	376 sf	300 sf	+1
Dorm 2-E	5 beds	409 sf	300 sf	+1
Dorm 2-F	9 beds	570 sf	540 sf	
Dorm 2-G	9 beds	570 sf	540 sf	
Total	88 beds			+13

Housing and Hygiene Standards

The relevant ACA physical plant standards are summarized below. The facility currently meets relevant ACA minimum housing and hygiene area standards and can accommodate a reasonable increase in resident capacity without severe overcrowding.

12 ACA = 60 square feet per bed.
13 Subsistence dorms are not considered part of the regular camp.

1. STANDARD 2-2085: SLEEPING AREA

"A minimum of 60 square feet of floor space per resident is provided in the sleeping area of the facility of which no more than four square feet is closet or wardrobe space."

As Table 5 demonstrates each dorm area within the facility meets or exceeds minimum area standards. An additional 13 beds could be added to the facility within existing dorm rooms.

2. STANDARD 2-2092: TOILETS

"The facility has, at a minimum, one operable toilet for every ten residents."

The facility has fifteen toilets available to residents and three toilets available for staff and public use or adequate capacity for 150 residents.

3. STANDARD 2-2093: WASH BASINS

"The facility has, at a minimum, one wash basin ....for every six residents."

The facility has twenty wash basins for resident use or adequate capacity for 120 persons.

4. STANDARD 2-2094: SHOWERS

"The facility has, at a minimum, one operable shower or bathing facility...for every eight residents."

A total of 21 showers are available for resident use. The allowable capacity would be 168 residents.

Program Areas

The facility appears to have ample program spaces. There is a total of eight program spaces, including the dining hall and visiting room.

The dining hall and the visiting rooms appear to be undersized. The dining hall has 640 square feet of area. At the current standard of 15 sf/person for dining rooms, the capacity is 42 to 43 persons, or just under 50 percent of the facility's rated capacity. While this is not currently an issue, an increase in bedspace within the facility would require three seatings for meals or expansion of the dining area.

The visiting area has an area of 553 square feet but includes a resident check-in area and reception desk. The effective visiting area appears to be about 300 square feet. At 50 square feet per visiting area, the room has a capacity for about six simultaneous visits. As in the case of the dining hall, this may not now be an issue, but with an increase in facility capacity, the visiting area could be impacted.

Fire and Life Safety

The facility fire alarm system covers all corridors and exits as well as exit doors within dorm rooms, and the entire facility is covered by a smoke detection and fire alarm system. The most recent fire inspection, in May, 1991, found the facility to be in compliance with current codes.

Expansion Potential

The Restitution Center can potentially increase its bed capacity by 35 to 45 percent without constructing additional space.[14] There are several rooms within this building which could be converted to additional housing if necessary. The table below summarizes areas by floor level which might be converted to housing.

Table 6
Areas for Possible Conversion to Housing

	Area	Beds	Comments
Basement/ground level			
SE corner storage/lounge	553 sf	8 beds	
Recreation room	399 sf	5-6 beds	
NW corner offices	500 sf	7-8 beds	
NE corner offices	500 sf	7-8 beds	
Second Floor			
E corner offices	751 sf	10-12 beds	requires replacement office area.

Note: It would not be possible to convert all areas to housing since it would be necessary to add dayroom space and expand hygiene areas. Also, it would be necessary to allocate additional space for visiting and dining. ILPP estimates that it might be possible to add 30 to 40 more beds with support functions to the Restitution Center.

Master Plan Issues

Four master plan issues have surfaced as a result of the Restitution Center evaluation.

First, if adjustments in the corrections system cause a program expansion beyond ultimate facility capacity (for example a doubling or tripling of inmates), there will be a need to relocate the program.

It will then be necessary to consider the nature of programs and the appropriateness of a downtown location.

14 Last year, Restitution Center managers, through the city permit process, received approval to increase the occupancy load of the facility to maximum of 120 residents.

Similarly, during master planning, it will be important to discuss the functional relationships between a new jail operation and the Restitution Center and the arguments for co-locating or separating the facilities.

Third, it will be important to consider the existing site and building in terms of the county's expressed long-term needs for additional office space. The contiguity of the site to the new County Administration Building makes it a logical place for the expansion of public services. The current long-term plan for the county administration function proposes construction of an office facility which would match the south wing of the new administration building.

Fourth, though it is less critical than in a secure detention facility, there is a primary interrelationship between the life cycle costs (staffing and operations), program scope and physical facilities. It is therefore important to access the relationship between staffing and building configuration to determine if supervision requirements are not being driven by the facility layout.

Options for relocating and expanding the Restitution Center are broadly outlined in the master planning section of this report.

PART TWO
INTERIM MASTER PLAN

PART TWO:
INTERIM FACILITIES MASTER PLAN

A. SITE REQUIREMENTS

Purpose

This section has three primary objectives. One purpose is to identify and describe the key technical requirements for studying alternative potential sites for a jail. A second purpose is to determine conceptually the feasibility of constructing a new detention facility on the north parking lot site which lies just north of the new County Administration Building. The principal questions are facility size, configuration and expansion potential. The third purpose is, based on jail population projections, to model a reasonable facility size and configuration to determine the minimum site area requirements for a low-rise jail of 400 to 500 cells.

The analysis is based upon the required footprint areas for various functional elements found in pretrial detention facilities.[15] The process involves modelling project elements in different configurations to determine if the site is large enough and how many floors are necessary. The study is based upon three options:

Option 1: 300-cell, four-story pretrial facility;

Option 2: 400-bed, two-story pretrial facility ; and

Option 3: 400-cell, four-story pretrial facility.

For each option, a 100-cell addition and site related functions (sallyports, parking) are considered.

North Parking Lot Site

The study site, which is a county parking lot with 340 spaces (lot 39 in the county property inventory) and a usable area of 323' x 376', or about 121,448 square feet or 2.78 acres.

Modelling Assumptions

It is essential to emphasize that this study is conceptual in nature and relies on assumptions of size which are plausible but **hypothetical** at this stage in the project. The project elements outlined are typical for new jails. Similarly, many of the elements outlined here (e.g., staffing, parking requirements) should be studied in detail as part of the master planning and programming processes.

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15 The term "pretrial detention facility" is one which provides pretrial services; however, post-sentence inmates are also held in the facility.

The facilities analysis and evaluation show that the existing jail is overcrowded, obsolete and lacks the necessary spaces for modern jail operations. Replacement is recommended.

For the purposes of this study, certain assumptions have been made as a way of testing the suitability of the north parking lot site as a potential location for a new detention facility.

1. The new jail will be a "new generation," podular-style with all or most of its housing as single cells. Each single-cell housing unit will contain about 50 beds and will include a secure outdoor recreation yard adjacent to each unit.

   New pretrial detention facilities typically have floor areas ranging from 400 square feet per inmate to 550 square feet per inmate. This study assumes 425 square feet per inmate (or per bed) for two-story configurations and 450 square feet per inmate for four-story configurations.

2. The options studied are:

   - 300 single cells (six housing units) on four levels;
   - 400 single cells (eight housing units) on two levels; and
   - 400 single cells on four levels.

3. Expansion will allow the addition of two housing units or about 100 beds.

4. The Restitution Center will remain on its existing site or be located elsewhere in town. Preliminary study has shown that the County Jail and Restitution Center cannot be located on the site unless a mid-rise (five to six stories) or high-rise jail is contemplated.

5. The existing parking lot will be relocated.

Site Coverage Elements

A number of site coverage elements must be considered including:

1. Administration and support services footprint: Food service, medical, visiting, etc. (Two-story coverage: 65% first floor, 35% second floor. Four-story coverage: 45% first floor).

2. Two level housing units (75% first floor footprint, 25% second floor)

   Housing units typically would have single cells wrapped around a two-story dayroom.

3. Outdoor recreation yards (1,000 square feet per unit)

   Secure outdoor recreation yards are provided for each housing unit in order to minimize inmate movement within the facility and eliminate the need for separate staff for supervision of recreation.

4. Vehicle sallyport and drives: An allowance of 5,000 gsf is made for a secure vehicle sallyport and drives.

5. Secure service area: Food service, trash, materials and drives.

   An allowance of 10,000 gsf is made for a secure delivery area with a turnaround.

6. Official parking: 20 cars and 4 vans = 7,600 square feet

   Auto parking = 300 square feet per space/van parking = 400 square feet per space.

7. Staff and visitor parking:

   Staff Parking. Staff parking must accommodate the two largest shifts to permit shift change. Assuming a staff:inmate ratio of 1:4 (national average ranges from 1:3 to 1:5), the 300- to 400-bed facility would have a total staff of about 100. The two largest shifts would require about 80 parking spaces.

   Visitor Parking. This element is dependent upon the visiting policy and variations in hours and access (e.g. weekends only v. seven days/week). Study assumes 20 spaces.

   Auto parking = 300 square feet per space.

8. Buffer zones: Dependent on site shape, adjacent uses, and building design.

9. Expansion assumptions: The study assumes two housing units with recreation yards (100 beds), circulation and mechanical spaces. Additional circulation and fire exits would be required for a four-story project.

Total Building Areas

The table below arrays estimated total floor areas and a 100-cell addition.

Table 7
Estimated Total Floor Areas

	Size	GSF	Addition	Total GSF
Option 1 4 story	300 cells	144,000	100 cells	166,750
Option 2 2 story	400 cells	178,000	100 cells	200,750
Option 3 4 story	400 cells	188,000	100 cells	210,750

Facility Footprints and North Parking Lot Study Site

The matrix below arrays several possible footprint combinations against the existing site area. Detailed footprint calculations for each option are found at the end of this report.

Table 8
Matrix of Possible Footprint Combinations

Facility Footprints & Study Site	300 cells 4 levels	400 cells 2 levels	400 cells 4 levels	Actual site area
Building Floor Area (Shown on Table 7)	144,000	178,000	188,000	
Building Footprint (gsf)	61,125	128,500	81,500	121,295
Sallyport/Service Drives	15,000	15,000	15,000	
Official Parking	7,600	7,600	7,600	
Minimum Project Footprint No parking	**83,725**	**151,100**	**104,100**	**121,295**
Staff/Visitor Parking	30,000	30,000	30,000	
Project Footprint w. Parking	113,725	181,100	134,100	121,295
Phase 2: Expansion[16] 100 beds expansion footprint	13,375	22,750	13,375	
Proj. footprint w. expans. No parking	**97,100**	**173,850**	**117,475**	
Project footprint w. expansion + parking	127,100	203,850	147,475	121,295

Analysis

Table 8 above arrays three general options for a new jail located on the north parking lot site. The options were a 300-cell, four-story project, a 400-cell, four-story project and a 400-cell, two-story project. Each option was modelled to consider the potential expansion of 100 single cells.

Several cautions are in order in making an estimate of site area requirements. First, the footprint area estimate, as a model, assumes that the building footprint is a perfect

16 Original footprints + new housing of 100 cells.

rectangle, while in reality, detention facility housing units will have a complex configuration and will generate more perimeter and require more site area. Site footprints have been estimated with and without staff and visitor parking.

Second, buffer zone allowances have not been included and are difficult to estimate without more detailed notions of building configuration.

Finally, this analysis does not include allowances for the addition of related public functions on the site. Relocation of Sheriff's operations, the Courts, Restitution Center, etc. and related parking and access would require substantial additional land area.

300-CELL FACILITY: NORTH PARKING LOT SITE

A 300-cell detention facility in a four-story configuration would have a site footprint of 84,000 gsf, and with staff and visitor parking, it would require about 114,000 gsf in area. A scenario which includes the 300-cell facility and a 100-cell addition would require about 97,000 gsf in total site footprint area when staff and visitor parking is located on another site.

This analysis suggests that a four-story, 300-cell facility that has an allowance for a 100-cell addition may fit on the north parking lot site. With this scenario, staff and visitor parking would be located on an adjacent site.

400-CELL, TWO-STORY FACILITY: NORTH PARKING LOT SITE

A 400-cell detention facility in a two-story configuration would have a site footprint of 151,000 gsf, and with staff and visitor parking, it would require about 181,000 gsf in footprint area. Preliminary analysis indicates that a two-story facility with 400 to 500 beds is not feasible on the north parking lot site.

400-CELL, FOUR-STORY FACILITY: NORTH PARKING LOT SITE

A 400-cell detention facility in a four-story configuration would have a site footprint of 104,000 gsf, and with staff and visitor parking, it would require about 134,100 gsf in area. A scenario which includes the 400-cell facility and a 100-cell addition would require about 118,000 gsf in total site footprint area when staff and visitor parking is located on another site.

At this level of conceptual study, a 400-bed four-story facility might be feasible on the study site. Area estimates suggest that a 400-bed four-story facility without staff or visitor parking may be possible on the site, but the extremely high proportion of facility site coverage suggests a lack of flexibility which will result in limited alternative building organizations. Without conceptual building plans, it is impossible to say with certainty that the parking lot site will accommodate a 400-bed pretrial detention facility.

At this level of analysis, it appears that a 500-bed, four-story project will not fit on the north parking lot site. A margin of error of 10 to 20 percent is not unreasonable for the four-story option estimate. Specific configuration, circulation systems, and fire egress can have a major impact on building organization and site requirements; the general tendency is for footprints to expand when studied with detailed drawings. A four-story project would

be about 45 to 50 feet in height while the current C-4 zoning allows a maximum height of only 25 feet.

The study site lacks sufficient area to accommodate staff or visitor parking for either a two- or four-story facility.

Options for Increasing Jail Capacity

HOUSING MIX

Programmatic variations may allow for higher bed capacities without substantial footprint changes.

Option 1 could be modelled with different housing types to potentially achieve a higher total bed capacity without increasing footprint requirements. For example, a mix of housing types including single cells, double cells[17] and dormitories would reduce housing unit sizes while maintaining capacity. A general planning allowance of 250 net square feet (nsf) is used for single cells while a figure of 150 to 200 nsf would be used for double cells, and 100 to 150 nsf would be used for dormitory housing. In other terms, a 50-bed, single-cell unit would require 12,500 nsf while a dormitory unit would require about 7,500 nsf per unit.

It is important to note that the optimal pretrial detention facility should have single-cell housing to assure security, separation, and privacy for inmates. Decisions to utilize some double cells and dormitories must be carefully studied in terms of inmate profiles and staffing impacts. Housing mix adjustments should be studied in detail as programming proceeds.

SUBGRADE FUNCTIONS

Location of certain functions below grade is feasible, but will have limited impact on reduction of footprint area. In some facilities, basement levels have been designed to house the vehicle sallyport, intake area and official parking. In the case of the study site, location of these functions might reduce footprint area five to ten percent, but code requirements for driveway ramps could offset a substantial portion of any savings.

HIGH-RISE DETENTION FACILITY

High-rise detention facilities present significant limitations in operations and efficient staffing and are not recommended. The trend in high-rise facilities is to have a floor control officer (in a control booth) on each housing floor, in addition to one officer per housing unit. In a high-rise jail with five housing floors, this seven-day, twenty-four-hour-per-day post would require at least 25 more officers than that of a low-rise facility. The Multnomah County Detention Center in downtown Portland is an example of a high-rise jail which uses this model.

17 Double cells have a net square footage of 105.

Typically, high-rise jails are more costly and require greater design and construction time. They also have extreme limitations in terms of logical, cost-effective expansion. From an urban design perspective, a high-rise facility would also be out of scale with downtown Hillsboro.

Options for Increasing Site Area

This analysis suggests that additional land area may be necessary to accommodate a new detention facility of 400 to 500 beds. Each alternative has potential limitations in terms of political, legal, and physical considerations.

RAILROAD AIR RIGHTS LINK TO WEST PARCEL

One option might be to obtain air rights to build over the railroad right-of-way in order to use the land parcel to the west of the site. The western parcel is estimated to be 70' x 376' and would add about 26,000 gsf to the project site. Facility elements on both sides of the tracks could be linked by bridge structures over the railroad.

CLOSE LINCOLN AVENUE BETWEEN NORTH FIRST AVENUE AND ADAMS AVENUE

The site area increase would be about 19,000 gsf, assuming a 60' right-of-way. The site proportions would be 323' x 436'. Adding the Restitution Center site (99' x 198') would increase site area another 19,600 gsf.

Alternative Sites

Another set of options would center on locating the new facility on a site outside the central business district. A minimum site area of seven to nine acres would allow construction of a low-rise detention facility of 400 to 500 cells while a larger site would allow co-location of the Restitution Center if physical proximity between the two programs became important.[18]

The major advantages of a larger site would be simplified design and construction and shorter construction time. The other principal advantage would be long-term flexibility to allow for expansion in excess of 100 beds or location of other public services on site. Another advantage of this option is that the north parking lot could continue to serve short-term parking needs while remaining available as a future site for other public facilities.

