ACA Guide for Adult Local Detention Facilities

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December 1993

This document was prepared under a grant from the National Institute of Justice, awarded to the American Correctional Association. Points of view are those of the authors, not necessarily those of the U.S. Department of Justice.

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Annotated Table of Contents

Preface.

This document answers many questions about the design and operation of adult local detention facilities--jails--in the context of professional standards. It provides a "starting point" for those who wish more information and assistance.

This text draws heavily on the contents of several other key documents that we believe comprise a basic library for jail managers and others, including:

Third Edition Standards for Adult Local Detention Facilities, American Correctional Association;

Policy and Procedure Guidelines, ALDF Standards, American Correctional Association;

Small Jail Design Guide and Small Jail Special Issues, National Institute of Corrections;

Planning of New Institutions (PONI) Training Program, National Institute of Corrections;

NIC Jail Resource Manual, Fourth Edition, National Institute of Corrections;

Conditions of Confinement Research, Final Report, American Correctional Association;

Detention and Corrections Caselaw Catalog, CRS, Inc.; and

Detention Reporter, CRS, Inc.

Reform and the New Generation Movement, Linda Zupan

Introduction.

This document builds upon several previous research efforts that were sponsored by the National Institute of Justice (NIJ) through grants to the American Correctional Association (ACA). NIJ started the process with groundbreaking research on conditions of confinement in 1989 that provided new information and insights to guide ACA standards revision efforts. In 1990 the Standards Sketchbook demonstrated the value of illustrating ACA standards, followed by the broader Cost Analysis of Third Edition Standards report in 1991.

These earlier publications had a primary focus on the *ACA standards and recent revisions*; this document takes a much different approach, by placing ACA standards in the broader context of jail design and operations. Throughout this document, we stress the relationship between facility design and facility operations; we believe that it is necessary to look at both the physical and the operational context whenever changes are considered. In this way, we hope that this Guide provides a new resource.

Audience

This Guide has been developed for persons who are involved with **changing their jail**. This may include *replacing* a jail, *renovating and/or expanding* an existing facility, or *improving* the operation of an existing jail. We believe that this Guide will even be found useful by those who are not planning to change their physical setting, because the following pages may help them to better understand how their current facility is affecting their daily operations.

Approach

We hope that this Guide provides you with a better understanding of the relationship between the physical jail setting and its daily operation. To accomplish this, we have:

* tried to distill many of the complex elements of facility design and operations into a series of "range of practice" descriptions that attempt to describe the continuum within which decisions can be made; and

* suggested the implications of different physical plant decisions in terms of several key factors.

In this way, we hope to broaden your understanding of both the choices that you can make, and their corresponding operational consequences.

We have provided frequent references to specific pages of other documents that are readily available to readers. These references identify text that is much more detailed than is provided here. We encourage readers to consult these other sources frequently.

Purpose

The purposes of this guide are:

* to provide a central source of *initial* information about jail design and operations, stressing the connection between the physical plant and its daily operation;

* to provide all persons who are involved with jail operations and design with more information--and therefore with more confidence to broaden their perspective and to consider innovations;

* to place ACA *physical plant* standards in the broader context of jail operations and design, promoting more use of the standards by practitioners, and helping ACA standards-writers to better understand the implications of their work;

* to illustrate *alternative strategies* for complying with ACA standards;

* to offer *clarification* of selected ACA standards;

* to offer a broader foundation for understanding ACA standards by discussing key *concepts and principles*; and

* to provide specific references to *resources.*

A Note About Technology

This Guide does not attempt to explore the fast-changing landscape of technology that is available for jails. Rather, we attempt to place this resource in its context, and at times to suggest the *limits* of its application. We are increasingly concerned about the mis-use of technology in jails, and the inappropriate ways in which jail personnel expect technology to solve problems.

Organization and Format

Organization. This Guide is divided into five parts, each with a specific focus and purpose, as described below:

Part One attempts to establish a foundation of some basic, common understandings. These "basics" may seem obvious to many readers, but we believe that they are essential principles.

Part Two identifies and explores several important decisions that provide the framework for organizing and managing a jail. In existing facilities, the range of options may be restricted by the physical plant, although readers may find new approaches through this Guide.

Part Three briefly describes standards and accreditation as a resource, and the findings from an extensive research effort sponsored by the National Institute of Justice.

Part Four reviews seven elements of the planning process, focusing on decisions that should be made at this stage of the change process.

Part Five provides "design guidelines" that should provide useful for existing or new facilities. As possible, we outline the range of practice--or options--for each element, and identify some of the corresponding operational implications.

Attachments provide a series of "checklists" that offer readers an opportunity to evaluate their work for a variety of perspectives.

Appendices provide more detailed information on selected topics.

Format.

In Part Five of this Guide we have used a two-column format, in which the left column provides the *primary* content and illustrations, while the right column offers comments, references, and legal citations.

Various illustrative designs have been used at various points in this Guide. These designs offer *samples* that illustrate specific points in the context of jails of different sizes. When used, these designs are not offered as models, but rather are intended to provide a better context for readers.

PART ONE: Basic Understandings--The Jail Setting

I. Jails as a Part of a *System*, with Unique Characteristics

A. Systems Perspective

Jails play an important--yet limited--role in the overall criminal justice system. Placing the jail in its broader context is essential. This wider perspective will help all efforts to improve jails, by encouraging involvement by more of the parties that have a stake in the jails (and who, in turn, can help to effect changes).

Also, it is necessary to understand the diverse forces that shape the characteristics of the jail population, if future needs are to be more accurately projected.

Just as there are limits to the impact that construction or renovation *alone* can do to improve jail operations, there are limits to the extent to which the jail *alone* can impact the overall criminal justice system. However, working in concert with other criminal justice entities, jails can become the impetus for meaningful change.

B. Unique Characteristics of Jails

Unlike any other entity in the criminal justice system, jails have a unique set of characteristics. It is necessary for all parties to understand and respect these characteristics in any change effort. Jails are unique because:

Jails operate on a continuous basis, twenty-four hours per day, 365 days per year.

A wide spectrum of services, activities and programs must be provided to inmates.

Jails can be high-risk settings where prisoners are often dangerous to themselves and others.

Jail populations can fluctuate widely throughout the year and even on a day-to-day basis because a variety of factors determines admissions and releases.

Many inmates spend only a few days in confinement; in some jails up to ninety percent of all inmates are released within seventy-two hours of admission.

Staff turnover is high in many jails.

Admission and release procedures require much staff effort, and staff must be available at all times to admit and release prisoners; however, peak periods of admission are often difficult to anticipate.

Courts have held facility staff, administrators and funding officials increasingly liable for jail operations and conditions.

Extensive documentation is required for all activities and operations.

Perimeter security and internal circulation and movement must be controlled at all times.

Access to and egress from the security perimeter, and movement within the perimeter, require positive identification.

Classification of prisoners is necessary to identify prisoner security needs and special needs. Supervision needs vary for different classifications of prisoners.

Jails house pretrial detainees *and* sentenced prisoners, with each group bringing its own operating implications and constitutional guarantees.

Meaningful change demands participation by diverse entities, all of whom must understand the characteristics of the jail setting.

II. Costs

Jails have become one of the largest costs born by local and county governments in the United States; in many jurisdictions, jails are the costliest item in the budget.

Any change in jail facilities and operations must consider cost implications. Throughout this document we will indicate such implications as appropriate.

The typical standing order given by budget authorities in a city or county is to "hold jail costs down."

To do so, the dynamics of jail costs must be understood. Perhaps the most helpful review of jail costs results from a 30-year "life cycle cost" analysis.

A. Life Cycle Costs

Over a thirty-year period, *staffing* will comprise up to seventy percent of the total cost of building and operating a new jail. This "life cycle cost" perspective--the process of looking at total costs for a capital project over time, is an important tool for all persons involved with planning jail improvements.

Studies of new jails generally conclude that **total 30-year costs** for building and operating a jail, can be divided into three major components:

Staffing costs (63% of total)

Building maintenance and operation (18% of total)

Inmate provisions (9% of total)

"First Costs" of construction/acquisition (10% of total)

A life-cycle cost analysis allows the "weighing" of the many trade-offs that present themselves as options. Life-cycle costing helps balance out the long-term fiscal implications of decisions. A common example involves the implications of using a cheaper material for construction--reducing first costs but often requiring more maintenance and repair, increasing building maintenance and operation costs. Most of us have used life cycle cost techniques as consumers, when we weigh the extra cost for a better-insulated refrigerator against the energy savings over the life of the appliance.

While the use of life-cycle cost techniques is encouraged for major renovation or new *construction* projects, this approach has great value in non-physical situations. For example, Oregon recently changed its method of making information available to vendors who wish to bid on state contracts. While the initial cost to create their award-winning "vendor information program" were $400,000, *savings* in the first year alone were calculated to be over $17 million.

Increasingly, this approach has been applied to the evaluation of alternatives to confinement, such as pretrial diversion programs and correctional options that avoid or reduce the use of confinement of offenders. Sometimes, such an analysis can convince policy-makers to invest their time and funds in non-physical solutions to such problems as jail crowding.

B. Staffing Costs and Principles

All forms of change in the jail setting have staffing implications--and staffing costs comprise more than half of the total costs associated with operating a jail.

Staffing a jail is an expensive proposition. Such a costly resource must be carefully managed. Reasons for carefully evaluating staffing may be most dramatically described by reviewing the consequences of failing to provide appropriate staff. Jail staffing may be deficient in several ways:

- too many staff are provided;
- too few staff are provided;
- the wrong type of staff are hired or retained;
- staff are assigned to the wrong duties; or
- staff are not scheduled properly.

Professional standards address the complexity of staffing needs, as suggested in the standards below.

Staffing Requirements
3-ALDF-1C-03

The staffing requirements for all categories of personnel are determined on an ongoing basis to ensure that inmates have access to staff, programs, and services. Staffing requirements should be determined on more than inmate population figures and should include review of staffing needs for health care, academic, vocational, library, recreation, and religious programs and services. Workload ratios should reflect such factors as goals, legal requirements, character and needs of the inmates supervised, and other duties required of staff. Workloads should be sufficiently low to provide access to staff and effective services.

Comment: None.

Increasingly, standards acknowledge that determining staffing needs is far more complex than using some sort of ratio or formula, as in the past.

When it comes to the adequacy of jail staffing, courts frequently order improved practices:

> The jail will be supervised by adequately trained officers on a 24-hour basis. There shall be sufficient officers on duty at all times to protect detainees against assaults and to prevent entry into living areas on a 24-hour basis. Jail officials must provide 24-hour supervision by a matron when women inmates are detained in the jail. Ahrens v. Thomas, 434 F.Supp. 873 (W.D. Mo. 1977).
>
> Prison officials failed to prevent plaintiff from being violently attacked by another prisoner violating due process under the Fourteenth Amendment. A prisoner has a constitutional right to be secure in his person and may not be deprived of liberty without due process of law. Curtis v. Everette, 489 F.2d 516 (3rd Cir. 1973).
>
> A communications system shall be established whereby any prisoner can call for help from a guard at any time and receive the same within a few minutes. Smith v. Sullivan, 553 F.2d 373, 380 (5th Cir. 1977).
>
> Qualified staff sufficient to maintain institutional order and to administer programs should be employed. Barnes v. Gov. Virgin Islands, 415 F.Supp. 1218 (D. St. Croix, 1976).

Sufficient jail guards shall be provided for security for jail facilities without the use of inmate assistance. Taylor v. Sterrett, 344 F.Supp. 411 (N.D. Texas 1972).

Female prisoners being processed through the jail will always be accompanied by a matron. Hamilton v. Love, 358 F.Supp. 338 (E.D. Ark. 1973).

The holdings of key court decisions that address staffing may be summarized as follows:

- Staff must be provided to protect prisoners (from themselves and from other prisoners);
- Staff must be provided to make regular visits to prisoner-occupied areas and to maintain communication with prisoners;
- Staff must be provided to respond to prisoner calls for assistance;
- Staff must be provided to classify and separate prisoners;
- Staff must be provided to ensure the safety of prisoners at all times;
- Staff must be provided to maintain security;
- Staff must be provided to process and supervise female prisoners;
- Staff must be provided to operate electronic surveillance;
- Staff (or contract personnel) must be provided to ensure that all required prisoner activities, services, and programs are delivered (medical, exercise, visits, etc.).

Staffing Considerations. The characteristics of jails, described in Section I, *combine* to create a difficult staffing challenge.

"Backup" must be provided for staff in all areas.

Continuing prisoner supervision should be provided. Supervision extends beyond merely observing prisoners at regular intervals; effective supervision demands contact between jail staff and prisoners.

A constant minimum level of staffing is required to ensure prompt and safe evacuation of the facility during an emergency and to provide continuing prisoner supervision.

Electronic surveillance (audio monitors, closed-circuit television) has its place, not as a substitute for staff, but as a supplement. Whenever such equipment is used to provide safety and security, staff must be provided to view monitors or to listen

for calls for assistance. All too often, equipment is installed and staffing levels are inappropriately reduced.

Staff must be assigned to duties for which they are qualified.

"Short-Shifting" can be dangerous. When a scheduled staff member is unable to work, he/she must be replaced to ensure that staff levels are adequate.

Staff must also be provided with supervision.

Understanding the relationship between the designed environment and staffing will improve both the facility design and its subsequent operation. Several characteristics of the *facility* that have an impact on staff coverage are reviewed below.

Prisoner Separation. The extent to which prisoners are separated in the facility and the manner in which separation is achieved can translate into staffing requirements. The need to separate prisoners is underscored in all standards. Often, the greater number of distinct housing units there are in a facility, the more staff are needed to supervise the units.

Security Perimeter. Every detention facility should have a well-defined security perimeter with each point of entry controlled through a "sally port" (a set of two interlocked doors that are only able to be opened at the same time in an emergency). All exterior windows and other potential means of egress from the security perimeter must be secure. The weaker the security perimeter, the more staff it will take to control and supervise prisoner movement and housing. Even in a high-rise jail, where the exterior wall is secure, there are still security issues.

Sight Lines. The arrangement of spaces within the facility always creates areas that are not within the direct view of a staff member, duty station, or control center. These "blind spots" can pose safety problems and may increase staffing needs. Many new designs attempt to minimize the number of fixed posts and full-time control centers while maximizing direct sight lines. While improved sight lines do not replace the need for staff and their direct contact with prisoners, they do decrease reliance on electronic methods of surveillance and control.

Evacuation Routes. Perhaps the "bottom line" for staff needs in a detention facility is to provide the number and types of staff needed to evacuate the facility safely and efficiently in an emergency. The design of the facility and the equipment used will be the key determinant of this staffing need. Many older facilities do not have equipment that allows cells to be unlocked in groups, so sufficient staff must be available to unlock each cell quickly. In addition, the number of distinct housing units and the facility circulation pattern influence staffing demands.

Secure "Compartments" in the Facility. After a security perimeter is established, secure facilities are usually divided into distinct areas (zones or compartments). By carefully defining groups of activities and providing security separations between each,

staff needs can be reduced. Using the concept of compartments, certain types of prisoners may be able to move within the facility without escort, decreasing staff needs.

Controlling Circulation/Movement. Detention operations require constant movement within the security perimeter. Staff move in prisoner areas at all hours, prisoners move to activities and services (exercise, medical care, programs, visiting, etc.), and the public enters the facility for a variety of purposes (visiting, providing programs and services, etc.). Controlling movement within the facility is an essential ingredient of security, and the design of the facility will determine the number and types of staff needed to maintain security.

As the preceding suggests, the interaction between the physical setting and staffing needs is complex. In Part Five of this document, we will identify some of the more specific staffing implications of various physical plant decisions. A careful examination of facility design--both in planned facilities and in existing facilities--can identify changes that can result in ongoing staff savings.

For more information about staffing needs and staffing analysis, readers should consult the NIC Staffing Analysis Workbook for Jails, published by the National Institute of Corrections in 1987.

III. Technology

Technology plays a growing role in the operation of jails. Technology has its appropriate role in jail operations--and technology has limits. All too frequently, designers and managers turn to technology as a solution to needs that can better be met in other ways.

A. Closed-Circuit Television (CCTV)--an Example

Closed-circuit television (CCTV) was hailed by many as "the answer" to staffing needs in jails when it became more available and affordable twenty years ago. CCTV has been used--and misused--widely in the jail setting. An extensive research project was conducted by the National Clearinghouse for Criminal Justice Planning and Architecture (Prison and Jail Security, 1973). For sixty-nine potential situations in which CCTV might be used, the study concluded that:

- in three situations use of CCTV was appropriate;

- in eleven situations CCTV *might* be appropriate; and

- in fifty-five situations use of CCTV was *not appropriate*.

The 1973 study must be interpreted carefully; it was completed when the CCTV industry was very young and technological advances since 1973 have dramatically improved the capabilities of closed circuit television systems. However, a more recent survey of small jails, conducted by the National Institute of Corrections, suggested that use of CCTV did not appreciably decrease problems with escapes, assaults, property damage, contraband, fires or suicides.

Court decisions provide little substantive guidance for detention managers. Cases have concluded that use of CCTV by itself is an inadequate means of supervising prisoners:

> The use of electronic surveillance equipment by the jail, as a substitute for officers, is inadequate. Incarcerated Men of Allen County v. Fair, Civil No. C-72-188.
>
> Use of audio/visual monitors by the jail is ineffective and is not an adequate substitute for the physical presence of jail staff to assure inmate safety. Daniels v. Anderson, 237 N.W.2d 397 (Neb. Sup. Ct. 1975).
>
> The purpose of personal supervision is to see, to hear, to sense the moods of prisoners, to anticipate danger, to provide humanness instead of the cold eye of the T.V. camera, and to be able to react quickly and efficiently." Bay County Jail Inmates v. Bay County Board of Commissioners, 74-10056 (E.D. Mich.)

Further, prisoner privacy rights are suggested in several cases. **Standards** reinforce privacy concerns and call for communication capabilities with prisoner-occupied areas. Some standards offer cautions for CCTV applications and roles.

B. Making the Right Technology Choices[1]

Most correctional facilities will consider using a vast array of technological advances, such as closed-circuit television, personal duress alarms, metal detectors, X-ray machines, intercom systems, motion detectors, paging devices, door operation panels, pneumatic and electro-magnetic locks, card access, video imaging and security glazing. The amount of money we spend on these products is staggering.

Many new facilities are built in smaller jurisdictions that will embark on corrections construction projects only once in a generation. Staff in these agencies will build one facility in their careers and will not have the benefit of the expertise of a planning/construction division. Similarly, when such technology is added to an existing facility, the decision-makers usually have limited prior experience.

1. Adapted from "Smart Security--Making the Right Technology Choices," David M. Bogard, Corrections Today, April 1993.

The more complex and sophisticated the technology is, the greater the chance of maintenance problems and difficulties with staff training. When you buy complicated machinery produced by only one vendor, you often will encounter difficulty obtaining replacement parts, especially if the company that manufactured the item is not in the business for the long haul. *More bells and whistles does not necessarily mean a better system* and, in fact, ultimately may doom the essential security need you wanted addressed in the first place.

Before deciding to acquire or adopt new technology for your jail. consider *non-technical alternatives.* For example, before adding a closed-circuit television camera to a new location, consider other solutions to the problem that you are trying to solve: these might include relocating a staff post to provide direct observation, or even making some alterations in the current facility to improve lines of sight and visibility. Similarly, operational changes can often solve problems with less cost.

If you decide to adopt a new technology in your jail, the following suggestions are offered to persons who are involved with considering the use of--and selection of-- new technologies in new or existing jails.

Avoid being a guinea pig. Most necessary systems already are in place somewhere. If you are absolutely convinced that a brand new technology is essential to the project's success, insist on testing at your current facility, field test it or run it by colleagues from other agencies who may be able to offer more objective assessments.

Establish and stick to your budget. It is easy to get carried away with new gadgets.

Be skeptical. Don't believe everything you read in product literature or hear from shrewd sales personnel without doing your homework first.

Demand past performance data. Ask the sales staff to provide data regarding the long-term effectiveness of their equipment; then check their references.

Demand accountability for installation. Consider requiring the manufacturer to deliver and install the product itself. In any case, ensure that installation and warranty responsibilities are fixed at a single point.

Include line staff. They will probably contribute healthy doses of skepticism and reality testing just in case you get caught up in exaggerated sales claims.

Demand long, unconditional warranties. A company that believes in its product should be willing to stand behind it for years, guarantee 24-hour service and provide "loaner" replacement units. Extended maintenance agreements also should be included in the documents, unless you are confident that you will have sufficient in-house personnel with the necessary expertise to service the new technology.

Require training as part of the package. The best technology is of little value if your staff can't figure out how to operate it properly and maintenance personnel can't fix it. Operating and maintenance videos can be particularly useful, especially when you consider that many staff who are there when you open your facility will have moved on to other positions within years or even months. Require the company to provide on-site training--and to make follow-up visits after six months and one year.

IV. Staff Working Conditions

Conditions of *confinement* for jail inmates are a frequent subject of concern, debate and litigation. Too little is said about the working conditions for staff, although standards are beginning to place a greater emphasis on this area..

Staff Areas 3-ALDF-2F-02 (Ref. 2-5127)
Staff needs are met through providing adequate spaces in locations that are convenient for use. Staff are provided with the following: *** an area to change clothes and to shower** *** an area, room, and/or employee lounge that offers privacy from inmates and provides space for meals** *** access to exercise/physical training facilities and equipment** *** space for training** *** space for shift change briefings** *** toilets and wash basins that are not used by inmates**
Comment: Facilities are appropriate for male and female staff.

Whenever changes are considered--whether they involve the physical plant (renovation or replacement), and/or operations--must attend to the needs of staff.

V. Totality--Balancing Conflicting Demands

A. *Conflict* in Jails

Conflict is present in all facets of jail operations and design. Conflicting demands must be balanced and satisfied. For example, the demands of the Life Safety Code frequently come

into direct conflict with the demands of security. Fire safety strives to provide occupants of a building with quick, unimpeded egress; jail security demands strict and constant control of all inmate movements. Balancing such competing demands presents daily challenges for jail staff. Reconciling such demands presents many difficulties for designers.

There are no best answers, models, or absolutes in jails. Rather, balance is achieved on a case-by-case basis, through the consideration of the policies and priorities of each jurisdiction.

The sum of such policies, practices, and compromises, produce the operational setting of a jail; it is to the "totality" of these unique characteristics that any jail design must respond.

B. Totality of Conditions

Courts look at the "totality" of the jail setting from a different perspective.

When courts evaluate the conditions of confinement for jail and prison inmates, they not only focus on specific aspects of the jail facility and its operation (e.g. sanitation, food, discipline), but often consider the overall setting, or the "totality of conditions." This is described in more detail in Appendix A, and Attachment A provides a "Totality of Conditions" checklist that identifies some of the elements of the jail that are most frequently weighed by the courts.

This approach by the courts, used to determine when jails are unconstitutional, underscores the importance of making careful, informed, and deliberate decisions in balancing the conflicting demands that shape the physical and operational setting of the jail.

PART TWO: Organizing and Managing the Jail

Many decisions shape the daily operation of the jail. The following pages identify several elements of jail operations that shape the organizational framework within which the jail operates, and the management environment in which inmates and staff interact on a daily basis. These include:

* classifying and separating inmates;

* programs and activities to be offered;

* scheduling of daily operations and activities;

* security and control;

* supervision and management of inmates;

* controlling movement within the jail; and

* creating the "conditions" in which inmates are held.

Which comes first? The relationship between the jail facility--the designed environment--and the daily operations of the jail sometimes seem to be a "chicken or the egg" puzzle. Which comes first--the facility and its impact on limiting operational choices, or management decisions that determine how the facility is to be used? Too often, jail managers view the facility as the primary determinant, allowing its design to drive (and at times to limit) management of the jail.

There are usually more options available to managers in existing facilities than might first appear, and creative managers are finding new ways to provide flexibility within their current jails. This *Guide* can be used to identify new options and approaches within existing facilities.

When it comes to planning for new or renovated facilities, physical considerations tend to dominate the planning and design process. However, when renovation and new construction becomes a *means* to implement clear operations and management policies and goals, designs become more responsive to the needs of the operating agency.

The decisions that shape the organization and management of the jail should come first, whether you are involved with designing a new jail, renovating a current jail, or even finding better ways to use a current facility with making major physical changes. The text in the following pages should prove helpful to those who want to clearly articulate their organizational and management goals.

I. Organizing the Jail

A. Classification and Separation

ACA standards define **classification** as *"a process for determining the needs and requirements of those for whom confinement has been ordered and for assigning them to housing units and programs according to their needs and existing resources."*

The courts have frequently underscored the importance of inmate classification and separation.

> ...will institute, at the very least, a minimal-classification system that separates inmates by "age, offense, physical aggressiveness, or other criteria which would warrant separate housing arrangements. Carver v. Knox County, Tenn., 753 F.Supp. 1370 (E.D. Tenn. 1989).
>
> Staff must adopt a system of classifying and housing prisoners to assure that a prisoners propensity for violence as well as an inmate's emotional and physical health be accounted for. Dawson v. Kendrick, 527 F.Supp. 1252 (1981).
>
> Classification program shall be utilized to determine the vocational, educational, religious, and work needs of each new inmate. Barnes v. Gov. of Virgin Islands, 415 F.Supp. 1218 (D. St. Croix 1976).

Once a jail has developed a viable process for determining the needs and requirements of each inmate, the question becomes "what do we do about it?"

Separation of inmates, *to varying degrees*, becomes a physical and operational solution.

It is possible to look at inmate separation options as a continuum that ranges from complete separation (separate facilities) on one extreme, to no separation on the other. The diagram below suggests such a continuum.

Range of Practice: **Separation of Inmates**

Separate Facilities	Separate Entrances/ Same Facil.	Separate Housing Units	Separate Movement, Programs & Activities	No Separ-. ation
◄	^	^	^	^ ►
1	2	3	4	5

1. Separate Facilities

Current ACA standards require the complete separation of juveniles from adults by housing them in a separate facility.

3-ALDF-4B-04 (Ref. 2-5355)
Written policy, procedure, and practice prohibit the confinement of juveniles under the age of 18 within the facility.

Comment: None.

While juveniles are not supposed to be housed in the same facility with adults, according to the preceding standard, there are often situations in which jail managers are compelled to house a juvenile (as when a court orders a juvenile held as an adult). In some states, compliance with federal juvenile justice mandates for "removal" of juveniles from adults in jails is achieved within the same facility, as described below.

2. Separate Entrances within the Same Facility

A compromise between integrating an inmate group, such as juveniles, into an adult-serving jail, and housing them in a completely separate facility involves the creation of two physically and operationally separate units under the same roof. Usually this involves separate entrances, and most--if not all--program and support areas are provided for each group, rather than shared.

3. Separate Housing Units

Physical separation of sleeping quarters (housing areas) is required by standards.

3-ALDF-3E-06 (Ref. 2-5118)
When both males and females are housed in the same facility, they are provided separate sleeping quarters but equal access to all available services and programs. Neither sex is denied opportunities solely on the basis of their smaller number in the population.

Comment: None.

There are degrees of separation that can be achieved between housing units, ranging from sight and sound separation on one extreme (by locating the units at some distance from each other, or by providing sound buffers and other barriers to eliminate view or communication), to having housing units immediately adjacent to each other with no special provisions to restrict view or communication.

Sound separation may be desirable to prevent harassment between groups, to eliminate undesirable communication, or to provide more privacy. A variety of types of sounds might be controlled, including: conversation, shouting, artificially-generated sounds such as television, and "impact" sounds such as kicking or banging.

While separate housing seems to be required for certain types of inmates, the need to go to that extreme in the *management* of some inmate groups is unclear according to the following standard.

3-ALDF-4B-03 (Ref. 2-5354)
The facility provides for the separate management of the following categories of inmates:

* **female and male inmates**
* **other classes of detainees (witnesses, civil inmates)**
* **community custody inmates (work releases, weekenders, trustees)**
* **inmates with special problems (alcoholics, narcotics addicts, mentally disturbed persons, physically handicapped persons, persons with communicable diseases)**
* **inmates requiring disciplinary detention**
* **inmates requiring administrative segregation**
* **juveniles**

Comment: None.

Some practitioners do not believe that separate housing is necessary--nor advisable--for some of the types of inmates listed above. There is agreement about the need to separate females and juveniles, and usually agreement about the advisability of separating inmates requiring administrative or disciplinary segregation. However, many corrections experts advise against the separation of many types of suicidal inmates. Similarly, separating all inmates who are mentally ill, handicapped, addicted, or who have other special problems or needs, is increasingly questioned.

4. Separate Movement, Programs and Activities (Management)

Many jails require certain types of inmates to be managed separately, even if they are not always housed in separate quarters. This lower level of separation requires special procedures to ensure that certain types of inmates do not have visual and/or verbal contact with each other as they move through the facility, or as they participate in programs and services.

Implications

Separating various types of inmates, physically and/or operationally, creates one of the many conflicts within the jail setting. The lack of separation options severely undermines classification efforts by failing to provide appropriate housing and services that are determined to be appropriate for each inmate. However, every time a type of inmate is separated, physically *or* operationally, increased demands are placed on the daily operations and on the physical plant.

But it is usually easier to supervise and manage smaller groups of inmates, especially when non-compatible types of inmates are separated from each other. For example, it is easier to manage the inmates who are especially vulnerable to attack and harassment from predatory inmates when the two types are never mixed.

However, with each type of "absolute" separation that is mandated by policy, provisions must be made to ensure that each group is provided with comparable programs, services and activities. Therefore, if there are seven types of inmates who must not be mixed in programs, then programs must be provided to each group separately--placing additional demands on program staff and resources.

Parity, equal protection, and comparability are terms that are increasingly applied to jails through standards and by the courts, as suggested by the standard below.

3-ALDF-2C-13 (Ref. 2-5142)

Handicapped inmates are housed in a manner that provides for their safety and security. Rooms, cells, or housing units used by the handicapped are designed for their use and provide for integration with the general population. Appropriate facility programs and activities are accessible to handicapped inmates confined in the facility.

Comment: If the facility accepts handicapped individuals, it must provide for their housing and use of facility resources.

Staffing. As described earlier, separation has important staffing implications. The extent to which prisoners are separated in the facility and the manner in which separation is achieved can translate into staffing requirements. Often, the greater number of distinct housing units there are in a facility, the more staff are needed to supervise the units. Generally, smaller housing units make direct supervision less feasible due to staffing costs. In effect, there is a tension between the size of the unit, the need for separation, and inmate supervision/staffing options.

Smaller jails. Separation poses increased difficulty as the size of a jail decreases. Because the small jail must respond to the same variety of inmates as large jails, yet small jails have far less capacity in which to disperse and manage them. The following types of inmates were described in the NIC Small Jail Design Guide, suggesting the complexity of the separation issue:

* male, female, transsexual,
* adult or juvenile detained as an adult,
* those with prior arrest(s) and conviction(s) histories,
* those with prior incarceration experience,
* those with short- and long-term stays,
* those with arrests for violent offenses,
* those with arrests for drug-related offenses,
* those with arrests for alcohol-related offenses,
* those with immediate health problems,
* those who are intoxicated,
* those with psychological or mental problems,
* those receiving medical treatment, and
* those with a history of alcohol or drug abuse.

The NIC document goes on to suggest that there are three general reasons for separating inmates in a small jail:

* Those who require protection and separation because they may be in danger from other inmates or a danger to themselves.

* Those who, by reason of their offense, criminal record, or institutional behavior, require enhanced security and close supervision.

* Those who received unusual publicity because of the nature of their crime, the circumstances of their arrest, or the threat that they pose to the public.

An Important Distinction: "Special Management" vs. "Special Needs."

Jail managers often express confusion over the terminology that is used to describe several types of "special" inmates within the jail population. To some extent, the language of ACA's standards contributes to this difficulty, because in the 1970's it became more acceptable to talk about "special management" instead of "segregation." We offer the following working definitions:

Special Needs Inmate: any inmate whose condition, behavior or circumstances warrant attention or handling that is different from an inmate in the general population;

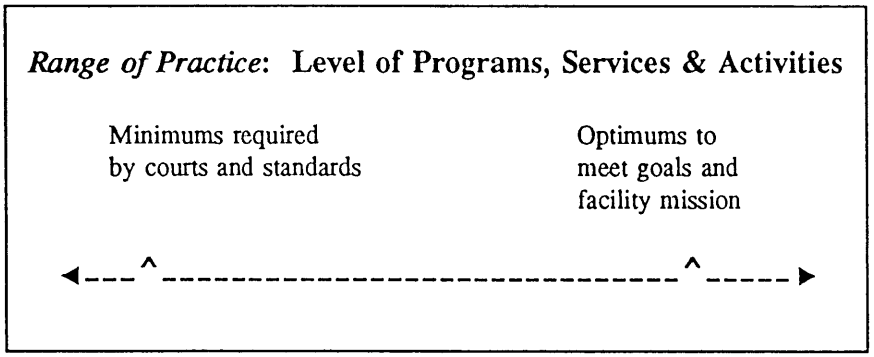
Special Management Inmate: an inmate who has been determine to require different housing than that provided to the general population, for one or more reasons (special needs inmates may warrant such housing, but this is not automatic).

Usually, any inmate who is placed in "special management housing" will have been classified--or reclassified--to this new status. On a given day, a substantial proportion of the entire inmate population might be considered to have "special needs," while only a small subset of these will have been assigned to special housing.

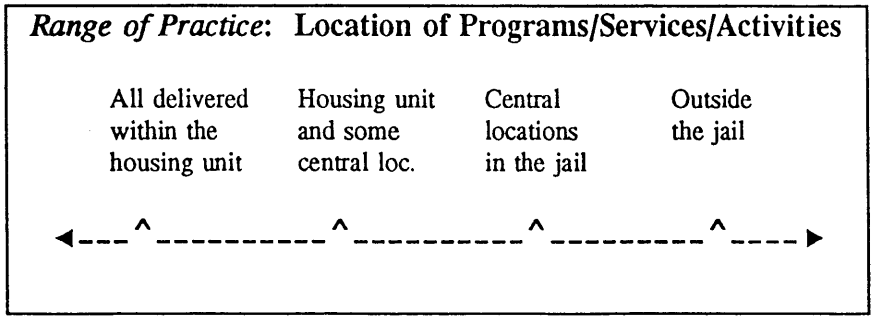
B. Programs, Services and Activities

It would be easy to write a separate book on programs, services and activities that can be delivered to jail inmates, but in fact many have already been written. Similarly, there are hundreds of court decisions that define the minimum levels that must be provided, along with dozens of standards that suggest professional responses.

Two major decisions that must be made about the delivery of inmate services, activities and programs are described in the following continuums.



Level. Some facilities deliver only the bare minimum that are required by applicable state standards, or by court decisions or orders. This lower level of programming may be selected for a variety of reasons, not the least of which are budget constraints. Conversely, some jurisdictions believe that a full range of inmate programs, activities and services are necessary to achieve the goals set for the jail. In some instances, this includes the provision of services (such as housing assistance and employment placement) for inmates *after* they are released from confinement. The level of delivery that is chosen, combined with the types of services will have a profound impact on daily jail operations.



Location of services, activity and program delivery impacts jail operations and design in many ways, not the least of which is the amount of inmate movement that is required.

As decisions about the level, type and location of service delivery are made, jail operations can respond. Similarly, such decisions must be clearly articulated early in the process of planning for renovation or replacement of a jail.

C. Scheduling

Decisions regarding the classification and separation of inmates, combined with decisions about the level, type and location of programs, services, and activities, create a challenging logistical task for jail managers.

Scheduling all of the activities that must occur within the jail on a daily basis is complex and usually frustrating; many managers find that there are simply not enough hours in the day to accommodate such basic activities as:

* Meal Service
* Admissions and Releases
* Visiting
* Formal Counts/Lockdowns
* Exercise and Recreation
* Sick Call
* Administering Medications
* Telephone Access for Prisoners
* Court Appearances
* Commissary
* Prisoner Programs and Services
* Religious Services
* Prisoner Transports
* Library Access/Services
* Work Programs/Industry
* Staff Meetings
* Staff Training

Here, decisions that seemed reasonable concerning the separation of inmates during activities may become too difficult to implement within the limitations of staff, time and the physical plant.

To the extent that scheduling decisions can be defined early in the planning and design process, it will be easier to create a facility that supports the decisions. For example, it may be a policy that all inmate visiting occurs in the evenings and on weekends; therefore, the sizing of visiting facilities must accommodate the numbers of inmates and visitors that will be forced to visit at one time. Similarly, a decision about the *location* of visiting for each type of inmate will further shape the design.

Many managers have found that some of their most troubling operational and physical plant problems can be solved--or at least mitigated--by creative rescheduling of activities. The NIC Staffing Analysis Workbook for Jails provides a useful format and process for evaluating current schedules, along with tips for making improvements, including:

* Rescheduling certain activities to "level-out" peak periods of events during the week;

* Changing policies and procedures; or

* Combining or separating duties to create different positions or posts.

Such innovative scheduling can also help to relieve staffing problems. It is often most efficient to change how the jail is operated. to "level out" periods of peak activity that cause problems and may fill in low activity periods when the minimum staff component is not fully occupied. For example, if the midnight shift personnel are underutilized, certain administrative functions may be rescheduled to fill their time (such as filing commissary orders, keeping prisoner account records, updating prisoner files, preparing schedules, etc.).

II. Security and Inmate Supervision

Fundamental decisions about the methods of securing the jail and supervising inmates comprise another element of the organizational framework of the jail.

A. Security and Control

1. Defining Perimeters and Zones

3-ALDF-2G-02 (Ref. New)
The facility's perimeter is controlled by appropriate means to provide that inmates remain within the perimeter and to prevent access by the general public without proper authorization.

Comment: The means chosen to ensure perimeter security should reflect the facility's needs based on size and the degree of security required. Some methods are perimeter surveillance devices (e.g., electronic pressure, or sound detection systems), mobile patrols, or a combination of these techniques. All areas adjacent to the perimeter should be visible under all conditions.

There are several different kinds of perimeters and zones that might be created to assist staff in denying escape and contraband passage.

These include:

Main security perimeter. The primary barrier that is intended to preclude escape, unauthorized ingress or egress, and contraband passage. The main security perimeter is a *three-dimensional* rather than a two-dimensional element--it consists of the ceilings, roofs, and floors (and penetrations), as well as the exterior and interior walls, doors, passthroughs, and windows, which help deny escape or contraband passage from the outside.

Perimeter fence or wall. The secondary or support elements that complement the main security perimeter.

Primary internal security zones. Three-dimensional areas within the main security perimeter that provide for basic security separation and control of primary movement routes within the jail, denying or delaying access to other zones.

2. Master Control

3-ALDF-2G-01 (Ref. 2-5164)
Space is provided for a 24-hour control center for monitoring and coordinating the facility's security, life safety, and communications systems. The control center provides access to a wash basin and toilet.

Comment: The control center should contain sufficient space for monitoring and coordination of all internal and external security systems, communications systems, safety alarms and detection systems, and other mechanical and electrical systems.