There are also potential disadvantages in siting a new facility outside the downtown area. Political opposition and land aggregation issues relative to specific sites or neighborhoods are major concerns. Removal of the pretrial detention function potentially has negative impacts on security and transport staffing, though some offset is possible with the use of video arraignment or on-site arraignment court facilities. Another indirect effect is the reduction of local revenues for businesses in the area surrounding the existing jail.

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18 Note that the precise minimum site size will be a function of shape, topography, surroundings and legal restrictions (e.g. setbacks).

Programmatic changes which significantly reduce the size of the pretrial facility are another group of as yet unexplored possibilities. For example, conceptually it might be possible to relocate all inmates sentenced to county time to a facility which shares services with the Restitution Center. Such an approach, which must be based upon sound operational rationales, might significantly reduce the size of the pretrial facility and thus make use of the north parking lot a more viable detention facility location. This alternative is discussed in the System Options section.

Conclusions

Detention facilities are characteristically massive complex structures with articulated footprints which respond to housing unit configurations. This study examined two questions:

1. What size jail facility will fit on the north parking lot site and allow for some expansion?

2. What is the minimum site size necessary for a low-rise (two to three stories) detention facility?

Footprint studies considered three options: a 300-cell, four-story option; a 400-cell, two-story option; and a 400-cell, four-story option. Other site footprint elements included vehicle sallyports and drives, delivery areas, official parking, and staff and visitor parking. A 100-cell housing expansion was considered for all options.

The study concludes that, at a preliminary level, a four-story, 300-cell detention facility would be feasible on the north parking lot site, and a 100-cell addition may be feasible.

With this scenario, staff and visitor parking would be located on another site. Detailed concept studies should be undertaken in subsequent study phases.

A 400-cell facility in a two- or four-story configuration does not appear to be feasible on the north parking lot site.

On the basis of the site footprint study, it appears that the minimum site area for a low-rise, 400- to 500-cell facility would be seven to nine acres in area and would accommodate relocation and expansion of the Restitution Center. A larger site (10 to 14 acres) would give the county substantial flexibility to accommodate future changes. The actual area required will be a function of topography, shape, surroundings, and legal restrictions.

B. GENERAL PLANNING PRINCIPLES

The principles outlined below are intended to identify critical policy level decisions concerning future detention facilities in Washington County. Since the development of a new jail is considerably more complex and expensive compared to community corrections facilities, the emphasis is on jail-related planning principles, though most are applicable for planning lower-security spaces.

The plan must be flexible to grow as the needs of the county grow, adaptable to change as the inmate population or the community needs change, and capable of coping with overcrowding. Staff and operational costs far exceed construction costs over the life cycle of the building; consequently, it is essential that the buildings be as staff efficient as possible. A mistake in design of the new jail that results in one extra post could cost in excess of $100,000 to $125,000 per year for the life of the building.

The following are some general operational guidelines and assumptions that should be considered during this project; each should be carefully considered as part of the planning process.

1. American Correctional Association Standards for operations and physical plants should be followed to the extent possible in any new detention or community corrections facilities. Conformance with these standards means a reasonable assurance that county facilities are constitutional and defensible in court.

2. The facility should be designed and operated under the direct supervision philosophy of inmate management.

3. Equal services and programs will be provided for men and women.

4. For a large site, the facility should be no more than a two-story building in order to promote staff efficiency, safety and quick response in emergencies. For a confined site, a four-story facility is the maximum suggested height. Multiple-level or high-rise facilities are inherently more expensive to design, build, and staff, and they take longer to construct. High-rise facilities also lack logical, efficient expansion potential.

5. The facility should have logistical and support areas oversized to accommodate planned expansion. Examples include intake, staff lockers, and food service. Housing unit dayrooms should be oversized to accommodate some level of overcrowding in each unit. Cell size should be 70 square feet, the ACA minimum standard for single occupancy, though it is assumed some cells will be double bunked.

6. Within the new detention facility, almost all inmate movement should be unescorted. The only inmates that should be escorted are those that are in administrative segregation or disciplinary lockup.

7. Two-story housing units will vary in size from a remote supervision unit of 24 segmented into four- to eight-bed units to as many as 64 beds per unit for general population inmates. Many jurisdictions are now using 56- to 64-cell pretrial housing units in order to achieve staff savings. Three 64-cell units have the same number of cells as four 48-cell units, with a potential staff savings of five full-time equivalent (FTE) positions. At $30,000 per FTE per year, this is an annual savings of $150,000.

8. The records system will be designed to not duplicate records whenever possible, keep the data entry as close to the source of the data as possible, and not enter the same data more than once.

9. The medical unit should be designed as a full service medical facility. County staff should study cost/benefit tradeoffs between full service medical services in the jail and staffing secure bedspace in an area hospital.

10. The medically and/or mentally ill will be housed in a special unit designated as the medical/mental health unit. A treatment model should be considered.

11. Sheriff's planning staff should develop scenarios of operation during the design process. These same scenarios need to be tested during the schematic and design development phases as well as during the construction phase. After construction, the scenarios become the basis for policy and procedure development and training.

12. Educational programming should be an essential component of the program services offered at the facility. A special emphasis on a continuation of the educational programming needs to be made. Special emphasis on literacy should be made through the library program.

13. Since the Sheriff's Department has a mandatory physical fitness program, and good physical condition is essential to the effective operation of a corrections institution, accommodations should be made for staff locker rooms and a workout room.

14. The facility will be equipped for handicapped accessibility. Barrier free facilities will be provided for staff, visitors and inmates.

15. The delivery of support services such as food, medical, etc. to the housing units must be designed to be accomplished with the minimum involvement by the housing unit officer. It is essential that he/she remain free to supervise the inmates.

16. Throughout design development, it is essential that staff, as well as the architect, examine every aspect of the building for compliance with the principles of direct supervision.

17. Every post identified during the design should be examined to determine if the post is absolutely necessary. If alternative design would save staff, that alternative should receive serious consideration.

C. SYSTEM OPTIONS

The county will need to consider a range of factors in order to determine the optimal direction for the provision of new detention facilities. Site size, proximity to courts, staff efficiency and expansion potential are central considerations. The purpose of this study is to outline a range of general options which should serve as the basis for more detailed planning and preparation of a thorough architectural program.

Jail Projections

Inmate projections, discussed in an earlier section, estimate a total jail ADP of 272 to 363 for the year 2000 and 378 to 504 for 2010. These projections, which are based on incomplete data, typically require adjustments for alternatives to incarceration (reductions)

and are estimated to be five to 15 percent of projected ADP. At the same time, the demand for bedspace is typically increased to allow for certain vacancies within specific housing units and for periods of peak populations, also known as the "peaking factor." A figure of five to 10 percent of projected ADP is typically used. For analysis purposes, increases and decreases in bedspace need are assumed to cancel each other. This issue should be studied in more detail as precise planning progresses.

Table 9
County Jail Projections

	ADP ALS=6	ADP ALS=7	ADP ALS=8
1975	66	66	66
1980	133	133	133
1985	159	159	159
1990	181	181	181
1995	225	263	300
2000	272	318	363
2005	324	377	431
2010	378	441	504

As a point of departure, several options are based upon construction of a secure facility of 300 single cells.

Restitution Center

For modelling purposes, Community Corrections bedspace is estimated to be about 150 beds when the jail has 300 beds; this proportion matches the existing system mix of bedspace.

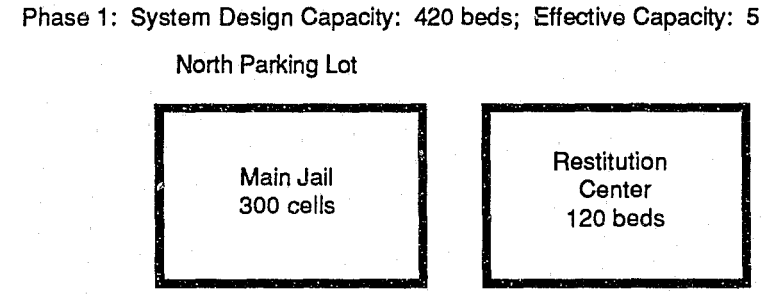
Restitution Center purposes and populations have varied significantly in recent years. Currently, a portion of the center serves as a population control or "release valve" for the jail in order to maintain the court-ordered jail population cap. The center population demand is policy sensitive and limited data does not permit accurate population projection estimates.

The question at hand is what is the demand for Community Corrections bedspace for the years 2000 and 2010? Part One of this report (existing facilities analysis) concluded that the Restitution Center is in good condition and with minor modifications, could accommodate 30 to 40 more residents for a total capacity of 120 beds.

The options outlined below are intended to stimulate a broad consideration of critical factors in locating, sizing and configuring the detention facility system for the next 10 to 20 years. The options are not mutually exclusive and offer the possibility of mixing and matching by type, time and location. Options A through D approximate alternative total system scenarios. Option E is a secure court holding area in part of the existing jail, and is an essential element in any future facilities plans.

Option A: North Parking Lot Project

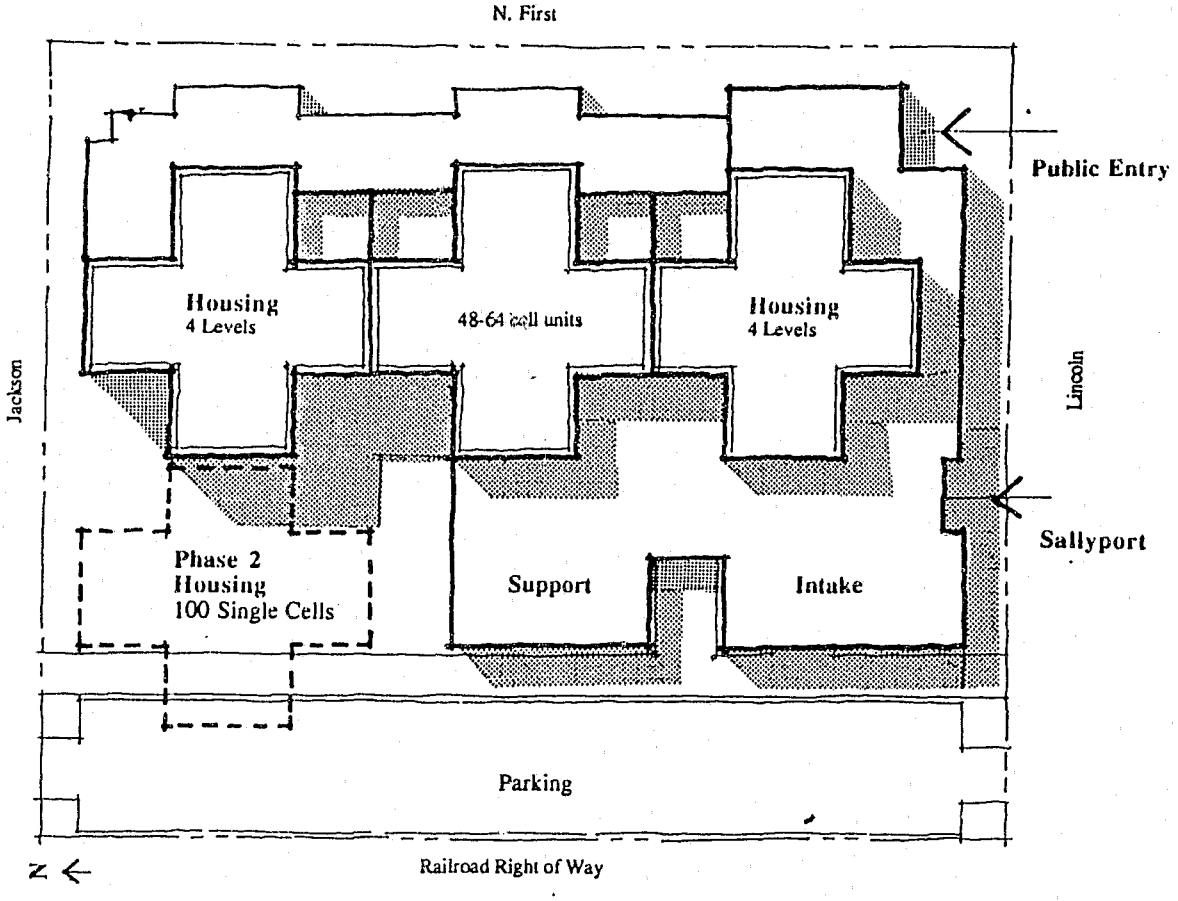
Figure 13
Option A: North Parking Lot Project



Assumes Main Jail overcrowding of 30 to 50 percent.

- Construct a 300-bed, single-cell detention facility on the north parking lot site 135,000 gsf building area.
- Maintain existing Restitution Center until ADP reaches 120 beds.
- Rated system capacity would be 420 beds. Buy additional adjacent land to accommodate expansion needs.
- Effective capacity of new facility, with some double bunking and direct supervision management, is estimated to be 35 to 50 percent more than designed capacity or a total of 405 to 450 beds.
- Relocate Restitution Center as demand exceeds 120-bed capacity.

Figure 14
Detention Facility, North Parking Lot



Detention Facility North Parking Lot
300 Single Cells 2.8 Acres

PROS

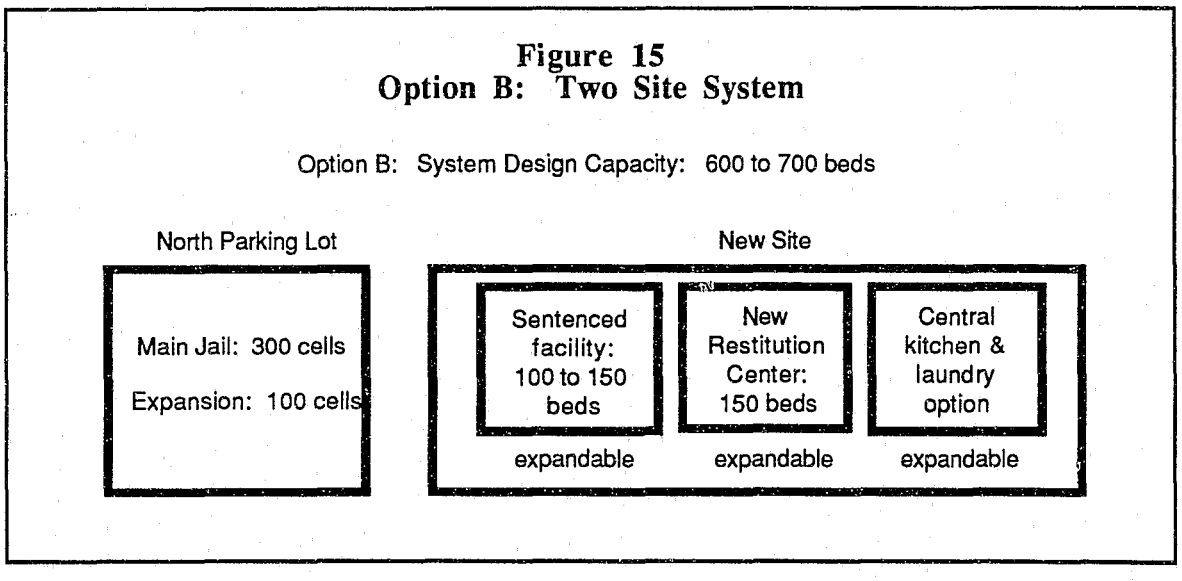
- Site is available and county owned.
- All detention functions remain in downtown Hillsboro
- New jail is in proximity to courts and Sheriff's administration.
- Relocation of Restitution Center not critical immediately.
- Arraignment court/video arraignment reduces major court movement demand.
- Proximity to public defender, District Attorney, other agencies maintained.
- Expansion feasible with land banking.
- Most likely to be most staff efficient system vs. two Sheriff's facilities.

CONS

- Site size restricts potential expansion of the jail.
- Size and bulk of the jail may be out of scale with other public buildings.
- Parking replacement required.
- Zoning and height variances or adjustments may be required.

Option B: Two Site System

Figure 15
Option B: Two Site System



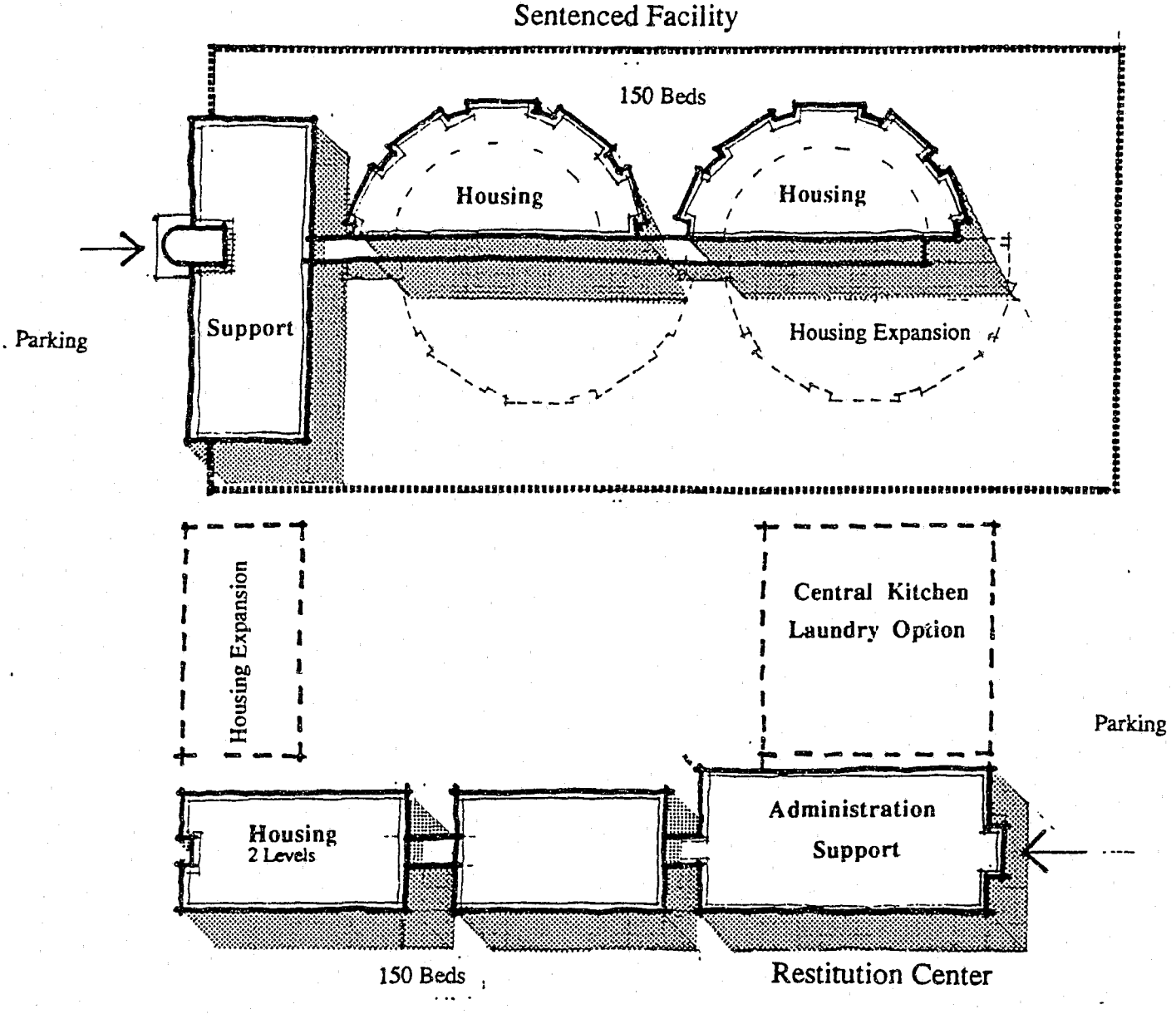
PHASE 1: HIGH SECURITY DOWNTOWN FACILITY

- Construct 300-bed, single-cell facility on north parking lot site.
- Maintain Restitution Center until ADP reaches 120.
- System design capacity at the completion of Phase 1 would be 420 beds.

PHASE 2: SENTENCED FACILITY - OUTLYING AREA

- Construct a second facility for sentenced inmates at a site on the edge of Hillsboro.
- Build new, expandable sentenced facility for inmates serving county time. Managed by Sheriff's Department. Dormitory housing; smaller, cheaper, larger span of control, greater staff efficiency than pretrial facilities.
- Estimated area for 150 beds would be 30,000 to 35,000 gsf.
- Co-locate Restitution Center on same site with expanded facilities and capacity. A combination of single rooms and small dormitories should be provided.
- Main Jail serves as pretrial facility only; small number of inmates sentenced to state institutions also housed.
- Estimated area for Restitution Center would be 28,000 to 32,000 gsf for 150 beds.
- Central kitchen and laundry could be major programmatic element.
- System capacity at the end of Phase 2 would be about 600 beds.
- Required site area is estimated to be three to five acres; a larger site would allow co-location of other public services on the site.
- If both facilities were constructed simultaneously, then it might be possible to initially construct a smaller, expandable pretrial jail on the north parking lot site. With a lower system capacity, overall staffing would also be reduced, partially offsetting the cost of operating two facilities.

Figure 16
Sentenced Facility, Rural Site



Sentenced Facility Rural Site

300 Single Cells 4 - 6 Acres

PROS

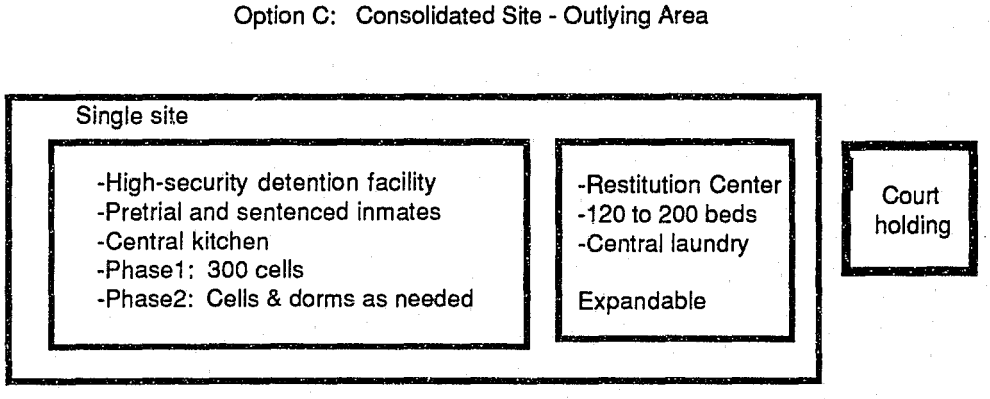
- Site is available and county owned.
- Pretrial detention functions remain in downtown Hillsboro. Most efficient use of high-security jail space and scarce downtown site.
- Proximity to courts and Sheriff's administration.
- No costly single cells for sentenced inmates.
- Arraignment court/video arraignment reduces major court movement demand.
- Proximity to public defender, District Attorney, other agencies maintained.
- Significant increase in system capacity over Option A (600 vs. 420 beds).
- Sentenced facility: economical staffing (i.e., higher staff:inmate ratio possible).
- Sentenced facility: lower custody setting, smaller area per inmate, less unit construction cost per inmate.
- Expansion potential at sentenced facility.
- Some staff economies possible by co-location with Restitution Center.
- System can grow in two places if necessary.

CONS

- Staffing duplication with two facilities.
- County must acquire an additional site.

Option C: Consolidated Site - Outlying Area

Figure 17
Option C: Consolidated Site - Outlying Area



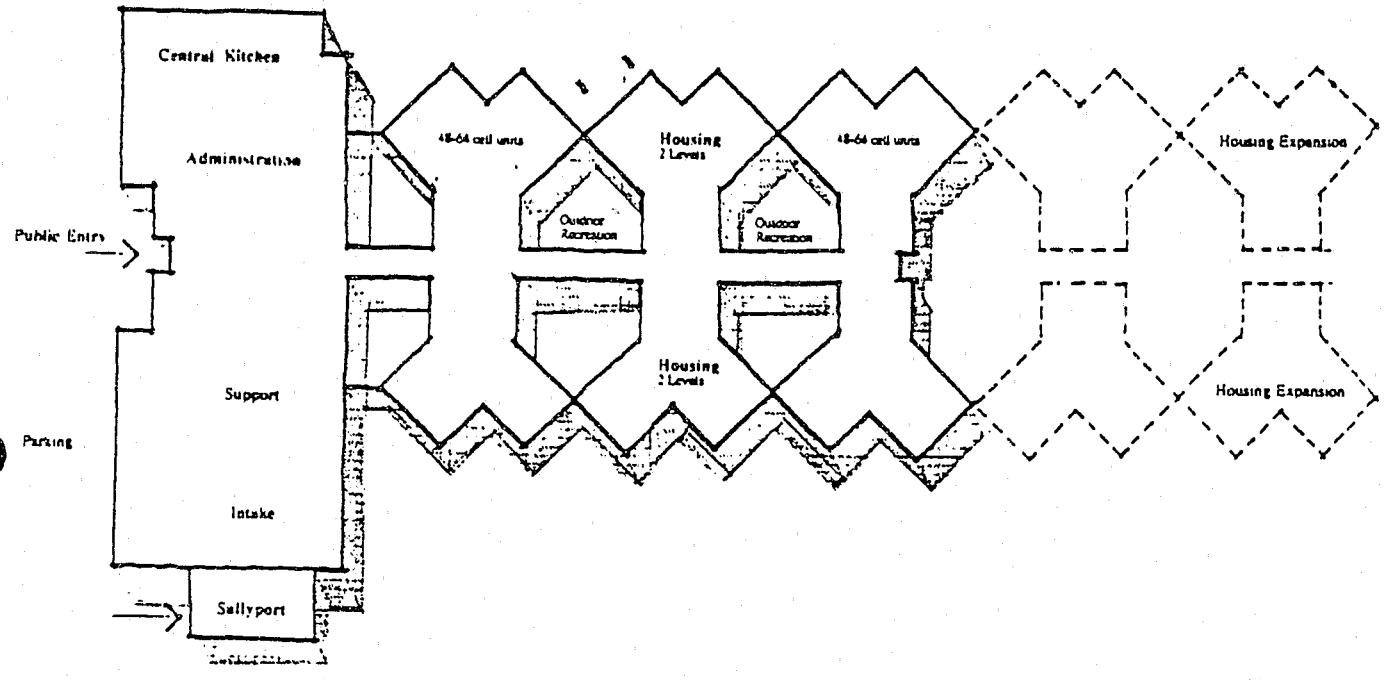
PHASE 1

- Relocate Sheriff's Department detention facilities to a large site on the edge of Hillsboro.
- Construct a 300-bed, single-cell facility. Include arraignment and/or video arraignment court.
- Size kitchen and laundry for jail additions and Restitution Center co-location.
- Maintain Restitution Center on existing site until the ADP reaches 120.
- Required site area is estimated to be seven to nine acres; a larger site would allow co-location of other public services on the site and greater long-term flexibility.

PHASE 2

- Expand Sheriff's facility with single cells for pretrial and dormitories for sentenced as needed.
- Construct new Restitution Center with expanded facilities and housing.

Figure 18
Detention Facility, Rural Site



Detention Facility Rural Site
300 Single Cells 7 - 9 Acres

PROS

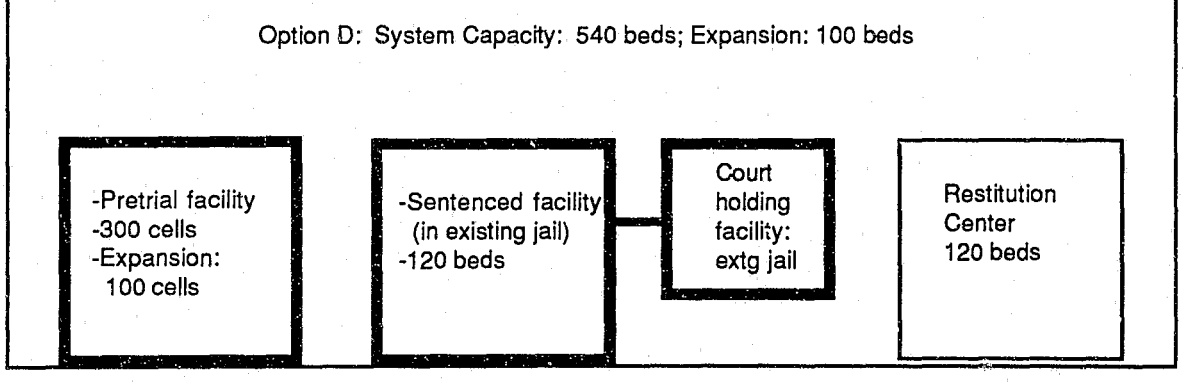
- All detention facilities on one site.
- No staff duplication.
- Large site would permit long-term flexibility.
- Large site would permit co-location of other public functions.
- North parking lot site available for other long-term building needs.

CONS

- Disconnection of pretrial inmates and courts, court related functions (public defender), court transport time and staff. On-site or video arraignment would mitigate.
- Political difficulty in acquiring a large site; political resistance to certain locations.
- Potential access problems for inmate families.

Option D: All Facilities Downtown

Figure 19
Option D: All Facilities Downtown



PHASE 1

- Construct a 300-bed, single-cell facility on north parking lot site.
- Remodel existing jail to house sentenced inmates (estimated capacity 120 beds) and for court holding.
- Maintain Restitution Center on existing site until ADP reaches 120.

PHASE 2

- Build new Restitution Center as needed in Hillsboro
- Add housing to pretrial facility: 50 to 100 cells or 100 to 150 dorm beds.

PROS

- All detention facilities remain in central Hillsboro location .
- Existing facility is owned and available for sentenced housing.

CONS

- Staff duplication for two facilities, as in Option B.
- Existing jail space cannot be converted to other uses.
- Capacity at remodelled existing jail is relatively fixed. Cannot be expanded. Limits long-term system flexibility.

Option E: Remodel One Floor of Existing Jail for Court Holding Center

- The county currently lacks adequate facilities for holding inmates during court proceedings.
- Since a new jail will not be contiguous with the courts it is essential that a secure holding facility be available to maintain court security. A portion of the second floor would be suitable for a secure court holding unit which would be staffed Monday through Friday.
- The size of the unit will be determined by decisions related to the provision for an arraignment court or video arraignment facilities in the new jail. Typical court security areas include single and group holding cells, attorney interview rooms, and staff areas. Conceptually, court holding area should range in area from 2,000 to 3,000 square feet maximum.

Option F: Detoxification Program

Construct or lease a special substance abuse oriented facility for housing DUII type offenders with intensive programming, antebuse, work furlough and fees paid by inmates. This facility could be 20 to 50 beds.

Option G: Second Pretrial Facility I-5 corridor

Construct a second pretrial facility with courts in Beaverton.

Option H: Construct Booking, Temporary Holding Facilities in Beaverton or Tigard

Construct booking and temporary holding facility in Beaverton or Tigard where county population is rapidly expanding.

D. PRETRIAL DETENTION FACILITY: ARCHITECTURAL PROGRAM OUTLINE

Purpose

This section describes the essential functional requirements for the new Washington County Jail based upon direct supervision operations.

The purpose of this program is to serve as the foundation for planning and design of a new detention facility to house male and female arrestees who are awaiting or participating in adjudication processes, or post-sentence inmates who have been sentenced to serve time in jail.

The Corrections Needs Assessment (Volume III) analyzed the existing inmate population and facilities and projected future jail populations. The existing jail, which has a court-ordered population cap of 189 inmates, has a high number of unsentenced felons who would be classified as medium to maximum security with the proper housing. The existing facilities consist largely of dormitory housing, are overcrowded, and have poor configuration which makes supervision difficult. The existing jail lacks the single-cell and special housing necessary to manage diverse inmate groups. Jail population projections estimate an average daily population ranging from 272 to 363 by the year 2000 and from 378 to 504 by the year 2010.[19]

Project Scope: Detention Facility

The proposed project will consist of a detention facility with a video arraignment court. The facility will have an effective capacity of about 420 to 450 beds, when 40 to 50 percent of the cells are double bunked, while the design capacity will be 300 single cells and gross square footage of about 138,000 square feet. Functional areas include intake, housing, public areas, administration, medical, and program and support areas (e.g., food service). The project will be designed to accommodate housing expansion of 100 to 150 beds. Core functions, such as intake, medical, and food service, will be oversized to accommodate this expansion.

The purpose of the new detention center will be to replace the existing outmoded, overcrowded facility located adjacent to the County Courthouse and to permit remodelling of a portion of the existing jail for use as a court holding center.

19 These projections do not figure in those sentenced at the Restitution Center.

Operational Concepts

Management and design of the facility should be based upon the concept of direct supervision of inmates which was initially used by the Federal Bureau of Prisons in 1969 with the construction of its first pretrial detention facility.

Key features of the direct supervision management model are:

1. Maximum security perimeter. Walls and windows of the facility are designed to maximum security standards to virtually eliminate the potential for escape. The building interior is then zoned to match inmate custody requirements to levels of security and physical security (e.g., doors, walls, locks).

2. A proactive rather than reactive management style. Custody staff will be placed within each housing unit where it is the responsibility of the officer to control inmate behavior by minimizing negative behavior and reducing tensions. The model relies on the skills and abilities of the officer to manage and supervise rather than sole dependence on structural barriers or technological devices.