Creating and clearly defining a master control position is central to the development of an effective main security perimeter and effective primary internal security zones (and in some cases secondary internal security zones). Master control is the primary internal security zone, and must:

* monitor all security perimeter systems (CCTV, alarms, pressure sensitive movement detectors, etc.);

* communicate with, control, and monitor or directly observe people at all ingress/egress points in the main security perimeter;

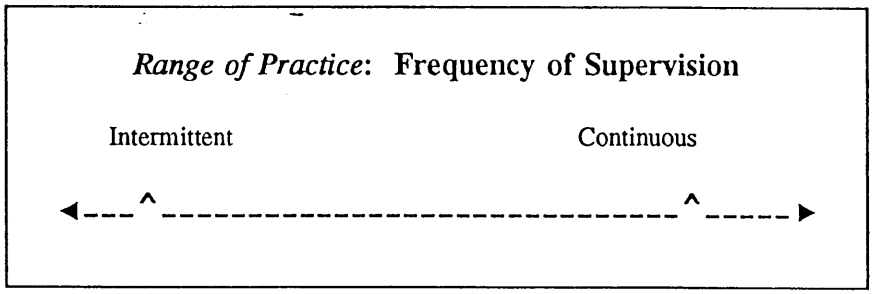
* communicate with, control, and monitor or directly observe people at the doors or gates which help define, and inhibit movement between, primary internal security zones and selected secondary internal security zones;

* communicate with facility staff wherever they are posted or located throughout the facility; and

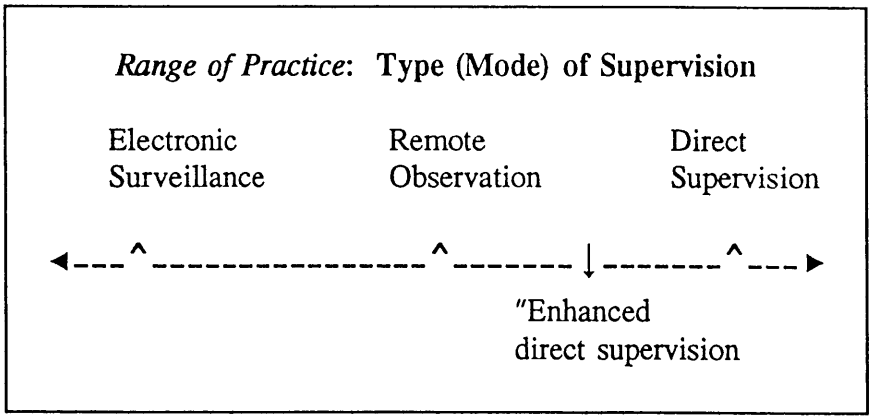
* control entry into the Master Control space (though an emergency key should be kept outside the facility's security perimeter so that the room can be opened if the officer becomes incapacitated).

B. Inmate Supervision

Another central decision that affects all operations, and the planning and design of a jail involves the "mode" of supervision that will be implemented in the new facility. Several types of options are available to jail managers.



The type of supervision (or mode) that is employed further defines the inmate management framework.



Recent surveys of jails suggest that most facilities--especially small jails--use the more traditional "intermittent" mode of supervision, where officers make rounds and visit housing areas within the facility. Other types of supervision can be further defined as:

Electronic Surveillance, where inmates are viewed and/or heard only through electronic equipment (closed-circuit television, intercoms, etc.);

Remote observation, where prisoners are viewed by a staff, but through at least one barrier (such as bars or glass);

Direct supervision, where prisoners are supervised by a staff member through "barrier-free" interaction.

A recent variation of direct supervision is sometimes called "enhanced direct supervision"--where an officer is stationed directly in a prisoner housing area, and another staff member provides visual remote surveillance.

The Case for "Direct Supervision."

Following formal recognition by the National Institute of Corrections (NIC) in 1983, direct supervision has been endorsed by the American Jail Association, the Committee on Architecture for Justice of the American Institute of Architects, and the American Correctional Association. It has also been incorporated into the Standards for Adult Correctional Institutions and Standards for Adult Local Detention Facilities of the Commission on Accreditation for Corrections. With such support, it may be considered by many to be state of the art for inmate management and housing unit design.

Correctional Officer Assignments
3-ALDF-3A-03 (Ref. 2-5173)
Correctional officer posts are located in or immediately adjacent to inmate living areas to permit officers to hear and respond promptly to emergency situations. The assisting officer may be physically available or within sight or sound of the officer entering the unit.

Comment: The presence of correctional officers within hearing distance of inmate living quarters can help prevent inmate misbehavior and avoid disturbances. The assisting officer should be able to provide assistance personally or to summon emergency assistance from others.

3-ALDF-2B-01 (Ref. 2-5134-1)
Physical plant design facilitates continuous personal contact and interaction between staff and inmates in the housing unit.
(Renovation, addition, new construction only)

Comment: Separation of supervising staff from inmates reduces interpersonal relationships and staff awareness of conditions on the housing unit. Staff effectiveness is limited if the only staff available are isolated in control centers as observers or technicians in charge of electronic management systems.

3-ALDF-2B-03. (Ref. 2-5135-1)
Written policy and procedure require that all living areas are constructed to facilitate continuous staff observation, excluding electronic surveillance, of cell or detention room fronts and areas such as dayrooms and recreation spaces. (Renovation, addition, new plant)

Comment: Continuous observation of inmate living areas is a fundamental requirement for maintaining safe, secure custody and control. The physical plant should facilitate the performance of this operational function.

The preceding standards underscore the support that direct supervision management has generated in recent years.

Although direct supervision inmate management concepts and principles will prove workable in almost any detention environment, they can be implemented more feasibility in a facility specifically designed for the purpose. It is also challenging to employ direct supervision techniques in smaller jails, and/or in smaller housing units.

Recent studies and evaluations of direct supervision management have identified many reasons for employing this approach, including:

Effective management. Administrators agreed unanimously that direct-supervision inmate management is an effective technique for managing institutions. However, increased management attention and staff training were required.

Improved staff morale. Administrators report--

* Improvements in staff attitudes.
* Decrease in staff tension.
* Reduced use of sick leave.
* Improved treatment of inmates by staff.
* Decreased number of staff-inmate conflicts.
* Improved institutional cleanliness and orderliness.
* Reduction in employee misconduct and confrontations with management.

Construction costs. Several factors suggest that direct-supervision inmate management contributes to reduced construction costs.

Commercial-grade *plumbing fixtures* can replace vandal-proof stainless steel fixtures in general population living areas.

Another new concept is elimination of lavatory and toilets in every cell. Dry cells may be especially appropriate when multiple-occupancy cells are being considered.

Lighting fixtures in the general population living areas need not be vandal proof.

The cost of secure *control stations* on each living unit can be eliminated.

The cost of *walls and glazing* to divide 48-cell living units into smaller 12-or 16-cell sub-units, as is the custom in "remote surveillance" detention facilities can be eliminated.

F*urniture* for use by inmates in general population living areas can be of normal commercial quality rather than the more expensive vandal-proof line.

Cell doors, frames, and hardware in the general population living areas can be commercial or institutional types rather than heavy steel doors and sliding gates.

Maintenance issues. Reduced maintenance costs were consistently reported as benefits of the direct-supervision approach.

Supplies and equipment. Officials also reported less frequent damage to supplies and equipment.

Personnel Savings. Specific staffing cost savings derived from direct supervision will depend, of course, on local circumstances. Administrators cite indirect benefits such as reduced sick leave and increased staff safety.

Reduced violence and improved working conditions can also be derived from the direct-supervision approach.

Emerging research based on the growing experience of jails of all sizes suggest that direct supervision offers many benefits. However, adopting direct supervision management demands a commitment to the underlying principles *and* extraordinary staff training and supervision efforts.

Prisoner "Surveillance" vs. Prisoner "Supervision".

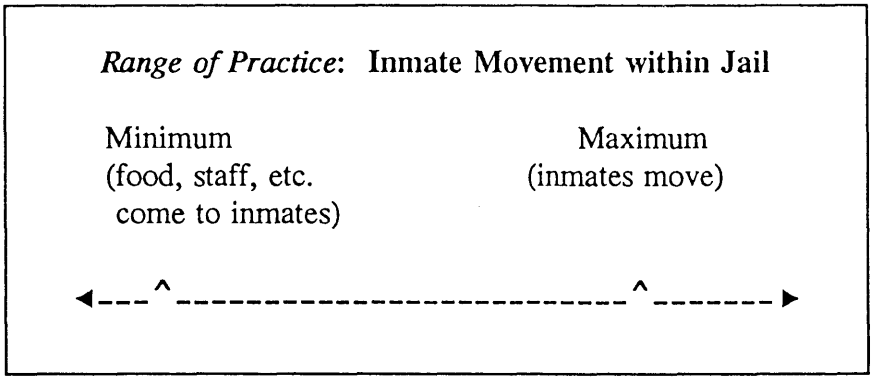
It is important to underscore the difference between prisoner *supervision* and prisoner *surveillance.* Surveillance describes activities that include observing or monitoring prisoner behavior. Often these are conducted through barriers (e.g., windows) or using audio or visual equipment. Surveillance is achieved when an officer views a housing area or dayroom through an enclosed control station or on a closed-circuit television monitor.

Although surveillance enables identification of some behaviors, it does not usually help to identify the causes, to anticipate or respond to behavior, or to prevent problems. In some instances, surveillance can prove inaccurate, such as when an officer misinterprets a prisoner's call for help over an intercom.

Supervision is composed of staff activities that involve direct, barrier-free contact with prisoners. This includes opportunities to converse and interact directly with prisoners, allowing staff to see and sense prisoner moods, anticipate problems, and prevent future problems. Studies indicate that such "direct supervision" creates a jail environment that is less stressful and safer for staff and prisoners. Providing prisoner supervision is an objective of jail staffing; surveillance can be considered a component of the supervision process, but it is not adequate alone.

III. Movement within the Jail

The decisions about "what happens where" have been discussed, in part, in the preceding sections. However, it is advisable to clearly articulate policies concerning the movement of inmates, staff, and the public, within the jail. These decisions can be expressed primarily in terms of inmate movement, as suggested below.



The "movement" decision must be made for each type of activity in which inmates are involved, such as visiting, dining, and educational programs. The decision may vary based on the type of activity, and may further vary for different types of inmates. For example, inmates and maximum and medium security custody might receive commissary orders in their housing units after submitting a request, while minimum custody inmates might be allowed to visit the commissary themselves.

Movement decisions for direct supervision facilities often vary from the traditional. Perhaps the most notable difference is with visiting services; in many direct supervision facilities visiting occurs in the housing unit and visitors are sometimes provided with an entirely separate set of corridors to use to reach the housing unit.

IV. Conditions of Confinement

In Part One we underscored the importance of examining working conditions for staff. Here, we discuss the conditions of confinement that the facility and its operations create, in their totality, for inmates.

In a secure facility like a jail, staff control virtually every aspect of each inmate's life. The facility and its operation determine, for each inmate, his/her movement, communications, diet, environmental conditions, rules, schedule, and virtually all other aspects of daily life.

Because of the extraordinary amount of control that the jail holds over each inmate, and the limited amount of control ceded to the inmate, courts have taken an interest in determining whether the conditions of confinement are unfair, punitive, or otherwise unconstitutional.

Research and theory in institutional crowding suggests that special consideration be given to environmental conditions which are related, but not identical to crowding, in order to reduce stress among staff and inmates. These include maximizing the degree to which elements in the environment can be adjusted--or controlled--such as lighting, noise, and temperature.

Nearly twenty years ago the U.S. Department of Justice, Law Enforcement Assistance Administration (LEAA) commissioned the development of an "advanced practices" design manual for correctional facilities. According to the authors, the "advanced practices planning and design criteria were developed in response to a Congressional mandate to take 'forward-looking and meaningful action' to eliminate 'outmoded" and 'degrading' facility conditions." The authors suggested that, at that time, "...the general professional and emerging legal consensus that our existing facilities were characterized by failure, neglect and unconstitutional conditions.....contrary to being 'tough on crime' existing facilities were 'soft on crime' through the creation of degrading environments which seemed only to reinforce, and in fact elicit, deviant and non-normal behavior."

The following brief excerpts from the LEAA document, which was developed by the National Clearinghouse for Criminal Justice Planning and Architecture, seem equally appropriate today.

> Advanced practices criteria were developed to be "tough on crime" in the sense that the advanced practice environment is to stress normalcy, individual responsibility and a positive framework within which to pursue reintegrative activities. None of these is attained at the expense of basic facility security.
>
> *Basic Concepts Behind the Criteria.* One of the most important concepts to understand with respect to advanced practices architecture, however, is that buildings do not "correct" people, solve their problems, or alone provide security. In fact, no facility can do these things. Adequate numbers of appropriately trained people are needed to satisfactorily respond to these human concerns. Advanced practices

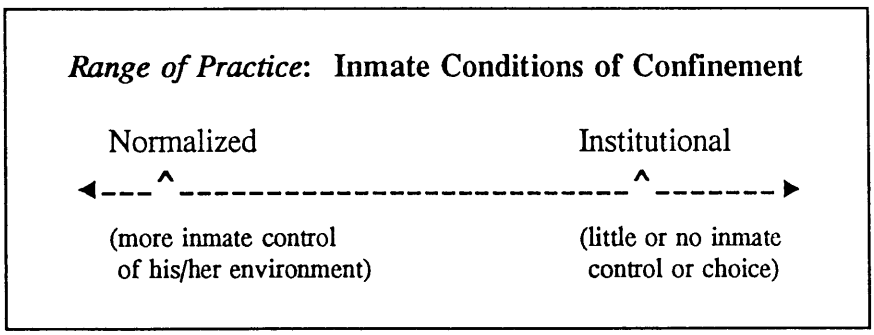
architecture can only create humane working and living environments which are consistent with constitutional rights, and which can provide positive reinforcement of a specified set of activities.

For advanced practices, these activities relate to the well-being of the staff and the individual, and to the resident's successful reintegration into the community.

The key architectural concept behind the criteria is that of "Normalized Design," This concept calls for a secure environment which, in appearance and operation, is more comparable to a normal, "free" residential and institutional environment. The needed physical security should be "built-in," rather than overly prominent, and should be complemented by prescribed staff levels and procedures.

The value of normalized design is that it is consistent with the pre-adjudicated individual's right to the least-restrictive environment possible, and with the post-adjudicated person's right to an environment whose conditions do not in themselves represent punishment. Since it is known that people respond to their environment, a "normalized" facility, coupled with normalized staffing attitudes, can result in more normal behavior by facility residents. A normalized environment can help reduce anxieties and frustrations, and can create an atmosphere in which the damage of institutionalization can be minimized, and the chances of successful reintegration enhanced.

The "normal physical environment" is non-institutional in character, similar to other buildings in use, and has a "scale" that is neither overwhelming nor oppressive.



Attachment B provides a "Conditions of Confinement Checklist" that has been developed to assist in the evaluation of correctional settings.

PART THREE: ACA Standards and Accreditation

I. Standards Development and Trends

The first standards for corrections were developed by the American Correctional Association (ACA) in the 1940's. ACA was founded in 1870 for the purpose of improving correctional programs throughout the United States. The standards were adopted by some managers, but there was no method for verifying compliance. In subsequent years, courts demonstrated increasing interest in the conditions of confinement imposed on inmates and began a period of active intervention. In 1969, the Ford Foundation awarded the ACA a grant to study the desirability and feasibility of establishing new national correctional standards that would consider the needs of correctional managers, prisoners, legislators, and the courts. This study identified the need for both new standards and for a mechanism to review, evaluate, and measure compliance with the standards.

With funds from several Federal agencies, supplemented by grants from 18 major corporations, ACA began the development of the professional standards that are widely used today. Development began in 1974 with an extensive program of drafting, field testing, and revising standards for all areas of detention and corrections.

The Commission on Accreditation for Corrections was created in 1974, providing a formal process for measuring compliance. As of August 1988, 721 correctional facilities and agencies are accredited or are in the accreditation process.

The Commission is guided by a Board of Commissioners that represents a wide range of adult and juvenile correctional agencies, the judiciary, law enforcement, and professional organizations such as the American Bar Association, the American Institute of Architects, the National Sheriffs' Association, and the National Association of Counties.

Since 1976, 16 standards manuals have been published by the American Correctional Association, addressing the following types of facilities and operations: adult parole authorities, adult correctional institutions, adult local detention facilities, adult community residential services, adult probation and parole field services, Juvenile Community Residential Services, Juvenile Probation and Aftercare Services, Juvenile Detention Facilities, Administration of Correctional Agencies, Small Jails, Certification of Health Care Programs, and Certification of Food Services Programs.

Periodic Supplements are published by ACA, revising selected standards and providing new interpretations. In addition, a Policy Memo is distributed as needed to apprise agencies involved with accreditation of current interpretations. The ACA Committee on Standards is responsible for standards development and revision. The Committee solicits suggestions from all interested persons.

II. New Research to "Inform" Standards Revision

In 1987 ACA commissioned pioneering new research efforts to "inform" the revision of standards, supported by grants from the National Institute of Justice. Three distinct research initiatives were undertaken, which are summarized below. While this research focussed on standards for adult correctional institutions (ACI), the Standards Committee transposed most of the findings into the revision of standards for adult local detention facilities.

A. Environment and Behavior Issues

Examining the interaction between people and the designed environment.

This research effort assessed the ACA physical plant standards from the perspective of the effects of the physical environment upon behavior. A mail survey of users of the current standards was conducted. In addition, a review of research literature relevant to this area was completed, and experts in various disciplines related to physical plant design and management were contacted.

The literature review did not provide information on specific cell sizes or configurations. It did seem to indicate that single cells are preferable over doubles or dormitories, especially for younger, more violent inmates. When dormitories are allowed for minimum security inmates, the research suggests that cubicles may be useful in reducing stress.

Research and theory in institutional crowding suggests that special consideration be given to special environmental conditions which are related, but not identical to crowding, in order to reduce stress among staff and inmates. These include maximizing the degree to which elements in the environment can be adjusted (e.g., lighting, noise, temperature), and providing inmates with adequate levels of key resources (e.g., space, telephones, televisions, seating).

The expert group similarly stressed the need to compensate for overcrowding through increased resources, such as staffing and telephones.

This group also emphasized the relationship of variables such as capacity and single versus double-celling to other issues such as management style. For example, they suggested that capacity need not be limited to 500 if facilities are sufficiently decentralized. They also suggest that the standards process recognize emergency overcrowding, but that the use of additional resources (as noted above) be required to help compensate.

The results of this research were translated into a "Conditions of Confinement Checklist" which is presented as Attachment B. This research also helped shape the contents of the "Staff Working Conditions Checklist" in Attachment C.

B. Survey of Physical Conditions of Confinement

Examining the actual practices in the field, in light of standards requirements.

Due to the extensive construction of correctional facilities that is occurring in every state, a substantially expanded body of knowledge is available on design and operational implications for a variety of types of facilities. While the survey research conducted for this effort provided information concerning seven "state-of-the-art" facilities, most of which are accredited by ACA standards or could qualify for accreditation, additional research is necessary to provide more specific spatial guidelines in the decentralized program and support service components of the facility.

The information gained during the course of this research initiative tends to corroborate the intuitive feelings of many correctional administrators and planners--that space is one of the greatest friends an institutional manager may have during times of overcrowding. It can also be argued that space is of equal important when crowding is not an issue--especially the diversity of spaces that allow creative programming and management. Creative use of space combined with innovative management approaches can improve not only the efficiency, but the effectiveness of correctional facilities and programs.

Changes in a dimensional standard for any building type usually sends "shock waves" through the various user and interpreter groups. Therefore, a change in physical plant standards for correctional facilities can have a substantial impact upon capital and operating costs. However, to meet the continuing demand for living area and support spaces for an increasingly complex inmate group, e.g., disabled, mentally ill, and elderly, certain components of the current ACA standards require increased area allocations, as summarized in the following narrative.

- **Inmate Living Areas.** As has always been the case, inmate living areas are the primary "form-giver" of the correctional institution.

  - Cells. Through the research, it was observed that each individual requires a minimum amount of personal space to facilitate exercise, to maintain separation from other inmates, and to carry out certain required daily activities.

  - Dayrooms. Within the dayroom environment, space should be provided for a range of inmate activities. The research found that very few of the new facilities constructed since 1982 actually provided only the 35 square feet per inmate in the dayroom. The majority of the facilities provided between 40 and 60 square feet per inmate, due in large part to the area that is created when cells are placed along exterior walls to gain natural light.

It was recommended that the ACA revise the present standards to recognize the operational uses of dayrooms and the space requirements associated with this variety of uses.

- **Program and Support Areas.** A major factor in the design and operation of a new correctional facility is the ability to provide adequate space and staff to conduct centralized program activities. Even in the more contemporary approach of decentralizing much of the management and programs to the housing unit, the need for centralized and larger program areas remains.

  Rather than providing a specific space standard for program components, it may be more appropriate for the ACA to develop design guidelines based on a "use factor" that defines a square foot per inmate user that will give administrators and planners ranges to use in the allocation of space to selected functional areas. It is difficult to apply a guideline of net square feet per inmate for the total facility population, since in many of the centralized functions, the total inmate population of a facility would never occupy these spaces at one time. Therefore, a "use factor" is a better indicator of operational and design conditions.

The findings from this research contributed to the contents of the Design and Planning checklists that are presented in Attachments D and E.

C. Legal Research

Courts establish constitutional minimums--and are not attempting to define what is optimal or even professional.

First, and most important, the authors stressed that the **specific findings of courts should not be used** as the foundation for the development of professional standards. When courts evaluate conditions of confinement, their yardstick measures the constitutionality of conditions. To pass court muster, a facility and operation must merely be found "not unconstitutional." This is a far cry from representing a professional practice. Rather, the authors suggest that court findings for each specific physical plant topic represent minimums, below which no professional standards should fall.

More important, an analysis of court decisions underscores the **need to view physical plant standards in a broader context** -- to consider the "**totality**" of conditions of confinement.

Appendix A presents specific court findings organized under each physical plant topic area, which provide detailed court case summaries, as well as summary charts.

These are presented in chronological order, allowing readers to quickly identify older cases, and to understand trends. These summaries were used extensively in the development of recommendations for ACA standards revision.

Following the topic summaries, complete case summaries are provided for all 70 decisions, in alphabetical order. These offer interested readers the opportunity to analyze individual cases in more detail.

Several **summary charts** provide readers with an overview of the research efforts. One chart displays the types of connected issues associated with each physical plant topic, and the corresponding frequency. Other charts display the **type of finding** and the **connected issues** for each case.

Finally, court decisions offer the impetus to reconsider several current ACA standards, as indicated in the summary report from the consultants. These include:

- Access to Toilets
- Cell Occupancy, Size and Partitions
- Natural Light and Light Levels
- Noise Levels
- Ventilation, Temperature
- Exercise and Recreation (courts are clear that prisoners must be provided with specific **levels** of access to exercise)
- Visiting (courts are clear about requiring specific levels of access to visiting)
- Protective Custody
- Administrative Segregation
- Disciplinary Segregation

In summary, the legal research underscores the need to look past the individual physical plant standards, and provide indications of the types of issues that are, and should be, connected to the evaluation of facility components.

The findings from this research provided the foundation for the "Conditions of Confinement Checklist" (Attachment A), that attempts to measure the totality of conditions for the first time.

III. Third Edition ALDF Standards

The results of the NIJ research effort were used by the ACA Standards Committee to guide the revision of physical plant standards. Significant changes included a shift toward "performance standards" rather than static measures, and a major reorganization of the standards. Also, a series of checklists were developed that provide comprehensive views of

conditions of confinement, working conditions and the "totality" of conditions. While not incorporated into the Third Edition standards, these are proving useful in the accreditation process.

Early in 1990, ACA commissioned the authors of this report to conduct a cost analysis of the physical plant standards in new Third Edition standards. A Sketchbook was the first step in that process. *See ACA Standards Sketchbook, 1990.*

The Third Edition standards represent many significant changes with regard to physical plant issues. These range from overall changes in *format*, to the adoption of *performance standards* in lieu of static measurements.

***Appendix B** of this report gives a "head to head" comparison of ALDF Second and Third Edition standards which provides a detailed comparison of the old and new standards; the actual text of both sets of standards is provided there. A series of drawings also illustrate some of the changes.*

The following **summary** highlights some of the more significant changes presented in the Third Edition.

Note: The wording of some standards allowed several possible interpretations; where necessary, the research team was required to interpret standards. The team used responses to the Sketchbook to evaluate its interpretations.

Summary of Changes--Third Edition ALDF.

Inmate Housing.

A new approach is provided in the Third Edition standards. The requirement of 60 square feet per cell (or 50 square feet per occupant in minimum security multiple occupancy rooms/cells) is replaced by a performance standard of 35 square feet of unencumbered space per occupant (or 25 square feet in multiple occupancy cells). The new standards allow double-occupancy cells/rooms. In multiple-occupancy rooms/cells, partitions are now required if there are more than four occupants.

Dayrooms.

The size of dayrooms may be based on the number of users under the new standards, and "circulation corridors" are no longer excluded from dayspace area calculations. Dayrooms must now be separated from sleeping spaces by a floor-to-ceiling partition/wall, and dayrooms must be immediately adjacent to sleeping areas. A minimum size (100 square feet) is established for any dayroom.

Natural Light.

Cells/Rooms. Two options for providing natural light to sleeping areas are defined. A minimum size for glazing or openings in cells/rooms is established, and inmates

must be provided with a view to the outside, although the window to the outside need not be in the cell.

Dayrooms. Dayrooms must now provide natural light with a view to the outside, and a formula for the amount of glazing is established.

Toilets.
Overall, the ratio of toilets to occupants is increased from 1/8 to 1/12 (1/8 for females). Urinals may be substituted for some male toilets.

Wash Basins.
The ratio of wash basins to occupants is increased from 1/6 to 1/12 for some types of housing.

Special Management Housing.
Observation of inmates and the ability to converse with others is more clearly defined.

IV. Accreditation

Accreditation, a process that began in 1978, involves approximately 80 percent of all state departments of corrections and youth services as active participants. Also included are programs and facilities operated by the Federal Bureau of Prisons, the U.S. Parole commission, and the District of Columbia. While still a small proportion of the more than 3,400 jails in the United States, the number involved with accreditation is growing.

For these agencies, the accreditation program offers the opportunity to evaluate their operations against national standards, remedy deficiencies, and upgrade the quality of correctional programs and services. The recognized benefits from such a process include improved management, a defense against lawsuits through documentation and the demonstration of a "good faith" effort to improve conditions of confinement, increased accountability and enhanced public credibility for administrative and line staff, a safer and more humane environment for personnel and offenders, and the establishment of measurable criteria for upgrading programs, personnel, and physical plant on a continuing basis.

The timeliness, requirements, and outcomes of the accreditation process are the same for a state or federal prison, training school, local detention facility, private halfway house or group home, probation and parole field service agency, or paroling authority. All programs and facilities sign a contract, pay an accreditation fee, conduct a self-evaluation, and have a Standards Compliance Audit by trained ACA consultants prior to an accreditation decision by the Board of Commissioners. Once accredited, all programs and facilities submit annual certification statements to the ACA. Also, at the ACA's expense and discretion, a monitoring visit may be conducted during the initial three-year accreditation period to ensure continued compliance with the appropriate standards.

Participation in the Accreditation Process

When an agency elects to pursue accreditation, ACA staff will provide the agency with appropriate information and application materials. These include a contract, the applicable manual of standards, a policy and procedure manual, and an Organization Summary (narrative).

Preaccreditation Assessment

Prior to signing an accreditation contract, an agency may request a preaccreditation assessment. The assessment entails a visit to the agency by an ACA consultant, who will assess strengths and areas for improvement, measure readiness for application for accreditation, and identify steps required to achieve accreditation. A confidential written report is provided for the agency to assist in making the decision to apply for accreditation.

Applicant Status

When the agency enters accreditation, the administrator requests an information package from the ACA. In order to confirm eligibility, determine appropriate fees, and schedule accreditation activities, the agency in turn provides the ACA with relevant narrative information through the Organization Summary.

Correspondent Status

When the application is accepted, the agency enters Correspondent Status. During this time, the agency conducts a self-assessment of its operations and completes a Self-evaluation Report, which specifies the agency's level of standards compliance. (Self-evaluation Reports are optional for facilities signing a reaccreditation contract.)

Candidate Status

The agency enters into Candidate Status with ACA's acceptance of the Self-evaluation Report or agency certification of its completion. Candidate Status continues until the agency meets the required level of compliance, has been audited by a Visiting Committee composed of ACA consultants, and has been awarded or denied a three-year accreditation by the Board of Commissioners. Candidate Status lasts up to twelve months.

Standards Compliance Audit

The agency's request for an audit is made six to eight weeks in advance of the desired audit dates. The purpose of the audit is to have the Visiting Committee measure the agency's operation against the standards, based on the documentation provided by the agency. A Visiting Committee completes the audit and prepares a Visiting Committee Report for submission to the Commission on Accreditation for Corrections (CAC). The ACA designates a Visiting Committee Chairperson to organize the supervise the committee's activities.

The Accreditation Hearing

The CAC Board of Commissioners is solely responsible for rendering accreditation decisions and is divided into Accreditation Panels empowered to render such decisions. Panels meet separately or in conjunction with a full board meeting and are composed of three to five commissioners.

Accredited Status

During the three-year accreditation period, the ACA requires that accredited agencies submit annual certification statements confirming continued standards compliance at levels necessary for accreditation. The report should be inclusive of the agency's progress on completing Plans of Action and other significant events that may affect the accreditation award. In addition, the ACA may require accredited agencies to submit written responses to public criticism, notoriety, or patterns of complaints about agency activity that suggest a failure to maintain standards compliance. The ACA, at its own expense and with advance notice, may conduct on-site monitoring visits to verify continued standards compliance or conditions of confinement.

Reaccreditation

To ensure continuous Accredited Status, accredited agencies should apply for reaccreditation approximately twelve months prior to the expiration of their current accreditation award. Agencies have the option of being audited from individual accreditation files or operational files.

The preceding information is provided as an overview of the accreditation process. Additional information on specific procedures and elements of the process is available from the ACA Division of Standards and Accreditation.

PART FOUR: Planning Guidelines

Planning Precedes Design

There are many horror stories about the consequences of failing to adequately plan before designing jail renovations or new construction. According to the National Institute of Corrections[1] the following consequences can result from failing to plan:

A new jail with too little capacity and too little land on which to expand.

A new jail that local officials could afford to build but could not afford to run.

A new jail that failed to comply with statutory, professional, or legal (constitutional) standards.

A new jail that solved past problems but was poorly laid out and, therefore, difficult to operate.

A new jail that was cheap to build but lacked essential spaces and did not hold up well over time.

A new jail that solved jail problems but crowded adjacent court and law enforcement buildings and, thus, created other problems.

A new jail plan for which a bond issue could not be passed.

It is well worth the time it takes to plan.

[1]Source: NIC Small Jails Special Issues, Kimme Planning and Architecture, Champaign, Illinois. 1986.

I. Total Systems Planning

Planning and designing adult local detention facilities poses complex challenges for all who should be involved--users, "owners," planners, designers, and others. There are many incentives for users and owners to assume an active role in the planning and design process. When this happens, everyone benefits.

First advocated by the Law Enforcement Assistance Administration (LEAA), and now promoted by the National Institute of Corrections (NIC) for many years, "total systems planning" has become the standard for corrections design initiatives. We believe that this process can be valuable for all types of facility modifications--including renovation and expansion.

Experience shows that the complexity and expense of achieving lasting improvements in criminal justice make comprehensive planning absolutely imperative.

The planning process shown in the Total Systems Model involves the basic skills used in making any decision where several related problems must be examined in light of the advantages and disadvantages of alternative solutions. Throughout the entire planning process the goals, objectives, and findings of early phases should be reassessed in light of new developments.

The six phases of work that comprise the total systems planning model are shown on the chart on the following page. Each phase is described briefly in the following narrative.

Phase One: Identify Planning Tasks

A planning group or working committee should be established which can direct, organize, and follow up on early planning activities. The initial task of the planning group is to form an advisory board representing a broad range of professional, political, and public interests. Identify the major issues and problems. Sort out the jurisdictional and geographical scope of the problem. Information should be brought together in a Statement of Broad Project Goals.

Phase Two: Gather Information

Collect specific information necessary for a thorough understanding of the issues related to the problems identified in their criminal justice system. The service area's justice system is studied in detail to learn how the components operate. What are the current policies and practices of law enforcement, courts, and corrections that conceivably impinge upon the identified problems? Collect all pertinent data concerning the facilities, staff, and clients of the existing criminal justice system and related justice agencies and resources.

Total Systems Planning

Phase 1: Identify Planning Tasks

* Establish planning group and representative advisory board
* Identify major issues
* Assess need for consultant services
* Define and assess boundaries of service areas
* Develop project goals
* Establish working timetable

Product: Statement of Broad Project Goals

Phase 2: Gather Information

* Inmate information gathering
* Develop and conduct surveys

Product: Data Results and Criteria for Analysis

Phase 3: Analyze Information

* Analyze research and survey results
* Determine and evaluate capabilities and deficiencies of existing system
* Identify service area needs
* Rank needs and set priorities

Product: Evaluation of Findings and Classification of Needs

Phase 4: Develop Policy

* Generate planning alternatives
* Evaluate alternatives
* Develop cohesive policy

Product: Formal Statement of Policy (master plan)

Phase 5: Translate Policy to Program

* Develop organizational program
* Develop service programs
* Develop architectural design

Product: Organizational, Service and Architecture Programs

Phase 6: Implement Programs

* Implement programs
* Implement architectural construction
* Sustain continuing system evaluation program

Product: Functioning Programs

Phase Three: Analyze Information

Analysis should be set up to highlight the capabilities and deficiencies of the criminal justice system and related justice agencies and resources. Rank needs and set action and funding priorities.

Phase Four: Develop Policy

The effectiveness of various solutions can be measured against such practical constraints as costs and funding resources.

Phase Five: Translate Policy to Program

Depends on how substantively involved the working committee and advisory board have been in shaping the recommendations of the plan itself. Organized and structured to provide a continuum of services.

Phase Six: Implement Programs

The coordinated action phase of the Criminal Justice Planning Process. Emphasis on the coordinated implementation of criminal justice programs, and the sustained monitoring and evaluation of those programs. Criminal justice planning as a flexible and continuing process; even when the programs are operational, the planning process is not complete.

II. Life Cycle Costs

Studies indicate that, over a thirty-year period, staffing will comprise up to seventy percent of the total cost of building and operating a new jail. This "life cycle cost" perspective--the process of looking at total costs for a capital project over time, is an important planning tool. It should be used as a method to compare alternative solutions at all key points in the planning and design process.

Life-Cycle Costs

In a life cycle cost analysis, *all* of the costs incurred during the various stages of a project are taken into account. Spread over a period that corresponds to the economic life cycle of the building, these costs range from the capital investment in land, construction, and financing, to the eventual costs of salvage and disposal of the building.

A life-cycle cost analysis allows "weighing" of trade-offs in building, construction and operation; it can also help balance out the long-term economic consequences of proposed actions.. Sometimes a life cycle cost analysis will indicate that it is better to spend more "up front" in order to enjoy savings in operating costs over the life of the building.

Life cycle cost analyses should be conducted early and often in the planning and design process. The earlier analyses might help to determine the real costs of construction when compared to non-physical alternatives such as diversion and correctional options. As a project progresses, each succeeding set of decisions tends to have a smaller impact upon total project cost, as depicted in the chart below. The decisions of major consequence are made in the early stages of the project and, consequently, should receive the most attention.

Put Figure 1.4-5' Decision Makers' Influence on Total Facility Costs (page 5) here.

Calculating Life Cycle Costs

Because life cycle costs depend upon a large number of factors, it is not possible to give any "rule of thumb" figures. Rather, life cycle cost analysis provides a technique for comparing alternatives or assessing the feasibility of an option.

Different cost categories may be used in the analysis, depending upon its objective and the stage of the planning process at which it is employed. A wide range of first costs and operating costs may be included, such as:

First Costs--
* Initial capital investment costs
* Financing costs.
* Alteration and improvement costs.

Operating Costs--
* Maintenance and operations costs.
* Repair and replacement costs.
* Personnel costs.
* Salvage costs.

Some of these are "one-time," non-recurring costs and others are "ongoing" or recurring costs.

Summary

This technique provides an accepted method for comparing "apples to apples" for various options that present themselves throughout the planning and design process.

III. Managing the Jail Population[2]

A. Motivation to Manage

Often an early life cycle cost analysis identifies the total costs for building a new jail. When this is known at an early stage, the interest of policy-makers in "finding an alternative" to costly construction is heightened.

While the jail is only one component of a much larger criminal justice system, it is possible to have a major impact on practices that result in the use of the jail. Many jurisdictions have found that aggressive actions that involve all of the key "stakeholders" in the justice system can produce marked changes in numbers and types of persons who are presented for confinement at the jail.

B. A Systems Perspective[3]

The most effective way to manage jail populations may be to implement several small initiatives--adding up to a big impact on the system. The following actor-by-actor discussion highlights some of the "little ways" that are available and how officials in certain jurisdictions are making use of such practices to influence jail admissions and length of confinement (LOC).

1. Law Enforcement

Decisions surrounding local arrest practices--whether to arrest, whether to transport to the jail or stationhouse, whether to book, whether to detain for bail-setting--are critical determinants of jail population size. Local police agencies, exercising discretion in the field and at the stationhouse, dominate the initial admissions decision.

Pre-Arrest Practices. Individual officers refer certain cases to family, friends, or other services outside the criminal justice system or use informal dispute settlement techniques.

The most common form of pre-arrest diversion is that of short term detoxification or "sobering up" facilities for public inebriates.

Other Practices. Police agencies may also use authority delegated by the court to set and accept bail amounts according to a bail schedule. The court may also authorize police to accept established fines for traffic violations and misdemeanors where the arrestee is willing to waive formal adjudication.

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[2]adapted from NIC Jail Resource Manual, Fourth Edition, CRS, Inc. 1989.

[3]adapted from Alleviating Jail Crowding: A Systems Perspective, Andy Hall, D. Alan Henry, Jolanta Perlstein, Walter Smith. National Institute of Justice, U.S. Department of Justice. 1985.

Persons suffering from mental illness often are jailed due to lack of adequate mental health care programs in the community. Law enforcement agencies in some communities have responded to this problem by creating training programs for officers in recognizing mental illness and have obtained extra-system services to provide emergency mental health care.

Post-Arrest Practices. Citation and stationhouse release (or notice-to-appear) procedures offer an effective method of deflecting many arrestees from jail intake.

Law enforcement policies can have a bearing on jail populations beyond initial arrest and booking; for example, bail magistrates, pretrial release personnel, and courts may be influenced by police bail recommendations, which can, in turn, increase the use and duration of detention.

2. Jail Administration

No official has a more vital interest in permanent alleviation of the crisis in numbers than the chief jailer. The jail administrator is far from powerless in minimizing jail capacity requirements.