Functional Concepts

The following is an outline of the key functional concepts that form the basis of the facility program.

1. GENERAL POPULATION HOUSING

   General population housing units will consist of 48 single cells arrayed around a common dayroom area. Showers, toilets, and lavatories will be located in highly visible zones off of the dayroom. Showers will be placed in separate single-use rooms to enhance inmate privacy and safety.

2. INTAKE HOUSING

   The intake housing unit will contain 48 to 64 single cells located adjacent to the intake and booking area. The purpose of this unit is to assess inmate behavior in the jail setting as the basis for classification and assignment to longer-term housing units. The classification staff will be based in the intake unit so that they can have direct access to new arrestees during the 24- to 72-hour period normally used to make a classification decision. Inmates housed in the intake unit will be confined to this area. The unit will include facilities for dining, medical exams, outdoor recreation and visiting. The possibility of providing some double-occupancy cells (105 sf) in this unit to accommodate surges in population should be considered.

3. SPECIAL HOUSING

   The special housing unit will contain 24 to 36 single cells subdivided into three subunits of four, eight and 16 cells. This is a lockdown unit designed to house inmates who are management problems and require major restrictions. Unlike the

other units, this module will use the remote supervision model and will be equipped with an enclosed control room. Typically, inmates who are designated as administrative segregation or disciplinary are housed in the special housing unit. Unit subdivision also permits the use of one subunit for protective custody as the need arises.

4. WOMEN'S HOUSING

The women's housing unit is programmed to house all classifications of female inmates. This module will have a total of 24 to 36 single cells in a combination of wet and dry cells. An eight-bed subunit will be provided for segregation and special management purposes.

5. MEDICAL/MENTAL HEALTH HOUSING

The mental health housing unit will contain 24 single cells to house inmates who cannot function in general population settings due to medical or mental-related disorders. Medical and mental health staff will be based in this unit though they will also make regular rounds through the other units and the intake area. Ideally, this unit is a one- rather than two-level unit.

6. INTAKE

The intake area is a major element of the facility. The purpose of this area is to accept arrestees into the facility and to process them for movement to intake housing or through the release process. This setting should be designed for freedom of movement within the unit so inmates can easily make phone calls, talk with staff or wait in an informal waiting area. Inmates who cannot function in the open setting will be placed according to their needs in high-security safety, detoxification or holding cells in a zone away from the general waiting and booking area.

7. VIDEO ARRAIGNMENT COURT

Video arraignment facilities will be located next to the intake area and accessible from the court movement area. On-site arraignment is expected to speed the general adjudication process and result in staff savings and increased security since inmate movement from the building will be significantly reduced.

8. INMATE PROGRAMS & SERVICES

Inmate programs and services include:

- Visiting;
- Medical, dental, and mental health;
- Education, library, and religious services;
- Food service (option to locate elsewhere);

- Commissary; and
- Laundry (option to locate elsewhere).

Visiting. The visiting program includes noncontact visiting rooms located at each housing unit. Visitors are screened at the public lobby and pass via sallyport into a visitor corridor system which permits access only to visiting booths at the units. Decentralized visiting eliminates the need to move large numbers of inmates to and from a central visiting zone and greatly reduces the staff demand during visiting.

Medical, Dental and Mental Health. Medical services include a clinic with dental and x-ray functions, a small infirmary, and an interview-exam area in each unit, which will be used for pill call and routine exams. Contract mental health staff will be located inside the medical-mental health housing unit to allow for close supervision, though they will also make regular visits to other housing units.

Education, Library and Religious Services. Inmate programs (education, library, and religious services), will be centralized to allow multi-purpose of classrooms and meeting areas. General population inmates will move from their housing units to the programs functions. A multi-purpose room should be provided in each general population housing unit to allow for inmate activities (e.g. AA, volunteer groups) within the housing setting.

Food Service. Food service will be provided in a central kitchen staffed by cooks and supported by inmate workers. Food will be portioned into insulated trays and delivered to each housing unit dayroom for dining. A staff dining room will also be provided. A number of alternative food service systems are possible; food service consultants should be retained to assist the county in reviewing the options.

Some options (Options B and C) outline location of the kitchen at another facility; with this approach, a smaller central reheat kitchen or pantry reheat kitchens at housing units would be required for the pretrial facility.

Commissary. Commissary orders will be taken on a scheduled basis in each unit. Orders will be bagged and transported to the housing units for distribution.

Laundry. Laundry services will be located in the support services area. Clean and soiled laundry will be transported in carts to and from housing, medical, and the laundry. Clothing and bedding exchange takes place in each housing unit. In some options, the laundry would be located with community corrections, or at a sentenced facility. With this option, laundry storage for one week should be provided in the pretrial facility. As with the existing system, this function could be located outside the building.

9. ADMINISTRATION & STAFF SUPPORT

Office and support areas are provided outside the secure perimeter for the division and facility commanders, personnel, planning, and risk management staff. Functional operations which may require contact with inmates are placed within the secure perimeter. Staff facilities should include lockers and toilets, a central briefing/muster room, a classroom, and a physical training room.

Security Concepts

Facility security relies upon inmate management complemented by the physical design. Direct supervision and observation of inmates by staff is seen as the central system for maintaining security and is facilitated by the internal design of functional areas to maximize visual supervision. Inmates are placed in small groups to facilitate management and control. The secure perimeter of the facility is designed to maximum security standards to virtually eliminate the potential for escape. Access through the secure perimeter is through sallyports which are operated by the central control room. Within the secure perimeter, the functions are subdivided into security zones with controlled access between zones. The security zones include housing units, inmate processing (intake, release, and transfer), medical programs and support services.

Communications

Communications systems will play an important role in facility security. Systems will include personal alarms, portable radios, intercom, paging and telephones systems, and duress alarms in certain locations. Video monitoring will be used for the facility exterior, sallyports and unstaffed areas.

Inmate use areas will rely on direct and constant visual supervision in keeping with the management model.

Staffing

A staffing estimate has been prepared as part of this report because the act of matching staffing to design is essential to achieving safety, as well as both operational and building efficiency. For a 300-cell facility, current staffing plans estimate the need for about 90-93 staff members, including court security. Refinements to this estimate must parallel the design progress.

Area Requirements

Table 10 below arrays the general functional areas by type and size for a new pretrial facility with a 300-cell capacity.

Table 10
General Functional Areas, Pretrial Facility (300 cells)

Area	GSF
Lobby	1,500
Administration	2,500
Custody Administration	3,000
Staff Support	2,500
Intake/Release/Transfer	7,500
Medical/Mental Health	3,000
Programs	3,500
Visiting	2,500
Support Services (Kitchen/Laundry/Commissary)	10,500
Video Arraignment Court	1,500
Housing	75,000
Subtotal 1	113,000
Building Circulation	11,450
Building Mechanical	5,725
Subtotal Enclosed Space	130,175
Housing Unit Recreation Yards	8,000
Total Building Gross Square Feet	138,175

E. SENTENCED FACILITY: ARCHITECTURAL PROGRAM OUTLINE

Project Scope: Sentenced Facility

A programmatic variation for long-term consideration would be the construction of a sentenced facility on a large site in an area on the fringes of Hillsboro. Sentenced inmates who are to serve county time would be relocated to this site, thus freeing more expensive, higher custody space in the main jail. Restitution Center housing and programs would also be relocated to this site to achieve economies of scale and staff efficiency. Sheriff's Department programs would house medium to minimum security sentenced inmates in a medium custody setting. From a staff efficiency perspective, staff to inmate ratios are lower for sentenced facilities and represent a long-term potential for operational savings. A minimum size sentenced facility might be 100 to 150 beds. Preliminary area estimates are sketched below. A 150-bed facility would require a building of 32,000 to 35,000 gross square feet or about 215 to 235 square feet per inmate.

Housing

Medium security, lockable housing units for men and women, segmented dormitories with central dayrooms and small support areas and fenced outdoor recreation are required.

Programs

Programs that should be provided are:

- GED
- Alcoholics and Narcotics Anonymous
- Medical/mental health reviews/pill call.
- Commissary

Food Service

Central or in-unit dining is recommended.

The advantages of this approach would be:

1. Effectively extending the capacity of the main jail on the north parking lot site.

2. Construction of smaller, more cost-effective dormitory housing units to achieve construction and operational cost savings. A dormitory housing unit for 50 sentenced inmates would be about 7,500 square feet in area, while single-cell housing for pretrial inmates, which is necessary to meet constitutional standards, would require 11,500 to 12,500 square feet. Typically, the unit cost for dormitory space is about 30 to 40 percent less than single-cell housing.

3. Restitution Center construction can be lightweight, commercial-grade construction. Placement of this facility on a large site would permit logical expansion. Location of a central kitchen and laundry facility to serve all county inmates would result in lower construction costs in the main jail and significant space savings for the downtown project. A decision to build a remote central kitchen might require Washington County to consider parallel rather than sequential phasing (i.e., it might be necessary to build this facility while the jail is being built in order to assure that the kitchen is operational before the jail is occupied).

Area Requirements

The area estimate below is for a 100 to 150-bed Sheriff's Department facility and a new Restitution Center of a comparable size. Preliminary estimates suggest a 150-bed sentenced facility would require 32,000 gsf in area while the Restitution Center should require about square feet for a 150-bed facility. The program assumes that segmented dormitories are used.

Table 11
Area Requirements: Sentenced Facility (150 beds)

Area	NSF	Quantity	Total NSF
Dormitory			
Housing units	2,500	3	7,500
Programs			
Classroom	400	3	1,200
Library	240	1	240
Visiting	900	1	900
Medical	150	1	150
Dining	1,200	1	1,200
Administration	1,500	1	1,500
Central Laundry	1,200	1	1,200
Subtotal			13,890
Efficiency Factor = 0.10 (divide by 10%)			
Unassigned area			1,389
Building gsf			15,279 gsf

F. RESTITUTION CENTER OUTLINE PROGRAM

Project Scope: Restitution Center

The area requirements below are based on a Community Corrections operational program which is similar to the existing Restitution Center. Detailed planning and a change or expansion of the Restitution Center mission may change the size and the nature of housing types and required support spaces. An important policy and operations issue is the provision of centralized or duplicated kitchen and laundry facilities. One argument for co-location of these facilities is the potential to eliminate separate kitchens and staffing duplications.

Area Requirements: Restitution Center 150 beds

Small dormitories are assumed as the principal housing type. Provision of single sleeping rooms would add about 7,500 nsf to the project area.

Table 12
Area Requirements: Restitution Center (150 Beds)

Area	NSF	Quantity	Total NSF
Dormitory			
Housing units	6,000	3	18,000
Programs			
Classroom	400	3	1,200
Library	240	1	240
Visiting	900	1	900
Medical			
Dining	1,200	1	1,200
Laundry	100	1	100
Administration	1,500	1	1,500
Subtotal			23,140
Efficiency Factor = 0.9			
Unassigned area			2,314
Building gsf			25,454 gsf
Central Kitchen (this site only)			3,500 gsf
Central Kitchen (serves all facilities)			7,000 gsf
Central Laundry			1,500 - 1,800 gsf

G. SUMMARY OF AREA ESTIMATES

The table below summarizes the three different facilities by required floor areas.

Table 13
Summary of Area Estimates

Facility		Capacity	Estimated Area
1.	Pretrial Detention	300	138,000 gsf
2.	Sentenced	150	15,000 gsf
3.	Restitution Center	150	25,500 gsf
4.	Central Laundry & Kitchen for 2 + 3		4,000 gsf

H. JAIL STAFFING ESTIMATES

Staffing estimates have been prepared for a 300-bed, single-cell pretrial facility, and a 150-bed sentenced facility. Staffing plans must be developed and refined as part of the programming and design process. The estimates below represent a point of departure and are intended to suggest an order of magnitude rather than to be precise for each post.

Staffing represents the single largest operational expense for detention facilities. During a typical 30-year life cycle, staffing represents between 70 and 80 percent of life cycle costs while construction costs account for 10 percent of total costs. A mistake in facility design that results in one additional 24-hour post in the jail can result in a need for five additional staff members every year over the life cycle of the building. At $30,000 average county cost per staff the additional post would cost $150,000 per year or $4.5 million over the building life span.

The tables below array typical staffing compliments for a pretrial facility and for a sentenced facility and are intended as models to be adjusted as other scenarios emerge and in consultation with operations staff. It is assumed that operations staff may adjust a number of positions listed, and they should be included in detailed staffing analyses.

Preliminary estimates for a 300-cell facility show a need for 90 to 91 FTEs, while for a 150-bed sentenced facility 23 to 24 FTEs would be required. As part of further detailed studies, it would be useful to project staffing in a scenario where the sentenced facility is much larger in order to assess the long-term staffing impacts and potential economies of scale.

The factors in computing staff needs are:

1. Days of the week;

2. Number of shifts;

3. Number of posts; and

4. Shift relief factors.

Shift relief factors are based on days manned, shifts, and factors such as vacation, training, and sick days during the year. A 1.0 factor is assigned for five-day staff members who do not require replacement when they are ill or away while a 1.13 factor is used for staff who must be replaced if they are away from their posts. A 1.66 factor is used for a seven day post which must be staffed when the regular staff member is unavailable. These shift relief factors may require adjustments for Washington County's Sheriff's Department staffing and training requirements.

Note that it is assumed certain services are provided by outside contractors and others are provided by county staff. These assumptions should be adjusted to provide the most cost effective staffing plan.

Staffing Plan Estimate
Option A: New Facility, Direct Supervision - 300 Single Cells

Table 14
Option A Staffing Plan Estimate

Position	Days/Wk	Shift 1	Shift 2	Shift 3	Sub Total	Relief Factor	Post Total	Unit Total
ADMINISTRATION								
Facility Commander	5	1	-	-	1.0	1.0	1.0	
Admin. Sgt.	5	1	-	-	1.0	1.0	1.0	
Training Sgt.	5	1	-	-	1.0	1.0	1.0	
Lobby Recpt.	7	1	0.5	-	1.5	1.13	1.7	
Clerical	5	2	1	-	3.0	1.13	3.39	
Total								8.09
CUSTODY ADMIN./OPERATIONS								
Watch Commander	7	1	1	1	3.0	1.66	4.98	
Classification	5	1	-	-	1.0	1.0	1.0	
Central Control	7	1	1	1	3.0	1.66	4.98	
Records Staff	7	1	1	1	3.0	1.66	4.98	
Escort/Relief	7	-	-	-	-	-	-	
Court Security[20]	5	5	-	-	5.0	1.0	5.0	
Court Holding Facility	5	2	-	-	2.0	1.13	2.26	
Transport	5	2	-	-	2.0	1.0	2.0	
Visiting	5	-	1	-	1.0	1.0	1.0	
Total								26.2
INTAKE/RELEASE								
Intake Officers	7	1	1	1	3.0	1.66	4.98	
Property	7	1	1	1	3.0	1.66	4.98	
Total								9.96
MEDICAL								
Physician	7	-	-	-	contract services			
Nurses	7	1	-	-	1.0	1.66	1.66	
Medical Records	5	1	-	-	1.0	1.0	1.0	
Mental Health	7	-	-	-	contract services			
Total								2.66[21]
PROGRAMS								
Education	5	1	-	-	contract services			
Chaplain	5	1	-	-	contract services			

20 Court security staff are not usually considered part of the jail staff roster.
21 Does not include contract staff.

Table 14 (cont.)

Position	Days/Wk	Shift 1	Shift 2	Shift 3	Sub Total	Relief Factor	Post Total	Unit Total
SUPPORT								
Cooks	5	1	1	-	2.0	1.0	2.0	
Commissary	5	1	-	-	1.0	1.0	1.0	
Housekeeping	5	1	1	-	2.0	1.0	2.0	
Maintenance	5	1	1	-	2.0	1.0	2.0	
Total								7.0
HOUSING								
Special Housing	7	1	1	1	3.0	1.66	4.98	
Women's Unit	7	1	1	1	3.0	1.66	4.98	
Medical/Mental Health	7	1	1	1	3.0	1.66	4.98	
Intake Housing (50 bed)	7	1	1	1	3.0	1.66	4.98	
Gen. Population (50 bed)	7	4	4	2	10.0	1.66	16.6	
Total								36.52[22]
Grand Total Detention Facility								**90.43**

Staffing Plan Estimate
Option B, Sentenced Facility,[23] Direct Supervision - 150 Dormitory Beds

Table 15
Option B Staffing Plan Estimate

Position	Days/Wk	Shift 1	Shift 2	Shift 3	Sub Total	Relief Factor	Post Total	Unit Total
ADMINISTRATION								
Facility Commander	5	1	-	-	1.0	1.0	1.0	
Clerical/ reception	5	1	-	-	1.0	1.0	1.0	
Program Staff	5	1	-	-	1.0	1.0	1.0	
Food Service	7	1	-	0.5	1.5	1.66	2.49	
Total								5.49
HOUSING								
Women's Unit (30 bed)	7	1	1	1	3.0	1.66	4.98	
Gen. Population (60 bed)	7	2	2	1	5.0	1.66	8.30	
Relief Officer	7	1	1	1	3.0	1.66	4.98	
Total								18.26
Sentenced Facility Total								**23.75**

Note that, as an alternative, the addition of three housing units (150 beds) to the pretrial facility would require the addition of 13 to 15 housing unit officers.

22 The use of 64 cell units would reduce housing staff requirements.
23 Assumes food service from central kitchen in main jail.

I. NEXT STEPS

Master Plan Issues

The interim master plan serves as a point of departure for future study and refinement. As planning continues, Washington County should experiment with various system reforms and incarceration alternatives, as suggested in other volumes to test their utility and potential impact for reduction in bedspace demand for Sheriff's and Department of Community Corrections facilities alike.

A design study of the "north parking lot" site is necessary to verify that a 300- to 350-cell facility can be sited properly. This study should include scale plan drawings showing housing, circulation and mass model studies. Ideally, the model studies should include other public buildings. These concept plans should also consider the potential for significant expansion and acquisition of additional land.

At an early date, a systematic search should be undertaken to identify potential jail sites in outlying areas. While this study estimates that a seven- to nine-acre site would accommodate Sheriff's Department and Department of Community Corrections detention housing needs, a larger site of 10 to 14 acres would provide significant flexibility for large-scale expansion or co-location of other public functions. This process is inherently a politically charged effort, and a strategy to inform local law enforcement and citizens is central to its success.

Determination of the future role and capacity of the Community Corrections programs, including housing and noncustody alternatives, should be an important master plan objective. An assumption made in this study was that in some scenarios, there may be staff and programmatic benefits from the location of the Restitution Center adjacent to Sheriff's Department facilities. This assumption may not be correct, and it would be important to decide the costs and benefits of such an approach.

Decisions about operations and staffing drive the design of modern detention facilities. Staffing studies should begin at the earliest date and evolve from policy decisions about the operational philosophy for jail management. Scenarios with varied housing types transport staff differentials for a downtown vs. an outlying site, and the utility of a centralized kitchen and laundry element are among the important issues.

While there is no absolute certainty that direct supervision is more staff efficient than indirect supervision, study continues on this issue, and much evidence suggests this is true. Beyond staff efficiency, safety and overcrowding tolerance are critical factors. Studies by the National Institute of Corrections suggest less assaults and vandalism in direct supervision facilities since staff are in continuous contact with inmates. Overcrowding in detention facilities is a fact of life in our times. Observations in overcrowded direct supervision facilities suggests a higher tolerance for overcrowding than indirect supervision facilities. That is to say that it is possible to safely house a number of inmates and maintain standard operational practices.

Once decisions about the size and location(s) of a new detention facility have been made, a core team of one to two Sheriff's Department staff members should be assigned to the new

detention facility project until the building is occupied. A full-time commitment of one or two staff members will provide the consistency necessary to develop a successful project.

The County Commissioners and the Sheriff should support extensive site visits to a number of direct supervision detention facilities around the country. Site visits provide the most important single source of information on innovative and cost-effective design, particularly in the areas of housing and intake unit design, the two most critical functional areas in jails. Tours of new direct supervision facilities such as the Washoe County Detention Center in Reno, Nevada, and the West County Justice Center in Contra Costa County, California, represent a sound investment for learning opportunities in diverse areas such as operations, food service systems and construction and security systems. Ideally, these tours would include selected County Commissioners and county staff, as well as Sheriff's Department staff.

Architectural Selection and Design Process

The architectural team should include special consultants in the fields of security systems, food service design and acoustical engineering. Security consultants should have experience in prison or large jail food service systems.

The National Institute of Corrections' Design/Plan Review Process should be utilized during schematic design and design development. The NIC review is free to local governments and is conducted by practitioners with substantial experience in operating detention facilities.

Full-scale mock-ups should be constructed of typical cells and the control room. Optional control room consoles should be constructed in plywood for testing by the Sheriff's staff. For additional information on the value of control room mock-ups, contact Captain Ben Sunderland, Detention System Commander, Lane County, Oregon.

Large scale cardboard or form core models should be built for the intake/booking area and for the housing units. These working models serve as design tools in working with staff to assure that organization and sightlines are correct.

PART THREE
IMPLICATIONS FOR FUTURE PLANNING

PART THREE: IMPLICATIONS FOR FUTURE PLANNING

A. INTRODUCTION

Washington County set out originally to develop an assessment of its justice system, a jail needs assessment and a corrections facility master plan and program. At this point in time much progress has been made in that direction and ILPP is confident that the planning process is well founded and will succeed with the energies of CJES behind it. There are a number of stages or steps in the planning that must still be completed. These are discussed below.

There are three stages remaining in order for the county to develop a comprehensive and balanced justice system and appropriate corrections facilities.

First, some practical structural concerns must be addressed which include assessing the Enhanced Sheriff's Patrol District program, the structure of custody, and implementing the major system recommendations set forth elsewhere in this report and summarized below.

Second is a period of monitoring the impacts of various implemented changes and gauging the size and type of custody arrangement that will best meet the county's needs once the impact of system reform is felt on demand.

Third is the engagement of an architect and the development from options and program strategies already worked out and presented in this study (and further studies), those ultimate facility solutions that best meet the county's needs.

It needs to be stressed that these three planning stages which remain are consecutive; first system changes must be decided upon and implemented; then gauged; and then facility choices can be made and implemented. This three-stage process should take from nine to 15 months.

During this remaining planning period the county will face continuing pressure from a crowded system. However, ILPP predicts that crowding will be reduced throughout the system, based on changes recommended in this study.

Replacement custody space will be required, in any event, due chiefly to efficiency problems in the current jail. Also, net new beds will certainly be needed in the future. By pursuing the three planning stages set out in this section, however, the county should be able to lower system demand and implement changes that will greatly improve the coordination of the criminal justice system. The county should then be fully prepared to develop efficient, expandable facilities of the right type and size for the near future.

B. IMPLEMENTING SYSTEM REFORM

The county needs to seriously review the Enhanced Sheriff's Patrol District program, and the current organization of custody while simultaneously implementing major system reform called for in this study. Below, these three areas are addressed separately.

1. Enhanced Sheriff's Patrol District

ILPP was exposed to the Enhanced Sheriff Patrol District (ESPD) program in many ways, but was not able to develop a comprehensive evaluation of the program. No formal study was completed for several reasons. The chief reason is that currently, there is no discrete data that allows an evaluation of the program's impact. There is extensive activity data on patrol work in the Sheriff's Department, but the ESPD is not tracked in a discrete way and no control is available to determine the actual (i.e., changed) impacts that have resulted from the program. More important, the program has a "sunset" provision and therefore, it will be evaluated in due course.

On the other hand, ILPP repeatedly received interview feedback about the ESPD effort from officials at each stage in the criminal justice system. Other police departments had experience with the program and commented that response time to priority calls appeared improved.

Prosecution, court and defense interviews suggested strongly that many new offenders were being introduced into the justice system as a result of enhanced patrol, but that the seriousness of the crimes resulting in arrests had diminished; i.e., that enhanced patrol resulted in many more minor offenders, and many more traffic violators being introduced into the justice system.

Corrections officials agreed with the general assessment that citizen perceptions of safety were improved but that the impact on the justice system was a "flood" of new cases with less than clear impact on serious crime.

It must be stressed that these perceptions gleaned in interviews are not at all objective or based on data. While there was general agreement among varying perceptions, ILPP can make no formal "findings" with regard to ESPD's impact.

The only findings ILPP can make are that there appears to be a major impact on increasing the cases in the justice system flow; that any such impact is not clear with regard to effect on crime; and that, because of the major system impact and its unclear impact on crime, further serious evaluation is called for.

ILPP therefore recommends that a careful impact study occur with regard to ESPD, in the near term, without waiting for the full five-year program duration and sunset clause. It is too large a program with too many possible serious consequences and potentials to not be evaluated now. It appears likely that such a study would show a very large set of impacts, some desirable and some not desirable.

If the evaluation of the ESPD supports the perceptions of many of those interviewed by ILPP, then the patrol program should be reassessed accordingly. In the meanwhile, program administrators should consider a more clear cut set of enhanced patrol priorities aimed at violent and serious crime and perhaps focused away from minor offenses and traffic violations that may well be creating some imbalances in the Washington County criminal justice system.

2. The Structure of Custody

In assessing the overall criminal justice system and corrections needs in particular, ILPP has taken strong note of the bifurcation between custody administrations in Washington County. The County Jail is administered by the Sheriff's Department while the Restitution Center is administered by the Department of Community Corrections.

The original distinction between the two custody facilities and two administrations was clear. The County Jail was primarily for pretrial offenders and for more serious sentenced offenders awaiting prison, and the Restitution Center was for sentenced offenders requiring less security and those considered more appropriate for rehabilitation and graduated reentry into the community.

As changes in the environment and local criminal justice system have developed, and more recently in the face of severe system crowding, the Restitution Center has literally become a jail "annex." As the County Jail population swells, sentenced inmates are transferred to the Restitution Center.

As currently operated, the Restitution Center now houses many offenders who were originally classified as medium security, and would, under other circumstances, require at least a secure perimeter. (The result of all lesser offenders being housed at the Restitution Center means that the jail does not have enough trusties to do the menial work required in all jail facilities.) The seriousness of offenders, as allocated between the two custody facilities, literally depends on overall capacity and crowding rather than appropriate housing and security.

Currently, there appears to be little reason for there to be two separately administered custody facilities; the Restitution Center takes ever more serious offenders, and less and less opportunity exists for rehabilitation in an overcrowded system.

In addition, many newly structured corrections systems have been founded on the principle that a single agency needs to control all custody and punishment slots. The best example of this is ILPP's client, Orange County Department of Corrections and Rehabilitation in Florida. This agency oversees pretrial release, pretrial and sentenced custody and community corrections. Great cost savings have resulted and crowding is managed in a far more effective manner as a result of this structure.

Although ILPP has not made a true organizational study of the administration of corrections or the administrative structure of the two facilities, the research and analysis in Washington County over nearly seven months has demonstrated to ILPP that there are problems of coordination between the two facilities. Problems abound in terms of each administration notifying the other of changes in policy and practice, inmate movement, classification, etc. Some tensions exist, and new problems crop up often. Competition exists for the better inmates to do menial work and for scarce program resources. Authority and responsibility overall are fractured.

Classification is accomplished initially at the County Jail. Then, often without any reclassification, inmates are transferred to the Restitution Center. Security problems, programs and services coordination, and overall system coordination issues are frequent. ILPP believes that some of these problems are endemic to two separate administrations of the basically combined custody facilities.

With these observations and preliminary findings in mind, ILPP believes that a single custody administration over the two current facilities and over any and all new custody facilities should be instituted. In fact, serious consideration should be given to including pretrial and community corrections (i.e., "the front door and back door") in a large corrections agency format.

ILPP does not wish to engage in the debate over which administration is better suited to administering the custody resources of Washington County. There are many strong arguments in favor of the Sheriff Department and many strong arguments in favor of the Department of Community Corrections administering the County Jail and Restitution Center. ILPP does recommend that one single administration oversee both facilities and future custody programs and perhaps the front and back ends of corrections as well.

3. Implementation of Major System Reform

Before Washington County determines the ultimate size and configuration of its future custody array, the two previously described issues should be engaged, and the following system changes should be instituted. These changes will impact greatly on system demand and in particular, on jail size.

It makes no sense to build for current demand if the county is willing to reduce that demand significantly. Once the changes are implemented and demand reduced, the county can go on to the third stage and choose one of the master plan options described earlier in this volume.

The following major options are perceived by ILPP as instrumental to balancing the system and leading towards a managed and self-regulating justice system. Once operational, they will reduce demand for custody. These options are listed below.[24]

Option 1: Centralized Management of Criminal Justice System

Option 2: Pretrial Release Agency/Program

Option 3: Pretrial Appearance Notification Program

Option 4: Field Citation Use

Option 5: Stationhouse Citation

Option 6: Supervised OR and Conditional Release

24 For more information of these recommendations, see the Options section of Volume III.

Option 7: Review of DA Case Screening

Option 8: Post-Sentence Electronic Monitoring

Option 9: Pretrial Electronic Monitoring

Option 10: Alternative Housing

C. MONITORING SYSTEM REFORM AND GAUGING ULTIMATE CUSTODY NEED

The second stage in the planning work that remains entails tracking the progress of system reform to monitor its impact. With a good sense of the actual changes in demand for jail beds that should result from various recommendations in this study, CJES should be able to gauge likely future needs for new construction to meet demand.

Each of the changes discussed above will have some impact on reducing demand for custody space. While the county will nonetheless require replacement beds due to the inefficient nature of its current facilities, new bedspace will probably also be required as population grows. Only by gauging the impact of reducing that growth in demand resulting from system reform can the county choose the right size and future expansion capacity needed for new corrections facilities.

The county should therefore seek quarterly tracking, profile and projections updates so as to monitor the impact of system changes. At each quarterly interval, the available data should provide useful comparisons as system changes become evident. Using this study as a base and the quarterly studies as supplements, new policies, programs and procedures can be gauged for impact.

CJES should be involved with the county administration and aided by a strong facilitator. Work should proceed regularly on monitoring and gauging system performance, focusing on need for bed capacity. During the process of monitoring and gauging impact, evaluation of master plan scenarios should also occur.

After six months, the county should have a fair ability to modify the population projections in this study. Following such projection modifications, the county should reformulate the bed capacity analysis also set forth in this study.

D. MASTER PLANNING

During the planning time frame described above, CJES and perhaps a county-designated site committee should begin to evaluate the master planning options set forth in this study. Before data is ready and decisions are made, the "politics" of land use should be featured in a well-conceived process that county leaders believe will help develop a consensus over siting and organizing future corrections facilities. The ingredients for the required process and deliberations are set forth in this study.

The county should develop further information through various noted master plan studies. Most important, the county should seek to develop a sound political basis for deciding on master plan options while awaiting the final data that will point to actual need. Revised population projections and bed capacity analyses will come from the quarterly studies, but a consensus building process in the community must be commenced during that same time frame.

The county should seek to narrow the master plan scenarios and options proposed in this study. If possible, rankings should be developed of various suboptions. As the data becomes clearer and decision making and consensus building processes mature, the preferred master plan option should be chosen. The Board of County Commissioners should formally approve the choice before further planning is undertaken.

Once a master plan option is chosen, perhaps by the beginning of 1993, the county will be in an ideal position to engage architectural services. Engaging an architect should be accomplished with the assistance of the National Institute of Corrections and/or with the involvement of an independent consultant not likely to benefit by selection. Care must be taken to insure that the right mix of local accountability and national experience with direct supervision are both present.

The architect should first be contracted to develop a detailed architectural program, using as a foundation the prearchitectural program and outline material set forth in this study. The program must focus sharply on staffing and operational costs. On completion, it should be approved by the County Board of Commissioners before the design stage.

Design must again be accountable to staffing and other operational costs, as set forth in detail elsewhere in this study.

After the initial completion of design, a design review process should occur. Again, this should be done with an outsider, perhaps recommended by NIC, to ensure that the work is technically excellent. After final design, the Board of County Commissioners should again approve the work, with particular emphasis on scheduling and staffing and related operational cost factors inherent to the design.

The buildings should be constructed with a vigorous management scheme and parallel reviews. NIC can be most helpful in this process, with technical assistance as needed for laundry, food services, etc.

E. CONCLUSIONS

The county should continue the quarterly CJES studies and the monitoring/gauging of system impacts throughout facility planning, programming, design and construction. CJES must maintain an overall coordinating role in order for the planning process outlined herein to work.