Assuring Access. Obstacles to efficient decision-making at the first stages of processing may be extremely difficult to overcome. Jail policies and procedures that combine to delay the pretrial services interview or the setting of bail, or limit the defendant's information for contact with persons in the community, may have system-wide repercussions.

Supplying Needed Data. Feedback to individual judges regarding those who are in jail, pre- and post-adjudication, is often lacking in local system operations, yet jurisdictions which have established jail crowding task forces have found that reliable information on the jail population is a prerequisite for sound planning.

Monitoring Detention Cases. Works as a liaison between jailer and prisoners and is responsible for the classification system and is generally responsible for tracking the court status of all prisoners to assure that cases are moved through the court process expeditiously and that length of confinement is not extended through oversight or inattention.

Developing Non-Jail Options. Jail administrators also work in the community to develop alternative release and sentencing programs. The sheriff or jailer may also establish a pretrial services unit responsible for direct release, interviewing for court bail-setting, and developing further conditional release or supervised release options. The jailer may also initiate contact with other city or county offices, private businesses and schools to establish community service and work/study release placements. *Sometimes the jail manager must take the lead in developing alternatives to confinement.*

Cooperating With Other Sites. Jail administrators may also cooperate on a multi-county basis to share available jail space.

3. Prosecution

Prosecutors have assumed a prominent role in reversing jail population growth.

Early Case Screening. A number of localities now require police officials to obtain prosecutor approval before arrest warrants are served. Significant reductions in jail admissions and LOC may result from immediate review of charges at the point of booking or shortly thereafter.

Expediting Detention Cases. If a defendant is detained following the charging decision, initial court appearance, and pretrial services bail review (as discussed in the following section), the next critical element influencing the jail population is the elapsed time to the preliminary hearing and/or grand jury deliberation, then to arraignment and trial. Even where the case scheduling, or "calendaring," function is reserved for the court or court administrator, the expeditious handling of cases is strongly influenced by prosecutorial management techniques.

Other Practices. Some prosecutors have imposed a limit on continuances for each case and have sought establishment of such limits on defense counsel. Sentencing recommendations made by the prosecutor may also have a significant effect on jail use, as may policies toward release pending appeal.

4. Pre-Trial Services

Regardless of program structure--whether under the jurisdiction of the court, probation, jail staff, other unit of government, or as a private, non-profit organization--the pretrial services agency is frequently the detained defendant's first system contact beyond the arresting agency. In systems lacking pre-arrest diversion, citation release, or other "outlets" described in the Law Enforcement section, pre-trial services agency contact may also represent the first point at which the need for further detention is determined.

Early Intervention. Jail population levels may benefit significantly merely by adjustment of staff schedules to make certain that a maximum number of defendants are interviewed and that interviews are conducted on a timely basis.

Expanding Release Options. Many agencies have responded to local needs by creating a broader group of judicial choices, such as conditional release, supervised release, third-party release, unsecured bail, and deposit bail.

Supervised Release. Pretrial agencies are also generally responsible for supervising persons released before trial, often including those released on financial bonds, as well as on non-financial conditions.

Follow-up Review. Beyond the reassessment of release on recognizance criteria, pretrial agency officials can institute review procedures for detainees rejected for ROR or unable to satisfy a financial bond.

Jail and Case Flow Information. Pretrial services agencies also serve to communicate useful information to the court and others in city or county government relating to pretrial case flow and the jail population.

5. Judiciary

The judiciary guides case processing virtually each step of the way; no system entity makes more decisions affecting the jail population.

System-Wide Leadership. The broad discretionary power and influential political position of the court may bring the presiding judge, as well as other judges, to a natural position of leadership in formulating and implementing a systemwide approach to the problem of jail crowding.

Prompt Bail-Setting. Local court rules governing early handling of cases have brought about substantial progress in many localities, particularly in reducing jail admissions.

Delay Reduction. Jurisdictions which have realized the greatest success in reducing jail use are those which have moved most aggressively to eliminate "dead time" in handling detention cases.

Sentencing Options. The absence of community programs for offenders with recognized treatment needs (or lack of judicial confidence in such programs) may lead judges to impose jail sentences in the hope that such needs will receive some degree of attention. Numerous localities have worked to augment the range of available sentencing options, including restitution, intensive probation supervision and treatment, and community service, only to fail to reach those who would otherwise be incarcerated.

DWI Treatment. While many local justice systems have acted to increase the jailing of DWI arrestees and convicted offenders, some have acted to divert such persons.

Early Release. A number of courts have established special early release mechanisms for persons sentenced to jail time.

6. Defense.

Indigency screening and appointment, application of pretrial release options, use of bail review, consideration of dismissal, plea bargaining and adjudication, and sentencing and sentence mitigation are some of the system procedures critical to determining population levels.

7. Probation and Parole

In most, if not all, communities, the probation agency is charged with the mobilization task, as well as conducting the pre-sentence investigation (PSI), arranging for services, and supervising probationers.

Pretrial and Sentencing Options. Probation/parole agencies, particularly those funded directly by local units of government, are vital to the enhancement of non-jail sanctions.

Delay Reduction. Delay in preparing the PSI report can also seriously inflate jail population levels. Whether a probation/parole agency is operated by the local government or the state, its policies regarding revocation and detainers will directly affect jail admissions and confinement time.

Other Practices. Probation/parole agencies can affect jail population levels through their policies on the use of automatic detention or revocation in the event of re-arrest or failure to pay fines and through the authority to issue arrest warrants.

8. Extra-System Services.

Programs involving extra-system services are used by many of the system actors.

Special Needs Populations. Populations with special needs can be diverted or quickly removed from jail if services are made available. For example, such services can handle public inebriates and other drug-dependent persons, intoxicated drivers, and mentally disabled persons.

Identification of a serious mental disturbance, coupled with crisis centers and long-term counseling services, can work to keep the mentally disabled out of jail.

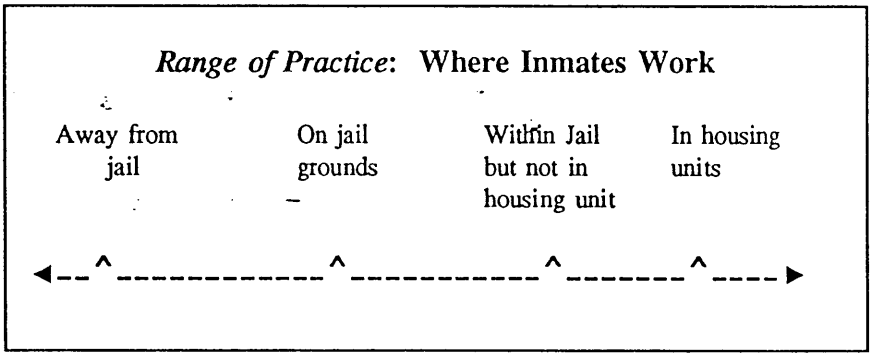
System-Wide Planning. Jurisdictions benefit from extra-system participation in system-wide jail use planning.

Extra-system agencies, those operating outside the traditional criminal justice system, are essential to the alleviation of jail crowding. From the initial decision of the victim or witness to the possible revocation of non-jail sentences, extra-system service providers affect numerous decisions that determine jail admissions and length of confinement. Various human services providers and concerned citizens often lend the breadth and objectivity of analysis essential to the success of system-wide jail use planning efforts.

IV. Work and Release Programs

A. Work

Decisions about the extent to which inmates will work can be made under the heading of "programs, activities and services" which was reviewed in Part Two. The decision about the location of their work efforts are important to the planning process.



A recent trend in jail operations involves a greater number of inmates in work activities while they are confined. Such work activities are usually voluntary for all inmates, and must be voluntary for unsentenced inmates. Traditionally, jails have provided inmate labor for work projects away from the jail; such "public works" programs are popular throughout the United States. However, by locating the work site away from the jail, the numbers and types of inmates who are eligible to participate is severely limited.

Ten years ago it was unusual to find a jail that offered meaningful work opportunities to pretrial detainees. There were ample numbers of low-security sentenced offenders available to meet the needs of the jail (as trusties) and public works projects away from the jail. As off-site programs expand, and as the characteristics of the jail population change, many jails have found it necessary, and appropriate, to involve pretrial detainees with work that was formerly reserved to sentenced offenders. In some jurisdictions, court-ordered capacity caps have resulted in the accelerated release of many low-security sentenced inmates, greatly reducing the traditional workforce.

Managers have found that pretrial detainees are usually anxious to volunteer for work, and can safely implement many of the tasks that were formerly assigned to trusties. In many jurisdictions, pretrial detainees cannot leave the jail security perimeter, so work must occur within the facility. Some jurisdictions bring public works projects into the jail, where a larger workforce is more readily available. In some jails, work is actually implemented in the housing units, using classroom, multipurpose, or even dayroom space.

It is important to articulate goals and plans for inmate work programs during the planning stage, as these will impact such decisions as facility location, site develop, and internal space allocations.

B. Release Programs

Most jails operate a variety of release programs which offer selected inmates the opportunity to leave the jail facility frequently to go to work, to participate in community-based programs, or to visit their families.

Standards require provisions for such release programs, consistent with applicable statutes.

3-ALDF-4G-05 (Ref. 2-5381)
Where statute permits, written policy and procedure allow for inmate participation in work or educational release programs.

Comment: None.

3-ALDF-4G-06 (Ref. 2-5380)
Where statute permits, written policy and procedure allow inmates escorted and unescorted leaves into the community.

Comment: None.

Standards also suggest the importance of making special provisions for managing inmates who are involved with release programs.

3-ALDF-4B-03 (Ref. 2-5354)
The facility provides for the separate management of the following categories of inmates:

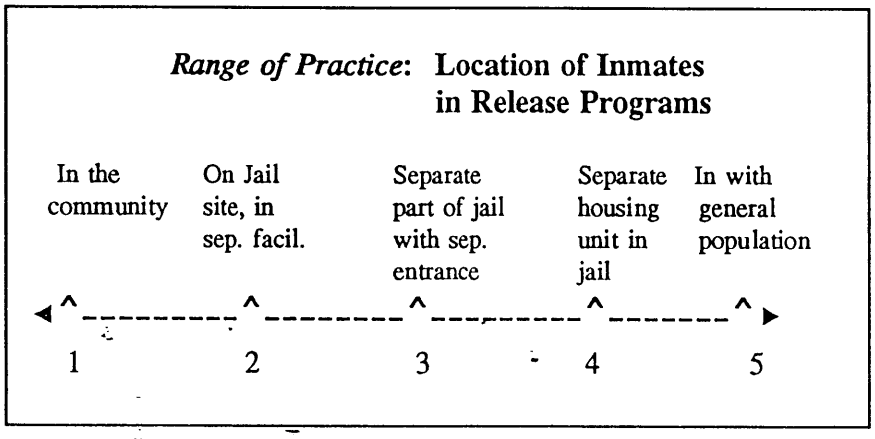
*** ...community custody inmates (work releases, weekenders, trustees)...**

Comment: None.

WORK/EDUCATIONAL RELEASE
3-ALDF-2C-14 (Ref. 2-5383)
Inmates participating in work or educational release programs are separated from inmates in the general population.

Comment: None.

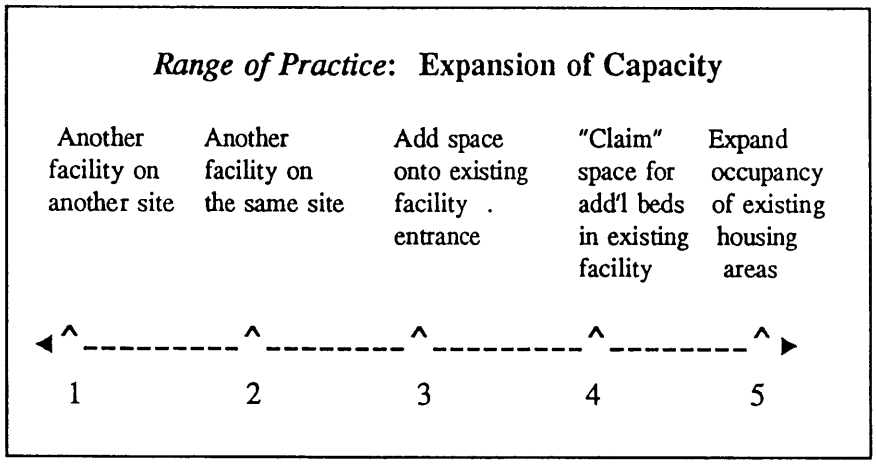
At the planning stage, it is important to make decisions about the manner in which such inmates will be housed, including the location of their housing units.



When approaches 1 (in the community) or 2 (separate facility on the same site) are selected, the planning implications are most important. Approaches 3 and 4 have design implications.

V. Future Expansion of Capacity

Another planning decision requires the consideration of options for future expansion--of an existing or new facility. The basic options are described below.



It is imperative to *plan* for expansion, whichever approach is selected. For example, the "expand occupancy of existing housing areas" is chosen, it will be possible (and necessary) to adjust the facility design to better accommodate future populations. This may include building shell space, providing for additional floors, and/or building a larger infrastructure to support future expanded populations.

Courts have often rejected unplanned expansion of existing jail capacity:

> Inmates and pretrial detainees in prison with 310 beds housing 420 people were entitled to preliminary injunction reducing population to 310; limited amount of time out of cells, reduced living space in many areas of prison, limited access to bathroom facilities for many inmates and decreased availability of day area space indicated substantial likelihood of succeeding on merits of claims under the Eighth and Fourteenth Amendments. Vazquez v. Carver, 729 F.Supp. 1063 (1989).

> Double bunking inmates was unconstitutional based on the fact that the rooms containing seventy-five square feet were designed to house only one inmate. Fisher v. Winter, 564 F.Supp. 281 (N.D. Calif. 1983).

Approaches that involve expansion on the site (adding on, or creating a new facility on the same site) and the construction of additional facilities on a new site, all have important planning implications.

The following section examines related issues of facility capacity and cell occupancy.

VI. Capacity and Cell Occupancy

A. Capacity

Standards--and common sense--suggest the need to keep the inmate population within the "rated capacity" of the facility.

3-ALDF-2B-04. (Ref. New)
The number of inmates does not exceed the facility's rated bed capacity.

Comment:
Rated bed capacity is considered to be the original design capacity, plus or minus capacity changes resulting from building additions, reductions, or revisions.

Courts sometime react to jail crowding with capacity caps, release orders, and other orders that restrict local operations:

> In light of overcrowding resulting in unconstitutional operation of the jail, and failure of other means to reduce the jail population, a release order was the appropriate remedy. Fambro v. Fulton County, GA., 713 F.Supp. 1426 (N.D. Ga. 1989).

> Inmates and pretrial detainees in prison with 310 beds housing 420 people were entitled to preliminary injunction reducing population to 310; limited amount of time out of cells, reduced living space in may areas of prison, limited access to bathroom facilities for many inmates and decreased availability of day area space indicated substantial likelihood of succeeding on merits of claims under the Eighth and Fourteenth Amendments. Vazquez v. Carver, 729 F.Supp. 1063 (1989).

Defining "rated capacity" will vary for each facility. It is important to consider that the rated capacity may change over time, as standards and practices evolve. There are also unanswered questions about the "design" versus the "rated" or "operating" capacity. For example, what is the impact of double-celling on rated capacity. How does the conversion of spaces into housing (such as dayrooms, recreation areas, classrooms) impact rated capacity?

One idea that is frequently considered during planning is to build single occupancy cells for later use as multiple occupancy cells. There are a variety of problems inherent in this approach.

* The **safety and security** benefits of single occupancy will be lost;
* Compliance with state or accreditation **occupancy** standards may be lost;
* Compliance with **cell square footage** requirements may be lost; and
* Preparing for future double occupancy may cause a **waste of space** and money in order to retain acceptable square foot allocations.

If future growth in capacity needs is the reason for creating a double occupancy option, then providing an expansion alternative that is easy to execute might be the best answer.

See: *Design Guide for Secure Adult Correctional Facilities*, page 42 (overcrowding)

B. Cell Occupancy

Single occupancy cells continue to be assigned a high priority in professional standards, although there are many pressures on jail operators to settle for multiple occupancy arrangements.

3-ALDF-2C-04. (Ref. New)
At a minimum, the facility is designed to provide single-occupancy cells for one-third of the population.

Comment: Good Security, control, and programmatic practices require that facility administrators have adequate housing options available. In specialized units, the single-cell ratio may often demand additional single-celling.

Clarification: The intent of this standard is to require one-third of all bedspaces in a new jail to be in single-occupancy cells.

The debate about single versus multiple occupancy cells can be summarized in terms of construction costs compared to perceived management benefits.

Construction Costs. The initial construction costs of single cells are often the target of potential budget cuts during the planning and design process. Employing multiple cells can result in:

* fewer cell doors, locks, and hardware sets per bed;
* fewer toilet and lavatory fixtures per bed;
* fewer interior walls;
* less complicated electrical and mechanical provisions as well as fewer light fixtures; and
* savings on square footage, including dayroom square footage.

See: *Small Jail Design Guide*, page 3-4 (building expansion); pages 5-3 to 5-10 (single vs. multiple occupancy, including floorplans)

A study done by Farbstein and Associates under a grant from the National Institute of Corrections showed that the cost differential between single and multiple occupancy was significant. The study, Housing Pretrial Inmates: The Costs and Benefits of Single Cells, Multiple Cells and Dormitories, found an overall facility cost **savings of 11 percent to 21 percent** with various forms of multiple occupancy settings. However, recent analyses suggest that the savings, particularly in terms of square footage, may now be overrated.

Operational Concerns. Supporters of single occupancy cells argue that multiple occupancy is acceptable for those persons considered low security offenders such as trusties or work releases, even though the resulting loss of privacy is of concern. Some find it inconsistent to "reward" higher security inmates with the privacy of their own cell, while inmates who have earned a lower security classification lose their privacy. For many jurisdictions the answer has been to provide low-security "dry" rooms that are not much more expensive than multiple dormitories (dry cells have no toilet or sink, and in low security areas can be constructed of standard residential materials such as sheetrock.

However, supporter of single cells argue that single occupancy is essential for disciplinary problems and other inmates with special behavioral, medical, or security problems. The real concern focuses on the *general population* between these extremes.

Some of the arguments offered against multiple occupancy for the *general population* are include:

* It greatly reduces the staff's ability to prevent physical or sexual **assaults.** This is especially true during nighttime lockdown or other times when staffing levels tend to be reduced.

* It reduces the staff's ability to control inmates during **disturbances**. The staff cannot fully separate inmates from each other and thereby maintain a fully secure lockdown until the emergency passes.

* It increases **tensions** in the facility. The inmate has no place he or she can retreat to ensure personal safety. In addition there is no place in which personal property can be protected from theft or vandalism.

* It diminishes administrative **control**. Acts of vandalism in the cell or dormitory cannot be clearly attributed to one individual.

* It causes inmates to completely forfeit their personal **privacy**. They must openly share toilet fixtures in close quarters and no other area of the facility affords individual privacy over the weeks or months of confinement.

Operational Concerns About Single Occupancy. Two frequently cited operational concerns *against* the use of single occupancy are **suicides** and **isolation.** The isolation issue is usually resolved with the provision of an adjacent dayroom serving a number of single occupancy cells, providing ample opportunity for contact between inmates. The concern over suicides is more difficult to deal with. Many people feel that single occupancy cells are more conducive to suicide attempts. It is sometimes thought that the presence of two or more inmates in a multiple occupancy situation creates conditions where suicides are much less likely. However, going beyond the question of whether inmates should be relied upon to prevent suicides by their cellmates, the fact is that suicides or suicide attempts have been a problem in jails for years and that most jails have, historically, consisted mainly of multiple occupancy cells or dormitories.

Decision Early in the Process. Whatever is decided about cell occupancy, the debate and decisions should be concluded as early in the planning process as possible.

PART FIVE: DESIGN GUIDELINES.

I. Introduction

This text and its supporting illustrations attempt to draw ACA's ALDF standards into a broader discussion of design issues and corresponding implications.

Design implications. The authors examined designs for over 200 facilities and used these as the basis for this analysis. Each design was examined to ascertain the extent to which each **complied with Second and Third Edition** standards.

From these, we generated a series of illustrations that attempt to demonstrate specific facets that cause designs to comply--or fail to comply--with standards.

These illustrations:

1. illustrate the design implications of the Third Edition; and

2. portray (or suggest) the range of practice that might be possible.

The American Correctional Association distributed the predecessor for this *Guide*, the Standards Sketchbook, broadly throughout the corrections and design communities, including: AIA Committee on Architecture for Justice; all architects whose work is presented in the Second Edition of the National Directory of Corrections Construction; state departments of corrections; ACA Standards Committee; Federal Bureau of Prisons; and managers of ACA-accredited facilities. Comments were assembled and collated, and illustrations were revised.

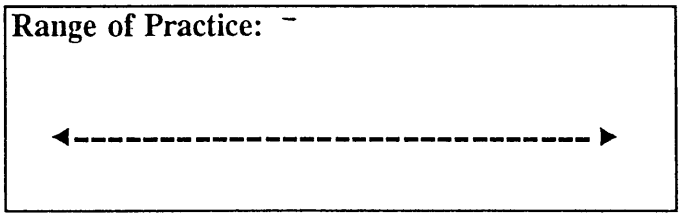
Note: Appendix B provides a "side-by-side" comparison of the **text** of Second- and Third-Edition physical plant standards. followed by a series of drawings that illustrate the **changes** between the Second and Third Edition Standards for Adult Local Detention Facilities (ALDF).

Format

This final section of the Guide uses a two-column format to allow room for a series of comments.

The left column is always used for comments and references; the right column always contains the primary content and illustrations.

"**Range of Practice.**" We continue to use the "range of practice diagram, where applicable, in this section, as shown below.



Implications:

Construction Costs
Oper Costs-- Staffing Mainten. Other
Flexibility
Security/ Supervision
Movement
Cond. Conf.
Constitutional

These lines describe some of the **implications** that can be assigned to options that are shown in the Range of Practice diagram.

We have added, *as each applies*, a diagram that suggests some of the **implications** of specific options that are described in the range of practice, as shown above.

The purpose for the addition of the implications information is to help readers to keep operational considerations in mind as they evaluate specific physical plant options. All too often a physical approach is adopted without fully considering the impact that it will have--fiscally, legally, and operationally.

Description of Potential "Implications."

All of the potential implications have been derived from the text that has been provided in Parts One through Four of this Guide, as shown below.

Implications:	*typical descriptors—*
Construction Costs	**higher or lower (costs)**

Construction costs are the "first costs" associated with a renovation or construction project, and can include construction contracts, site acquisition and development, fees, permits, equipment, and other cost elements associated with the overall construction process.

see Part One, Section II

Implications:	*typical descriptors—*
Operating Costs--	
Staffing	**higher or lower (costs)**
Mainten.	**higher or lower (costs)**
Other	**higher or lower (costs)**

Operating costs are divided into three categories, which are described as they apply.

Staffing costs refer to costs for personnel, benefits, and related expenses.

Maintenance costs include such ongoing expenses as utilities, repairs, replacement of equipment, and other costs associated with the maintenance of the physical plant after it has been built or renovated.

Other cost include specific operating expenses that are not included under the staffing or maintenance categories (such as food, inmate clothing, etc.).

Implications:	*typical descriptors—*
Flexibility	**more or less**

Flexibility refers to the ability of a physical plant (or feature) to change as the demands of the inmate population and policy evolve. For example, low-security rooms that are constructed have less flexibility to be used for a higher-risk inmate in the future; however, initial construction costs are lower.

see text on "systems," managing the jail population, classification and separation, capacity, and expansion

Implications:	*typical descriptors—*
Security/ Supervision	**-increased or decreased security -less or more supervision options**

Many physical plant decisions have an ongoing effect on the security and supervision of the facility.

Security implications might include the impact of having cell windows in an exterior wall which is the perimeter of the building, or using a lower grade of security glazing in a sensitive location.

See Part Two, Section IIA (Security)

Supervision implications include the impact that a design decision has on the inmate supervision choices that are available. For example, choosing to have many small housing units decreases the viability of direct supervision by increasing the staffing costs.

See Part Two, Section IIB (Supervision)

Implications:	*typical descriptors—*
Movement	**more of less (inmates, staff, public)**

Many physical plant decisions directly result in an increase or decrease in the amount of movement that will be required to operate a facility. For example, deciding to provide all visiting at each housing unit in a direct supervision facility decreases inmate movement while it increases movement of the public.

See Part Two, Section III

Implications:	*typical descriptors—*
Cond. Conf.	**institutional or normalized**

As physical plant options and decisions effect the conditions of confinement for inmates, we will identify the implications in terms of creating a more "normalized" or a more "institutionalized" environment.

see Part Two, Section IV

Implications:	*typical descriptors—*
Constitutional	specific legal issue (e.g. parity of programs, equal protection, etc.)

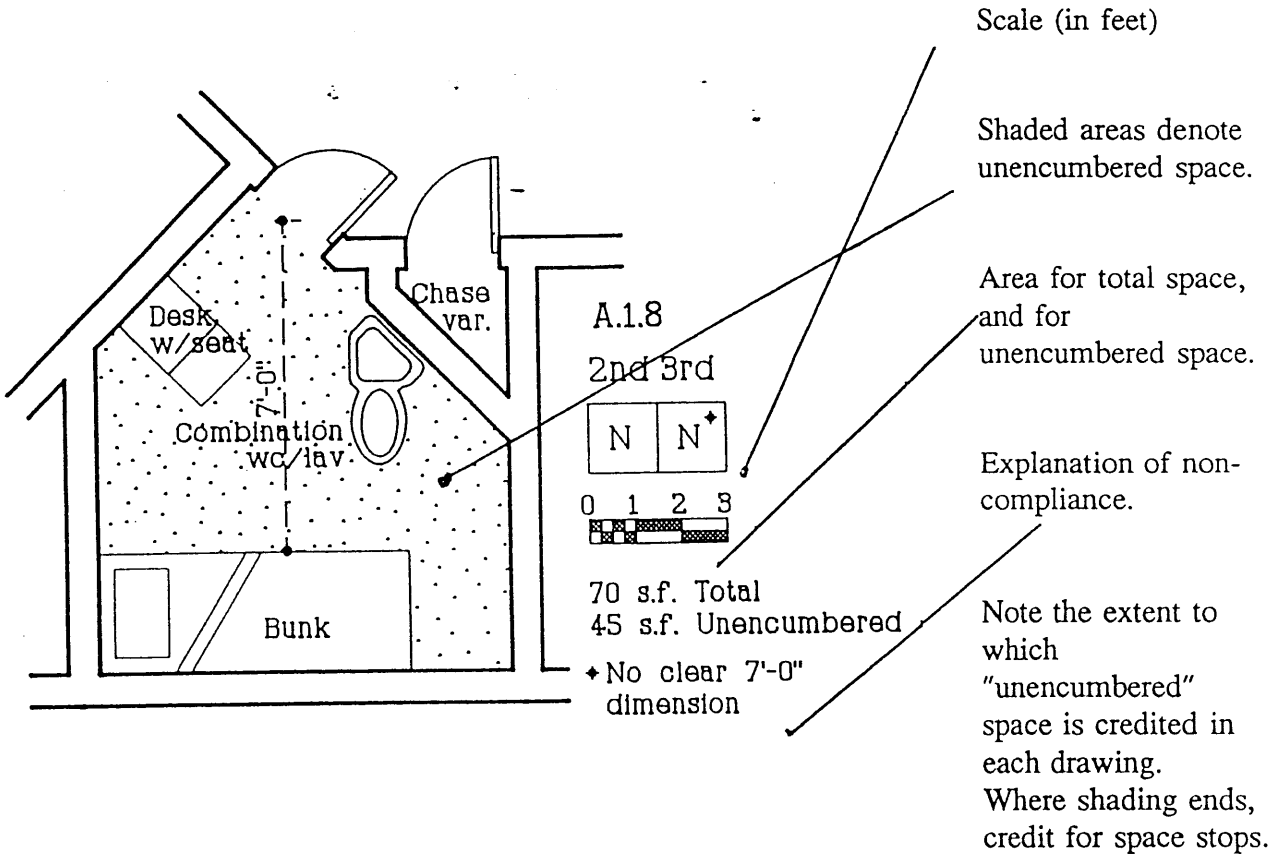
When a physical plant option raises potential conflicts with the constitutional rights of inmates, as defined in court decisions, we will "flag" it. Most of these implications will be in terms of concerns about the parity of programs for inmates who are separated or segregated, equal protection guarantees for certain classes of inmates, and other similar legal issues.

see Part One, Section V, and Part Three

Key to Illustrations.

Each of the illustrations provide several types of information, as described on the annotated sample below.

Annotated Sample of Illustration



Compliance with ACA standards:

2nd = Second Ed. ALDF
3rd = Third Ed. ALDF

Y = "yes" -- complies
N = "no" -- does not comply

II. Size, Organization and Location

A. Location.

Standards require that a jail be "geographically accessible" to criminal justice agencies, community agencies, and inmates' lawyers, friends and families.

3-ALDF-2B-05 (Ref. 2-5140) **The facility is geographically accessible to criminal justice agencies, community agencies, and inmates' lawyers, families, and friends. (New plant)**
Comment: None.

Usually, locating a facility in, or near, a metropolitan area makes it more accessible to the friends and relatives of inmates, allowing more frequent visits. Such maintenance of community ties can be very important for the inmate after release. Also, locating a jail in an urban area usually increases the opportunities for inmates to participate in work- and educational-release programs.

See: *Design Guide for Secure Adult Correctional Facilities*, pages 19-20 (facilities are generally easily accessible)

It may be advantageous to locate a new institution adjacent or close to other government facilities, especially law enforcement or existing correctional facilities. The nearby communities will be familiar with such programs and may have few, if any, concerns about the proposed institution.

There are several important relationships, or "linkages," that should be satisfied. The jail has continual linkages with, and preferably should be close to or next to:

* The **courts** (in terms of prisoner transfer)
* Sheriff's **law enforcement** functions
* **Services.** lawyers, health care, educational resources, volunteers, employees, and community groups
* **Transportation.** accessible for all staff working in the facility as well as to visitors and others

Note that many jurisdictions are now using video technology to improve access to court

Jails should be located in appropriate surroundings. Often, these are governmental or commercial areas. It is usually not advisable to locate a jail near a school, a housing area, a church, or a recreation area; however with proper site development, design and buffering, many locations can be made acceptable to their neighbors. Many new jails are finding that a location in a commercial or industrial zone is a special boon to their efforts to expand inmate work programs

See: *Small Jail Design Guide*, page 3-8 (Site location: linkages, surroundings)

Extensive research has determined that the negative impact that is often-perceived by the public does not occur when jails or correctional facilities are built in a new location..

See: *NIC Jail Resource Manual, Fourth Edition*, page O-11 (site and location)

B. Facility and Unit Size.

Little research has been devoted to establishing the appropriate size of a correctional facility, nor for management units or living units within a correctional facility or jail. The current range of practice regarding unit size is very broad, and there is still very little hard data about this issue.

In the 1989 NIJ Conditions of Confinement report, the research team proposed major revisions for ACA standards regarding the size of a facility, the need to divide large facilities into "management units," and the size of inmate living units.

See NIJ Conditions of Confinement Report, American Correctional Association, 1989.

Facility Size. The research team found that an "absolute" limit on the maximum size for an institution cannot be supported by research or practice at this time. Previous ACA standards for Adult Correctional Institutions (ACI) had somewhat arbitrarily placed a 500-bed limit on facility size. Such previous standards were prompted by concern for the quality of life of inmates and the working conditions for staff. A new standard was proposed, in an effort to accomplish those objectives in a manner that is more flexible, encouraging creativity and innovation.

> **Facility Size** (Ref. 2-4127) (Proposed Standard)
> **Institutions are subdivided into functional units of 256 or less. Design and management support semi-autonomous operations of each unit and residents of each unit are primarily managed separate from other units... If the facility is not divided into such management units, the maximum size allowed for the facility is the maximum size of one management unit.**

Management Units. Dividing facilities into distinct management units ensures that decisions are made, and services delivered, on a scale that is responsive to the needs of inmates. A maximum size for management units was proposed by the NIJ research team in 1989, based on recent research and the experience of the field. Decisions that should be made by staff within the management unit include: classification, recreation, programs, services, and visiting. The scale of the management unit should facilitate and encourage involvement of all staff in decision-making.

Management Unit (Ref. 2-4127)
The facility is divided into distinct, semi-autonomous management units that ensure positive staff/inmate interactions. Staff within each management unit are delegated the authority to make critical decisions regarding security, classification, services, and programs for inmates within the unit. The maximum size for a single management unit will vary based on the characteristics of the inmate population, such as their security classification and their programmatic needs, and shall range between 160 and 300 inmates. Each management unit shall be comprised of distinct living units (see below).

Note that this standard attempts to define the "performance objectives" which are to be achieved by creating management units.

Living Units. Dividing management units into distinct living units promotes effective supervision of inmates. This enhances the safety of staff and inmates, improves inmate behavior, and increases the effectiveness of staff supervision. The NIJ research team proposed that living units that are designed to provide "direct supervision" would be allowed to be larger than others because of the proven efficiency and effectiveness of this method of supervision. Their proposed standard follows:

Living Units (Proposed Standard)
Each management unit is divided into distinct living units that ensure positive staff/inmate interactions. The size of each living unit is determined by: 1) the security classification of the inmate occupants (higher security levels require smaller living unit size); and 2) the ability of staff to complete regular health and welfare checks, to maintain visual and auditory contact, to maintain personal contact and interaction with inmates, and to be aware of living unit conditions. Living units of up to 64 beds are allowed only when staff and inmates have continuous, direct, and barrier-free interaction.

C. Observation by Staff.

Facility design, coupled with operating practices, should facilitate the observation of inmates.

3-ALDF-2B-03. (Ref. 2-5135-1)
Written policy and procedure require that all living areas are constructed to facilitate continuous staff observation, excluding electronic surveillance, of cell or detention room fronts and areas such as dayrooms and recreation spaces. (Renovation, addition, new plant)

Comment: Continuous observation of inmate living areas is a fundamental requirement for maintaining safe, secure custody and control. The physical plant should facilitate the performance of this operational function.

It is significant that the preceding ACA standard *excludes* the use of "electronic surveillance," as we have examined earlier in this Guide.

See Part One, section III (Technology)

While the deployment of staff, coupled with their assignments, ultimately produce inmate observation, surveillance and supervision, the physical plant can facilitate or frustrate their efforts.

Barriers

It is necessary to carefully consider physical barriers that separate staff and inmates during the design process. In existing facilities, managers have often found ways to reduce or eliminate such barriers through renovation.

See: *Design Guide for Secure Adult Correctional Facilities*, pages 35-39 (site plan considerations); pages 47-50 (circulation patterns, multi-use area, barriers)

Placing officers behind barriers may promote complacency on the part of staff, since their duties consist of little more than being "button pushers."

Also, "barrier architecture" is very costly for initial construction.

To Enclose Or Not To... Designers must decide whether to enclose staff posts, especially those in housing units, or whether to leave them completely open. The basic options are described below.

Range of Practice: Officer Posts

Completely Enclosed	Partially Enclosed	Work Area Provided but no enclosure	No Area Provided

(such as an open counter)

Implications:

Construction Costs	Higher	Lower
Cond. Conf.	Institutional	Normalized

The Small Jail Design Guide offers the following arguments *against* enclosing officer posts in housing units:

* A total physical barrier versus a limited barrier between the officer and the inmate(s).

* The ability to hear, smell, and see what is happening will be less versus better.

* Relying totally upon electronic means of communication versus being able to approach all dayroom fronts which provides added ability to communicate more directly.

* The ability to provide services to the housing units is limited versus total freedom to move around the pod.

See: *Small Jail Design Guide*, pages 3-23 to 3-24 (surveillance methods, including floorplans); pages 3-33 to 3-35 (surveillance methods, including illustrations); pages 3-37 to 3-58 (methods of surveillance/supervision, including floorplans); pages 4-71 to 4-72 (security/privacy; pages 4-106 (observation); page 4-148 (support space); page 6-6 (staff); page 6-16 (surveillance)

While advocating the "open counter" approach, the authors of the Guide note that it will be necessary to place limits of what is controlled by the post in order to reduce the risk of the staff member. They suggest several ways to limit such risk:

* Control of the accesses to and exits from the overall housing area should be maintained at the Master Control.

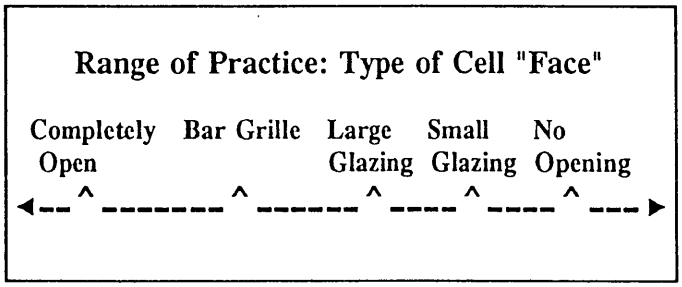
* Allow Master Control to assume essential control of the area in the event of an emergency through backup controls.

* As the officer moves in and around the housing area, provide means by which the housing officer can stay in constant communication with Master Control.

View vs. Privacy

As efforts are made to provide staff with direct views of inmates, concerns about inmate privacy arise. As with many other elements of the jail, the *conflict* between these competing issues must be resolved by striking a balance.

View into Cells. Provisions are usually made to provide staff with some capability of viewing into a cell from the outside; this also provides the occupant with a visual connection with the adjacent dayspace, and often is a method of bringing light into the cell. The options encompass a wide range of practice.



Implications:

Construction Costs	lowest	higher	low	lowest
Cond. Conf.	institutional			normalized
Constitutional	less privacy			more privacy

The security level of the inmate population and the mode of supervision for each housing unit should be considered when considering the cell face exposure.

One privacy concern, as cell faces are opened to the adjacent dayspace, involves the ability of staff or inmates to see an inmate using the toilet (if one is in the cell). Part-height screens (about 42 inches high) can provide some privacy when used with toilets located at the rear of the cell, allowing a more liberal opening of the cell face. Some creative design solutions have included using a sink/vanity to provide a visual screen for a toilet in a cell. Minimizing exposure while cell occupants are sleeping and while dressing are two other privacy concerns.

Sight Lines

The extent to which cell fronts are opened for view is one of two factors that will determine how staff can observe inmates while in their cells. The other factor has to do with sight lines between staff posts and each cell.