APPENDIX IV.A
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APPENDIX IV.A
BIBLIOGRAPHY

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APPENDIX IV.B
FOOTPRINT ESTIMATES

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FOOTPRINT ESTIMATES

FOUR-STORY FOOTPRINT ESTIMATE: 300 BEDS

1.	Building area = 300 beds x 450 gsf/bed[1] = 135,000 gsf Recreation yards = 6 yards x 1500 gsf = 9,000 gsf Total building area = 135,000 gsf + 9,000 gsf =	144,000 gsf
2.	Housing unit floor area & footprint: a. Area: One 50-bed housing unit = 250 sf/bed x 50 beds = 12,500 sf/unit b. Footprint = 75% unit area = .75 x 12,500 = 9,375 sf c. Recreation yard = 1000 sf/ unit d. Footprint 1 housing unit = sum (b + c) = 9,375 sf + 1000 sf = 10,375 sf /unit e. Total housing **footprint** 4 story facility = 3 per floor x 10,375 sf = (assumes perfect stacking of three units)	31,125 gsf
3.	Administration and support services area & footprint a. Total area: (60,000 sf) a. Footprint two story facility = 50% first floor = .5 x 60,000 sf	30,000 gsf
4.	Building **footprint**: 300 beds @ two stories = 31,125 sf + 30,000 sf	61,125 gsf
5.	Sallyport and drives	5,000 gsf
6.	Delivery and drives	10,000 gsf
7.	Official parking: 20 cars and 4 vans	7,600 gsf
8.	Minimum project footprint (300 beds) (sum 4 - 7)	83,725 gsf
9.	Staff Parking: 80 spaces @ 300 sf	24,000 gsf
10.	Visitor Parking: 20 spaces @ 300 sf	6,000 gsf
11.	400 bed facility **footprint** with parking (8 + 9 + 10)	113, 725 gsf
12.	Footprint 100 bed addition: 10,375 sf/unit + 2000 sf (mechanical, circulation, etc.) =	12,375 gsf
13.	Other: buffer zones, courts, sheriff's administration not included	0 gsf

[1] 450 sf/inmate for increased circulation & fire exiting.

14.	400-bed facility **footprint:** without staff / visitor parking **(8 + 12)**	96,100 gsf
15.	400-bed facility **footprint:** with parking **(14 + 9 + 10)**	126,100 gsf

TWO-STORY FOOTPRINT ESTIMATE: 400 BEDS

1.	Building area = 400 beds x 425 gsf / bed = 170,000 gsf Recreation yards = 8 yards x 1000 gsf = 8,000 gsf Total building area = 170,000 gsf + 8,000 gsf =	178,000 gsf
2.	Housing unit floor area & footprint: a. Area: One 50-bed housing unit = 250 sf /bed x 50 beds = 12,500 sf /unit b. Footprint = 75% unit area = .75 x 12,500 = 9,375 sf c. Recreation yard = 1000 sf/unit d. Footprint one housing unit = sum (b + c) 9,375 sf + 1000 sf = 10,375 sf /unit e. Total housing **footprint** two-story facility = 8 x 10,375 sf =	83,000 sf
3.	Administration and support services area & footprint a. Area: (70,000 sf) floor plates b. Footprint two story facility = 65% first floor = .65 x 70,000 sf	45,500 sf
4.	Building **footprint**: 400 beds @ two stories = 83,000 sf + 45,500 sf	128,500 sf
5.	Sallyport and drives	5,000 gsf
6.	Delivery and drives	10,000 gsf
7.	Official parking: 20 cars and 4 vans	7,600 gsf
8.	Minimum project footprint (400 beds) (sum of items 4 - 7)	151,100 gsf
9.	Staff parking 80 spaces @ 300 sf	24,000 gsf
10.	Visitor parking 20 spaces @ 300 sf	6,000 gsf
11.	400 bed facility with parking	181,100 gsf
12.	Footprint 100-bed addition: 2 x 10,375 sf/unit + 2000 sf (mechanical, circulation, etc.) =	22,750 gsf
13.	Other: buffer zones, courts, sheriff's administration not included	0 gsf
14.	500-bed facility **footprint:** without staff / visitor parking (8 + 12)	173,850 gsf

15.	500-bed facility **footprint:** with parking (14 + 9 + 10)	203,850 gsf

FOUR-STORY FOOTPRINT ESTIMATE: 400 BEDS

1.	Building area = 400 beds x 450 gsf/bed[2] = 180,000 gsf Recreation yards = 8 yards x 1000 gsf = 8,000 gsf Total building area = 180,000 gsf + 8,000 gsf =	188,000 gsf
2.	Housing unit floor area & footprint: a. Area: One 50-bed housing unit = 250 sf/bed x 50 beds = 12,500 sf /unit b. Footprint = 75% unit area = .75 x 12,500 = 9,375 sf c. Recreation yard = 1,000 sf/unit d. Footprint one housing unit = sum (b + c) = 9,375 sf + 1,000 sf = 10,375 sf/unit e. Total housing **footprint** 4-story facility = 4 x 10,375 sf = (assumes perfect stacking of four units)	41,500 gsf
3.	Administration and support services area & footprint a. Area: (80,000 sf) b. Footprint four story facility = 50% first floor = .5 x 80,000 sf	40,000 gsf
4.	Building **footprint** : 400 beds @ two stories = 41,500 sf + 40,000 sf	81,500 gsf
5.	Sallyport and drives	5,000 gsf
6.	Delivery and drives	10,000 gsf
7.	Official parking: 20 cars and 4 vans	7,600 gsf
8.	Minimum project footprint (400 beds) (sum 4 - 7)	104,100 gsf
9.	Staff parking: 80 spaces @ 300 sf	24,000 sf
10.	Visitor parking: 20 spaces @ 300 sf	6,000 sf
11.	400-bed facility **footprint** with parking (8 + 9 + 10)	134,100 gsf
12.	Footprint 100-bed addition: (10,375 sf/unit + 2000 sf (mechanical, circulation, etc.) =	12,375 gsf
13.	Other: buffer zones, courts, sheriff's administration not included	0 gsf

2 450 sf/inmate for increased circulation & fire exiting.

14.	500-bed facility **footprint**: without staff / visitor parking (8 + 12)	116,475 gsf
15.	500-bed facility **footprint**: with parking (14 + 9 + 10)	146,475 gsf

APPENDIX IV.C
JAIL PLANNING ISSUES MATERIAL PRESENTED TO CJES

RESOLUTION

ISOLATION OF STAFF FROM INMATES

August 1984

WHEREAS, the American Correctional Association advocates that effectively trained professional correctional staff directly supervise manageably-sized groups of properly classified, general population inmates in medium and maximum security institutions: and

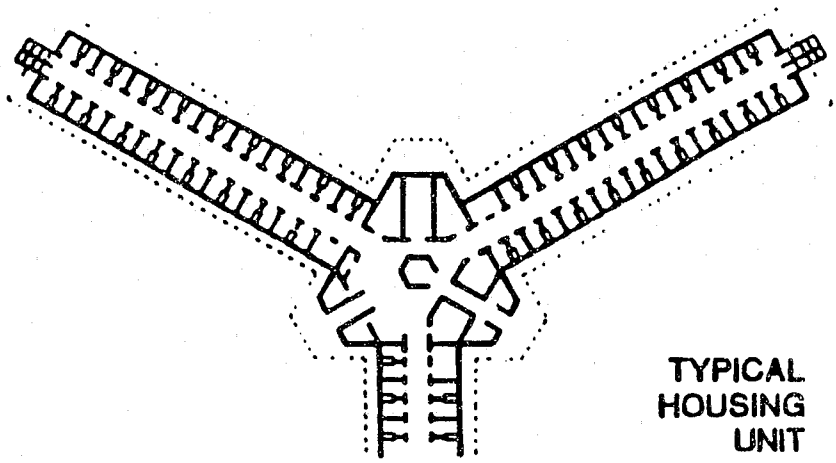
WHEREAS, there appears to be a trend in correctional management and architecture to design and operate the inmate housing areas in all correctional facilities using physical barriers that isolate staff from general population inmates; and

WHEREAS, such physical separation of staff from inmates diminishes the professional role of the correctional worker in that the physical barriers impede the correctional workers' ability to proactively direct inmates' behavior in positive directions and to avoid the alienation of staff and inmates.

THEREFORE, BE IT RESOLVED: That the American Correctional Association here assembled places itself on record as being opposed to a philosophy of inmate management that relies principally on remote surveillance for the direct supervision of inmates within general population housing areas.

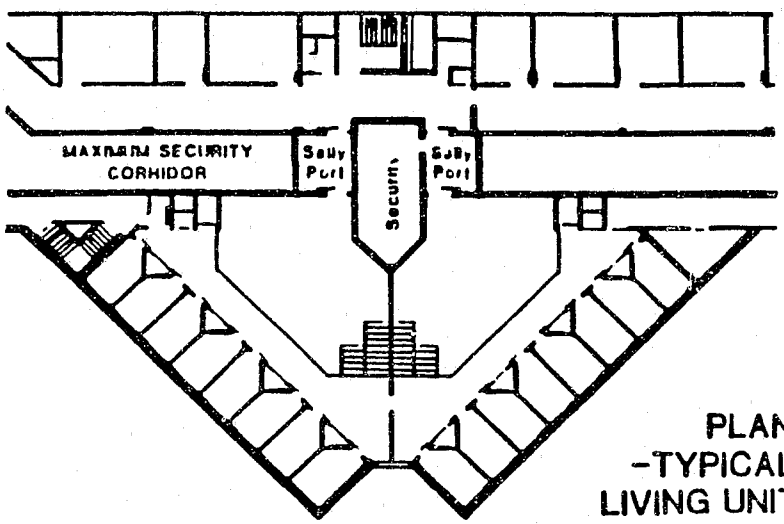
BE IT FURTHER RESOLVED: That the physical structure, inmate management strategy, and deployment of staff in correctional institutions be oriented toward the proactive prevention of undesirable inmate behavior through the identification and resolution of causative factors in a manner consistent with public, staff, and inmate safety.

LINEAR/INTERMITTENT SURVEILLANCE



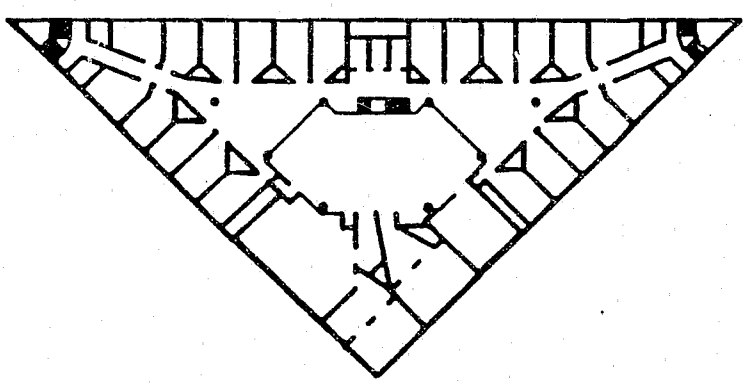
TYPICAL HOUSING UNIT

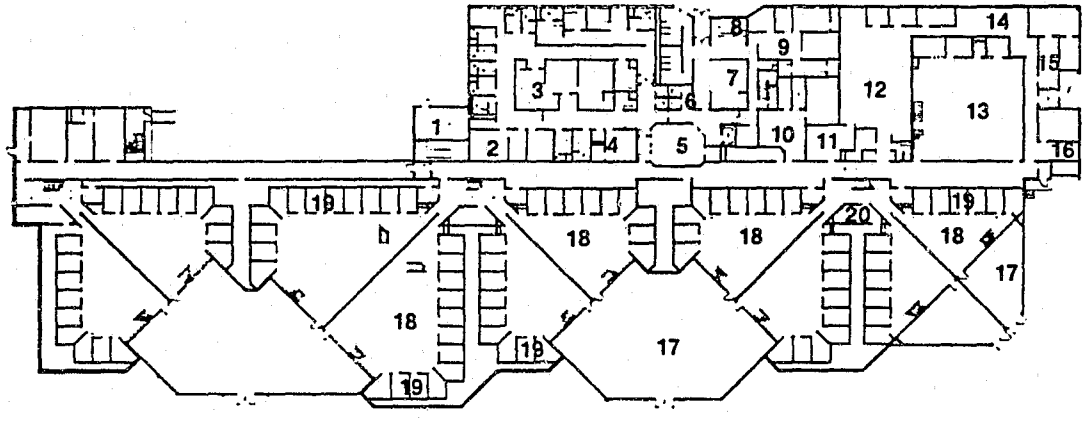
PODULAR/REMOTE SURVEILLANCE



PLAN -TYPICAL LIVING UNIT

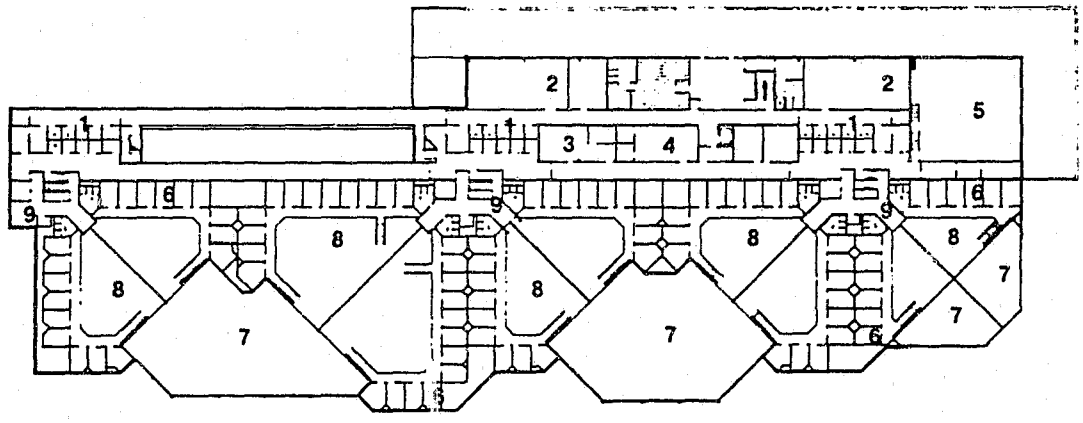
PODULAR/DIRECT SUPERVISION





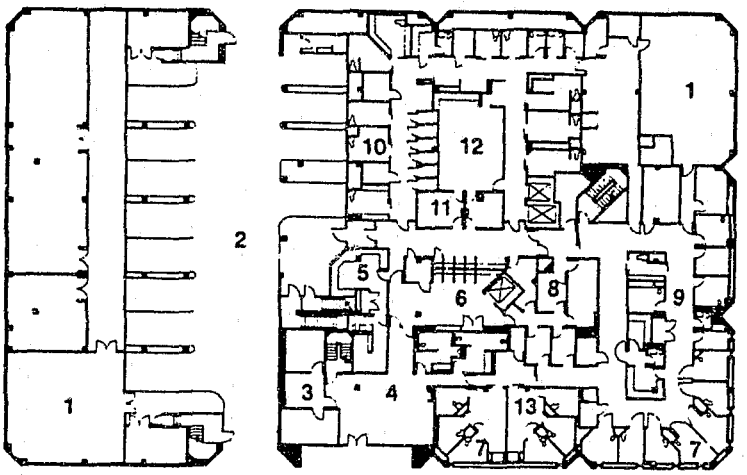
First Level

1 Sally Port
2 Magistrate
3 Booking Area
4 Superintendent
5 Central Control
6 Interview
7 Waiting
8 Reception
9 Administration
10 Laundry
11 Staff Dining
12 Kitchen
13 Gymnasium
14 Storage
15 Maintenance
16 Receiving
17 Outdoor Exercise
18 Dayroom
19 Typical Cell
20 Counseling



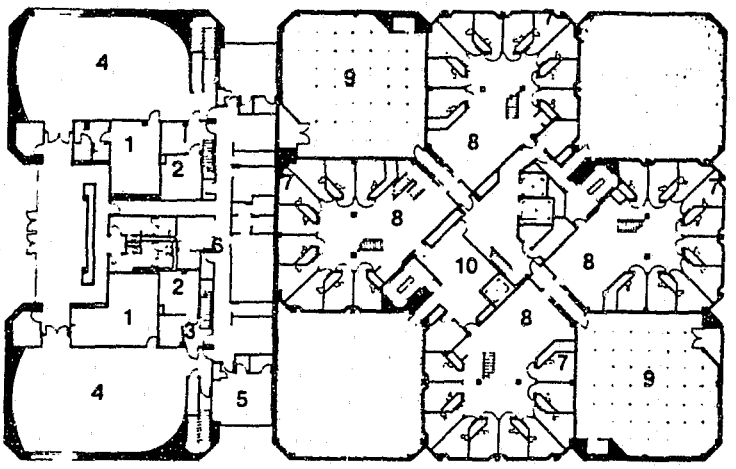
Second Level

1 Visiting
2 Mechanical
3 Library
4 Classroom
5 Gymnasium Below
6 Typical Cell
7 Outdoor Exercise
8 Dayroom Below
9 Control Room



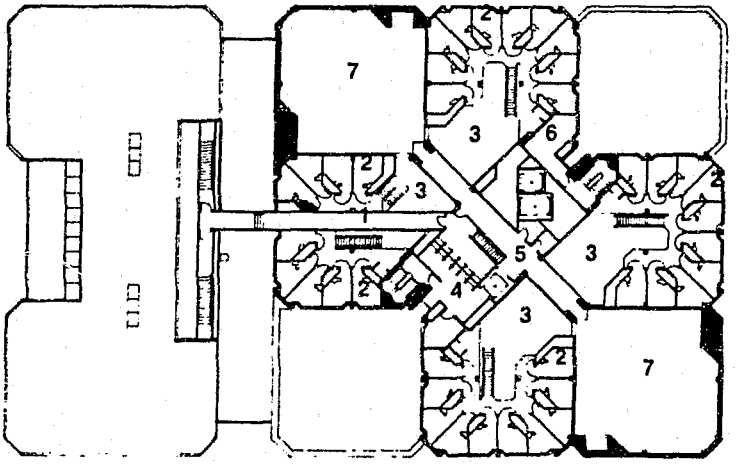
Ground Level

1 Mechanical
2 Vehicular Sally Port
3 Offices
4 Public Lobby
5 Central Control
6 Visiting
7 Cell
8 Interview
9 Medical
10 Holding Room
11 Services
12 Booking
13 Special Segregation



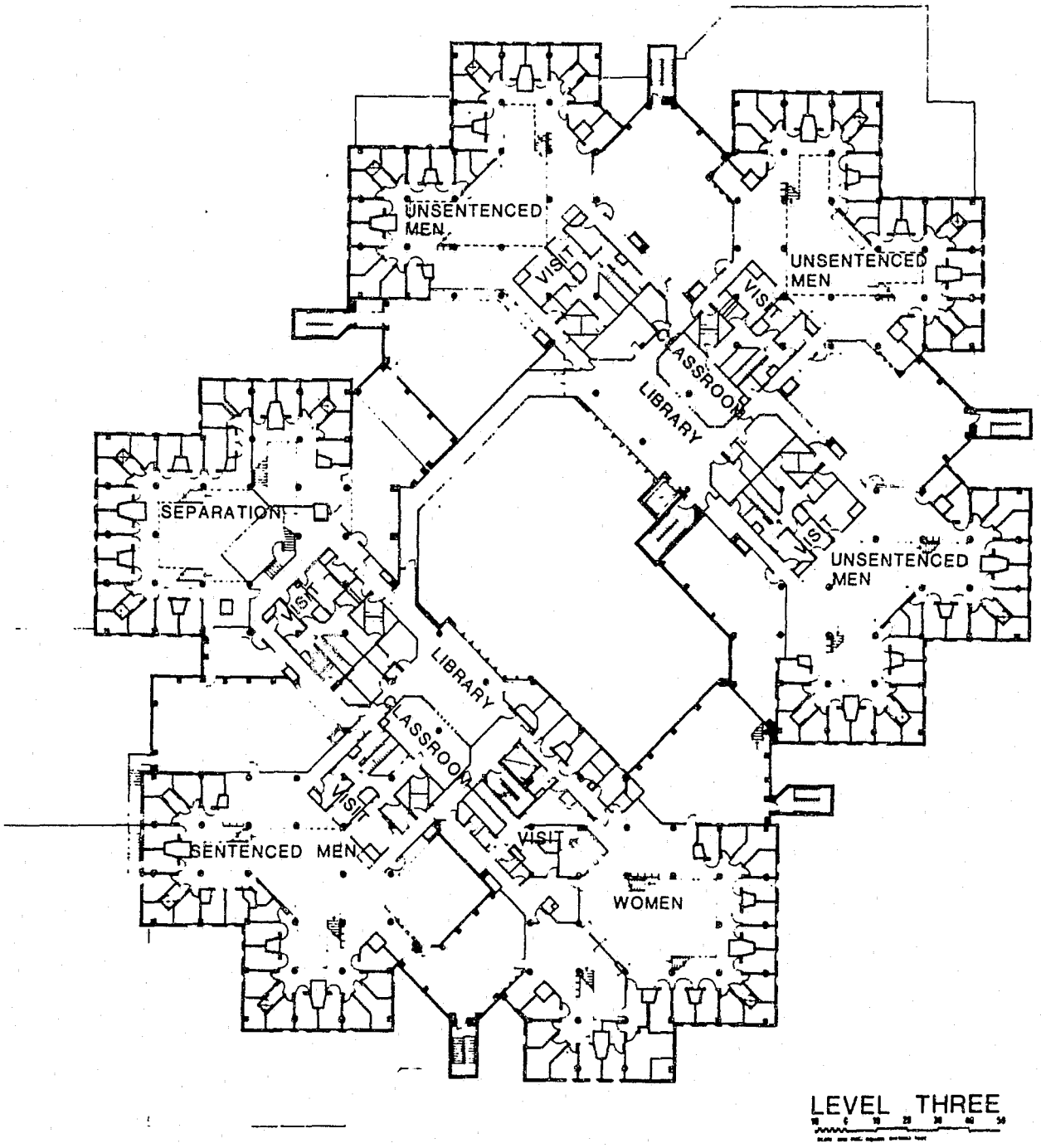
Level Two

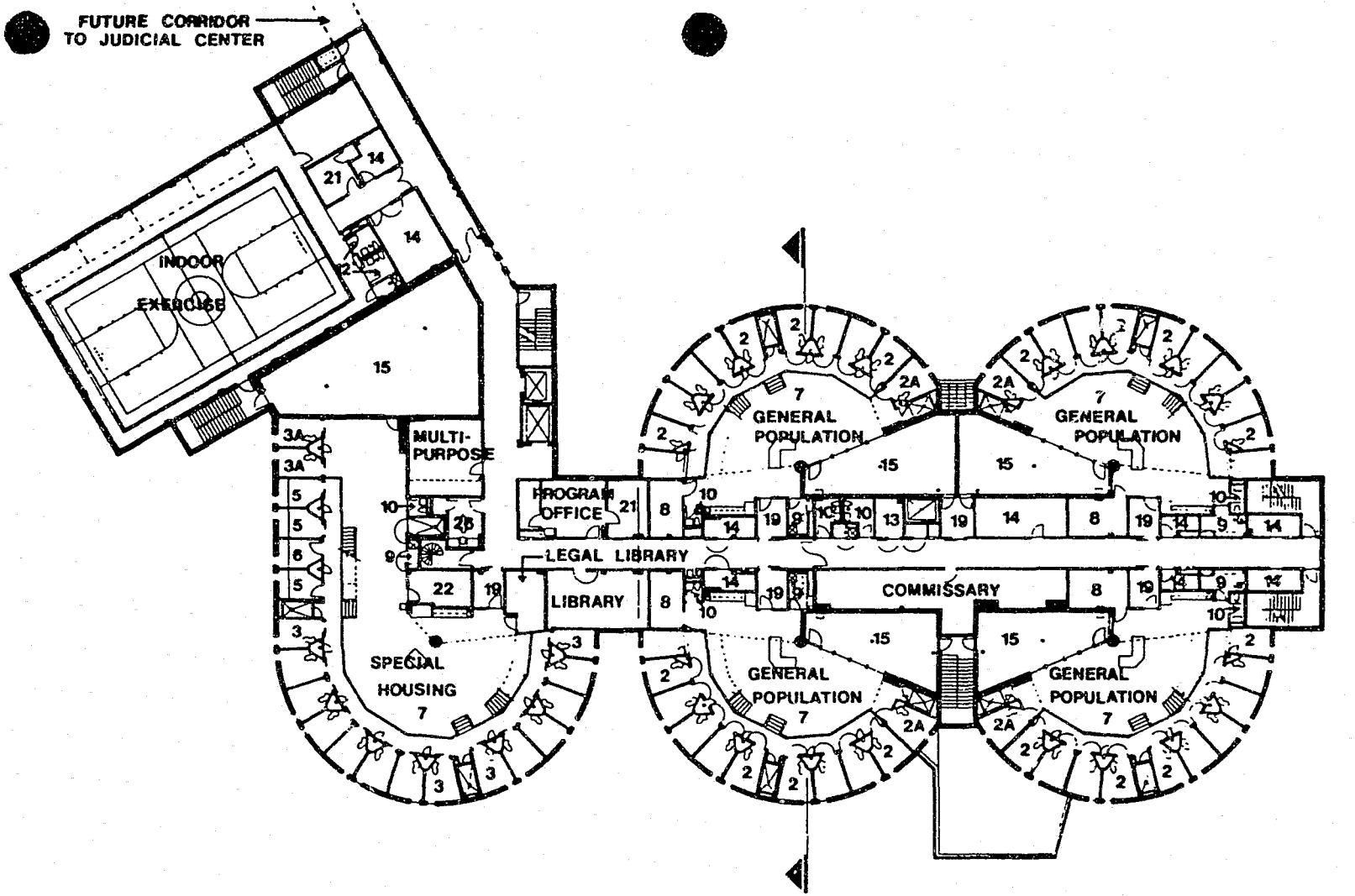
1 Jury Deliberation
2 Holding Cell
3 Sally Port
4 Court Room
5 Judge's Chamber
6 Courts Administration
7 Cell
8 Dayroom
9 Outdoor Exercise
10 Multi-Purpose Room



Typical Mezzanine
Level Two

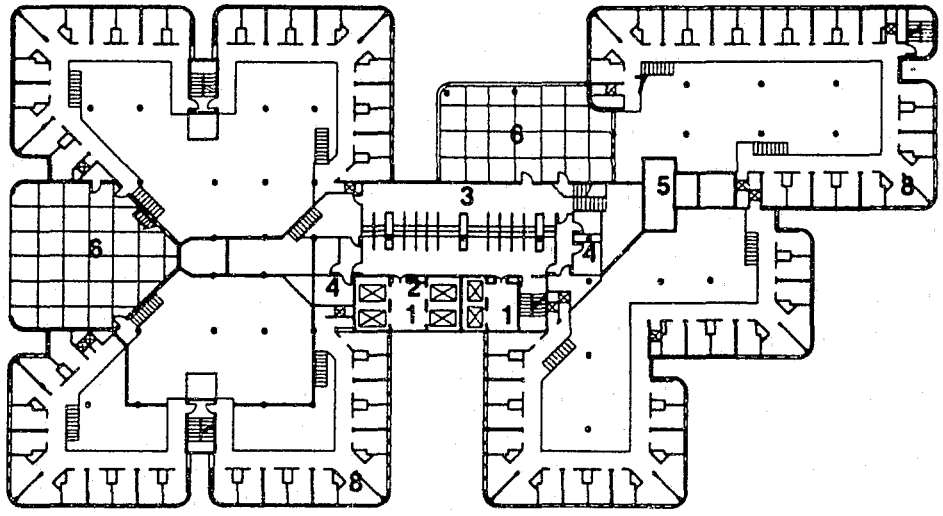
1 Corridor to Courts
2 Cell
3 Dayroom Below
4 Visiting
5 Control Room
6 Electrical/Communication Equipment
7 Outdoor Exercise Below


UNSENTENCED MEN
VISIT
UNSENTENCED MEN
VISIT
CLASSROOM
LIBRARY
SEPARATION
VISIT
VISIT
UNSENTENCED MEN
VISIT
LIBRARY
CLASSROOM
VISIT
SENTENCED MEN
VISIT
WOMEN
LEVEL THREE



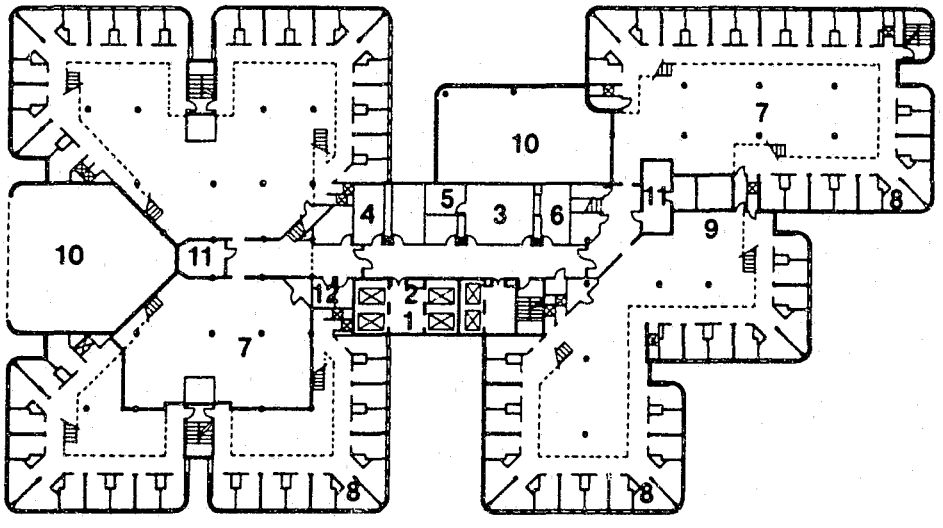
THIRD FLOOR

Kansas
Shawnee County, Topeka



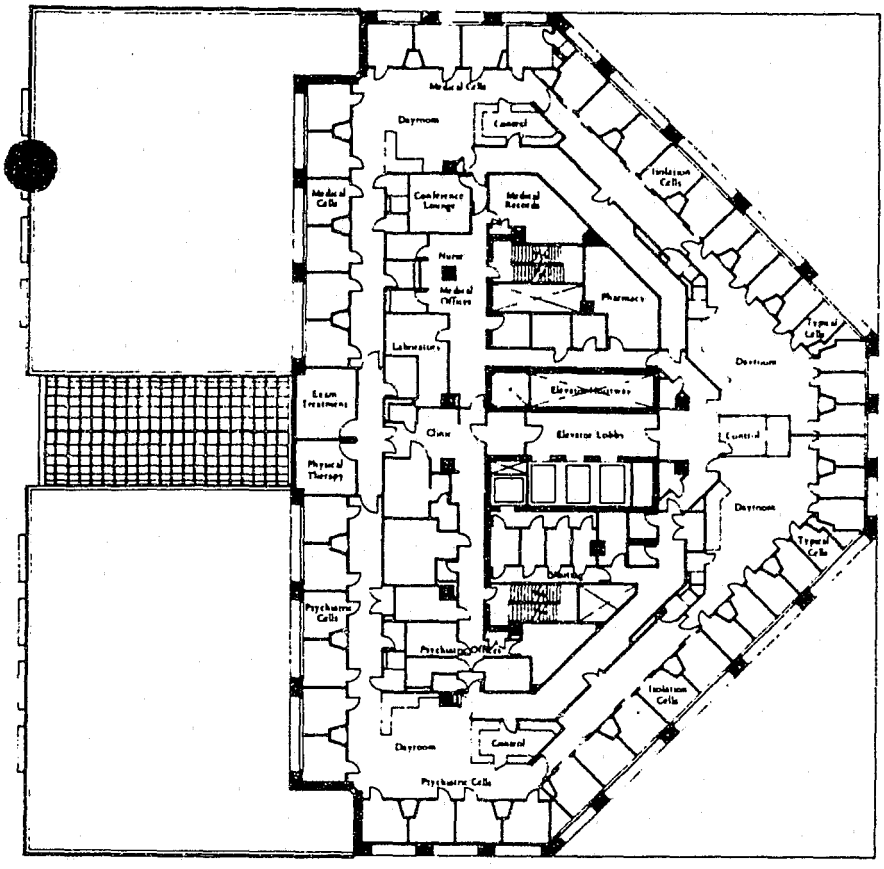
Mezzanine Level

1 Sally Port
2 Secure Elevator
3 Visiting
4 Meeting Room
5 Control Below
6 Outdoor Exercise
7 Showers
8 Typical Cell

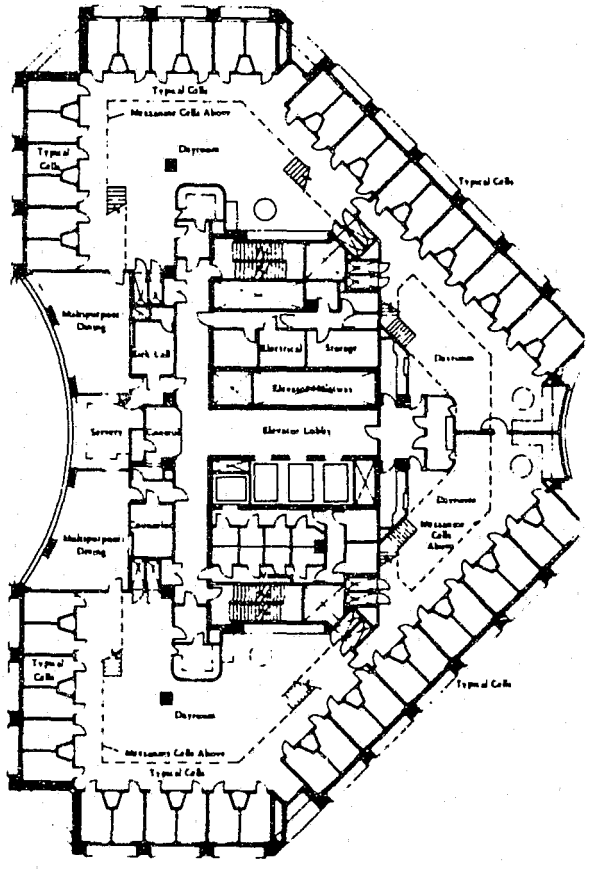


Main Level

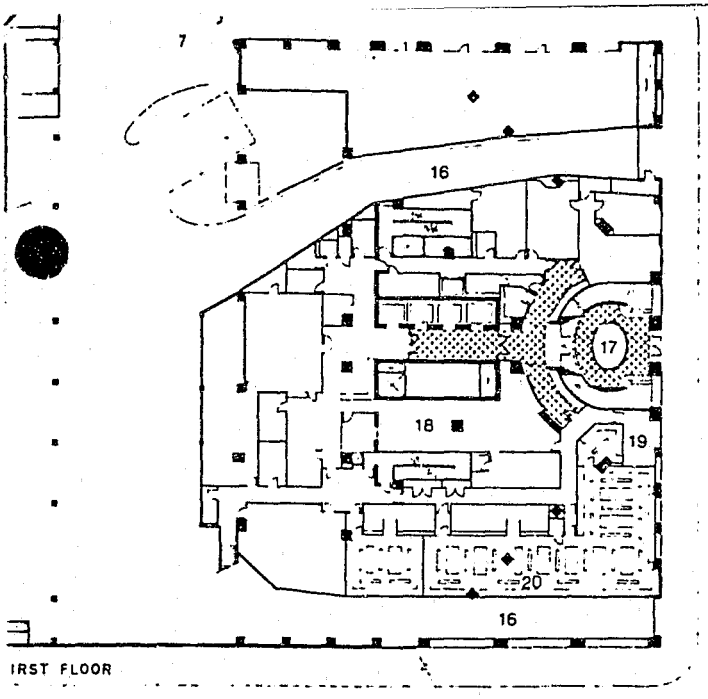
1 Sally Port
2 Secure Elevator
3 Multi-purpose
4 Sick Call
5 Storage
6 Commissary
7 Dayroom
8 Typical Cell
9 Food Service
10 Outdoor Exercise Above
11 Control
12 Counseling