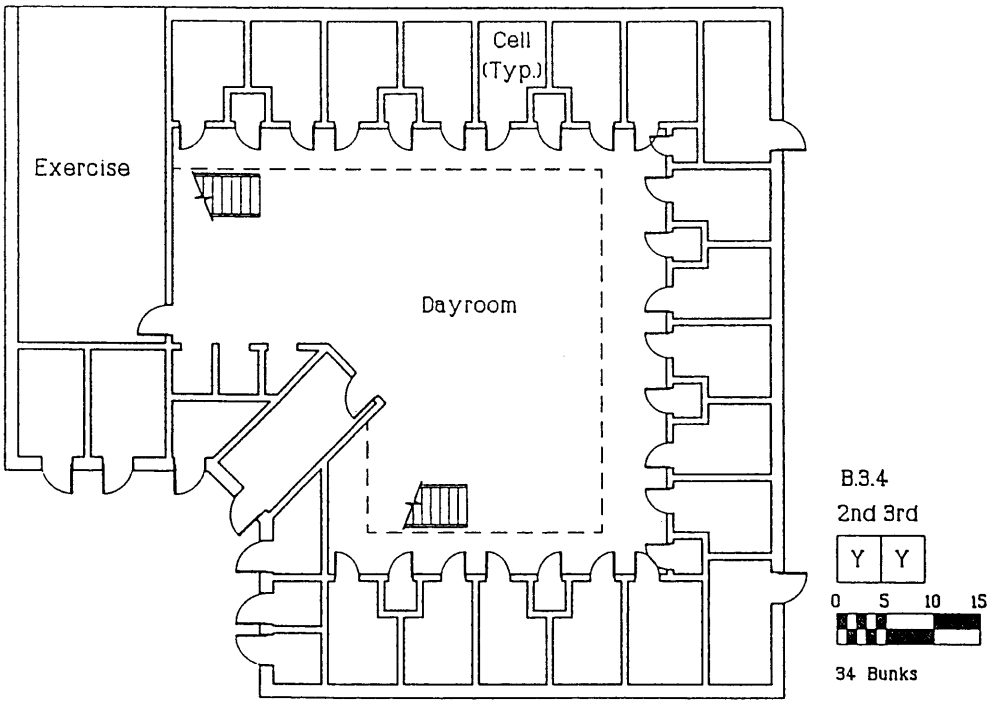
Range of Practice: View of Cell Fronts

Few can be viewed from primary staff post	Most can be viewed from primary staff post	All can be viewed from primary staff post

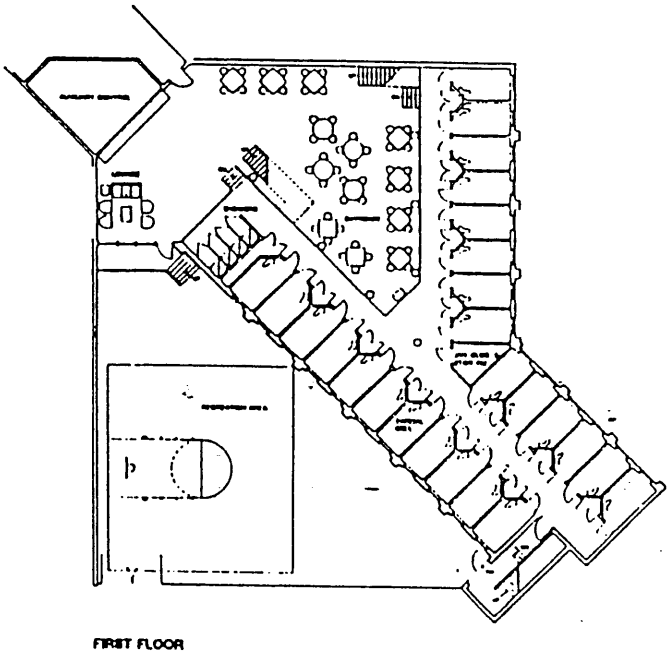
◄----------►

Of course, all cells can be viewed if an officer moves throughout the dayspace, which should be the practice under all forms of inmate supervision. In some dayspaces, it is possible for an officer to move through the room without losing visual contact with the rest of the space.

The following series of drawings depict a variety of designs that provide a variety of approaches to the cell-front visibility issue.

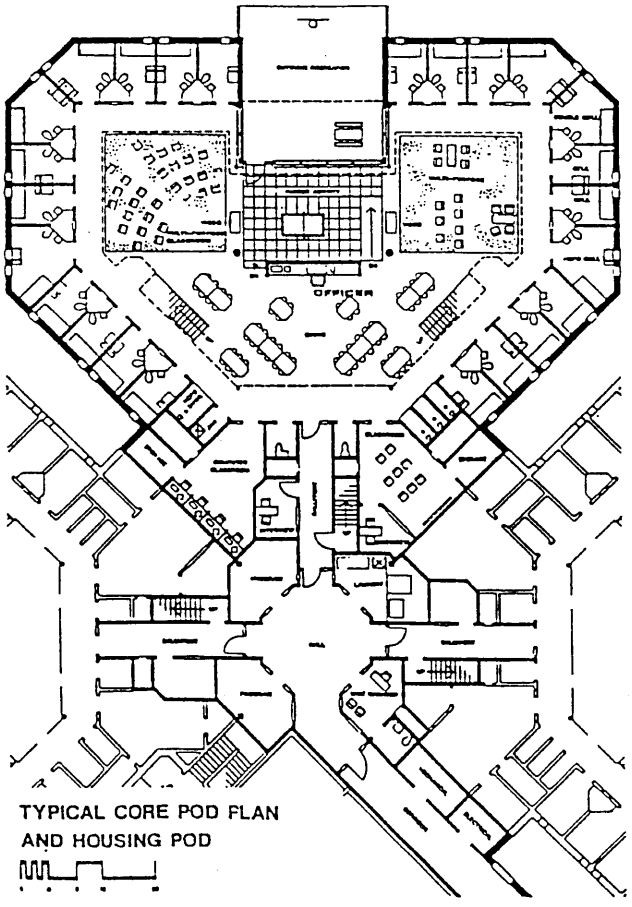


While this design provides good sight lines from a central point (the "officer's station" in the lower left corner), observation capabilities are lost when staff move to either end of the unit.



In this example, efforts to reduce the "excess" dayroom space creates "extruded" corridors for cells--from which sight lines are lost. This is successful at reducing the overall ratio of gross square feet per cell in the housing unit. Note also how the effort to provide direct natural light into each cell appears to impact the design.

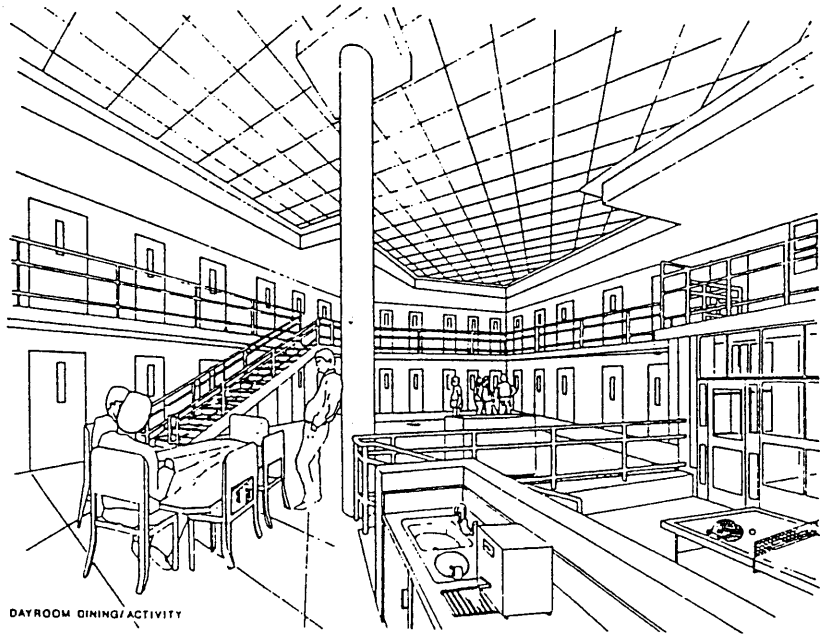
Housing Unit Designed for Optimal Sight Lines Throughout



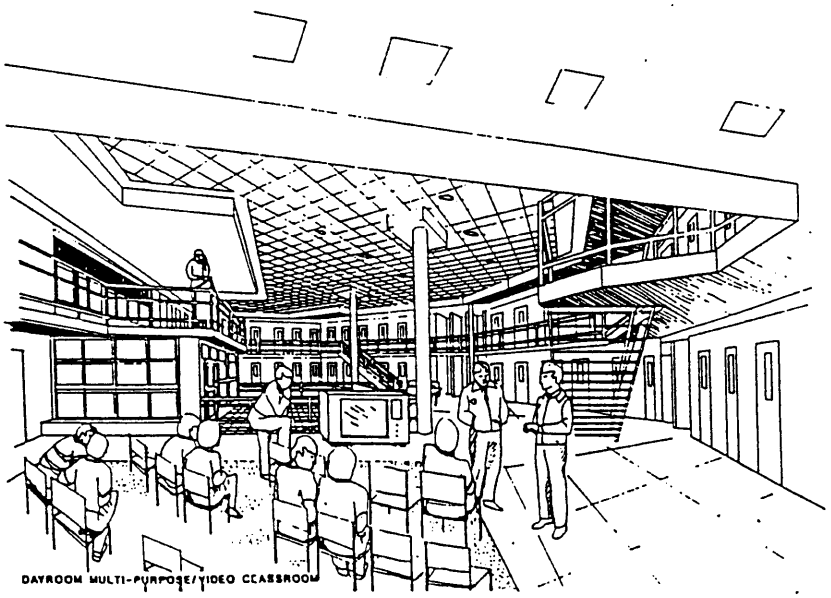
In this more recent example, a priority was given to maximizing sight lines from all points within the housing unit.

The officer's desk positioned in the center of this housing unit, and some officers have expressed a preference for designs that place all of the inmates "in front" of their work station.

Computer-Generated Views of Optimal Sight Lines

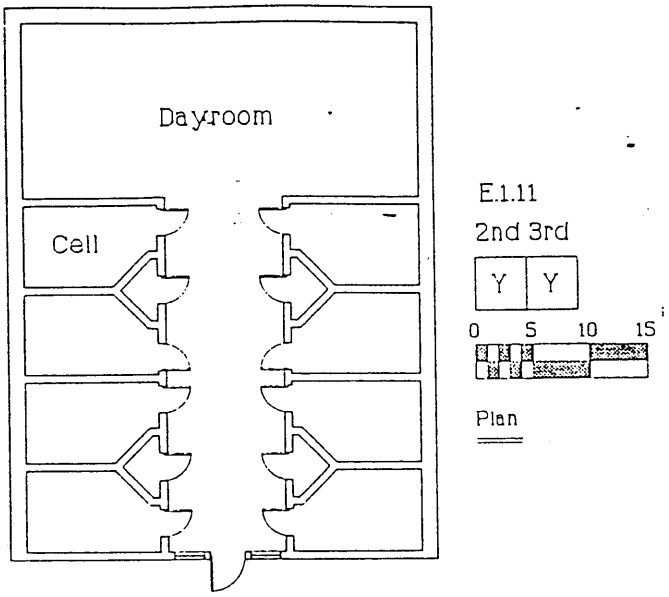


Extensive computer-modeling, and analysis of perspective drawings from different points within a proposed housing unit, can help to identify potential sight line problems.



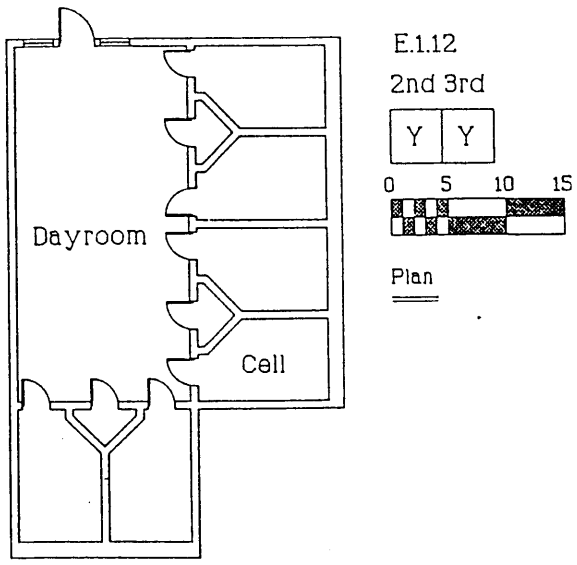
The preceding illustrations suggest the complexity of designing *larger* housing units to facilitate direct supervision of inmates. This challenge is not necessarily eliminated in smaller units, as the following illustrations suggest.

8-Bed Housing Unit with "Dead" Spots

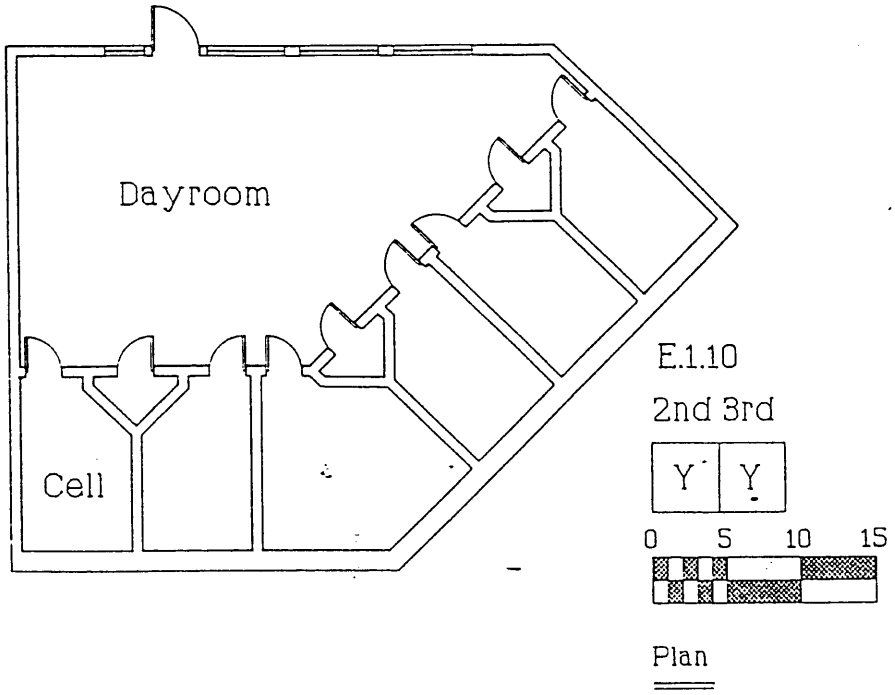


In this smaller housing unit, most of the dayroom is not visible from the cell areas, or from the entrance to the unit.

8-Bed Housing Unit, Limited View Into Some Cells



In this example, views of the entire dayroom are improved, but the right-angles of the layout reduce visibility into some of the cells.



"Skewing" the cell arrangement increases views into cells.

D. Staff/Inmate Interaction

Third Edition ALDF standards underscore the desirability of personal contact and interaction between staff and inmates.

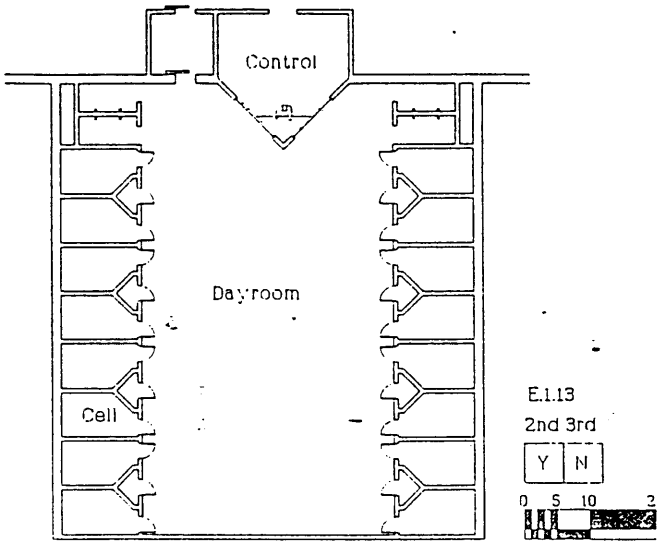
3-ALDF-2B-01 (Ref. 2-5134-1)
Physical plant design facilitates continuous personal contact and interaction between staff and inmates in the housing unit. (Renovation, addition, new construction only)

Comment: Separation of supervising staff from inmates reduces interpersonal relationships and staff awareness of conditions on the housing unit. Staff effectiveness is limited if the only staff available are isolated in control centers as observers or technicians in charge of electronic management systems.

Decentralized unit management allows staff to deal with smaller, more permanent groups of inmates. This increases contact between staff and inmates, fosters better interpersonal relationships, and leads to more knowledgeable decision making, as described earlier in this section.

See: Design Guide for Secure Adult Correctional Facilities, page 43 (decentralized unit management/ centralized service facilities); page 49 (contemporary housing designs); pages 49-50 (physical barriers separating staff and inmates)

Podular Remote Surveillance



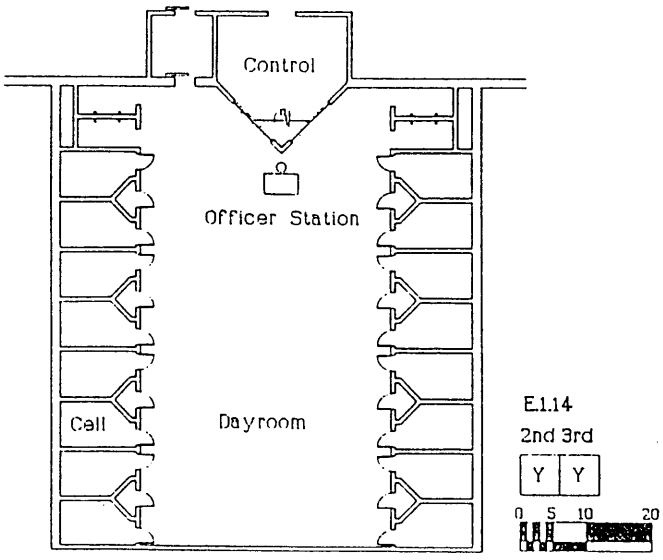
See: Small Jail Design Guide, pages 3-37 to 3-67 (methods of surveillance/super-vision, including floorplans); page 4-106 (observation of special needs inmates)

See: NIC Jail Resource Manual, Fourth Edition, pages O-22 to O-27 (new generation/direct supervision concepts); pages P-1 to P-31 (supervision and staffing)

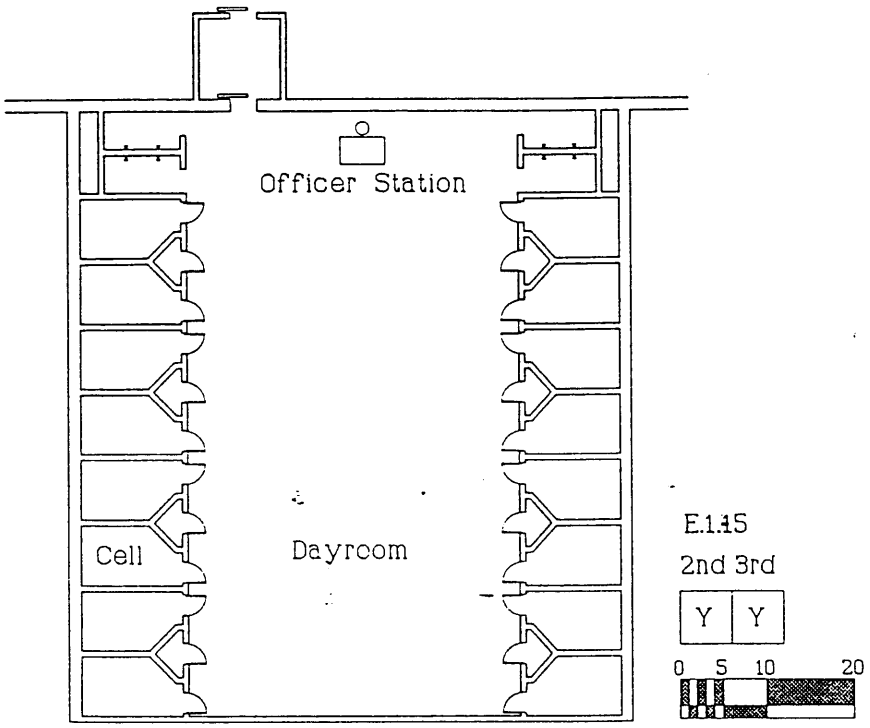
Note the location of a "control" room adjacent to the housing unit, from which staff observe inmates through glass.

While the podular remote housing unit may appear nearly identical in form to the podular direct (pictured below), the differences in management style are significant.

"Enhanced" Podular Direct Supervision



In this "enhanced" version of direct supervision (sometimes called "direct supervision plus") the officer assigned full-time to the dayroom is backed up by another officer in a secure post.



In this example of a direct supervision unit, the officer assigned to the dayroom has no secure control room to which he/she may "retreat."

E. Classification and Separation.

The need to make decisions about classification and separation has been examined in Part Two of this Guide; in the following pages some of the *design* implications are reviewed.

3-ALDF-2B-02. (Ref. 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. (Addition, new plant)

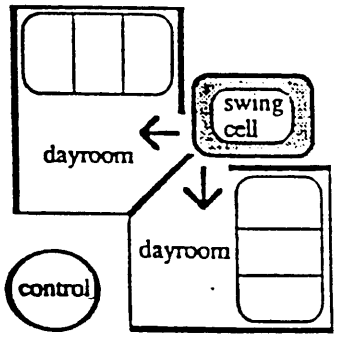
Comment: None.

Balancing Separation, Staffing and Flexibility

The dilemma for designers is to provide the optimal number of separations for a jail, in unit sizes that can be adapted to the changing demands of the population, without sacrificing staffing efficiency. This is another of the "conflicts" in a jail that must be resolved by balancing competing demands.

See: *Design Guide for Secure Adult Correctional Facilities*, pages 43-46 (unit management system, including floorplans); p. 54-59 (segregated housing, including floorplans)

Swing cells have been used in many smaller jails with success. These designs which allow one cell to serve two adjacent housing areas, add flexibility at a small scale.

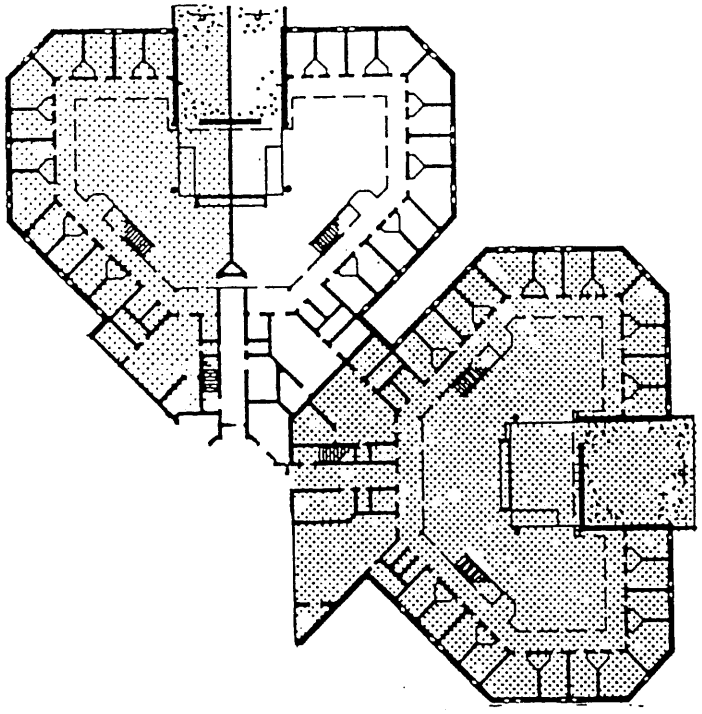


See: *Small Jail Design Guide*, pages 3-21 to 3-36 (Classification/ Separation); page 3-100 (designing for proper separation); page 4-57 (designing for proper separation); p. 4-87 to 4-90 (identify inmate types); pages 6-4 to 6-5 (major design considerations); pages 6-15 to 6-16 (major design considerations)

See: *NIC Jail Resource Manual, Fourth Edition*, page H-3 (holding cell); page H-10 (admitting the inmate to confinement); pages I-1 to I-21 (inmate classification and separation system); pages M-20 to M-22 (administrative segregation); pages P-4 to P-6 (matching leadership styles to prisoner classification)

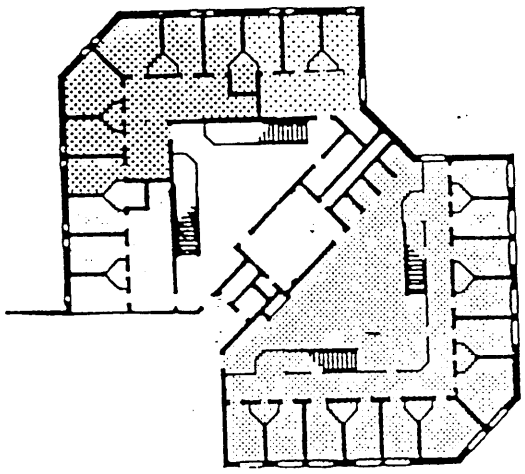
The following illustrations depict alternative response to the need to "subdivide" larger housing units--sometimes without completely sacrificing direct supervision management.

Two 24-bed direct supervision housing units



Two direct supervision units can be created from the same "footprint" of a larger unit, offering design and construction savings.

48-bed housing unit subdivided into 7 separations

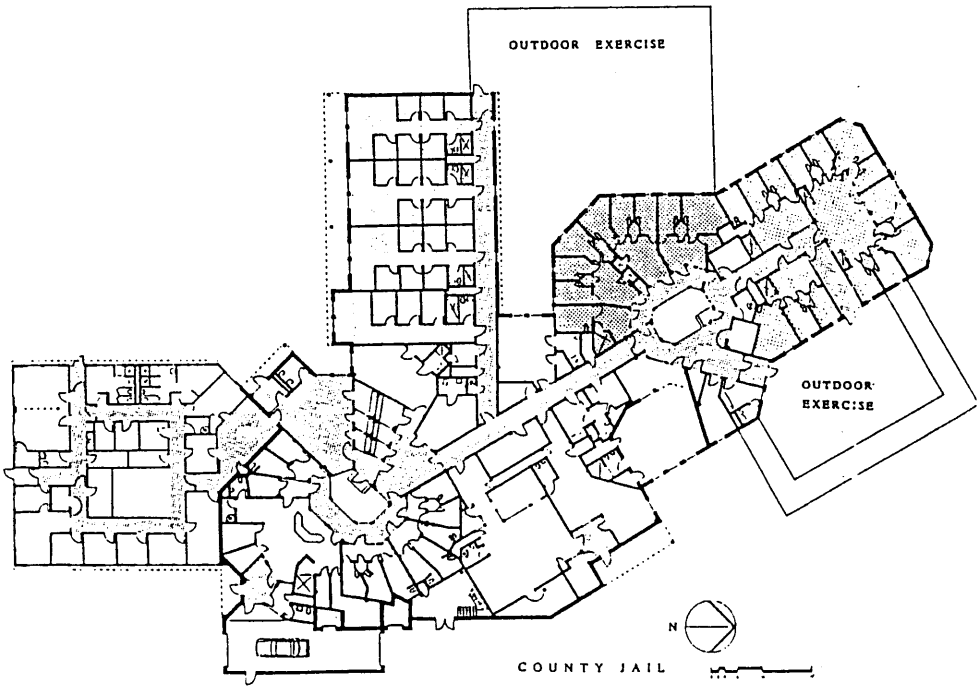


Using a similar form (footprint), it is possible to create a series of smaller housing units with their own small dayspaces.

If carefully designed, some of the sight-line advantages can be retained.

This design approach allows at least a modified direct supervision management approach.

In smaller jails, the options are more limited, and design creativity is demanded. The following two illustrations suggest innovative responses that balance the need for separation with the practical considerations of staffing and supervision.

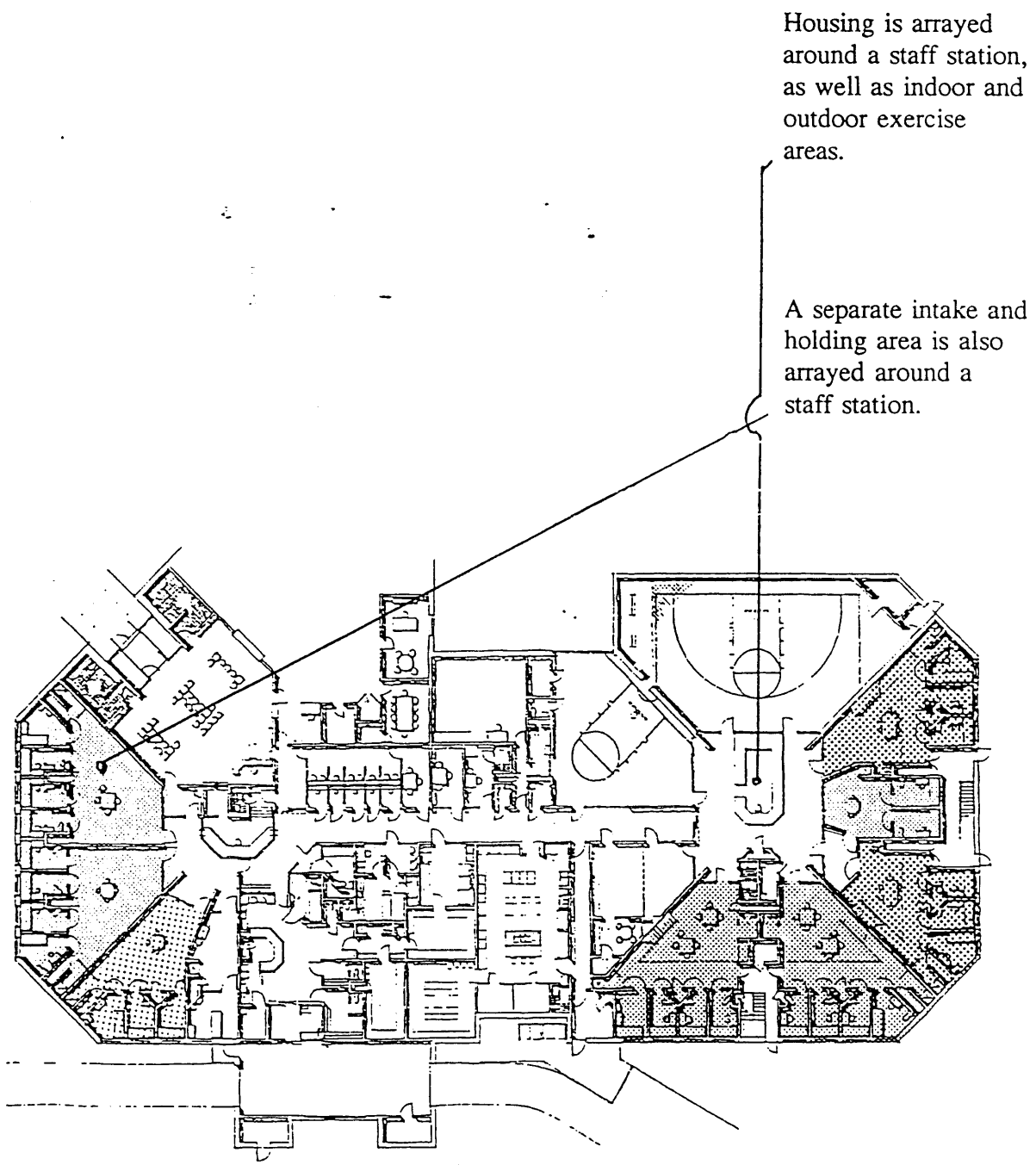


A minimum security "wing" provides separate sleeping rooms for each occupant, and is located closer to the facility entrance.

Higher-security housing units are arrayed around master control to take advantage of the sight lines available from the central point. Such observation, though, does not replace direct staff supervision and contact.

A separate intake and holding area keeps the shorter-term prisoners away from the general population, with closer observation and control.

NIC has developed illustrative plans for a 25-bed and a 42-bed jail (see Small Jail Design Guide).



III. Inmate Housing

ACA's Third Edition standards presented major changes in the approach to defining the adequacy of inmate housing areas.

3-ALDF-2C-01. (Ref. 2-5110, 2-5111) (page 97)
Single cells are required for maximum security inmates.

All cells or sleeping areas in which inmates are confined contain 35 square feet of unencumbered space.

When confinement exceeds 10 hours per day, there is at least 80 square feet of total floor space per occupant.

"Unencumbered space" is usable space that is not encumbered by furnishings or fixtures.

At least one dimension of the unencumbered space is no less than seven feet.

In determining unencumbered space, all fixtures must be in operational position and must provide the following minimum areas per person: bed, plumbing fixtures, desk, and locker.

Comment: The standard encourages design flexibility and creativity by relating cell size to the amount of unencumbered, or free, space provided by the design. Unencumbered space is determined by multiplying the length and width of the cell/room and subtracting from that figure the total number of square feet encumbered by bed(s), plumbing fixtures, desk(s), locker(s), and other fixed equipment. Measurements should be made with equipment and furnishings in their normal use position (i.e., to discourage Murphy beds).

The use of "unemcumbered space" to gauge the utility of a cell or room illustrates the shift from the previous "static" measures of gross area in the cell (regardless of its usefulness) to a "performance measure."

The performance standard--measuring unencumbered area in a cell--is an attempt to focus design attention on the activities that take place in the cell, rather than looking strictly at the amount of area provided.

The new ACA approach acknowledges that a preoccupation with measuring overall cell area often results in a clumsy placement of cell furnishings and equipment--thereby undermining the intent of the space standard.

However, when inmates are to be locked down in a cell for more than 10 hours daily (as in segregation units), the standards revert to the static measure of 80 square feet.

Cell Design Issues

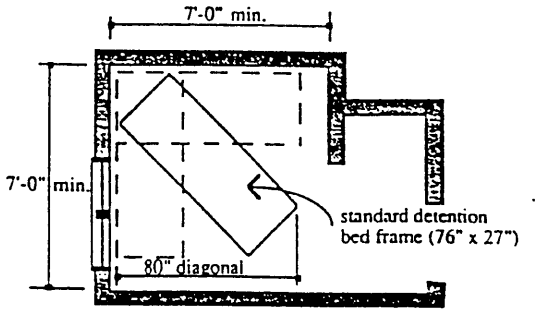
Activities. Cell size and perhaps more important, cell configuration, should be based upon the activities to occur in the cell and the type of furnishings and equipment selected for use.

Cell activities might include:

* sleeping;
* reading;
* writing;
* grooming;
* storing personal belongings, toiletries;
* using the toilet;
* doing limited calisthenics (pushups, situps, for example);
* communicating with staff;
* working; and
* eating.

Equipment. Equipment options that can influence cell size include:.

* **Furniture flexibility.** Moveable beds and desks allow the inmate some flexibility in room arrangement.



Source: Small Jail Design Guide. see pages 4-66 to 4-70

* **Bed size.** Sufficient in length and width to accommodate taller, heavier people.

* **Desk surface.** Minimal desk surfaces provide approximately 2 to 4 square feet.

* **Seating.** Desks are frequently accompanied by a stool or chair which may be fixed or movable. Swing-out stools are available on some detention desks, and some designs have been developed to allow the bunk to serve as the seat. Many direct supervision facilities use separate chairs.

* **Storage.** Storage for toiletries, books, paper, pens, pictures, clothing. Storage may be limited to shelves and collapsible hooks, which create no special space demand, or may involve lockers or storage drawers, which do demand floor area.

* **Plumbing fixtures.** A toilet and lavatory occupy square footage. Besides the possibility of a pipe chase intrusion, the key space-defining issue is whether a combination toilet/lavatory fixture will be used or whether *more normal*, but space-occupying, separate fixtures will be used.

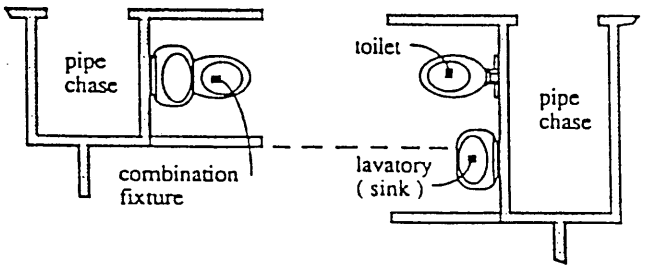


Illustration of space required to use more normalized separate plumbing fixtures (from Small Jail Design Guide).

Psychological Needs. Another consideration is the sense of confinement created by the cell space, which can be reduced by:

* use of larger cell windows and/or vision panels;

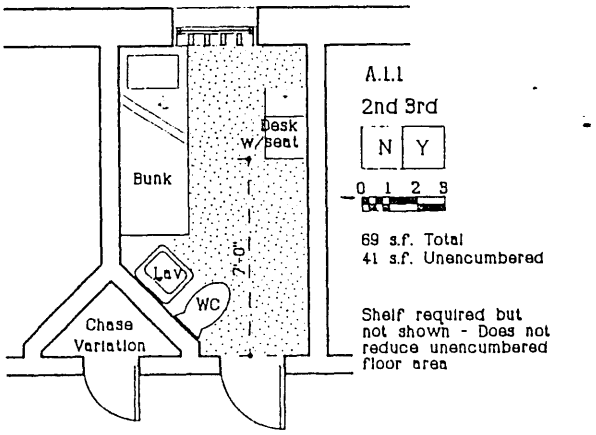
* using higher ceilings;

* avoiding unusually narrow cells that disproportionately accentuate room length; and

* using light wall and ceiling colors.

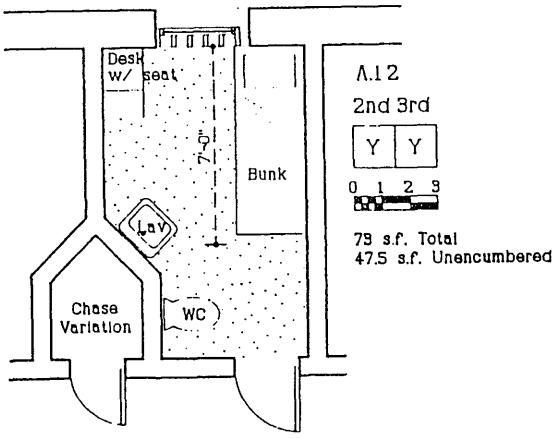
A. Single Occupancy Cells

The following pages provide a series of illustrations, depicting various approaches to single occupancy cells, and noting the extent to which each design complies with *current* ACA standards.