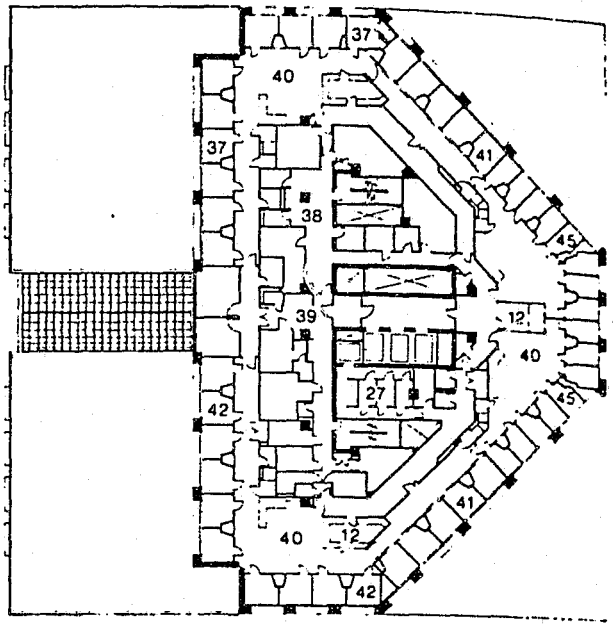
FOURTH FLOOR PLAN
SPECIAL HOUSING



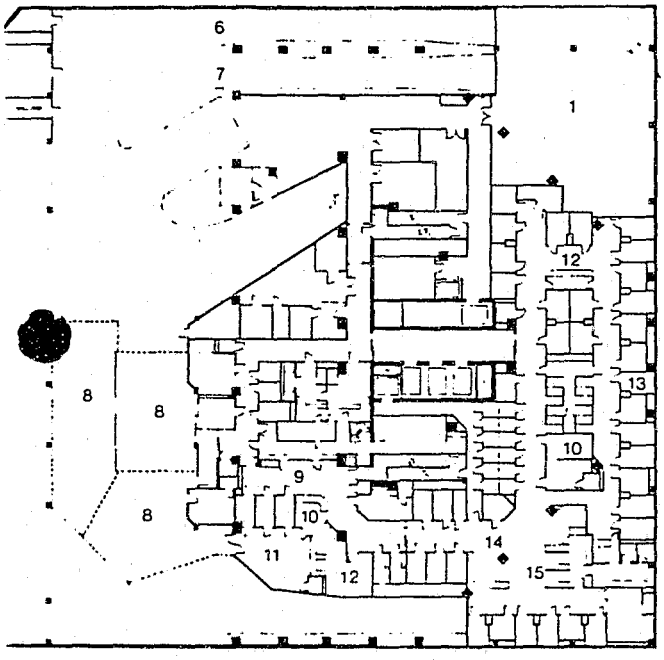
FIFTH THROUGH EIGHTH FLOOR PLAN
TYPICAL HOUSING



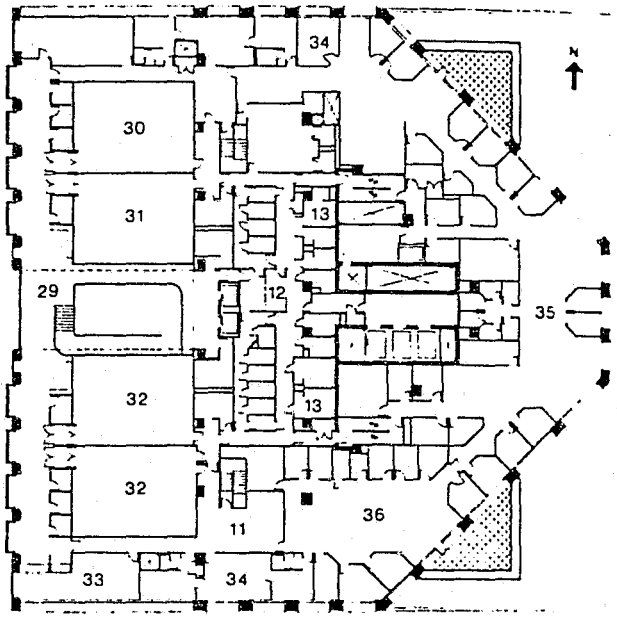
IRST FLOOR



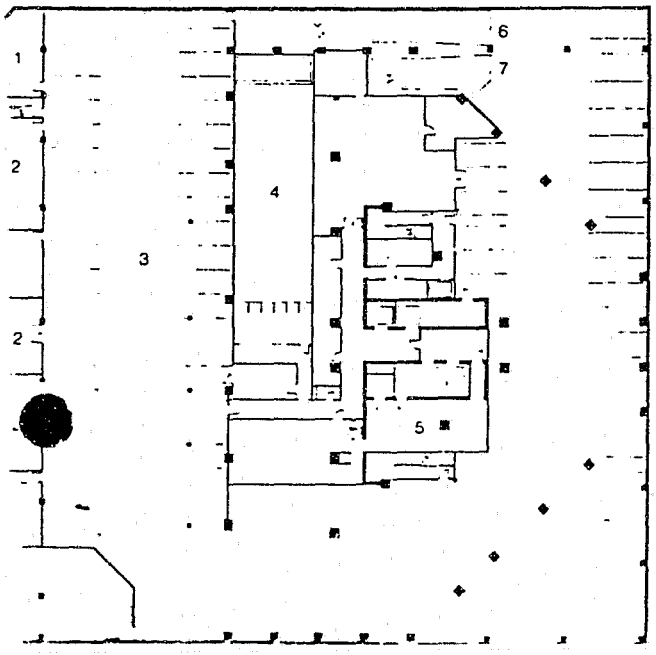
FOURTH FLOOR

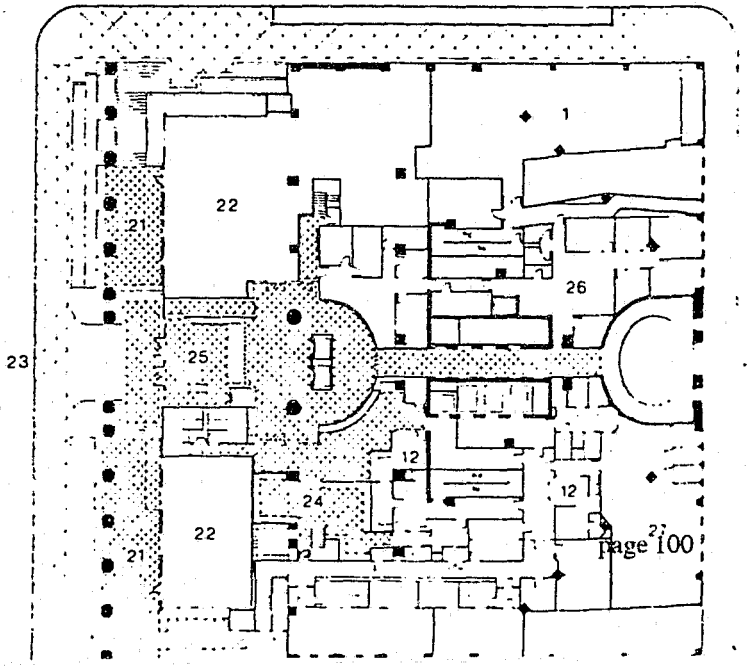


OWER LEVEL-1



THIRD FLOOR

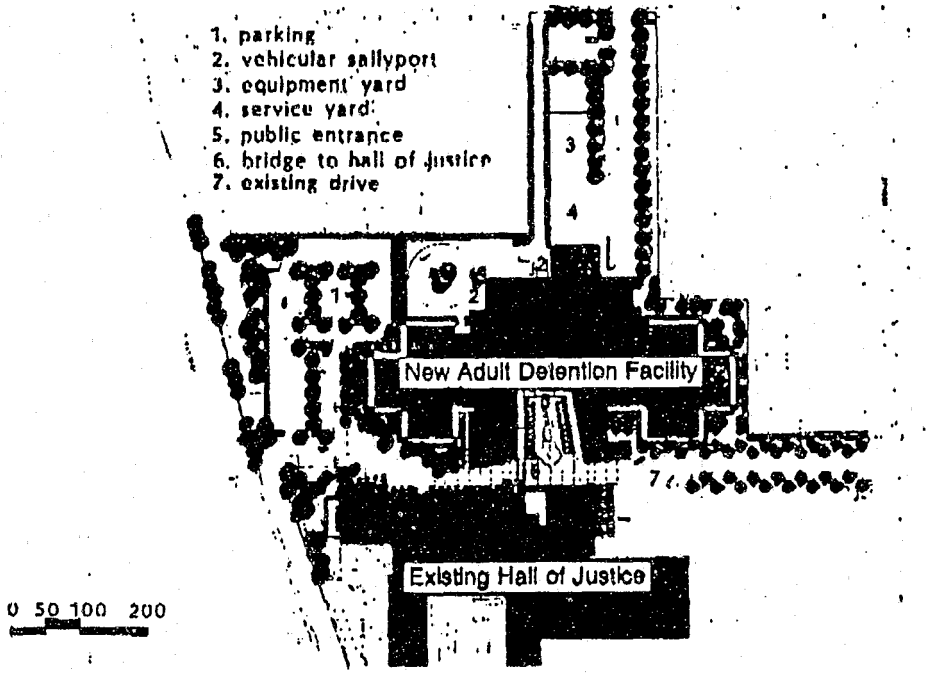




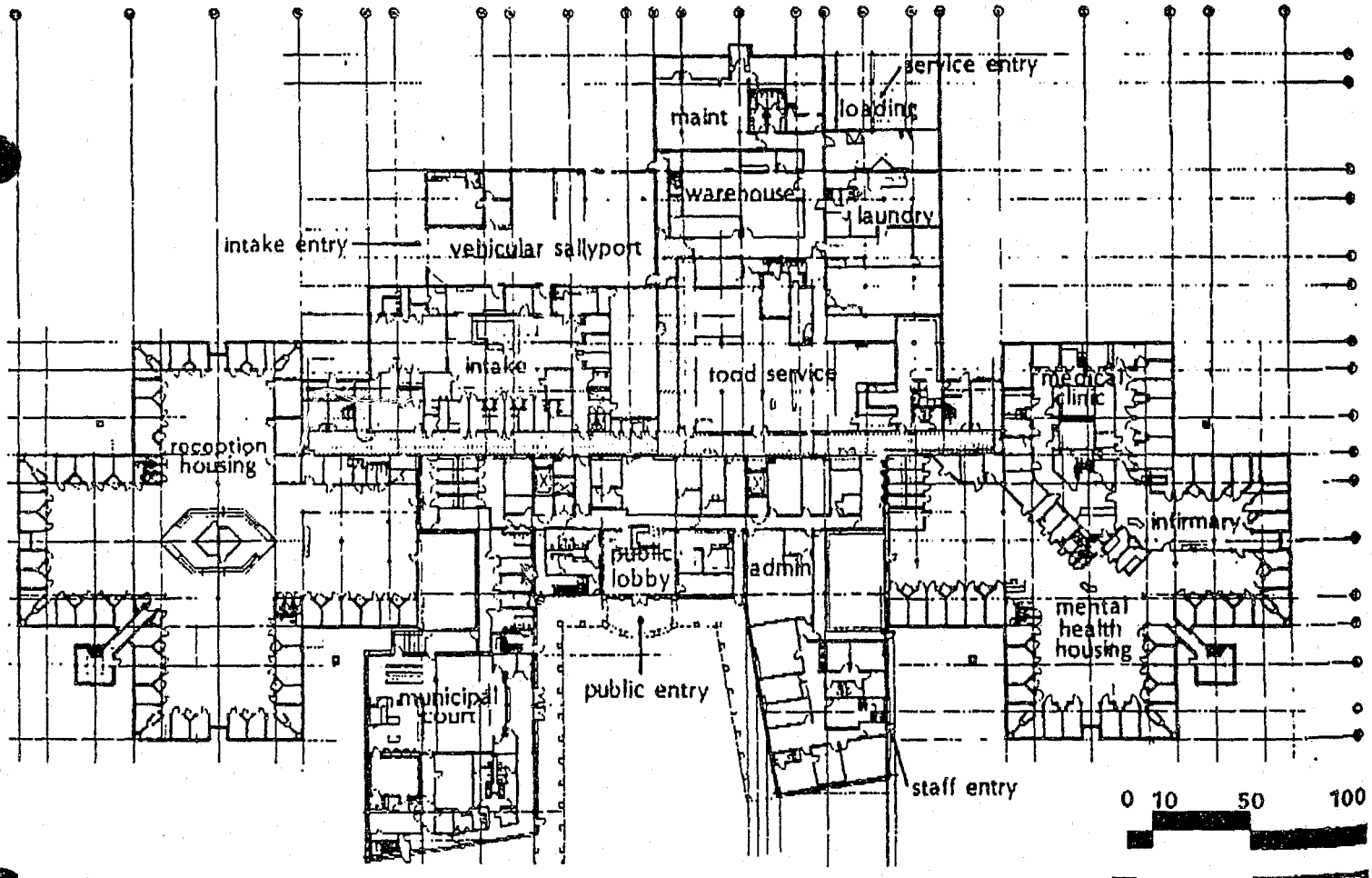
Sonoma County Main Detention Facility ■ Santa Rosa, California

ARCHITECT'S STATEMENT

This "new generation jail" is a modular, direct supervision model of architectural design and inmate management orientation. Each pod consists of 50 individual cells clustered around a common dayroom. The design responds to the operational objectives that involve the officer's management skills. This is achieved through careful distribution of activity areas and use of a platform in the officer's station to improve sight lines in the dayroom area. The layout enhances accessibility by allowing segregated points of entry for different users.



SITE PLAN



North West South East

FIRST FLOOR PLAN

Site Issues

1. Facility Size

2. Management Style & housing types

3. Expansion
   - Assumptions
   - Potential

4. Functional/ Physical Relationship of Jail to Restitution Center

5. Linkage of Detention Facility with Courts

6. Other Public Functions:
   - Sheriff's Administration / Investigation / Patrol
   - Courts & Court Support
   - District Attorney
   - Public Defender

7. Urban Design
   - "Compatability" with Context
   - Facility size & height: neighborhood scale
   - Zoning and land use regulations: height, setbacks

8. Parking Requirements: Phase 1 & Phase 2

9. Vehicle Sallyport & Secure Delivery Requirements

10. Access for Local Law Enforcement Agencies