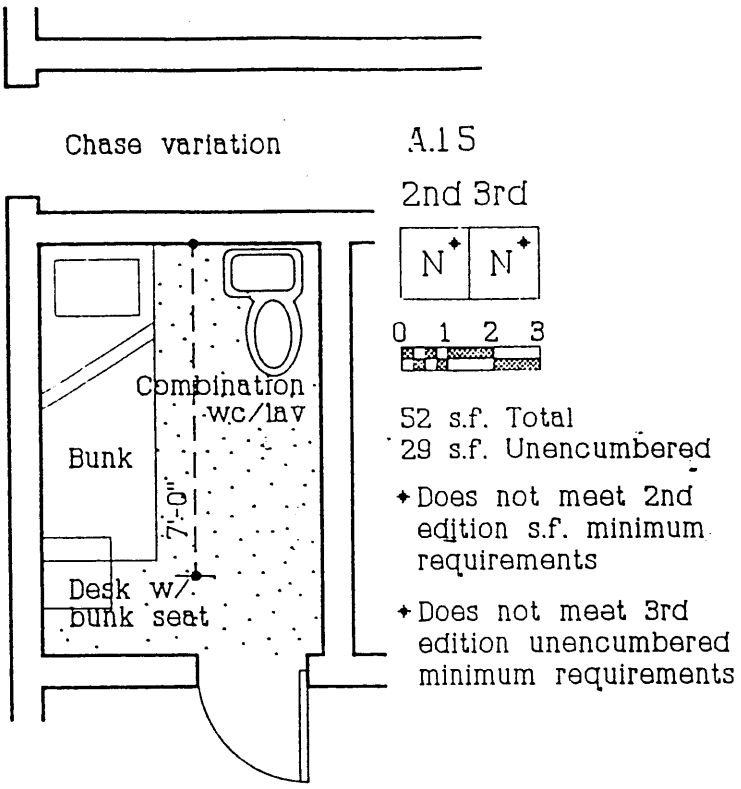


Example of single-occupancy cell that complied with Second Edition standards, and complies with Third Edition requirements.

Switching the location of the lavatory and toilet would provide more privacy for the occupant, but would place the toilet closer to the bed.



Another example of a single cell that complies with both Second and Third Edition ALDF standards. Placement of furnishings and fixtures results in the need for 73 square feet of cell area.



This single cell did not meet Second Edition requirements, nor does it comply with the new standards.

"Wet" vs. "Dry" Cells

Increasing attention is being given to the option of constructing "dry" cells--which do not have any plumbing fixtures in them. This practice and its implications are described below.

Range of Practice: Plumbing in Cells

"Wet" Cells ◄----------► "Dry" Cells

Implications:

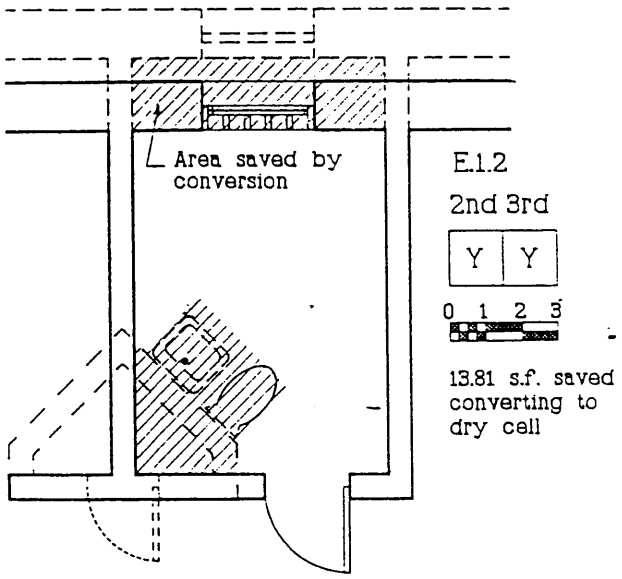
Construction Costs	higher	lower
Oper Costs--		
Staffing	lower	higher
Mainten.	higher	lower
Movement	less	more
Cond. Conf.	institutional	normalized

more toilets, sinks, chases, and space

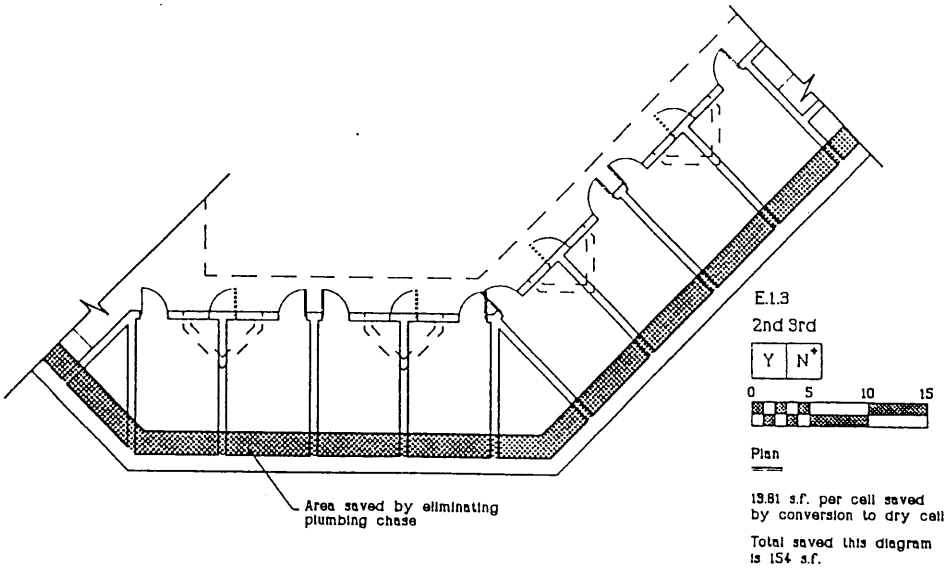
staff may be needed to release inmates at night

inmates leave dry cells more often

Again, the "unencumbered space" measure for cell size creates new incentives to consider providing toilet facilities away from the cells--"dry cells." As the diagram below demonstrates, the potential space savings in a single cell are substantial.

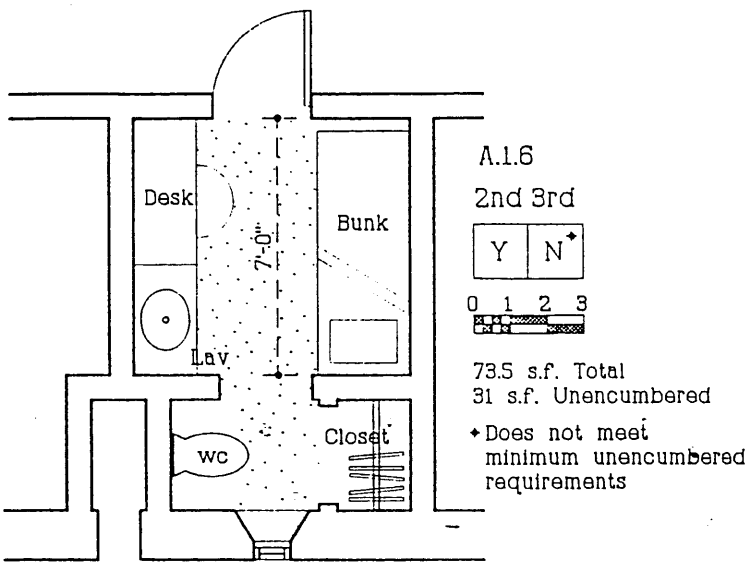


When the potential space efficiency from a single cell is viewed for an entire housing unit, the impact on facility size looks even more attractive, as shown below.



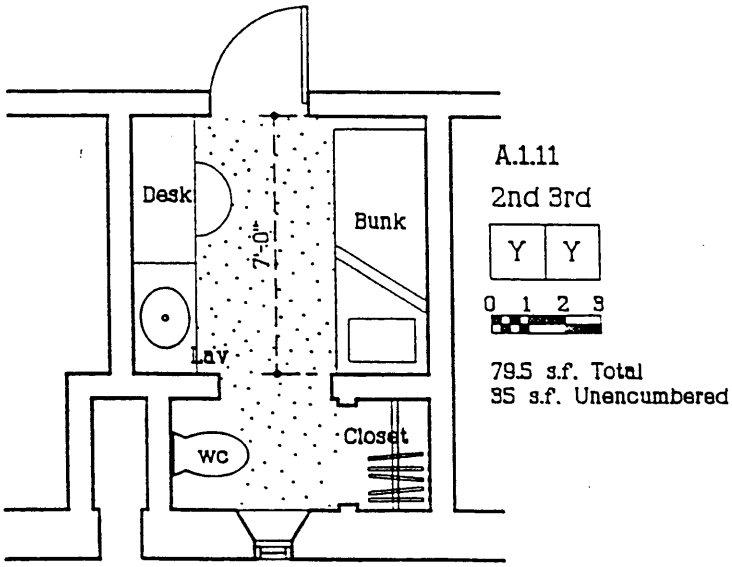
Shaded area illustrates the amount of floor area that can be eliminated if toilets are removed from each cell.

While the potential savings in facility size might initially be attractive, it is the additional savings associated with the installation and maintenance of redundant plumbing fixtures that add up to even greater cost savings. To some, the concept of "normalizing" cells by removing plumbing fixtures is also an incentive to consider dry cells.

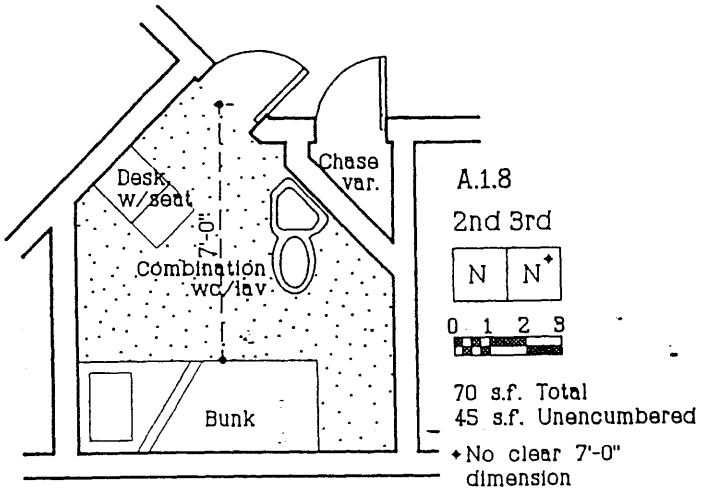


This example demonstrates the "cost" of arranging furniture and space within the cell. Although the cell complied with Second Edition standards (over 70 square feet of area), it does not measure up to the new "unencumbered" space requirement.

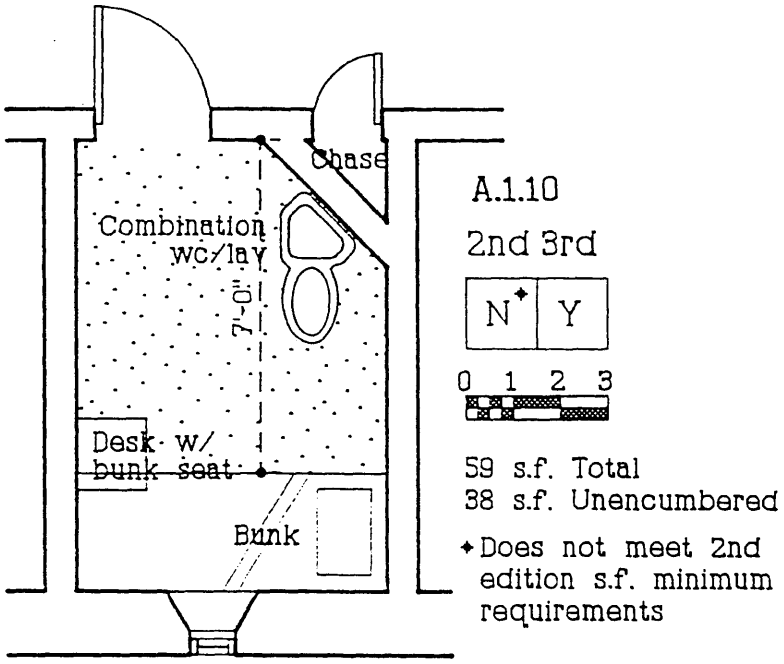
This is a good example of the value of the new performance standards; the previous static measure of 70 square feet did not produce a very functional cell in terms of the *activities* that take place in the cell--however, this design does provide for good *separation of activities* and functions within the cell.



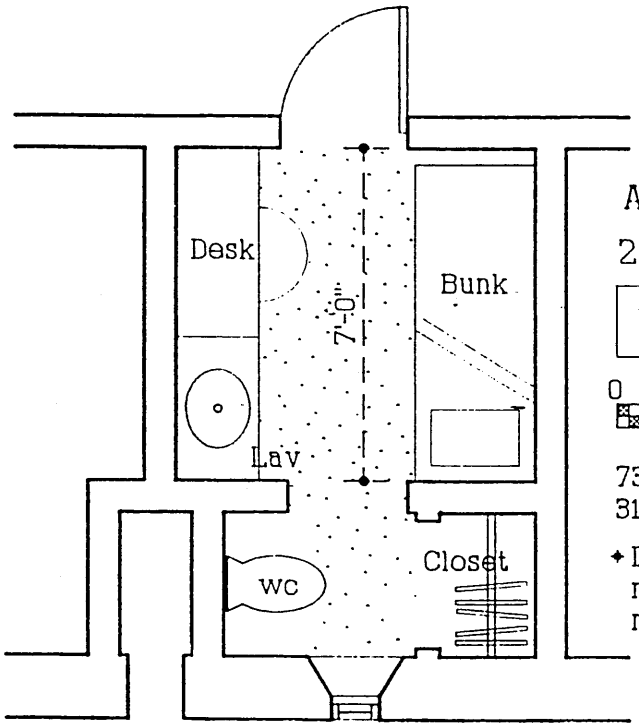
This modified version of the noncompliant cell shown above, created by simply widening the cell slightly, produces a cell that is more functional, and which complies with the new ACA standards. This cell requires only 6 additional square feet of area to achieve compliance, without sacrificing separation of functions.



This cell achieves compliance with the unencumbered space requirement, but does not provide the required 7 foot clear dimension.



In this example, compliance with the 60 s.f. of area was not achieved under the Second Edition standards, but it does not meet the new unencumbered space requirement.



A.1.6

2nd 3rd

Y | N*

0 1 2 3

73.5 s.f. Total
31 s.f. Unencumbered

*Does not meet minimum unencumbered requirements

These separate fixtures are more "normalized."

In this modification of the drawing on the preceding page, the effect of separating plumbing fixtures is demonstrated. While separating the toilet and lavatory does require a little more floor area, a 59 square foot cell can still achieve compliance.

Separating fixtures offers potential cost savings (for initial construction and maintenance) and is more consistent with direct supervision management principles.

B. Double Occupancy Cells.

Previous ACA standards banned the use of double occupancy cells.

Second Edition ALDF standards addressed single cells, or multiple cells housing "no less than four" occupants.

3-ALDF-2C-03. (Ref. 2-5114)
When used for minimum or medium security inmates, multiple occupancy rooms house no less than two and no more than 50 inmates each who are screened prior to admission for suitability to group living.

The rooms provide 35 square feet of unencumbered space per occupant.

Sleeping partitions are required if more than four people are in one sleeping area.

"Unencumbered space" is usable space that is not encumbered by furnishings or fixtures.

At least one dimension of the unencumbered space is no less than seven feet.

Comment: None.

Now, standards limit the use of multiple occupancy cells and limit their use (for inmates who have been classified as medium security--or lower--risks).

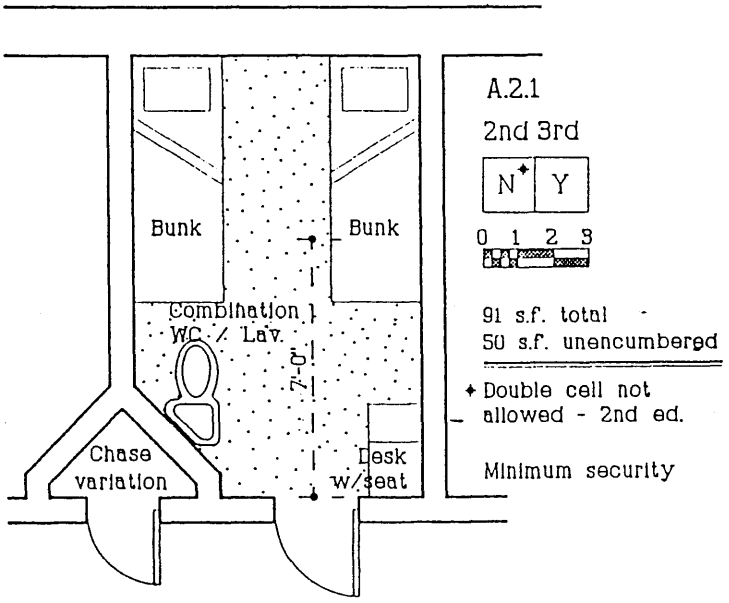
Partitions are now required when more than four occupants share a cell or room.

See: *Small Jail Design Guide*, pages 5-3 to 5-10 (single vs. multiple occupancy, including floorplans)

An area requiring further interpretation is the manner in which "unencumbered" space is credited in a cell.

For the purposes of this Guide, we have excluded spaces that are less than one foot in width from our calculations.

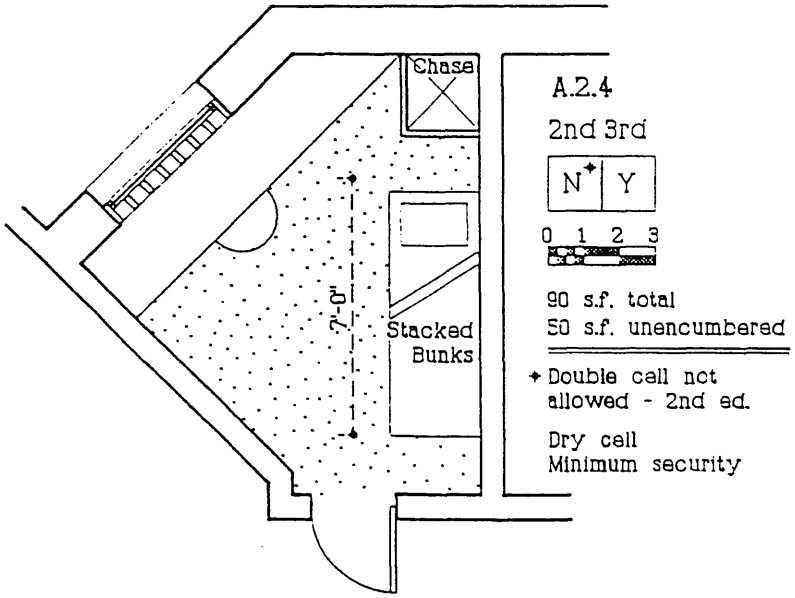
Note also that Third Edition standards do not require a desk for each occupant in a cell, but rather a desk must be provided for each cell.



This drawing illustrates a newly-allowed double occupancy cell. Second Edition standards did not allow housing of higher security inmates in multiple occupancy cells.

Dry Cells

The drawing below shows a "dry" double cell that complies with the new ACA standards.



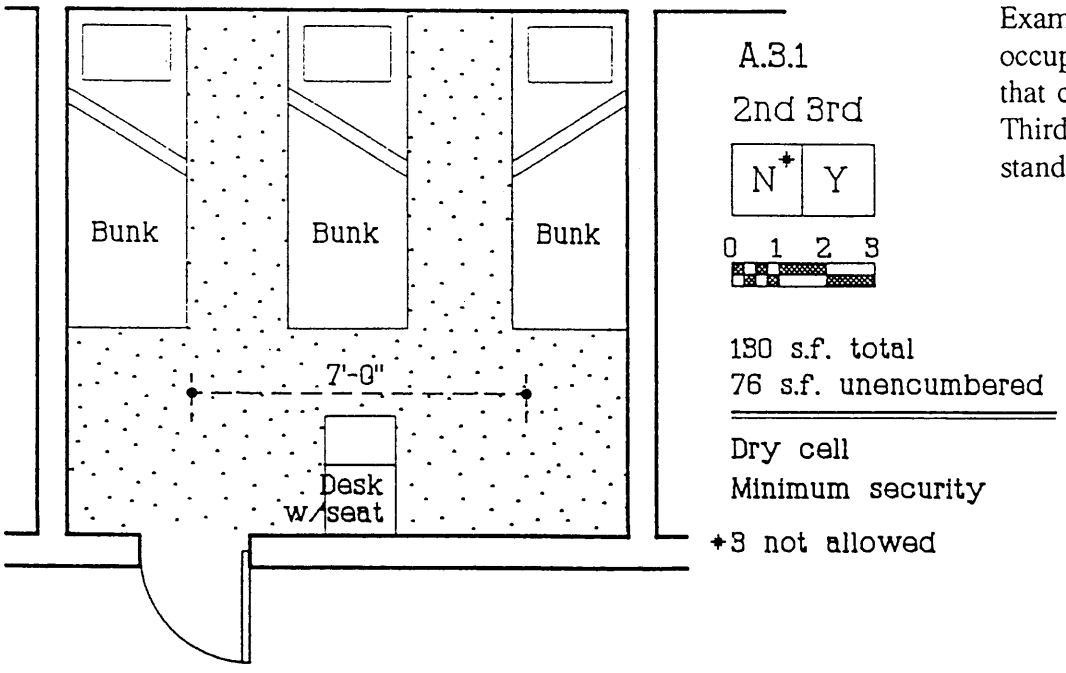
In this "dry cell" example, the space savings associated with removing the toilet from the cell are demonstrated.

C. Three Occupants.

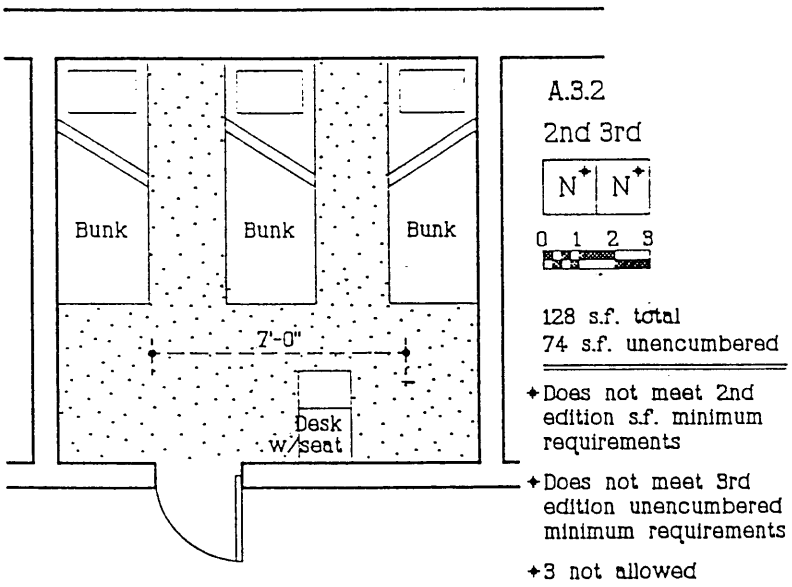
As described earlier, the previous ACA standards banned the use of double occupancy cells.

Second Edition ALDF standards addressed single cells, or multiple cells housing "no less than four" occupants.

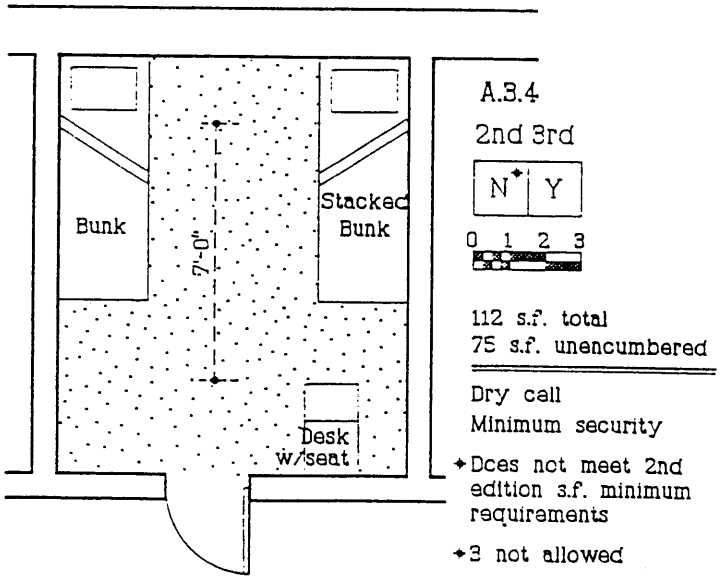
While standards now allow three-occupants to be assigned to a cell, many jail managers are reluctant to place three inmates in a cell because of the dynamics that often develop between the occupants.



Example of a three-occupant "dry cell" that complies with Third Edition standards.



Three-occupant cell that does not meet space requirements for either edition of the standards.



Example of three-occupant cell that fell short of Second Edition requirements, but achieves compliance with Third Edition standards.

This is a dry cell, and space efficiency is achieved by "stacking" two bunks, reducing the overall size required for the cell.

E. Five or More Occupants.

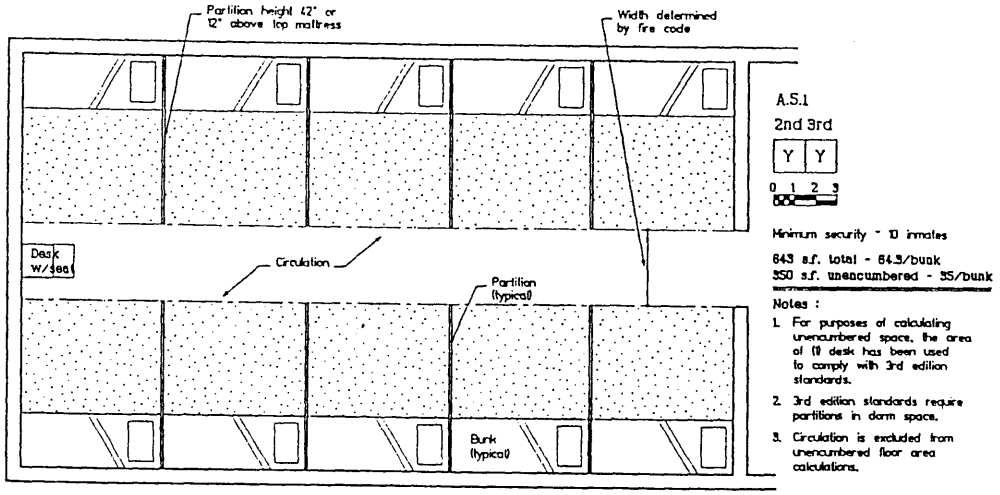
A major change in the Third Edition standards requires partitions in sleeping areas that house *more than four* occupants.

This creates a new context for designers.

> **Interpretation:** According to current ACA policy, this standard is being interpreted to mean that partitions must be provided for each group of four beds, at a minimum.

The preceding interpretation suggests that partitions need not be provided for each inmate, but rather for each group of four or less.

This is not consistent with the intent of the NIJ research team that first recommended partitions in 1989. Rather, the drawing below illustrates their intent--to provide partitioned space for each occupant.

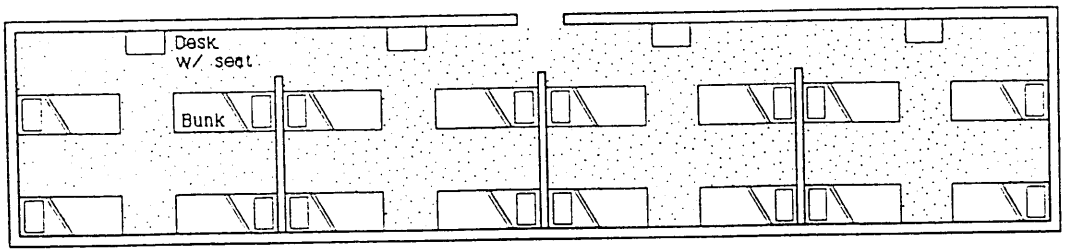


Partitions are provided for each occupant.

Interpretation: ACA officials currently advise that the height of partitions should be above the level of the inmate bunk. Therefore, if bunks are stacked, the partition must be higher than the top bunk.

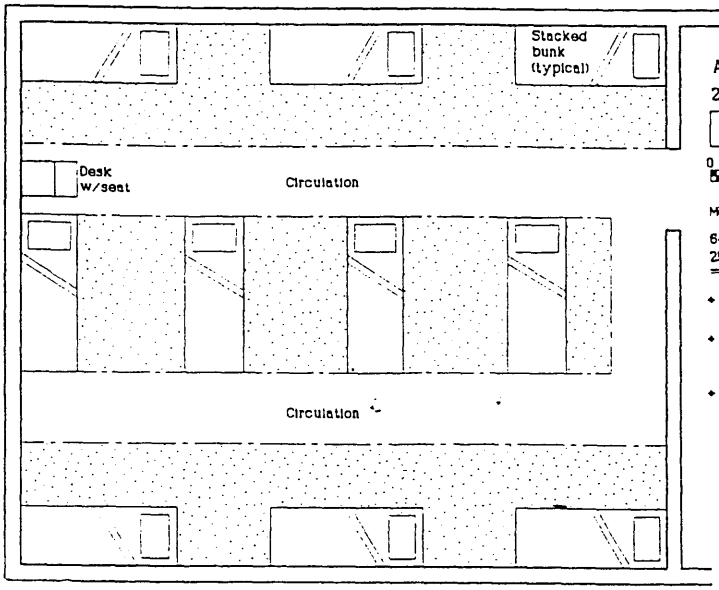
The NIJ research team that advised ACA on these revisions has recommended a minimum partition height of 54 inches, or 18 inches above the bunk--whichever is higher.

The drawing below illustrates a design that provides partitions for every four occupants.



878 s.f. total = 54.9/bunk
588 s.f. unencumbered = 36.8/bunk

Partitions are only provided for every four occupants.



A.5.2

2nd 3rd

N*	N*

0 1 2 3

Minimum security - 20 inmates

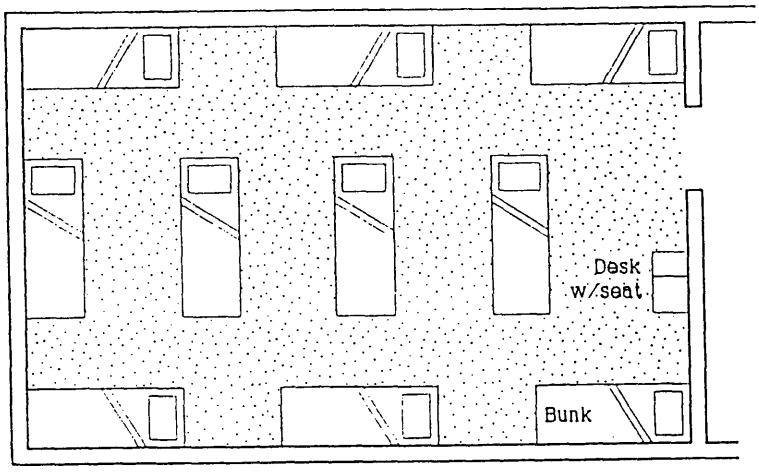
644 s.f. total - 32.2/bunk

293 s.f. unencumbered - 14.65/bunk

- Does not meet 2nd edition s.f. minimum requirement.
- Does not meet 3rd edition unencumbered minimum requirement.
- Does not provide partitions.

Does not comply with current standards because of lack of partitions and inadequate space.

This 10-occupant space also fails to comply with current standards on many counts.



Minimum security - 10 inmates

500 s.f. total - 50.0/bunk

329 s.f. unencumbered - 32.9/bun

- No partitions
- unencumbered includes circulation

A.5.4

2nd 3rd

Y	N*

0 1 2 3

Does not meet unencumbered space requirements.

Does not exclude circulation from calculation of space.

Does not provide partitions.

IV. Dayrooms

Standards require that dayrooms be **immediately adjacent** to inmate sleeping areas, contrary to some earlier practices that offered dayspaces in a remote location.

3-ALDF-2C-05 (Ref. 2-5124, 2-5144)
Dayrooms with space for varied inmate activities are situated immediately adjacent to the inmate sleeping areas.
Dayrooms provide a minimum of 35 square feet of space per inmate (exclusive of lavatories, showers, and toilets) for the maximum number of inmates who use the dayroom at one time, and no dayroom encompasses less than 100 square feet of space (exclusive of lavatories, showers, and toilets).

Comment: While the standard establishes a minimum square footage for any dayroom, total square footage is calculated for the maximum number of users at one time rather than the total number of inmates served.

The size of dayrooms is determined by the **number of inmates to be served *at one time***, once again raising the issue of design capacity.

This element of the new standard is derived from its counterpart in the standards for Adult Correctional Institutions (ACI). In ACI (prisons, correctional facilities) it is not unusual to have entire housing units assigned to inmates who are not allowed to use a dayspace at the same time. When this standard was transposed to jails, this standard became less valuable.

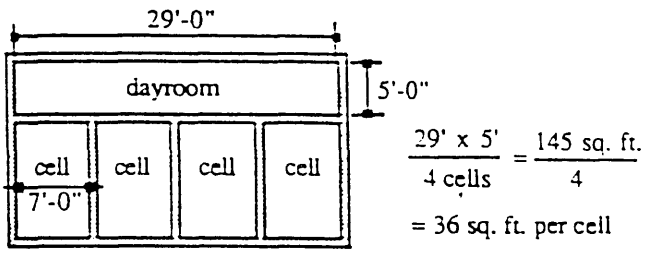
See: *Small Jail Design Guide*, page 3-101 (indoor programs/services); pages 4-72 to 4-74 (dayroom design issues, including floorplans); page 5-6 (isolation issue resolved); page 6-11 (dayroom equipment/furnishings); page 6-22 (dayroom equipment/furnishings)

Interpretation. In most jails, the number of inmates that can be "served" at one time is usually the same as the design capacity; in only rare situations (when a housing unit contains inmates who are never allowed to share the dayspace at the same time) will this the capacity of a dayspace be less than its maximum bedspace capacity.

While the geometry of many new direct supervision housing units produces a larger dayroom than is required, this often proves invaluable when double-celling is required. While the "at one time" provision offers additional flexibility for prisons, or for very large jail systems, it will not usually factor into jail design.

In small housing units--even a one-cell unit--the dayroom must comprise at least 100 square feet.

A 35 square feet requirement can result in little more than a narrow 5- to 6-foot corridor along the front of the cells, which is common in small housing units in smaller jails. This produces a space that is not adequate for the purposes of the dayspace, nor for the activities that are to occur there.



Existence of narrow, crowded corridors and stairways as only "open" spaces in jail found unconstitutional. Inmates of Allegheny County Jail v. Wecht, 565 F.Supp. 1278 (1983).

Dayroom area calculations exclude space allocated for plumbing fixtures, such as showers, toilets, and lavatories.)

ALDF standards do not require space that is used for circulation to be subtracted from dayroom calculations; however, spaces that are exclusively used for circulation (such as corridors between cells in the "extruded" examples, or space in front of cells on second tiers) are not counted toward dayroom calculations.

Interpretation: Spaces in DAYROOMS that are used exclusively for circulation, such as corridors, are not to be counted in calculations of dayspace for the purpose of the 35 square foot per occupant requirement.

Dayroom Design Issues

The following functional-architectural issues apply to dayroom areas.

Location. Dayrooms should be located adjacent to and immediately accessible from the cells they serve.

Activities. The size of dayrooms and configuration should be dictated by the activities to occur, functionality, and at times aesthetic concerns for proportion. Activities that might occur in the dayroom and therefore help define its size requirements include:

* eating,
* reading,
* writing,
* conversing,
* TV watching,
* telephoning,
* snacking,
* exercising (calisthenics, weights),
* work,
* classes or meetings,
* passive recreating (table games).

A recent trend, especially in direct supervision facilities, is to use dayroom spaces for programs and work.

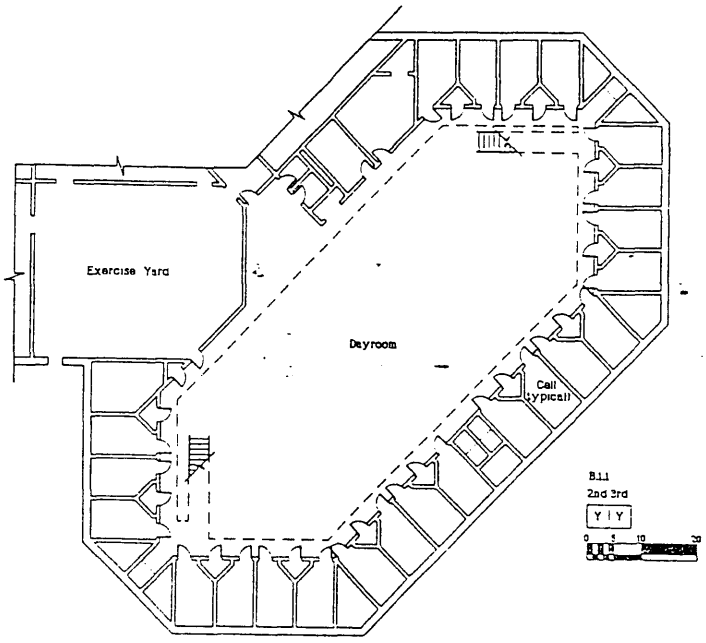
Another consideration concerns **temporary activities** that occur in the dayroom. One example would be the extra space needed at meal time for food carts, trays, and meal distribution in each dayroom.

Furnishings. Standards require sufficient tables and seating to accommodate every inmate housed in the unit. Many managers find that flexible seating and furniture is helpful. This allows inmates to have some control over their own personal space, and provides more options for group activities.

Flexible seating creates a more flexible and normalized setting.

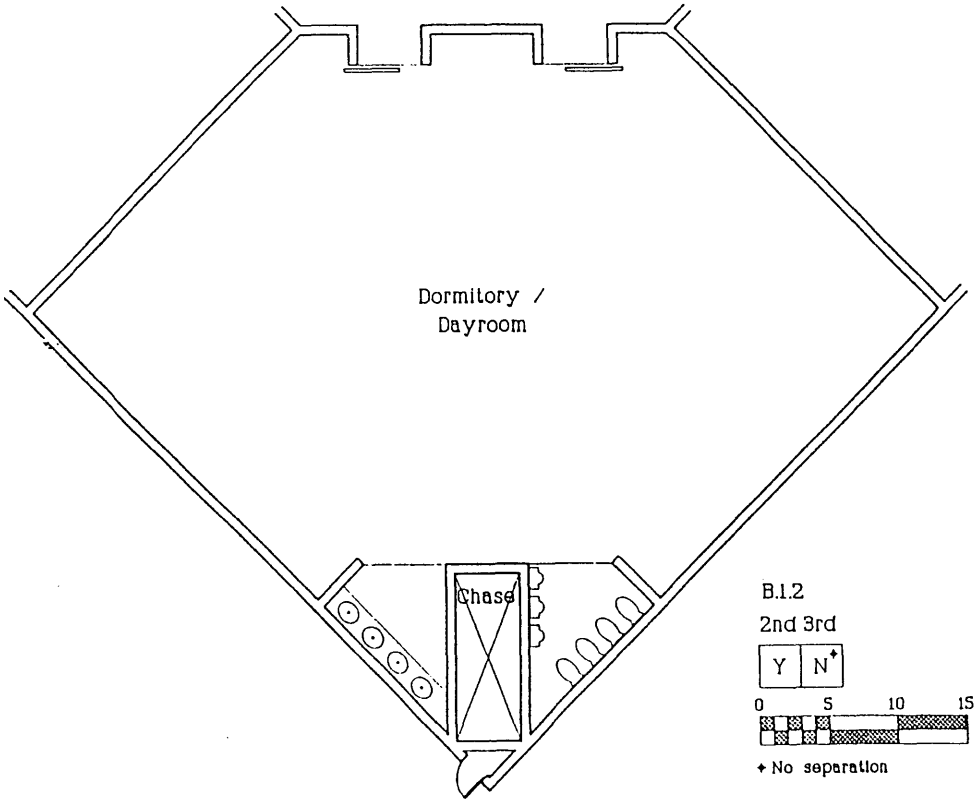
The design of the dayroom should also be influenced by **equipment** and their placement. For example, telephones should be located as far away as possible from the television and other noise sources. Also, it is important to consider the placement of televisions, and the need to provide some separation between the noise of the TV and other dayroom activities.

Third edition ACA standards require separation between sleeping areas and dayspaces in situations where dormitory housing is allowed.



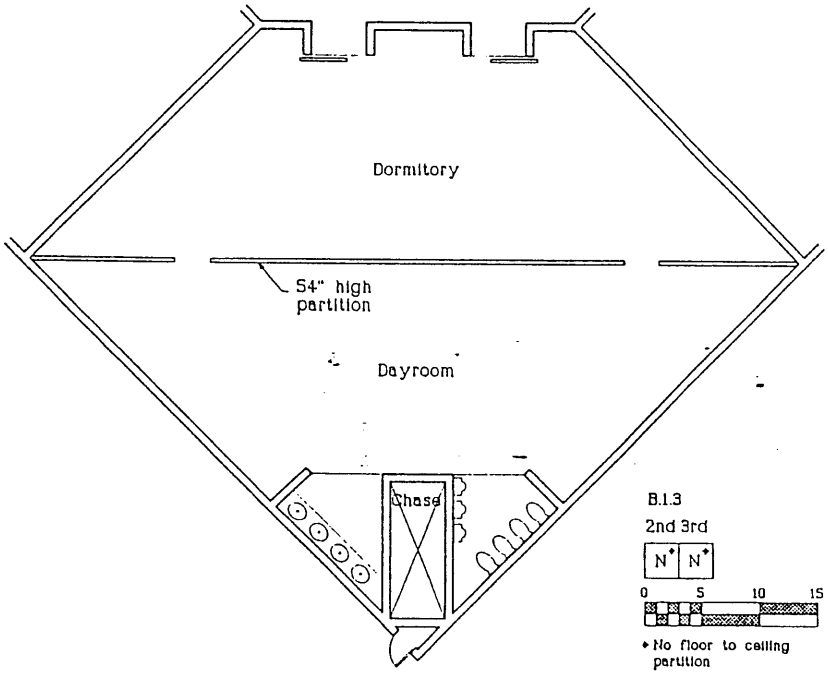
Dayrooms must be separated from sleeping areas, as in this example.

In this example, that lack of separation between sleeping space and dayroom space violates the ACA standard.



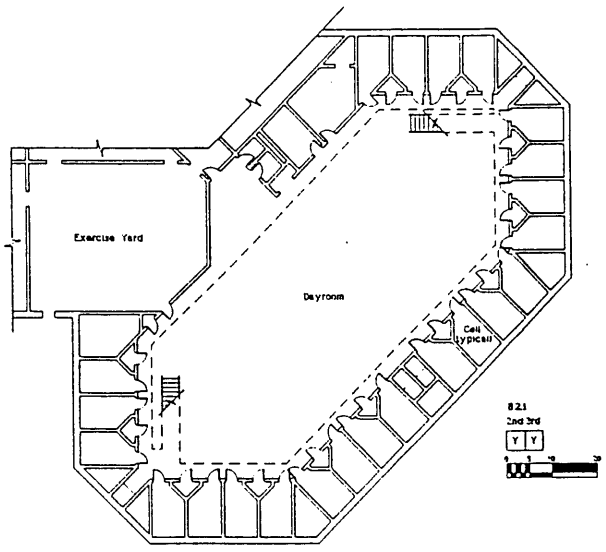
Compliance is not achieved in this dormitory; although overall area is sufficient for sleeping and dayroom, there is no separation.

Providing a partial-height partition makes an attempt to separate sleeping from dayroom spaces, but does not achieve compliance with the standard.



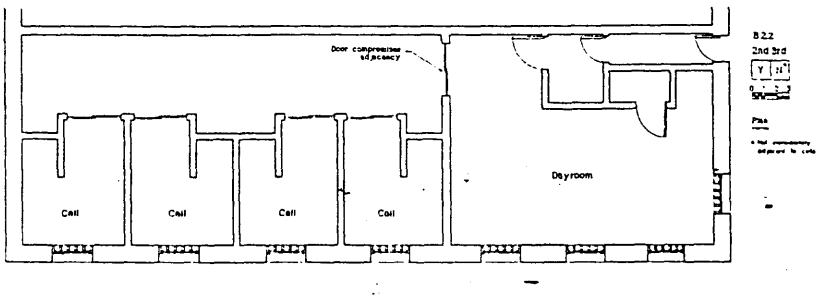
Providing a partition--if not full height--does not achieve compliance.

<u>Adjacent to cells/rooms.</u> Third Edition standards now require that dayspaces be *immediately adjacent* to the housing areas that they serve.



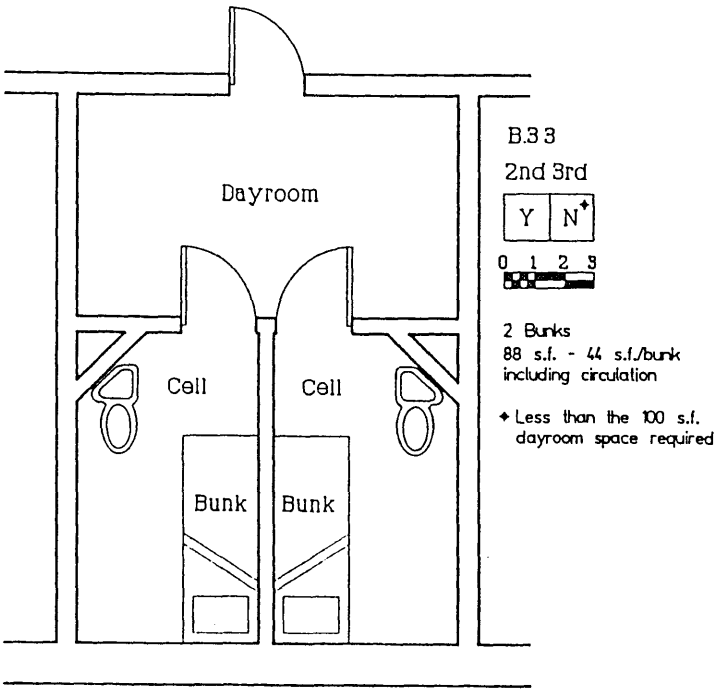
In this typical example, the dayroom is "immediately adjacent" to the inmate sleeping areas.

Separating the dayroom from the sleeping areas, as in this example, violates the "immediately adjacent" requirement.



By separating the dayroom from the sleeping areas with a corridor, compliance with Third Edition standards is lost (although this would have complied with Second Edition standards.)

<u>Minimum size for small housing units.</u> A minimum size of 100 square feet is now established for dayrooms that serve smaller housing units. In the example below, the 100-foot minimum size is not achieved.



This dayroom complied with the Second Edition requirements, but not with the Third Edition minimum size requirement (100 s.f.)

V. Furnishings

Cells.

Standards focus a greater concern on the provision of furnishings for inmates who spend **more than 10 hours** in a cell each day. Such cells must also be larger (80 square feet).

> **3-ALDF-2C-02. (Ref. 2-5112)**
> **Each inmate confined to a cell/room for 10 or more hours daily is provided a sleeping area with the following: a sleeping surface and mattress at least 12 inches off of the floor; a writing surface and proximate area to sit; storage for personal items; and a place to suspend clothes.**
>
> Comment: None.

Standards attempt to ensure that **each inmate** is provided with appropriate furnishings and fixtures in such high-security cells. The requirements for furnishings in single cells are part of the larger standard for such cells.

> **3-ALDF-2C-01. (Ref. 2-5110, 2-5111)** (page 97)
> **Single cells are required for maximum security inmates....**
> **....In determining unencumbered space, all fixtures must be in operational position and must provide the following minimum areas per person: bed, plumbing fixtures, desk, and locker.**
>
> Comment: The standard encourages design flexibility and creativity by relating cell size to the amount of unencumbered, or free, space provided by the design.....Measurements should be made with equipment and furnishings in their normal use position (i.e., to discourage Murphy beds).

Single cells, therefore, must provide a bunk, a desk and a locker for each occupant.

See: *Small Jail Design Guide*, pages 4-66 to 4-69 (cell design issues).

Requirements for multiple occupancy cells are not specified in the standards, prompting the following.

> **Interpretation:** Multiple occupancy cells/rooms must provide a bed, desk, and locker for each occupant.

Third Edition standards establish *types* of furnishings to be provided for inmates. However, the new "unencumbered space" requirements draw new attention to the important of furniture placement in cells.

No bunks shall be placed in the dayrooms of the cellblocks. Miller v. Carson, 392 F.Supp. 515 (M.D. Fla. 1975).

Dayroom Furnishings

ACA standards address the number *and type* of furnishings provided for inmates in dayrooms.

3-ALDF-2C-07. (Ref. New)
Dayrooms provide sufficient seating and writing surfaces for every inmate using the dayroom at one time. Dayroom furnishings are consistent with the custody level of the inmates assigned.

Comment: The standard provides managers and designers with flexibility in designing and furnishing dayrooms and takes into consideration the range of activities that may occur (e.g., television viewing, reading, recreation, conversation, games, and sometimes meals and work). In lower security settings, the use of "normalized" furnishings should be considered.

The type of furnishings that are selected have varied implications, as suggested below.

Range of Practice: Dayroom Furnishings

Fixed, High Security Materials	Moveable, Normalized Materials

◄---------- ►

Implications:

Construction Costs	**higher costs**	**lower costs**
Flexibility	**less flexibility**	**more flexibility**

See: *Small Jail Design Guide*, page 4-75 (miscellaneous furniture and equipment)

VI. Light

A. Natural Light

The Third Edition ALDF establish new requirements for the provision of natural light in dayrooms, and offer additional guidance regarding the acceptable methods for providing natural light in cells and in dayrooms.

1. Cells

3-ALDF-2D-03. (Ref. New) **All inmate rooms/cells provide access to natural light. (Existing, renovation, addition only)**
Comment: None.

3-ALDF-2D-04. (Ref. 2-5112, 2-5115) **Inmates in the general population who are confined in their rooms/cells for 10 or more hours daily have access to natural light by means of an opening or window of at least three square feet with a view to the outside.** **Inmates in the general population who are confined in their rooms/cells for less than 10 hours daily have access to natural light through an opening or window as described above or through an opening or window of at least three square feet between their room/cell and an adjacent space. (New construction only)**
Comment: None.

Definition: Light available from an opening or window that has a view to the outside or from a source within 20 feet of the cell/room.

"Access" to natural light is a term that has been used in standards for years--but which has been confusing to many planners and designers.

See: *Design Guide for Secure Adult Correctional Facilities*, page 51 (windows in inmate rooms)

While that term appears in this new Third Edition standard, it is further defined in the subsequent standards.

When the requirements for natural light in inmate cells are coupled with the new requirements for the provision of natural light in dayrooms, a new range of options comes into focus.

View conflicts with cells and dayrooms are sometimes reduced by:

* orienting windows toward interior courtyards;
* siting windows to look out onto controlled exterior spaces
* create a heavily landscaped visual buffer
* placing windows high in the wall;
* using inaccessible skylights or clerestory windows to provide natural light
* using reflective or heavily smoked glazing products that tend to limit view.
* using translucent glazing
* providing visual screens

Some of these techniques interfere with the view, violating the new standards...

Use of opaque glass block eliminates communication with the outside and sunlight, violating pretrial detainee's rights. Miller v. Carson, 392 F.Supp. 515 (M.D. Florida 1975).

Size of Opening

The size of the clear glazed opening can be critical, especially in an exterior window.

The key dimension to remember is **5 inches.** At 5 inches in at least one direction, an opening is too narrow for virtually any adult to pass through.

See: *Design Guide for Secure Adult Correctional Facilities*, page 51 (windows in inmate rooms)

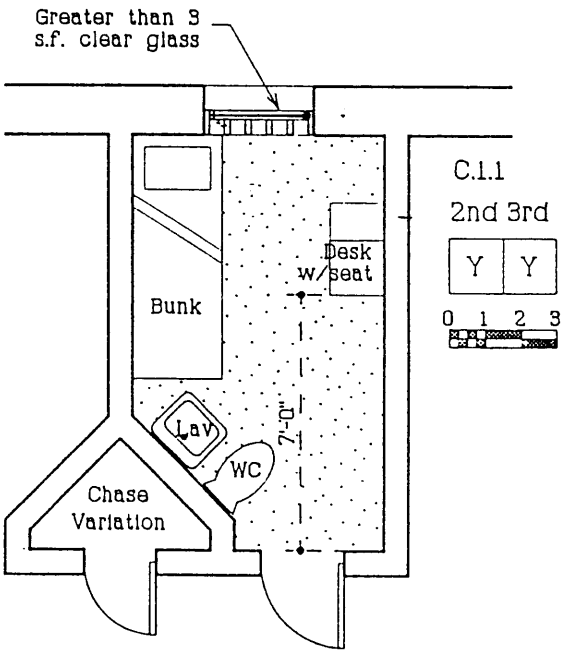
See: *Small Jail Design Guide*, page 3-9 (view conflicts, with illustrations); pages 4-60 to 4-62 (potential security or management problems and borrowed light concept, with illustrations); page 4-150 (light from outdoor exercise areas); page 5-18 (window design, with illustration)

See: *NIC Jail Resource Manual, Fourth Edition*, page L-6 (lighting)

New Third Edition standards begin to answer past questions about "access to natural light."

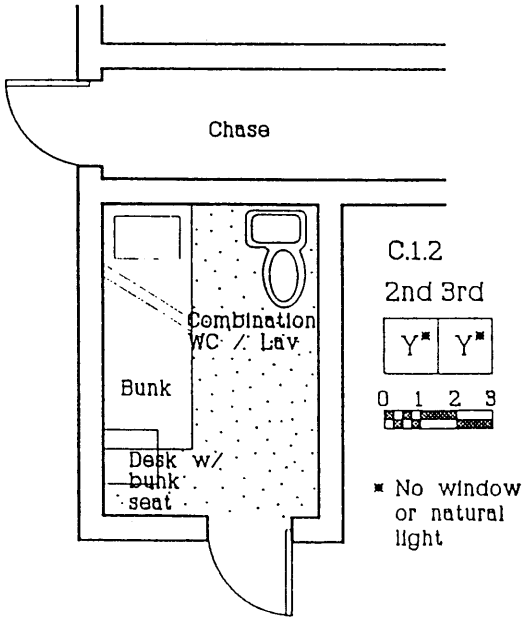
Opaque glass is no longer accepted, as it frustrates a view to the outside.

Minimum amounts of glazing are also established.



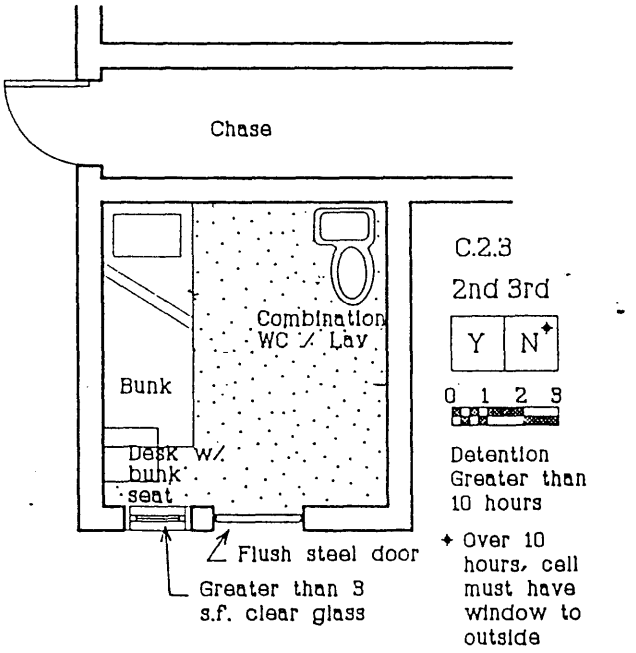
Cell with exterior window, clear glazing with more than 3 s.f. area

A cell with no view to the outside.



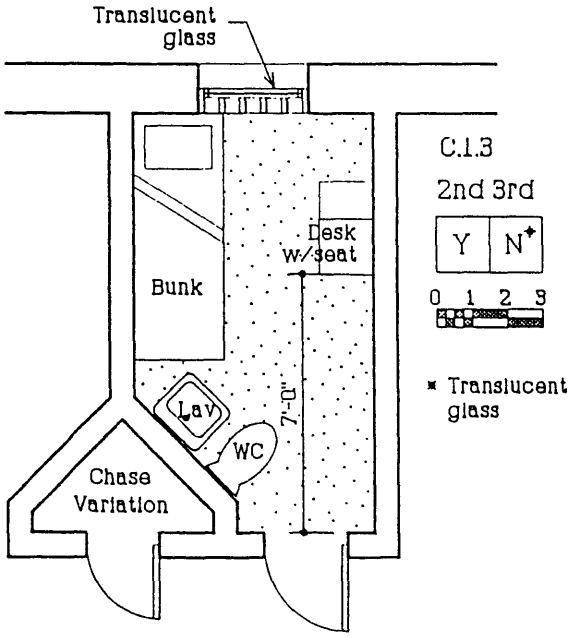
Cell with no provisions for natural light

The cell design below is inadequate if it is used for inmates who spend over 10 hours in the cell each day.



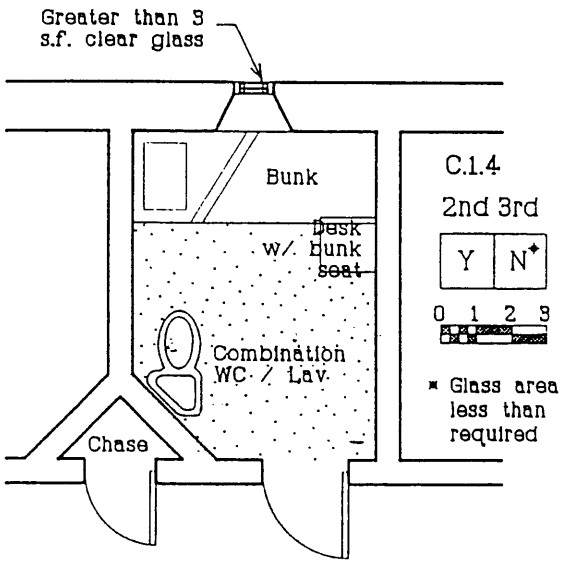
Violates standard if occupied for more than 10 hours a day.

An example below of sufficient glazed area, but uses translucent glass.



Use of translucent glass violates new standard.

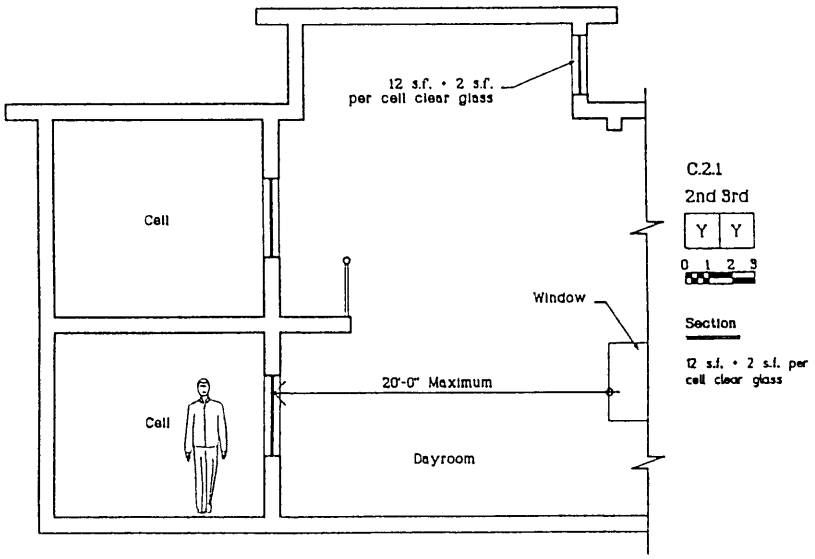
An example of transparent glazing, but insufficient window area.



Window is less than 3 s.f., in violation of new standard

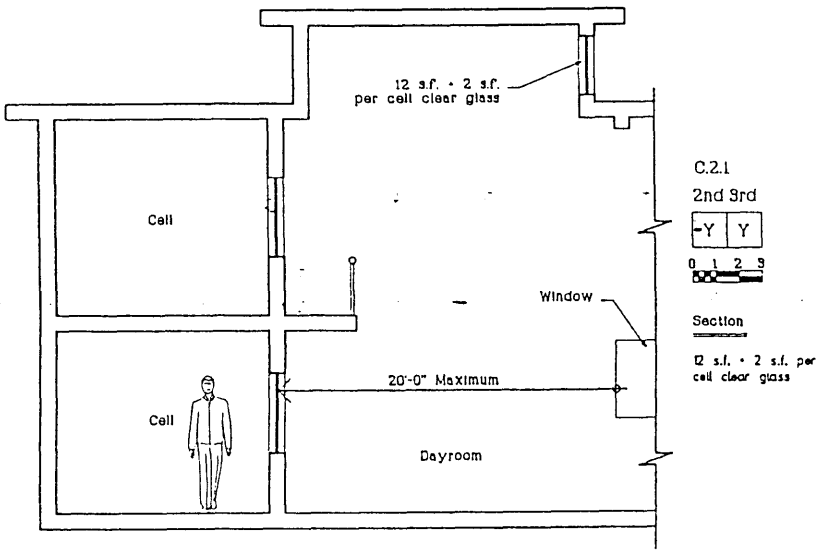
Natural Light– Opening to Adjacent Interior Space.

Third Edition standards clarify options for providing natural light by defining the conditions under which light from adjacent spaces can achieve compliance, for inmates who spend *10 hours or less in their cell.*



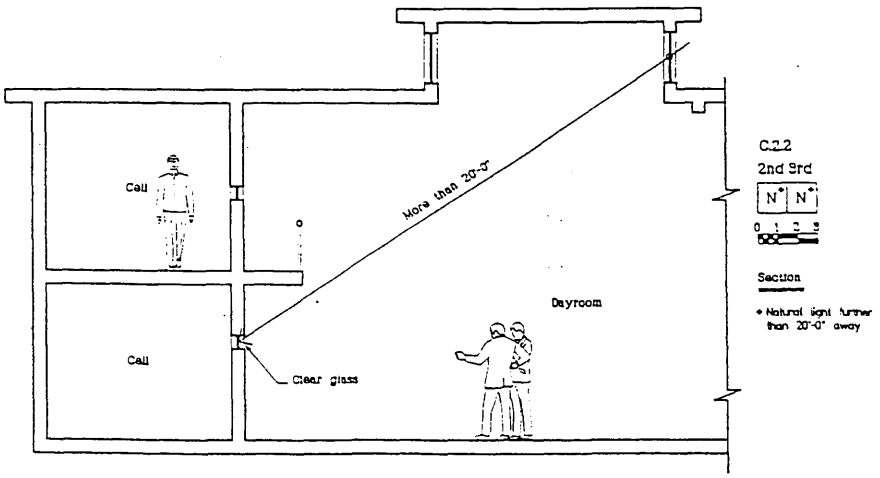
Cell provides light through adjacent dayroom

According to the definition of natural light, the distance of a source of natural light from the cell it is to serve must be 20 feet or less.



Illustrates maximum distance between cell window and exterior window in dayroom.

In the plan below, two factors cause it to fall short of the new standard: (1) the distance from the natural light source in the dayroom; and (2) the lack of view.



Use of skylights, clerestory, and other such high windows can be interpreted as a violation of the requirement for a "view to the outside."

2. Dayrooms

A new ACA standard acknowledges that many inmates spend most of their waking hours in a dayroom--not in their cells. Ironically, in an effort to provide natural light in each cell, many designers have deprived dayrooms of any natural light.

3-ALDF-2D-05. (Ref. New)
Each dayrooms provides a minimum of 12 square feet of transparent glazing with a view to the outside, plus two additional square feet of glazing per inmate whose room/cell does not contain an opening or window with a view to the outside.

Comment: Many inmates spend most daylight hours outside of their cells, often in the dayroom, and the standard gives designers increased options for providing natural light.

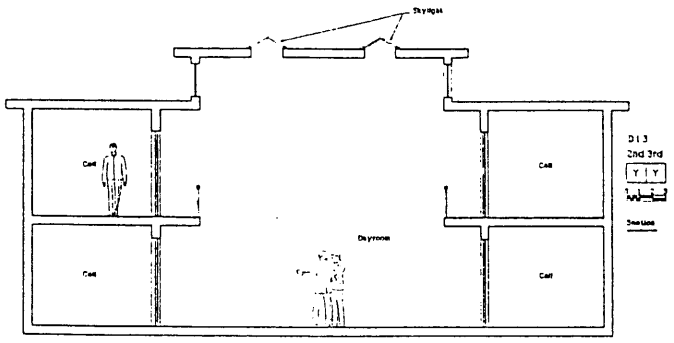
The new standard suggests that natural light should be provided in each dayroom, and establishes the first guidelines for *adequacy* of the natural light. The following interpretation is offered by the authors.

See: *Small Jail Design Guide*, pages 4-60 to 4-62 (potential security or management problems and borrowed light concept, with illustration); page 4-150 (light from outside exercise areas); page 5-11 (security glass)

Interpretation: A "view to the outside" requires the ability to see the horizon, not just sky.

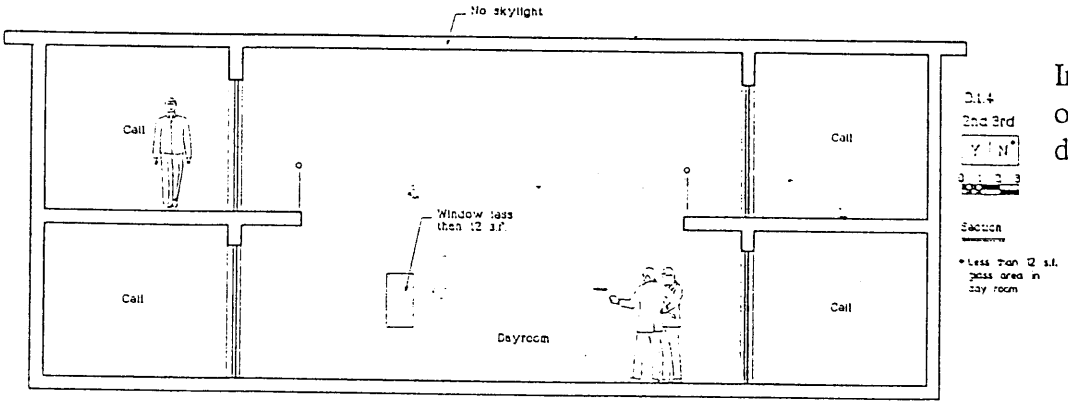
Below, a dayroom with natural light, but no "view."

See: *NIC Jail Resource Manual, Fourth Edition*, page L-6 (lighting)



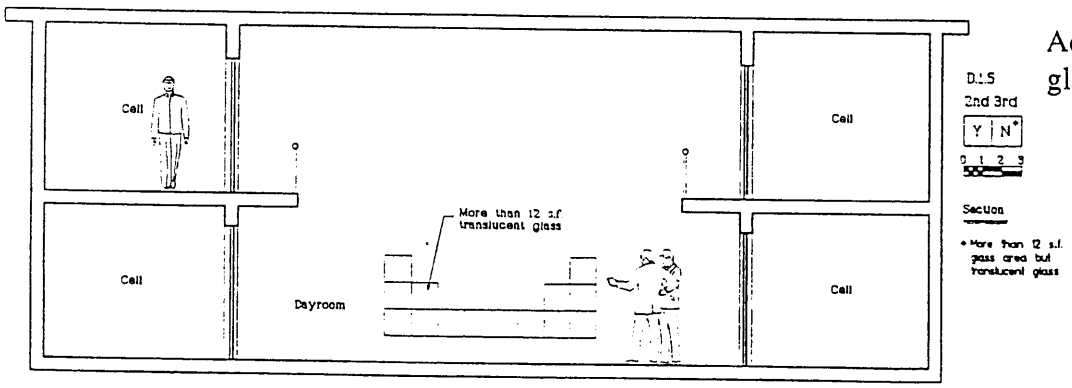
Skylights do not provide a "view to the outside."

A dayroom with transparent glazing, a horizontal view, but with insufficient total window area.



Insufficient amount of glazing in the dayroom.

A dayroom with sufficient glazed area, *measured against the total number of users.*



Adequate amount of glazing,

B. Light Levels

A new ACA standard addresses lighting *throughout* the jail.

3-ALDF-2d-01 (Ref. New) **Lighting throughout the facility is determined by the tasks to be performed, interior surface finishes and colors, type and spacing of light sources, outside lighting, and shadows and glare.**
Comment: None.

This new standard reflects the movement toward "performance objectives" and away from static (and less meaningful) measurements. In the past, light levels were established as "20 footcandles" and did not consider the many variables that make the amount and type of light adequate.

See: *Small Jail Design Guide*, page 3-35 (light levels in the pod control center); pages 4-64 to 4-65 (recommendations for artificial light); page 4-173 (artificial light in the library)

While a performance objective was established in the new standard above, the standard for cell lighting continues to be in the older format.

3-ALDF-2D-02 (Ref. 2-5112) **Lighting in inmate rooms/cells is at least 20 footcandles at desk level and in personal grooming areas, as documented by an independent, qualified source.**
Comment: None.

Some jails allow inmates to have some control over lights in their cells.

Range of Practice: Inmate Control of Light

No Control	Some Control	Control of Cell Light

◄----------►

Implications:

Construction Costs	less costly	more costly
Cond. Conf.	institutional	----------normalized

The lighting system of the tiers shall be modified to allow the amount of light to be reduced during the night, or supplemented by a system of night lights which would be adequate for security but less intrusive in the sleeping areas, in order to allow the main lighting system to be turned off. Hamilton v. Landrieu, 351 F.Supp. 549 (E.D. La. 1972).

VII. Plumbing

A. Toilets

Third Edition standards adjust previous requirements for the provision of toilets.

3-ALDF-2C-08. (Ref. 2-5112)

Inmates have access to toilets and hand-washing facilities 24 hours per day and are able to use toilet facilities without staff assistance when they are confined in their cells/sleeping areas.

Toilets are provided at a minimum ratio of one for every 12 inmates in male facilities and one for every eight inmates in female facilities.

Urinals may be substituted for up to one-half of the toilets in male facilities. All housing units with three or more inmates have a minimum of two toilets.

Comment: The standard ensures the availability of toilets and requires a measure of privacy and control for users. At the same time, the standard provides flexibility for designers and managers, who have increased options for "dry" cells if toilet facilities are accessible by other means (e.g., push-button locks on cells for use during the night). Creative design approaches that increase privacy and decrease management problems associated with congregate facilities (e.g., creation of a series of "single occupancy" toilet areas) are encouraged.

The chart on the following page shows the impact of the Third Edition revisions by comparing current requirements to those of the Second Edition.

See: *Design Guide for Secure Adult Correctional Facilities*, page 51 (inmate rooms); page 56 (segregated housing)

The "wet" cell vs. "dry" cell issue has been examined in detail previously. It should remembered that deciding to have centralized facilities rather than in-cell facilities does not necessarily preclude the ability to lockdown inmates.

See: *Small Jail Design Guide*, pages 4-66 to 4-67 (plumbing considerations)

Toilet and lavatory fixtures accessible from the *dayroom area* are required when inmates are denied access to their cells during the day.

Table: Toilets

Number of Occupants	Required Toilets: Second Edition	Third Edition
1	1	1
2	1	1
3	1	2
4	1	2
5	1	2
6	1	2
7	1	2
8 thru 12	2	2
13,14,15,16	2	2
17 thru 24	3	2 male 3 female
25 thru 32	4	3 male 4 female
33 thru 36	5	3 male 5 female
37 thru 40	5	4 male 5 female
41 thru 48	6	4 male 6 female
49 thru 56	7	5 male 7 female
57 thru 60	8	5 male 8 female
61 thru 64	8	6 male 8 female
65 thru 72	9	6 male 9 female
73 thru 80	10	7 male 10 female

Range of Practice: Comb. vs. Indiv. Fixtures

Separate Fixtures ◄– ^ ---------- ^ –► **Combination Units**

Implications:

Construction	**higher**	**lower**
Oper Costs– Mainten.	**lower**	**higher**
Cond. Conf.	**normalized**	**institutional**

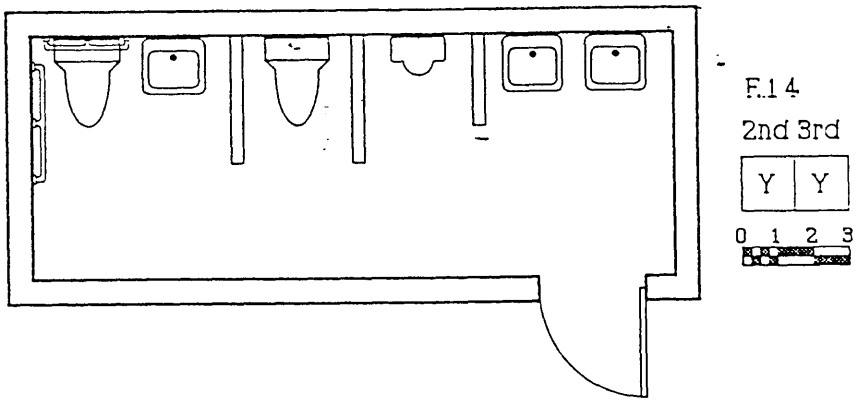
Constructions costs are higher due to greater amount of plumbing and area to be built ; maintenance costs are lower because indiv. units cost less to replace.

Privacy.

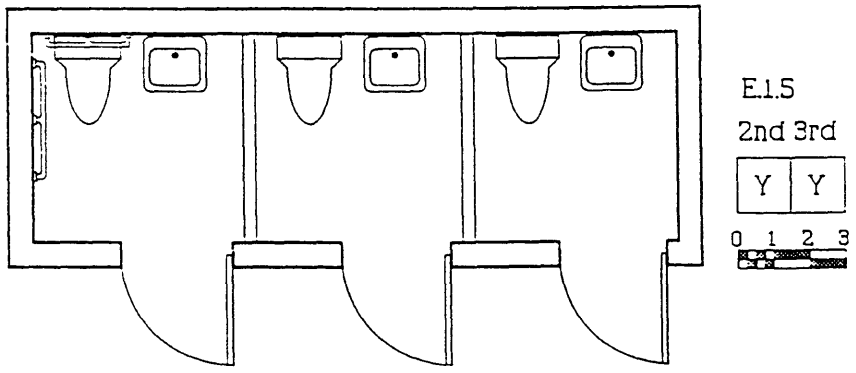
When congregate toilets are provided, privacy is rarely considered. However, providing individual (or "airline") toilets can be accomplished in less space than conventional congregate facilities, as shown in the two diagrams below.

Individual toilets offer a more normalized solution.

Typical group toilet area.



Individual toilets.



Note that individual toilets can be provided in the same amount of space as congregate toilets.

B. Wash Basins

Third Edition standards also change the requirements for wash basins, as shown in the table below.

3-ALDF-2C-09. (Ref. New)
Inmates have access to operable wash basins with hot and cold running water in the housing units at a minimum ratio of one basin for every 12 occupants.

Comment: Provision must be made for inmate access in cells or sleeping areas, dayrooms, and other parts of the facility.

Table: Wash Basins

Number of Occupants	Required Wash Basins: Second Edition	Third Edition
1	1	1
2	1	1
3	1	1
4	1	1
5	1	1
6	1	1
7	2	1
8,9,10,11,12	2	1
13 thru 18	3	2
19 thru 24	4	2
25 thru 30	5	3
31 thru 36	6	3
37 thru 42	7	4
43 thru 48	8	4
49 thru 54	9	5
55 thru 60	10	5
61 thru 66	11	6
67 thru 72	12	6
73 thru 78	13	7
79, 80	14	7

Creative alternatives to congregate facilities are shown on the preceding page.

See: *Design Guide for Secure Adult Correctional Facilities*, page 51 (inmate rooms)

Confinement of any inmate for more than one week's duration in a cell not equipped with hot water amounts to cruel and unusual punishment. Grubbs v. Bradley, 552 F.Supp. 1052 (M.D. Tenn. 1982).

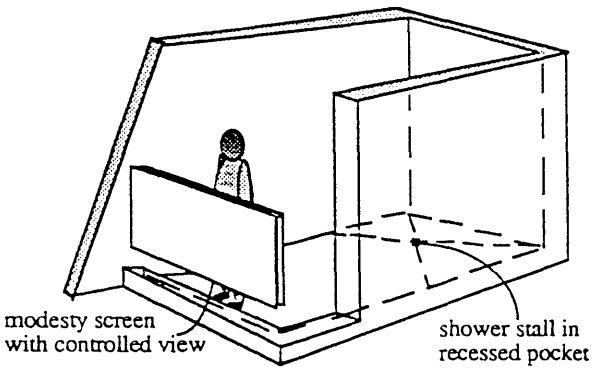
C. Showers

3-ALDF-2C-10. (Ref. 2-5112) **Inmates have access to operable showers with temperature-controlled hot and cold running water at a minimum ratio of one shower for every eight inmates. Water for showers is thermostatically controlled to temperatures ranging from 100 degrees to 120 degrees Fahrenheit to ensure the safety of inmates and to promote hygienic practice.**
Comment: Offenders can use scalding showers as a weapon against, or punishment for, other inmates. Also, accidental injury could occur when cold water is drawn in other areas, thereby unexpectedly elevating the hot water in showers to scalding temperatures. Water temperatures below 100 degrees Fahrenheit are uncomfortable and may deter an individual from pursuing good hygienic practices. The temperature controls should not preclude the use of water at higher temperatures, if needed, in other areas of the facility, such as kitchens.

Many designers have found that providing a small **drying and dressing area** or alcove just outside the shower area is helpful to contain drippage and spillage from the shower area and to provide additional privacy for inmates..

Again, it is necessary to strike the proper balance between the **privacy** required by the inmate and the needs of staff to **observe** the area. The diagram below shows one solution.

See: *Design Guide for Secure Adult Correctional Facilities*, page 51 (requirements)



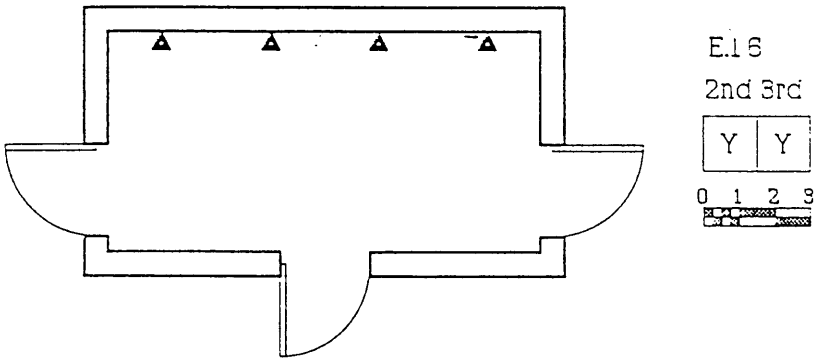
From: *Small Jail Design Guide*, pages 4-82 to 4-83 (requirements, including illustration)

Consider Providing Individual Showers.

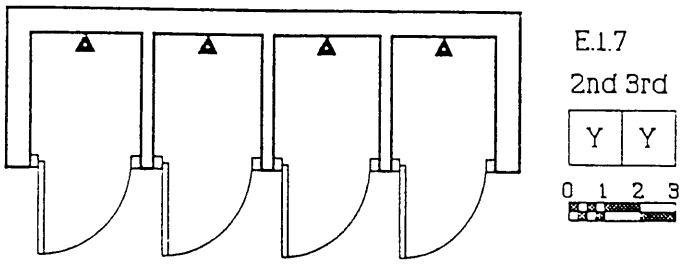
Jail managers worry that congregate shower facilities offer opportunities for inmate misconduct; congregate showers also reduce the privacy of inmates.

As the diagrams below demonstrate, providing individual shower facilities takes *less* space, and may be accomplished at no greater cost.

Typical "gang" shower room



Individual shower rooms.



Note that individual showers can be provided in less space than congregate showers.

VIII. ENVIRONMENTAL CONDITIONS

A. Noise

Third Edition ACA standards continue to require a static measure of noise levels.

3-ALDF-2D-06 (Ref. 2-5112) **Noise levels in inmate housing units do not exceed 70 dBA (A Scale in daytime and 45 dBA (A Scale) at night.**
Comment: None.

In 1993 the Advisory Committee on Corrections and Acoustics issued a first-of-its-kind Acoustics Design Guide.

Excerpts from this new resource are provided in Appendix C.

The acoustics group concludes that older jails easily reach and exceed the levels of noise required in the ACA standard, and that these levels are even higher than should be acceptable in a newly designed detention facility.

"Static" measures, such as those in the ACA standards, are not adequate.

The desire to achieve more normalized operating environments in new jails has encouraged the use of furnishings and materials that historically have been avoided in jail construction. Not only has the use of these materials had significant benefits on inmate behavior, it has significantly reduced noise levels in dayrooms, permitting more normalized conversation.

Normalized environments are now more achievable.

Appendix C provides readers with a much broader understanding of acoustics in correctional settings. Design implications are described, as are security concerns.

See Appendix C.

Tables provided an analysis of the acoustic and security aspects of dayroom furnishings, along with a glossary of acoustical terms and several case studies.

Readers are encouraged to use the materials in Appendix C, and to secure a copy of the Council's final report.

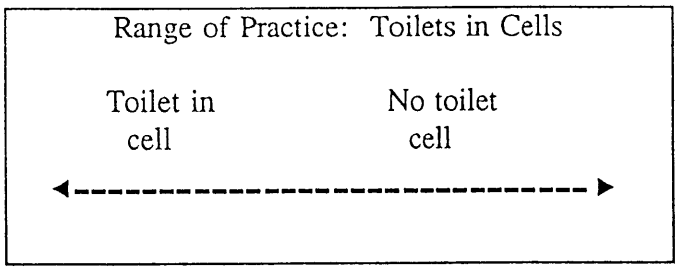
B. Indoor Air Quality

1. Ventilation

ACA standards have recently acknowledged the variables that affect ventilitation needs, as reflected in the following new standard.

3-ALDF-2D-07 (Ref. New) **Written policy, procedure, and practice provide that a ventilation system is provided that supplies at least 15 cubic feet per inmate of circulated air per occupant with a minimum of five cubic feet per minute of outside air. Rooms and cells with toliets shall have no less than four airchanges per hour. Air quantities shall be documented by a qualified independent source.**
Comment: The required air quantities shall be provided when the building or portion of the building is occupied.

This approach to a complex issue begins to highlight the implications of design and management choices--such as the provision of toilets in cells.



Implications:

Construction Costs	higher
Oper Costs--	
Mainten.	higher
Other	higher

* additional ventilation capacity required if toilet is in cell
* increased maintenance for ventilation
* higher energy costs due to greater air changes in cell

As the preceding suggests, the costs of providing toilets in inmate cells or rooms involve more than just the cost of the plumbing fixtures and their maintenance. Significant ventilation capability is required, along with higher energy costs due to the increased level of air exchange in a wet cell.

Lack of adequate ventilation and air flow violated minimum requirements of the Eighth Amendment. Hoptowit v. Spellman, 753 F.2d 779 (9th Cir. 1985).

Standards now also identify another important variable that affects the adequacy of indoor air quality.

SMOKING
3-ALDF-2D-08 (Ref. New) **Written policy, procedure, and practice govern the smoking practices of all persons in the facility and designate appropriate smoking and nonsmoking areas.**
Comment: An increasing body of medical research indicates a need for control of smoking practices.

A 1993 U.S. Supreme Court decision suggests that inmates may have a right to a smoke-free environment, or at least to be able to restrict their exposure to environmental tobacco smoke (ETS). Conversely, courts have not found that inmates have a right to smoke while confined. Jail managers have responded in several ways.

Range of Practice: Smoking

Non-smoking Facility	Designated Smoking Areas	Classification of inmates by preference	No policies

◄- ^ --------- ^ -------- ^ ------- ^ ►

Implications:

Construction Costs	**lower**		
Oper Costs–			
Mainten.	**lower**		
Other	**lower** (energy costs)		
Flexibility	**more**	**less**	**more**
Movement		**more**	
Cond. Conf.		**normalized**----------	
Constitutional	best----------		----------worst

See: Design Guide for Secure Adult Correctional Facilities, pages 149-150 (text about heating, ventilating, and air conditioning)

See: NIC Jail Resource Manual, Fourth Edition, page L-6 (ventilation control); pages M-13 to M-14 (right to sanitary living conditions); pages M-13 to M-14 (right to sanitary living conditions)

As the preceding analysis suggests, there are many advantages to the designation of a non-smoking facility. Although ACA standards do not tie ventilation to smoking, professional standards, and many building codes do. The only seeming drawback to the non-smoking facility is its lack of conformity to "normalized" principles (which is changing as more public and private building are banning smoking).

C. Temperature

New ACA standards move toward a performance criteria--"comfort zones"--replacing the temperature range that was used in the Second Edition.

3-ALDF-2D-09 (Ref. 2-5112)
Temperatures in indoor living and work areas are appropriate to the summer and winter comfort zones.

Comment: Temperature and humidity should be capable of being mechanically raised or lowered to acceptable comfort levels.

As the chart on the following page demonstrates, establishing a "comfort zone" involves consideration of the season, type of clothing worn by occupants, temperature and humidity.

One controversial issue is whether to make provisions in a jail to mechanically cool the facility. This has proven to be a politically charge issue in some jurisdictions where the prospect of "providing air conditioning for inmates when law-abiding citizens can't afford it" strikes a nerve.

Range of Practice: Mechanical Air Cooling

Provided throughout facility	Provided in some areas	Not Provided

◄– ^ ------- ^ ---------- ^ --- ►

Implications:

Construction Costs	**highest——higher**
Oper Costs–	
Mainten.	**highest——higher**
Other (energy)	**highest——higher**
Flexibility	**more options** (for activities, work, etc.)
Cond. Conf.	**more comfortable——least comfort.**

See: *Design Guide for Secure Adult Correctional Facilities*, pages 149-151
See: *Small Jail Design Guide*, page 4-65 (temperatures in cells); page 4-173

See: *NIC Jail Resource Manual, Fourth Edition*, page L-5, M-13 to M-14

The chart below provides additional guidance regarding the definition of "comfort zones," and was developed for the NIJ Conditions of Confinement report (1989).

ANSI/ASHRAE 55-1981 "Thermal Environmental Conditions for Human Occupancy" (American National Standards Institute/The American Society of Heating, Refrigerating, and Air Conditioning Engineers, Inc.). See Table Below.

OPERATIVE TEMPERATURES FOR THERMAL ACCEPTABILITY FOR SEDENTARY OR SLIGHTLY ACTIVE PERSONS (<= 1.2 met), AT 50% RELATIVE HUMIDITY (Adapted from Table 1, Page 4 ANSI/ASHRAE 55-1981 "THERMAL CONDITIONS FOR HUMAN OCCUPANCY")

Season	Clothing Type	Optimum Operative Temperature	Operative Temperature Range For 80% Thermal Acceptability
Winter	Heavy slacks, long sleeve shirt/sweater	21.7°C 71.0°F	20.0 - 23.6°C 68.0 - 74.5°F
Summer	Light slacks and short sleeve shirt	24.4°C 76.0°F	22.8 - 26.1°C 73.0 - 79.0°F
	Minimal	27.2°C 81.0°F	26.0 - 29.0°C 79.0 - 84.0°F

Comments:

ANSI/ASHRAE is the recognized authoritative body in setting standards for environmental conditions for facilities. This standard is concerned with the thermal comfort of staff and inmates. It assumes that thermal comfort involves a combination of factors including, temperature, air movement, humidity, clothing weight and activity levels. "The standard specifies conditions in which 80% or more of the occupants will find the environment thermally acceptable" (ANSI/ASHRAE 55-1981, p.1). Table templ shows required temperature ranges adapted from Table 1, page 4 of this standard (but the table alone does not include all relevant aspects of that standard). ANSI/ASHRAE 55-1981 can be ordered from:

ASHRAE Publication Sales Department
1791 Tullie Circle, N.E.
Atlanta, Georgia 30329

IX. SPECIAL NEEDS INMATES

An Important Distinction: "Special Management" vs. "Special Needs."

Jail managers often express confusion over the terminology that is used to describe several types of "special" inmates within the jail population. To some extent, the language of ACA's standards contributes to this difficulty, because in the 1970's it became more acceptable to talk about "special management" instead of "segregation." We offer the following working definitions:

See also Part Two, Section I.A (Classification and Separation)

Special Needs Inmate: any inmate whose condition, behavior or circumstances warrant attention or handling that is different from an inmate in the general population;

Special Management Inmate: an inmate who has been determine to require different housing than that provided to the general population, for one or more reasons (special needs inmates may warrant such housing, but this is not automatic).

See next section (X), Special Management Inmates

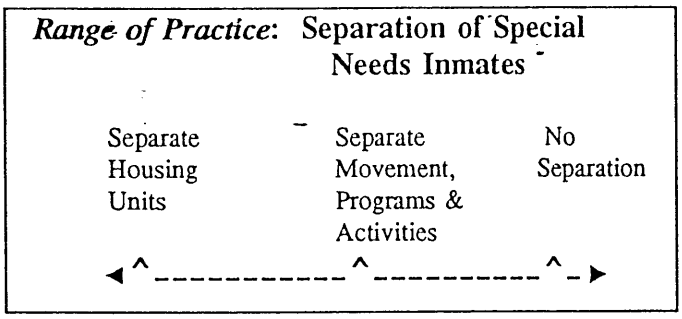
Usually, any inmate who is placed in "special management housing" will have been classified--or reclassified--to this new status. On a given day, a substantial proportion of the entire inmate population might be considered to have "special needs," while only a small subset of these will have been assigned to special housing.

The following pages describe the issues associated with "special needs" inmates, beginning with inmates who are handicapped or disabled.

In the next section (X. Special Management Inmates) we will examine the issues associated with inmates who must be segregated from the general population.

Back to the Question of Separation

We introduced a variation of the following diagram in Part One, Section II. It is equally applicable here, as the first, and most fundamental decision for managers is to determine the extent to which special needs inmates will be separated from other inmates. It is possible to look at inmate separation options as a continuum that ranges from complete separation (separate facilities) on one extreme, to no separation on the other. The diagram below suggests such a continuum.



Implications:

Construction Costs	higher
Flexibility	less----------more
Movement	more
Cond. Conf.	institutional----------normalized

Redundant/duplicate spaces with more separation

Lower utilization rate with more separate units

Standards require specific levels of separation for specific types of special needs inmates.

3-ALDF-3E-06 (Ref. 2-5118)
When both males and females are housed in the same facility, they are provided separate sleeping quarters but equal access to all available services and programs. Neither sex is denied opportunities solely on the basis of their smaller number in the population.

Comment: None.

While separate housing seems to be required for certain types of inmates, the need to go to that extreme in the *management* of some inmate groups is unclear according to the following standard.

3-ALDF-4B-03 (Ref. 2-5354)
The facility provides for the separate management of the following categories of inmates:

* **female and male inmates**
* **other classes of detainees (witnesses, civil inmates)**
* **community custody inmates (work releases, weekenders, trustees)**
* **inmates with special problems (alcoholics, narcotics addicts, mentally disturbed persons, physically handicapped persons, persons with communicable diseases)**
* **inmates requiring disciplinary detention**
* **inmates requiring administrative segregation**
* **juveniles**

Comment: None.

Some practitioners do not believe that separate housing is necessary--nor advisable--for some of the types of inmates listed above. There is agreement about the need to separate females and juveniles, and usually agreement about the advisability of separating inmates requiring administrative or disciplinary segregation. However, many corrections experts advise against the separation of many types of suicidal inmates. Similarly, separating all inmates who are mentally ill, handicapped, addicted, or who have other special problems or needs, is increasingly questioned.

Practices will vary widely, based on local policies, number of inmates with common needs, and severity of needs.

There are degrees of separation that can be achieved between housing units, ranging from sight and sound separation on one extreme (by locating the units at some distance from each other, or by providing sound buffers and other barriers to eliminate view or communication), to having housing units immediately adjacent to each other with no special provisions to restrict view or communication.

Sound separation may be desirable to prevent harassment between groups, to eliminate undesirable communication, or to provide more privacy. A variety of types of sounds might be controlled, including: conversation, shouting, artificially-generated sounds such as television, and "impact" sounds such as kicking or banging.

A. Handicapped/Disabled Inmates

The need for accessibility for handicapped inmates has been underscored in the standards.

3-ALDF-2C-13 (Ref. 2-5142)
Handicapped inmates are housed in a manner that provides for their safety and security. Rooms, cells, or housing units used by the handicapped are designed for their use and provide for integration with the general population. Appropriate facility programs and activities are accessible to handicapped inmates confined in the facility.

Comment: If the facility accepts handicapped individuals, it must provide for their housing and use of facility resources.

The Americans with Disabilities Act (ADA) creates many new requirements, and clarifies the obligation of public facilities regarding the provision of facilities *and programs* to disabled persons. Many of the categories of "special needs" inmates that have been identified can be classified as disabled under the provisions of the ADA--providing them with greatly expanded protection.

Handicapped inmates do not need to be provided with space separate from all other populations within the facility. Their placement depends upon the perceived ability of handicapped inmates to live safely and securely with the other inmates with whom they are housed.

See: *NIC Jail Resource Manual, Fourth Edition*, page Q-12 (handicapped inmates)

Special design characteristics for the handicapped inmate include the following.

From: Small Jail Design Guide

* **doors** leading to the housing area and the cell must be wide enough to allow the passage of a wheelchair
* **door closers** should not be set at a tension level that makes opening by the handicapped resident difficult
* toilet and lavatory fixtures within the inmate cell should be **separate fixtures** that accommodate the access needs of the handicapped inmate

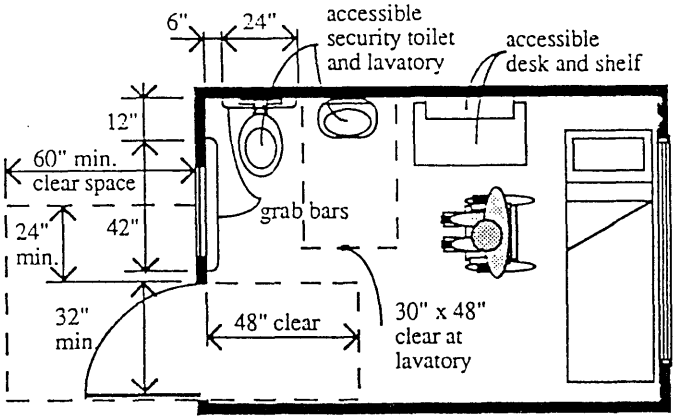
* **shower** areas and toilet areas should be accessible to the handicapped

* cell desks and a position at the dayroom tables should be accessible to the handicapped

* intercoms, electric cigarette lighters, and telephones should be designed to be accessible to an inmate in a wheelchair

* **ramps** at points of entry/egress to the building should be considered (main entry, sally port, exercise areas, for example)

* all **program and service** areas should be handicapped accessible



HANDICAPPED CELL

From: Small Jail Design Guide, page 6-5.

For additional information about the Americans with Disabilities Act (ADA), see Appendix D.

B. Other Special Needs Inmates

One the greatest challenges to jail managers and staff is posed by a variety of "special needs" inmates that must be detained. Each of these inmates brings unique needs and poses special challenges. The following text offers some brief comments about some of the special needs inmates that will be most frequently encountered in jails.

1. AIDS

The threat of Acquired Immune Deficiency Syndrome (AIDS) is a major health problem in the United States, as well as other countries. It may be a good idea to isolate inmates suspected of having AIDS until they have been medically evaluated and cleared for admission to general population. Courts have ruled that certain levels of segregation for HIV infected inmates violates their constitutional rights.

Provisions for some medical isolation.

2. Mentally Retarded Inmates

Individuals who are mentally retarded sometimes end up in jail. Such people may be classified as either "borderline" or "mildly" retarded, meaning that their intellectual capacities - their ability to learn and retain information - are somewhat below normal. However, they are generally quite capable of caring for themselves and holding a job. Some such individuals end up in jail because they have poor judgment about right or wrong behavior, or about the consequences of their behavior. Also, some are easily influenced by others, and therefore may do things that they wouldn't necessarily do on their own.

Arranging alternatives to confinement can be an appropriate and cost-effective way to reduce this component of the jail population.

The central issue is to provide proper supervision to such individuals ensuring their safety and well-being. Jail staff members should be trained to recognize and supervise mentally retarded inmates.

Supervision is a key.

3. Females

Although women in jail are a minority compared to the number of incarcerated men, they are present and there are certain guidelines to keep in mind regarding their management and supervision.

Female inmates are entitled to the same level of rights and privileges as male inmates, even though they may be far fewer in number.

This applies to such areas as: meals and special diets; medical and health care; room or cell size; religious services and programs; visitation; phone calls; recreation and exercise; work/study release programs; leisure time activities such as television, radio, and reading materials; group activities, such as Alcoholics Anonymous; and all other aspects of operations. It is simply unacceptable to provide a lesser level of programming in these and other areas of jail operations, just because there are fewer women than men.

Equal protection and parity rights place special demands on the facility and its operation

4. Alcohol/Drug Abusers

A high percentage of jail inmates have alcohol or other drug abuse problems. Although alcohol is certainly the most frequently abused drug, others, such as marijuana, cocaine, barbituates, amphetamines, and heroin are also widely abused.

With inmates who have abused alcohol or other drugs, jail staff may have to deal with medical problems, ranging from someone who's sick for a short time because he or she drank too much, to serious and possible life-threatening medical emergencies. Inmates may also experience psychological or behavioral problems, ranging from mild confusion or depression to extremely bizarre and dangerous behavior.

Medical implications

Need to protect inmates from themselves

5. Sex Offenders

Jail inmates accused of or convicted of "sex offenses" can be a management and supervision problem in your jail. This includes such offenses as sexual assault, rape, child molestation, and voyeurism ("peeping toms").

Child molesters are at the bottom of the inmate hierarchy in jails and prisons. When other inmates learn that an inmate is a child molester, there is a high likelihood that they will physically abuse him or her. This is particularly true if actual rape of a child has occured. Therefore, jail staff must do everything possible to keep other inmates from knowing about the offense. Even more important, staff must do everything possible to protect these inmates from other inmates.

Need to protect from other inmates

6. Older Inmates

Older inmates in a jail need special care and attention. Here are a few points to keep in mind about them:

* If possible, most older inmates (over fifty) should be kept separate from the younger inmates, particularly those twenty-five years old and younger. The younger inmates tend to be too irritating and noisy.

Separation issues

* Some older inmates become depressed and may be suicide risks. They should be monitored closely and should be referred to professional help.

Protections from themselves

7. Sexual Orientation

An inmate's sexual orientation may result in special management or supervision problems for jail staff. Homosexual behavior in the jail is generally the biggest concern in this regard, although you may also have to deal with transvestites (those who dress as members of the opposite sex and who behave as though they are members of the opposite sex) and transsexuals (those who have had a sex-change operation).

It is probably impossible to eliminate homosexual behavior in a jail. The primary management goal is to protect inmates from being exploited, harrassed, or abused by other inmates. This requires close, effective supervision of inmates at all times.

Need to protect from other inmates

Known homosexuals entering the jail may or may not need to be segregated for their own protection. You certainly have a duty to protect homosexual inmates from other inmates, but you may be able to do so short of isolating them from contact with others.

Separation needs will vary

8. Chronic Diseases

Inmates with chronic diseases may also require special care and attention in the jail. Chronic diseases are those which a person never loses. Common chronic diseases in jail include diabetes, epilepsy, and respiratory diseases such as asthma, bronchitis and emphysema.

It is important to identify inmates with these and other chronic diseases as soon as possible, so that they may receive proper evaluation and care.

X. Special Management Housing

"Special Management" is a term that is usually used to describe the *segregation* of certain types of inmates, as defined in the following standard.

Section D Special Management

Note: "Segregation" is the generic term used to encompass administrative segregation, protective custody, and disciplinary detention. (See glossary definition.)

Principle: Inmates who threatens the secure and orderly management of the facility may be removed from the general population and placed in special units.

General Policy and Practice

3-ALDF-3D-01 (Ref. 2-5206)

Written policy, procedure, and practice govern the operation and supervison of inmates under administrative segregation, protective custody, and disciplinary detention.

Comment:

Administrative segregation: The classification committee or, in an emergency, the facility administrator may place in administrative segregation an inmate whose continued presence in the general population poses a serious threat to life, property, self, staff, or other inmates, or to the security or orderly running of the facility. Inmates in administrative segregation because of behavioral problems should be provided with programs conductive to their well-being. Inmates pending investigation for a trial on a criminal act or pending transfer can also be placed in administrative segregation; this segregation may be for relatively extensive periods of time.

Protective custody: Inmates requesting or requiring protection from the general population may be placed in protective custody. Inmates in protective custody should be allowed to participate in as many as possible of the programs afforded the general population, providing such participation does not threaten facility security. Each protecive custody case should be reviewed frequently with the goal of terminating the separate housing assignment as soon as possible.

Disciplinary detention: The disciplinary committee may place inmates with serious rule violations in disciplinary detention only after an impartial hearing has determined (1) that other available alternative dispositions are inadequate to regulate the inmate's behavior within acceptable limits and (2) that the inmate's presence in the general inmate population poses a serious threat to the orderly operation or security of the facility.

Total isolation as punishment for a rule violation is not an acceptable practice; when exceptions occur, they should be justified by clear and substantiated evidence and should be fully documented.

Once again the theme of "balancing conflicting demands" becomes evident, as the need to segregate certain types of inmates must be weighed against the constitutional rights retained by these inmates.

Special Management Housing
3-ALDF-2C-11 (Ref. 2-5112, 2-5116)
Segregation housing units provide living conditions that approximate those of the general inmate population; all exceptions are clearly documented. Segregation cells/rooms permit the inmates assigned to them to converse with and be observed by staff members.

Comment: None.

Much of the litigation concerning administrative segregation has to do with the conditions under which inmates are held. Rights, privileges, and amenities may be restricted only if such restrictions are necessary to prevent the destruction of property, to maintain the health and/or safety of any person, and/or otherwise to maintain the security of the unit. Some of the rights retained by segregated inmates are described in the following operational standards.

See: *Design Guide for Secure Adult Correctional Facilities*, pages 54-59

Exercise Outside of Cell
3-ALDF-3D-20 (Ref. 2-5223)
Written policy, procedure, and practice provide that inmates in special management units receive a minimum of one hour of exercise per day outside their cells, five days per week, unless security or safety considerations dictate otherwise.

Comment: Inmates in special management units should be provided with the opportunity to exercise in an area designated for this purpose, with opportunities to exercise outdoors, weather permitting, unless security or safety considerations dictate otherwise. A written record should be kept of each inmate's participation in the exercise program. Reasons for the imposition of constraints should be documented.

Access to Law Library
3-ALDF-3E-03 (Ref. 2-5295)
Written policy, procedure, and practice provide that inmates have access to legal materials if there is not adequate free legal assistance to help them with criminal, civil, and administrative legal matters. Inmates have access to paper, typewriters or typing service, and other supplies and services related to legal matters.

Comment: None.

Access to Programs and Services
3-ALDF-3E-04 (Ref. 2-5301, 2-5370)
Written policy, procedure, and practice provide that program access, work assignments, and administrative decisions are made without regard to inmates' race, religion, national origin, sex, handicap, or political views.

Comment: Inmates should be assured equal opportunities to participate in all facility programs.

Inmates who are placed in special management housing units are the subject of standards that acknowledge the longer hours that they usually spend in their cells.

3-ALDF-2C-12 (Ref. 2-5115)
All cells/rooms in segregation provide a minimum of 80 square feet, of which 35 squre feet is unencumbered space.

Comment: None.

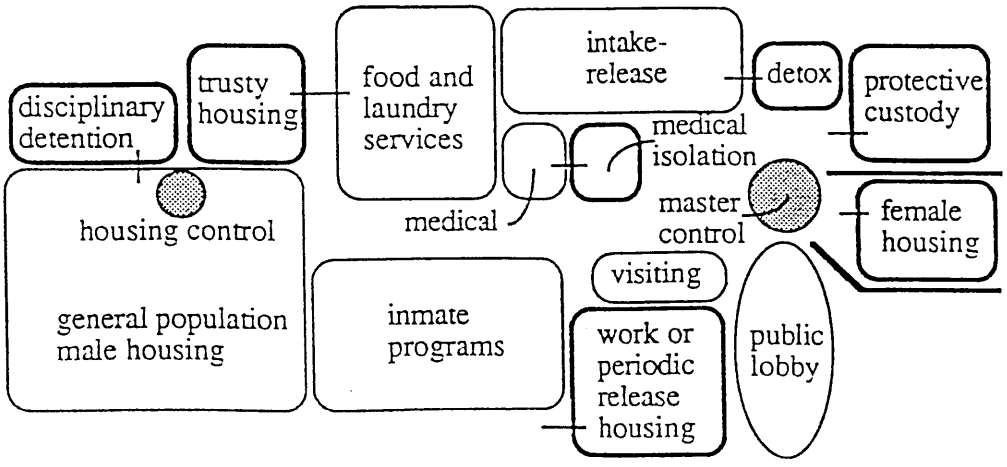
Previous sections of this Guide have examined methods for providing increased separation while balancing supervision and staffing concerns (see Part Five, II-D, and Part Two, I-A).

See: *Small Jail Design Guide*, pages 3-21 to 3-36, pages 4-87 to 4-110 ; pages 6-4 to 6-5 (major design considerations)

Locating the special management unit within the jail requires careful planning and design, to produce the desired degree of separation without creating management difficulties.

See: *NIC Jail Resource Manual, Fourth Edition*, pages M-20 to M-22 (administrative segregation); pages Q-1 to Q-25 (special needs inmates)

The diagram below, from the Small Jail Design Guide, suggests one approach in a small jail.



See: *Design Guide for Secure Adult Correctional Facilities*, page 56 (recommendations and equipment for individual rooms)

XI. Work/Educational Release

We introduced a range of practice regarding the location of the housing for inmates participating in release programs in Part Four, Section IV.

3-ALDF-2C-14 (Ref. 2-5383) **Inmates participating in work or educational release programs are separated from inmates in the general population.**
Comment: None

The implications of these decisions are further analyzed below.

Range of Practice: Location of Inmates in Release Programs

In the community	On Jail site, in sep. facil.	Separate part of jail with sep. entrance	Separate housing unit in jail	In with general population
◄	^	^	^	^ ►
1	2	3	4	5

Implications:

Security	**higher**	**lower**
Movement	**less**	**more**
Cond. Conf.	**normalized**	**institutional**

The further the release program inmates are from the jail population, the better the security.

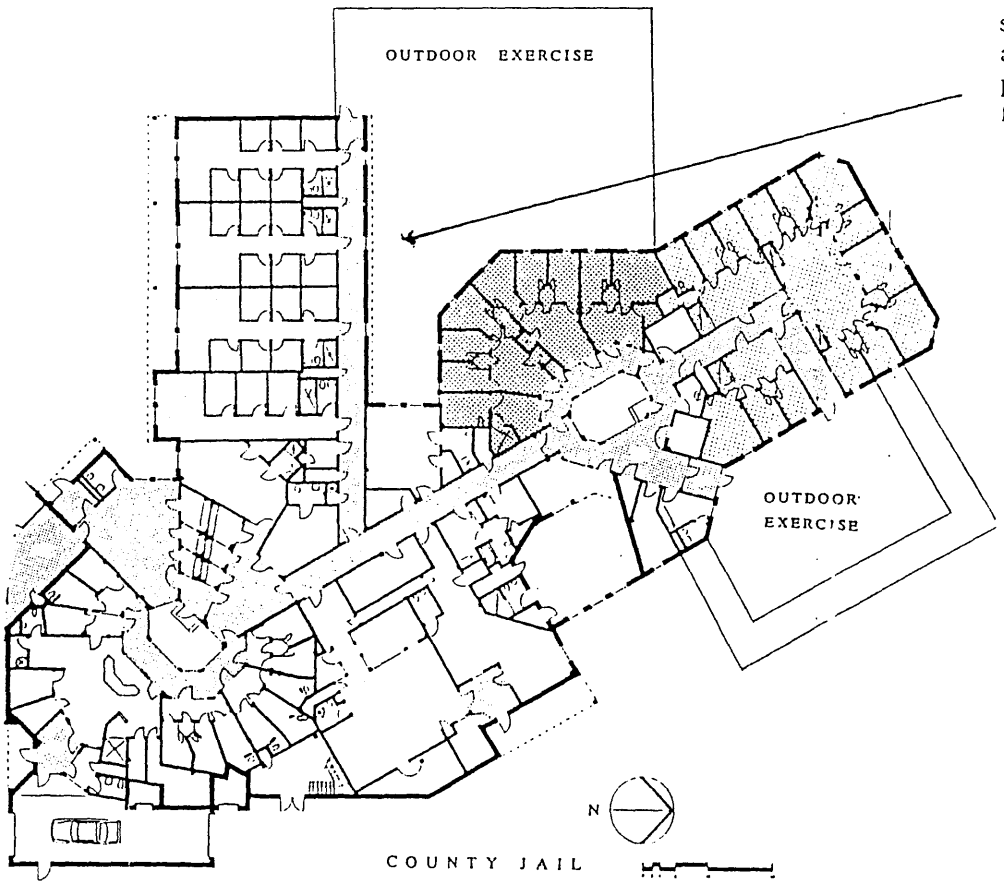
Of course, the basic needs of the work/release program inmates are similar to those of the general population. However, as housing provisions for this population are further removed from the jail, expanded options are available for normalizing the environment.

See: *Small Jail Design Guide*, Pages 3-26, 3-36, 3-99 to 3-100, 4-87 to 4-93, 4-108, 5-5 to 5-6. p. 6-26 (separate management).

It is common for such inmates to be housed in dormitory settings because their lower security classification reduces some of the management incentives for providing separate cells or rooms.

In the example below, work/release inmates are housed in a distinct section of the jail, close to the primary entrance and exit. This housing area is constructed with lower security materials, including residential-type framing and dry wall. Also, residents of this area are provided with single rooms, without toilets, in an effort to maintain the integrity of the classification and assignment system in the facility.

See **Small Jail Design Guide,** page 3-36 (separate work release/ periodic housing); pages 3-99 to 3-100 (critical relationships including floorplan); pages 4-87 to 4-93 (description of inmate groups, standards, physical environment characteristics, including illustration); page 4-108 (special housing space list); pages 5-5 to 5-6 (multiple occupancy)



In this example, a separate section of the jail, built in a more residential style, provides separate rooms for residents.

XII. Inmate Programs, Activities and Services

A. Exercise and Recreation

New standards expand the management and design options available for providing indoor and outdoor recreation.

3-ALDF-2E-01 (Ref. 2-5125)
Outdoor and covered/enclosed exercise areas for general population inmates are provided in sufficient number to ensure that each inmate is offered at least one hour of access daily.

Use of outdoor areas is preferred, but covered/enclosed areas must be available for use in inclement weather.

Covered/enclosed exercise areas can be designed for multiple uses as long as the design and furnishings do not interfere with scheduled exercise activities.

The minimum space requirements for exercise areas are as follows:

- **outdoor exercise areas--15 square feet per inmate for the maximum number of inmates expected to use the space at one time, but not less than 1,500 square feet of unencumbered space**
- **covered/enclosed exercise areas in facilities of 100 or more inmates--15 square feet per inmate for the maximum number of inmates expected to use the space at one time, with a minimum ceiling height of 18 feet, but not less and 1,000 square feet of unencumbered space**
- **covered/enclosed exercise areas in facilities of less than 100 inmates--15 square feet per inmate for the maximum number of inmates expected to use the space at one time, with a minimum ceiling height of 18 feet, but not less than 500 square feet of unencumbered space**

Comment: Exercise/recreation spaces are not the same as dayrooms, although dayrooms can provide additional opportunities for some exercise and recreation activities. The standard establishes performance requirements for exercise spaces, offering design and operational flexibility. It allows facilities in some climates to cover and/or enclose a year, while others will have to provide indoor space; these spaces do not have to be "indoor" but must be fully functional when the outdoor areas are not feasible for use.

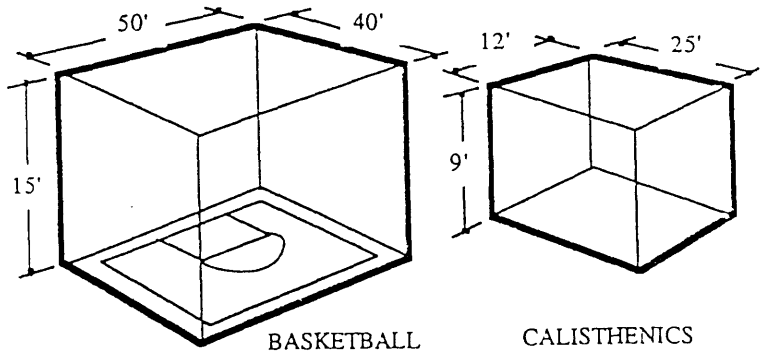
For managers and designers, this new standard offers opportunities to tie the operation of the facility (e.g. the number of inmates to use a space at one time) to the size requirements.

See: *Design Guide for Secure Adult Correctional Facilities*, pages 108-111 (text about indoor/outdoor recreation, equipment, space/storage recommended)

Also, the new performance standard links the number of exercise areas with the amount of time to be spent by each inmate.

Size. Different **activities** require different amounts of space. As the diagrams below (from *Small Jail Design Guide*) illustrate, a small half-court basketball area would require 1,600 to 2,688 net square feet (regulation high school dimensions) with a ceiling height of 15 feet to 20 feet, whereas a calistenics area might require only about 300 net square feet and a 9-foot ceiling height for the same number of users.

See: *Small Jail Design Guide*, pages 4-143 to 4-157 (indoor/outdoor exercise, users, size with illustration, number of areas, support space, movement and control with illustrations, multipurpose/public, activities, security, fire safety, emergency refuge area, floorplans); pages 4-175 to 4-176 recreational needs); page 6-23 (spaces provided)



See: *NIC Jail Resource Manual, Fourth Edition*, page M-14 (right to recreation); page N-6 (inmate activities); page N-8 (active physical leisure or recreation; pages N-8 to N-9 (outdoor recreation)

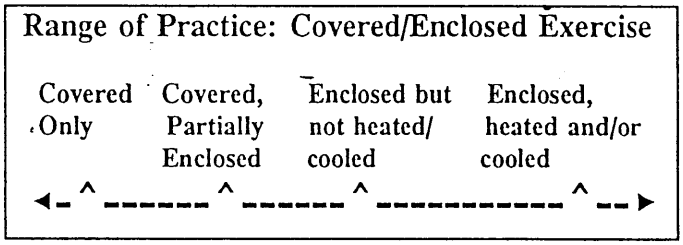
The new ACA standards correspond to consideration of both the types of activitie to be accommodated and the number of users at one time.

3-ALDF-2E-02 (Ref. 2-5144) **The minimum space requirements for outdoor and covered/enclosed exercise areas for segregation units are 15 square feet per inmate expected to use the space at one time, with a minimum ceiling height of 18 feet in covered/enclosed areas, but not less than 500 square feet of unencumberd space.**
Comment: None.

New standards allow for the provision of a covered or enclosed exercise area, rather than requiring an "indoor" area as in the Second Edition ALDF standards.

The intent of the new standard is to ensure that inmates have access to exercise/recreation space daily, regardless of weather or climate. However, this may not require the construction of space within the facility, or space that is heated and/or cooled.

The new standards allow for a greater range of practice, as suggest below.



Implications:

Construction Costs	lowest----------highest
Oper Costs– Staffing	can be lower if part of housing unit
Mainten.	lower----------higher
Other (utilities)	lower----------higher
Flexibility	higher if part of housing unit
Movement	less if part of housing unit

Many new direct supervision jails provide outdoor exercise space as part of the housing unit, increasing inmate access and reducing movement in the facility. In some instances, this space is covered, or partially covered. Under the new standards, such spaces would "count" as enclosed spaces (climate and design permitting), further reducing movement and staffing costs.

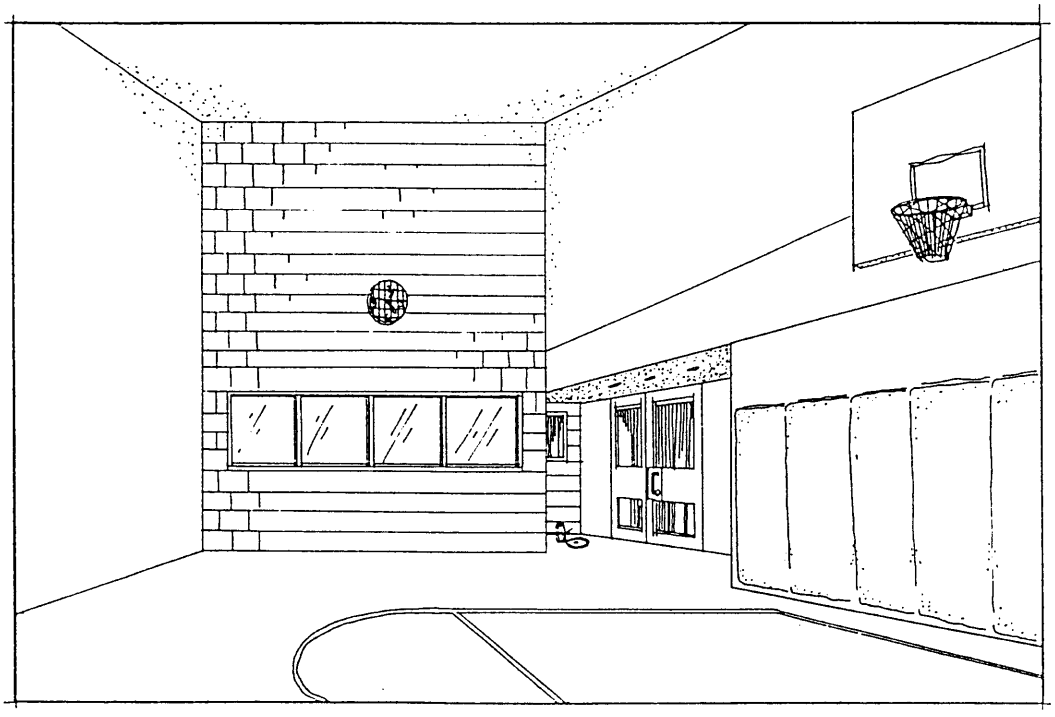
See: *Design Guide for Secure Adult Correctional Facilities*, page 58 (outdoor recreation area for segregated housing)

See: *Small Jail Design Guide*, pages 4-143 to 4-157 (indoor/outdoor exercise, users, size with illustration, number of areas, support space, movement and control with illustrations, multipurpose/public, activities, security, fire safety, emergency refuge area, floorplans);

See: *NIC Jail Resource Manual, Fourth Edition*, page N-8 to N-9 (outdoor recreation)

The following drawings illustrate a typical enclosed exercise area.

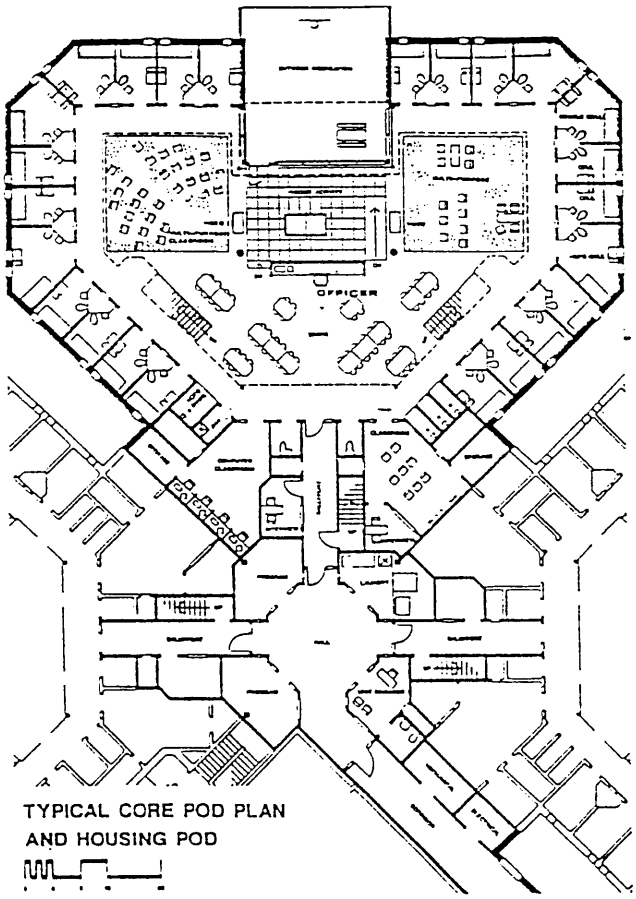
As this plan shows, the exercise area is inside the facility, and is fully heated and cooled.



Typical enclosed exercise area.

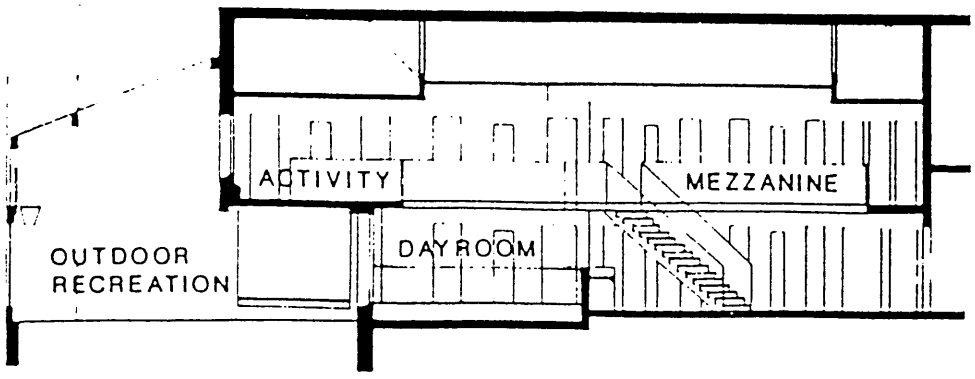
INDOOR EXERCISE / WEIGHT LIFTING ALCOVE

The diagrams below illustrate a partially covered/enclosed exercise area that is located directly in a direct supervision housing unit.



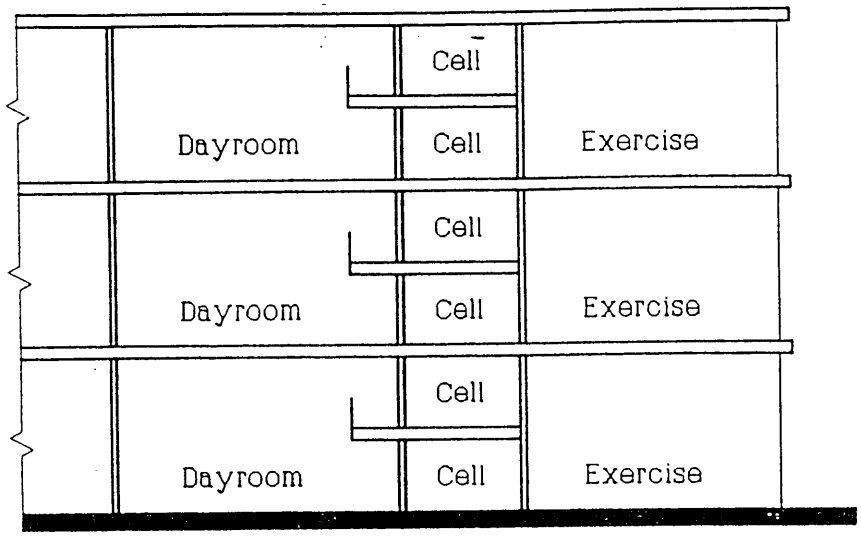
Exercise area is part of housing unit.

Exercise area is partially covered and enclosed.



The diagram below shows a high-rise application of a covered and partially enclosed exercise area, in which only the exterior wall is open to the weather.

Interpretation: **An exercise area that has only one wall open to the exterior qualifies as an outdoor exercise area as well as an covered/enclosed area.**



In this plan, only the exerior wall is open to the weather,

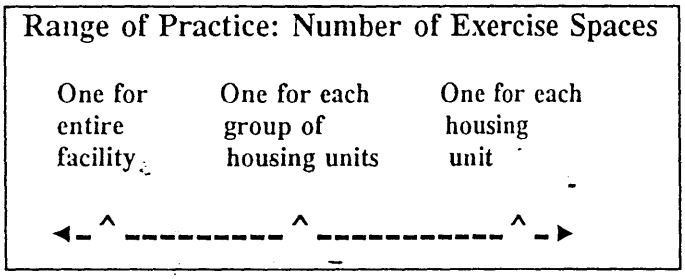
This approach satisfies both the indoor and outdoor exercise requirements.

As the preceding narrative suggests, it is possible to satisfy requirements and needs for outdoor and indoor exercise areas with one type of space.

Number of spaces.

Another management and design consideration is the number of exercise and recreation spaces to be provided.

The range of practice is described below, along with some of the corresponding implications.



Implications:

Construction Costs	lowest----------highest
Oper Costs-- Staffing	lower----------lowest
Flexibility	higher----------highest
Movement	most----------least

It is important to note, however, that the following interpretation is currently used by ACA. This suggests that even if an exercise area is provided for each housing unit, at least one area in the facility must be of the minimum size specified in the standards--in other words, it is not acceptable to "add up" the space contained in multiple areas to satisfy this size requirement.'

> Interpretation: At least one exercise/recreation space within the facility must meet the minimum size requirements of the standards. Separate spaces may not be added up to meet the minimum size requirement.

B. Multipurpose Room(s)

A variety of programs and activities occur throughout the institution each day, including meetings, entertainment, special programs, and recreational activities. In many jails, a variety of "multipurpose" areas or spaces are provided, to provide a flexible and efficient way to accommodate the diverse demands.

3-ALDF-2C-06. (Ref. 2-5128) **There is at least one multipurpose room available for inmate activities such as religious services, education programs, or visiting. (Existing, renovation, addition, new plant)**
Comment: None.

A variety of programs and services can be accommodated in such multipurpose spaces, including:

* Passive recreation
* Group counseling or meetings
* Religious services
* Recreational and legal library
* Disciplinary hearings.
* Visiting
* Classes

The Small Jail Design Guide suggests the following " Architectural Compatibility" issues that should be used to evaluated the adequacy of proposed multipurpose spaces:

See: *Design Guide for Secure Adult Correctional Facilities*, pages 50-54 (central multi-use space, other multi-use rooms); pages 115-117 (multi-use areas including floorplan)

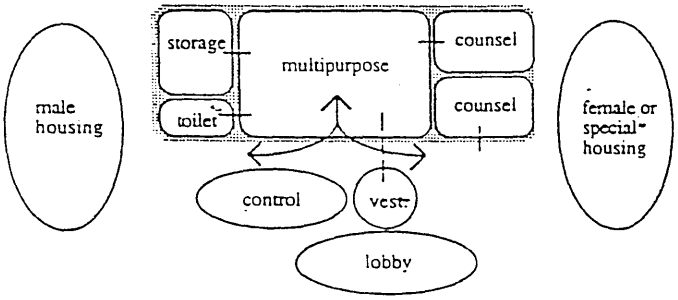
* Adequate size to accommodate the most space-consuming activity planned for the area
* Flexibility in furnishings and equipment
* Storage for alternative furnishings and equipment
* Temperature and light control
* Finishes compatible with each function
* Observability of space(s)
* Lack of security conflicts.

See: *Small Jail Design Guide*, pages 3-101 to 3-102 (indoor programs/ services); page 5-6 (isolation issue resolved); page 6-11 (dayroom equipment/furnishings)

Third Edition standards require the provision of at least one multipurpose room.

The diagrams below illustrates a creative response to this need in a small jail.

RELATIONSHIPS



From Small Jail Design Guide

Relationship of components of multipurpose space

COMPONENT DIAGRAM

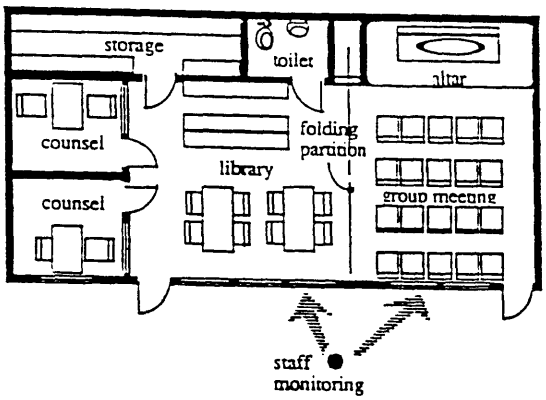


Diagram of multipurpose space for a small jail.

Note the flexibility offered by the folding partition, moveable furnishings, and variety of spaces that are adjacent.

C. Classrooms

Several standards describe requirements for the provision of educational programs and spaces.

Academic and Vocational Eduation
Principle: A written body of policy and procedure governs the facility's academic and vocational education program for inmates, including program accreditation, staff certification, and coordination with other facility programs and services as well as the community.

Comprehensive Education Program
3-ALDF-5B-01 (Ref. 2-5375)
Written policy and procedure provide for inmate access to educational programs, vocational counseling and, when available, vocational training.

Comment: None.

3-ALDF-5B-02 (Ref. 2-5368)
The plan for inmate programs and services provides for the identification and use of available community resources.

Comment: None.

3-ALDF-2E-04 (Ref. New)
In facilities offering academic and vocational training programs, classrooms are designed in consultation with school authorities. (Renovation, addition, new construction only)

Comment: Space requirements that afford safety and mobility are necessary in both the educational and vocational areas.

Courts have underscored the need to provide educational and other programming in the jail:

> Formal, regularly scheduled, adequately staffed and properly funded classes should be conducted on a regular basis. Alberti v. Sheriff of Harris County, TX, 406 F.Supp. 649 (S.D. Texas 1975).

> Required to establish sufficient educational opportunities. Palmigiano v. Garrahy, 639 F.Supp. 244 (D. R.I. 1986).

Two variables shape the decisions about the provision of classrooms in the jail.

Range of Practice: Number of Classrooms

One for entire facility	One for each group of housing units	One for each housing unit

centralized - - - - - - - - - decentralized

Implications:

Construction Costs	lowest	highest
Oper Costs– Staffing	lower	lowest
Flexibility	higher	highest
Movement	most	least

See: *Design Guide for Secure Adult Correctional Facilities*, pages 101-107 (educational programs, program area, staff, libraries, materials/books, classrooms, storage, vocational training, design)

See: *Small Jail Design Guide*, pages 4-174 to 4-175 (education programs, size/space for programs, special space needs, vocational training, equipment/ furnishings, environmental)

See: *NIC Jail Resource Manual, Fourth Edition*, page M-4 (law library); pages N-3 to N-4 (library services)

Another factor is whether classrooms will be designed for only educational purposes, or if they will be designed to accommodate a wider variety of uses.

Range of Practice: Uses of Classrooms

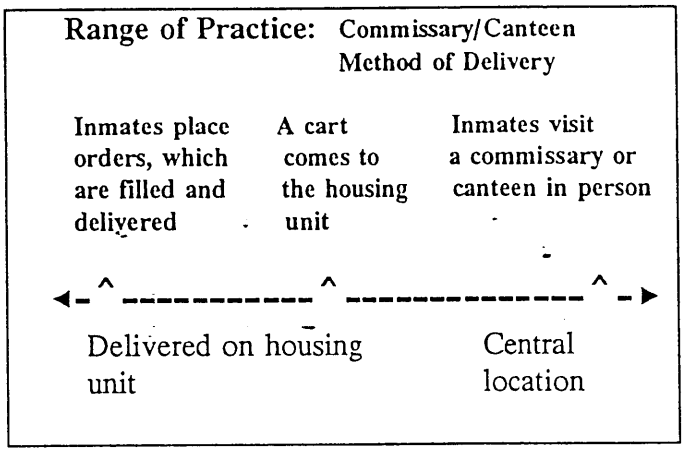
Variety of Uses	Dedicated for instruction only

Implications:

Flexibility	more	less
Movement	less	more

D. Commissary/Canteen

Two variables combine to shape the delivery of commissary (canteen) services to inmates in jails: the method of delivery, and the location. These are described below.



Standards do not specify the method of delivery, providing a full range of options for managers.

3-ALDF-2E-13 (Ref. New)
Space is provided for an inmate commissary or canteen, or provisions are made for a commissary service.

Comment: None.

The design of commissary areas will respond to the size and scope of services that are planned, and the location that is best in terms of staffing and accessibility.

See: *NIC Jail Resource Manual, Fourth Edition*, page L-9 (items for sale); pages L-16 to L-17 (commissary); pages N-4 to N-6 (commissary services)

See: *Small Jail Design Guide*, pages 4-179 to 4-184 (description, key decisions, size, inventory, activities, equipment, location, security, space list, illustration); page 6-12 (illustrative designs); page 6-24 (illustrative designs)

GLOSSARY

Administrative segregation - A unit housing inmates whose continued presence in the general population poses a serious threat to life, property, self, staff, or other inmates.

Adult community residential service - Also referred to as a halfway house, a community-based program providing a group residence (such as a house, work release center, prerelease center) for probationers, parolees, residents in incarcerated status, and referrals through the courts or other agencies. Clients may also receive these services from the agency on a nonresidential basis. (See **Out-client**.)

Adult detention facility or Jail - A local confinement facility with temporary custodial authority. Adults can be confined pending adjudication for forty-eight hours or more and usually for sentences of up to two years.

Booking - Both a law enforcement process and a detention facility procedure. As a police administrative action, it is an official recording of an arrest and the identification of the person, place, time, arresting authority, and reason for the arrest. In a detention facility, it is a procedure for the admission of a person charged with or convicted of an offense, and includes searching, fingerprinting, photographing, medical screening, and collecting personal history data. Booking also includes the inventory and storage of the individual's personal property.

Building code - Federal, state, or local regulations that dictate the construction of a facility.

Cellblock - A group or cluster of single and/or multiple occupancy cells or detention rooms immediately adjacent and directly accessible to a day or activity room. In some facilities the cellblock consists of a row of cells fronted by a dayroom of corridor-like proportions.

Chemical agent - An active substance, such as tear gas, used to deter activities that might cause personal injury or property damage.

Classification - A process for determining the needs and requirements of those for whom confinement has been ordered and for assigning them to housing units and programs according to their needs and existing resources.

Co-correctional facility - An institution designed to house both male and female juvenile or adult offenders.

Community resources - Human service agencies, service clubs, citizen interest groups, self-help groups, and individual citizen volunteers that offer services, facilities, or other functions that can meet the needs of the facility or have the potential to assist residents. These various resources, which may be public or private, national or local, may assist with material and financial support, guidance, counseling, and supportive services.

Contact visiting - A program inside and/or outside the facility that permits inmates/juveniles to visit with designated person(s). The area is free of obstacles or barriers that prohibit physical contact.

Control center - The central point within a facility or institution where security activities are monitored and controlled. The control center is constructed as a level appropriate to the security level of the facility.

Correctional facility - A facility used for the incarceration of individuals accused or convicted of criminal activity. A correctional facility is managed by a single chief executive officer with broad authority for the operation of the facility. This authorization typically includes the final authority for decisions concerning (1) the employment or termination of staff members, and (2) the facility operation and programming within guidelines established by the parent agency or governing body.

A correctional facility must also have (1) a separate perimeter that precludes the regular commingling of the inmates with inmates from other facilities, (2) a separate facility budget managed by a chief executive officer within guidelines established by the parent agency or governing authority, and (3) staff that are permanently assigned to the facility.

Dayroom - Space for activities that is situated immediately adjacent to the inmate/juvenile sleeping areas and separated from them by a wall.

dBA scale - A system for measuring the relative loudness of sound.

Detoxification - The process by which an individual is gradually withdrawn from a drug or alcohol addiction.

Disciplinary detention - A unit housing inmates convicted of serious rule violations.

Educational program - A program of formal academic education or a vocational training activity designed to improve employment capability.

Educational release - The designated time when residents or inmates leave the program or institution to attend school in the community, returning to custody after school hours.

Emergency - Any significant disruption of normal facility or agency procedure, policy, or activity caused by riot, escape, fire, natural disaster, employee action, or other serious incident.

Emergency care - Care for an acute illness or unexpected health care need that cannot be deferred until the next scheduled sick call. Emergency care shall be provided to the resident population by the medical director, physician, or other staff, local ambulance services, and/or outside hospital emergency rooms. This care shall be expedited by following specific written procedures for medical emergencies described in the standards.

Emergency plans - Written documents that address specific actions to be taken in an institutional emergency or catastrophe such as a fire, flood, riot or other major disruption.

Emergency power - An alternate power system that is activated when the primary source of electricity is interrupted. The system may be an emergency generator, battery operated power pack, or an alternate supply source.

Environmental health - All conditions, circumstances, and surrounding influences that affect the health of individuals or groups in the area.

Facility - A place, institution, building (or part thereof), set of buildings, or area (whether or not enclosing a building or set of buildings) that is used for the lawful custody and/or treatment of individuals. It may be owned and/or operated by public or private agencies and includes the staff and services as well as the buildings and grounds.

Fire code - Federal, state, or local regulations governing fire safety.

First aid - Care for a condition that requires immediate assistance from an individual trained in first aid care and the use of the facility's first aid kits.

Footcandle - A unit for measuring the intensity of illumination, defined as the amount of light thrown on a surface one foot away from the light source.

Furlough - A period of time during which an offender is allowed to leave the program or institution and go into the community unsupervised for various purposes consistent with public interest.

Handicapped - Having a mental or physical impediment or disadvantage that substantially limits an individual's ability to use programs or services.

Health authority - The physician, health administrator, or agency responsible for the provision of health care services at an institution or system of institutions; the responsible physician may be the health authority.

Health care - The sum of all action taken, preventive and therapeutic, to provide for the physical and mental well-being of a population. Includes medical and dental services, mental health services, nursing, personal hygiene, dietary services, and environmental conditions.

Health care personnel - Individuals whose primary duty is to provide health services to inmates in keeping with their respective levels of education, training, and experience.

Health exam - A thorough evaluation of a patient's current physical condition and medical histories conducted by, or under the supervision of, a licensed professional.

Health record - Separate records of medical examinations and diagnoses maintained by the responsible physician. The date and time of all medical examinations and copies of standing or direct medical orders from the physician to facility staff should be transferred to the resident record.

Health screening - A system of structured inquiry and observation designed to prevent newly-arrived inmates who pose a health or safety threat to themselves or others from being admitted to the general population. Screening can be performed by health care personnel or by a health-trained correctional officer at the time of admission.

Health-trained staff person - A person who provides assistance to a physician, nurse, physician's assistant, or other professional medical staff. Duties may include preparing and/or reviewing screening forms for needed followup; preparing inmates and their records for sick call; and assisting in the implementation of medical orders regarding diets, housing, and work assignments.

Holding facility or lockup - A temporary confinement facility, for which the custodial authority is usually less than forty-eight hours, where arrested persons are held pending release, adjudication, or transfer to another facility.

Housing unit - A group or cluster of single and/or multiple occupancy cells or detention rooms that houses inmates and is immediately adjacent and directly accessible to a day or activity room.

Industries - An activity existing in a correctional system that uses inmate labor to produce goods and/or services for sale. These goods and/or services are sold at prices calculated to recover all or a substantial portion of costs associated with their production and may include a margin of profit. Sale of the products and/or services are not limited to the institution where the industries activity is located.

Inmate - An individual, whether in pretrial, unsentenced, or sentenced status, who is confined in a correctional facility.

Immediate release from locked areas - The capability of immediate staff response that enables the release of all offenders from a locked area to a safe area within four minutes.

Immediate response - The immediate dispatch of assistance to an emergency situation ensuring arrival at the scene within four minutes.

Juvenile - A person under the age of twenty-one, or as defined in the local jurisdiction as under the age of majority.

Juvenile intake - The process of determining whether the interests of the public or the juvenile require the filing of a petition with the juvenile court. Generally an intake officer receives, reviews, and processes complaints, recommends detention or release, and provides services for juveniles and their families, including diversion and referral to other community agencies.

Library service - A service that provides reading materials for convenient use; circulation of reading materials; service to help provide users with library materials, educational and recreational audiovisual materials; or a combination of these services.

Life Safety Code - A manual published and updated by the National Fire Protection Association specifying minimum standards for fire safety necessary in the public interest. Two chapters are devoted to correctional facilities.

Light, natural - Light available from a source within 20 feet of the room/cell with an opening or window that has a view to the outside.

Major equipment - All equipment that is securely and permanently fastened to the building or any equipment with current book value of $1,000 or more.

Mandatory standards - Standards that have been determined by the American Correctional Association to directly affect the life, health, and safety of offenders and correctional personnel.

Measurements, square footage - A measurement of square footage in a room or area as determined by multiplying the length and width of the cell/room and subtracting from that figure the total number of square feet encumbered by bed(s), plumbing fixtures, desk(s), locker(s), and other fixed equipment.

Multiple occupancy cell/room - An area designed to house not more than four persons with 35 square feet of unencumbered space for each occupant.

Multiple occupancy housing dormitory - An area, room, or cell housing more than two and less than 50 persons.

Natural light - Light available from an opening or window that has a view to the outside or from a source within 20 feet of the room/cell.

National Fire Protection Association (NFPA) - Publishes the *Life Safety Code*.

Noise level, dBA - A system for measuring the relative loudness of sound.

Non-contact visiting - A program that restricts inmates from having physical contact with visitors. Physical barriers usually separate the offender from the visitors with screens and/or glass. Voice communication between the parties are typically accomplished with phones or speakers. Offenders that present a serious escape threat, or a threat to others, or require protection, are often designated for non-contact visits.

Non-mandatory standards - Standards that do not present a direct threat to the life, health, and safety of offenders and staff.

Operating unit - One distinct operation of the industries activity, which may be operated as a cost center or separate accounting entity. It may take the form of a manufacturing operation (e.g., furniture making, clothing production), an agricultural operation (e.g., dairy or poultry farming, crop or orchard farming, raising beef or pork) or a service activity (e.g., warehouse, keypunch, microfilming, laundering, auto repair, etc.)

Orientation and reception - The reception period includes interviews, testing, and other admissions-related activities, including distribution of information about programs, services, rules, and regulations.

Out-client - An individual who does not live at the facility but who may take advantage of facility services and programs.

Perimeter security - A system that controls ingress and egress to the interior of a facility or institution. The system may include electronic devices, walls, fences, patrols and/or towers.

Personal property - Property that legally belongs to the inmate/juvenile.

Plan of action - Detailed statement of actions which will be taken by the agency or achieve compliance with a standard. The plan designates staff responsibilities and timetables for completing each task.

Policy - A course of action adopted by and pursued by an agency that guides and determines present and future decisions and actions. Policies indicate the general course or direction of an organization within which the activities of the personnel must operate.

Pretrial release - A procedure whereby an accused individual who had been taken into custody is allowed to be released before and during his or her trial.

Preventive maintenance - A system designed to enhance the longevity and/or usefulness of buildings and equipment in accordance with a planned schedule.

Procedure - The detailed and sequential actions that must be executed to ensure that a policy is implemented. It is the method of performing an operation or a manner of proceeding on a course of action. It differs from a policy in that it directs action required to perform a specific task within the guidelines of the policy.

Program - The plan or system through which a correctional agency works to meet its goals; often this program requires a distinct physical setting, such as a correctional institution, community residential facility, group home, or foster home.

Protective custody - A status that describes inmates requesting or requiring protection from others.

Private agency - The unit of governing authority that has direct responsibility for the operation of a corrections program.

Public agency - The governing authority that has direct responsibility for the operation of a corrections program.

Rated capacity - The original architectural design capacity plus or minus capacity changes resulting from building additions, reductions, or revisions.

Renovation - A significant structural or design change in the physical plant of a facility.

Safety equipment - Primarily firefighting equipment, e.g., chemical extinguishers, hoses, nozzles, water supplies, alarm systems, sprinkler systems, portable breathing devices, gas masks, fans, first aid kits, stretchers, and emergency alarms.

Safety vestibule - In a correctional facility, a grill cage that divides the inmate areas from the remainder of the institution. It must have two doors or gates, only one of which opens at a time, to permit entry to or exit from inmate areas in a safe and controlled manner.

Sally port - An enclosure situated in the perimeter wall or fence of a correctional facility containing gates or doors at both ends, only one of which opens at a time, ensuring there will be no breach in the perimeter security of the institution. The sally port may handle either pedestrian or vehicular traffic.

Secure institution - Any facility that is designed and operated to ensure that all entrances and exits are under the exclusive control of the facility's staff, thereby not allowing an inmate/resident to leave the facility unsupervised or without permission.

Security or custody- The degree of restriction of inmate movement within a detention/correctional facility, usually divided into maximum, medium, and minimum risk levels.

Security devices - Locks, gates, doors, bars, fences, screens, ceilings, floors, walls, and barriers used to confine and control detained individuals. Also included are electronic monitoring equipment, security alarm systems, security light units, auxiliary power supplies, and other equipment used to maintain facility security.

Security perimeter - The outer portions of a facility that provide for secure confinement of facility inmates/residents. The design of the perimeter may vary depending on the security classification of the facility.

Segregation - The confinement of an inmate to an individual cell that is separated from the general population. There are three forms of segregation: administrative segregation, disciplinary detention, and protective custody.

Segregation unit - A housing section that separates inmates who threaten the security or orderly management of the institution from the general population.

Shelter facility - Any nonsecure public or private facility designated to provide either temporary placement for alleged or adjudicated status offenders prior to the issuance of a disposition order or longer-term care under a juvenile court disposition order.

Single cell/room - An area designed to house one person with at least 35 square feet of unencumbered space.

Special management inmate - An individual who presents a serious threat to the safety and security of the facility, staff, general inmate population, or himself/herself.

Special needs inmate - An inmate whose mental and/or physical condition requires special handling and treatment by staff. Special needs inmates include, but are not limited to, drug or alcohol addicts or abusers, the emotionally disturbed, mentally retarded, suspected mentally ill, physically handicapped, chronically ill, and the disabled or infirm.

Summer and winter comfort zones - Suggested temperature ranges for indoor living and work areas during the summer months are 66 to 86 degrees Fahrenheit and 61 to 73 degrees Fahrenheit in the winter months.

Temporary release - A period of time during which an offender is allowed to leave the program or institution and go into the community unsupervised for various purposes consistent with public interest.

Unencumbered cell space - A measurement of square footage in a room or area obtained by multiplying the length and width of the cell/room and subtracting from that figure the total number of square feet encumbered by bed(s), plumbing fixtures, desk(s), locker(s), and other fixed equipment.

Unit, correctional housing - A group or cluster of single and/or multiple occupancy cells or detention rooms within a facility that houses inmates and is immediately adjacent and directly accessible to a day or activity room.

Unit management - A management system that subdivides an institution into units. The unit management system has several basic requirements:

1. Each unit holds a relatively small number of inmates. Ideally, there should be less than 150 but not more than 500 inmates.
2. Inmates are housed in the same unit for a major portion of their confinement.
3. Inmates that are assigned to the unit work in a close relationship with a multidisciplinary team of staff who are regularly assigned to the unit and whose offices are located within the unit.
4. Staff members have decision-making authority for the institutional programming and living conditions for the inmates assigned to the unit within broad rules, policies, and guidelines established by the agency and/or the facility administrator.
5. Inmate assignments to a unit are based on the inmate's need for control, security, and programs offered.

Unit management increases contact between staff and inmates, fosters increased interpersonal relationships, and leads to more knowledgeable decision making as a direct result of staff dealing with a smaller, more permanent group. At the same time, the facility benefits from the economies inherent in centralized service facilities, such as utilities, food service, health care, educational systems, vocational programs, and recreational facilities.

Visits, extended - Visits between inmates and their families, either on institutional grounds or at the home.

Work release - An arrangement sanctioned by law that enables an inmate/resident to be released into the community to maintain approved employment and/or other approved activity

Attachment A

TOTALITY OF CONDITIONS CHECKLIST

(Page 1 of 3)

The Totality of Conditions checklist focuses attention on the impact of both physical plant conditions and operational characteristics on the inmate population. This approach – weighing conditions in light of totality – is the approach that has been used consistently by the courts to determine overall constitutionality of conditions. It is likely that the scores on this checklist will vary for different areas of a facility or for different classifications of inmates. When that is the case, complete a new checklist for each distinct area.

Instructions: Select the most appropriate response for each statement, then enter the score (shown in [ ] next to the response) in the space to the left of the statement. Total the scores for each section. References to specific standards or groups of standards refer to *Adult Correctional Institutions, Third Edition.*

SECTION I. PHYSICAL CONDITIONS

The statements in this section identify specific physical characteristics of a facility.

Score

____ Cell occupancy complies with Standard [ ], Occupancy and Space Requirements.

[10] Yes
[0] No

____ Cell size complies with Standard [ ], Occupancy and Space Requirements

[10] Yes
[0] No

____ Partitions are provided in multiple occupancy sleeping areas, as specified in Standard [ ], Occupancy and Space Requirements.

[5] Yes OR Not Applicable
[0] No

____ Dayrooms comply with Standard [ ], Dayroom Space Requirements.

[10] Yes
[0] No

____ Toilets are provided as specified in Standard [ ], Toilets.

[5] Yes
[0] No

____ Natural light in sleeping areas complies with Standard [ ], Natural Light – Sleeping Areas.

[5] Yes
[0] No

____ Natural light in dayrooms complies with Standard [ ], Natural Light – Dayrooms.

[5] Yes
[0] No

Attachment A
TOTALITY OF CONDITIONS CHECKLIST
(Page 2 of 3)

____ Light levels in sleeping areas comply with Standard [ ], Light Levels – Sleeping Areas.

[5] Yes
[0] No

____ Light levels in dayrooms comply with Standard [ ], Light Levels - Dayrooms.

[5] Yes
[0] No

(Maximum possible score = 60)

Total Score–Section I _____

SECTION II: OPERATIONAL CONDITIONS
This section of the checklist identified important operational components that have been underscored by court decisions; to some degree, achieving high scores on these items can offset physical shortcomings.

Score

____ Out of cell time for inmates is:

[10] 14 or more hours per day
[7] 6 to 13 hours per day
[3] 2 to 5 hours per day
[0] Less than 2 hours per day

____ Food service complies with the Food Service standards (Section 4C).

[10] Full compliance
[5] Compliance with 5 or more standards
[0] Less than 5 standards met

____ Classification practices comply with the Classification standards (Section 4B).

[10] Full compliance
[7] Compliance with 9 or more standards
[4] Compliance with 5 to 8 standards
[0] less than 5 standards met

____ Medical care practices comply with the Medical and Health Services Standards (Section 4E).

[10] Full compliance
[7] Compliance with 40 or more standards
[4] Compliance with 20 to 39 standards
[0] Less than 20 standards met

Attachment A

TOTALITY OF CONDITIONS CHECKLIST

(Page 3 of 3)

____ Sanitation practices comply with the Sanitation and Hygiene standards (Section 4D).

[10] Full compliance
[5] Compliance with 10 or more standards
[0] Less than 10 standards met

____ Staffing practices comply with Standard 3-4 [ ], Staffing Requirements (Section 1C).

[10] Yes
[0] No

____ Separation of inmates complies with Standard 3-4 [ ], Classification Plan (Section 4B).

[10] Yes
[0] No

____ Recreation and exercise practices comply with the Recreation and Activities standards (Section 5C).

[10] Yes
[0] No

____ Inmate idleness is reduced by compliance with:

[5] Work Assignment and Correctional Industries standards (Section 5A)
[5] Mail, Telephone, Visiting standards (Section 5D)

____ Safety practices comply with the Safety and Emergency Procedures standards (Section 3B)

[10] Yes
[0] No

(Maximum possible score = 100)

Total Score–Section II _____

SUMMARY: **Total Score–Section I** _____

Total Score–Section II _____

Total TOTALITY OF CONDITIONS Score _____

(Maximum possible score = 160; Acceptable score = 110 or above)

Attachment B

CONDITIONS OF CONFINEMENT CHECKLIST

Page 1 of 3

The conditions of confinement checklist requires the facility to be examined from the perspective of its occupants. The checklist items identify a range of issues that, combined, comprise the overall conditions of confinement of inmates.

Instructions: Select the most appropriate response for each item, then enter the score (show in brackets [ ]) in the space to the left of the item. Total the scores for each section.

SECTION I. ENVIRONMENTAL CONTROL–HOUSING AREAS

KEY: Central–The function is controlled from a central point away from the housing area (1 POINT)
Staff–The function is controlled by the staff of the housing unit (2 POINTS)
Inmate–The function can be controlled directly by the inmates (3 POINTS)
Both–The function can be controlled directly by both the inmates and housing unit staff (3 POINTS)

		Who Has Control			
Score	Component	Centrally Controlled	Staff	Inmate	Both
____	Room lights	[1]	[2]	[3]	[3]
____	Living unit lights	[1]	[2]	[3]	[3]
____	TV volume	[1]	[2]	[3]	[3]
____	TV channel	[1]	[2]	[3]	[3]
____	Room ventilation	[1]	[2]	[3]	[3]
____	Living unit ventilation	[1]	[2]	[3]	[3]
____	Living unit temperature	[1]	[2]	[3]	[3]
____	Room window/open	[1]	[2]	[3]	[3]
____	Living unit windows/open	[1]	[2]	[3]	[3]
____	Room door open/close	[1]	[2]	[3]	[3]
____	Room door lock/unlock	[1]	[2]	[3]	[3]

(Maximum possible score = 33)

Total Score–Section I _____

Attachment B
CONDITIONS OF CONFINEMENT CHECKLIST
Page 2 of 3

SECTION II. SOCIAL CONTROL

Score

____	Toilet	[1] 1 person space	[0] group space
____	Shower	[1] 1 person space	[0] group space
____	Bed(s)	[3] 1/room [1] 3-5/room	[2] 2/room [0] more than 5/room
____	Telephone	[2] enclosed, separate space [0] in group area; no separation	[1] separate but open space

Visual access for each of the following is:

		Highly Restricted *(e.g., walls)*	Somewhat Restricted *(e.g., stalls modesty panels)*	Unrestricted *(open view)*
____	Toilet	[2]	[1]	[0]
____	Shower	[2]	[1]	[0]
____	Bed	[2]	[1]	[0]
____	Telephone	[2]	[1]	[0]

Living area provides (record a score for all that apply):

____ [1] Separate and distinct spaces for large group meetings (8 or more)
____ [1] Separate and distinct spaces for small group meetings (2-7)
____ [1] Furniture groupings for varieties of group sizes/types
____ [1] Moveable furniture and chairs

(Maximum possible score = 19)

Total Score–Section II _____

Attachment B
CONDITIONS OF CONFINEMENT CHECKLIST
Page 3 of 3

SECTION III. ACCESS

____ Inmates can:
[3] Approach staff directly
[2] Approach open staff station
[1] Approach closed staff station
[0] Contact staff remotely or electronically

Record the score that best describes the **type of access** inmates have to each of the following:

		On Own Anytime	On Own Limited Time	Needs Staff To Lock/Unlock	Needs Escort	No Access
____	Toilet	[4]	[3]	[2]	[1]	[0]
____	Shower	[4]	[3]	[2]	[1]	[0]
____	Telephone	[4]	[3]	[2]	[1]	[0]
____	TV	[4]	[3]	[2]	[1]	[0]
____	Program Space		[3]	[2]	[1]	[0]
____	Indoor Recreation		[3]	[2]	[1]	[0]
____	Outdoor Recreation		[3]	[2]	[1]	[0]
____	Social Services		[3]	[2]	[1]	[0]
____	Medical Services		[3]	[2]	[1]	[0]

(Maximum possible score = 34)

Total Score--Section III _____

SUMMARY:

Total Score--Section I _____

Total Score--Section II _____

Total Score--Section III _____

Total Conditions of Confinement Score _____

(Maximum possible score = 86; Acceptable score = 63 or more)

Interpretation: This score sheet provides a starting point for analyzing how the institution and its operations affect inmates. Users should carefully consider physical improvement and operational changes that would increase the score for each item on the checklist.

Attachment C

STAFF WORKING CONDITIONS CHECKLIST

(Page 1 of 2)

The staff working conditions checklist requires the facility to be examined from the perspective of its staff. The items on the checklist identify a range of issues that, combined, comprise the overall working conditions for the staff.

Instructions: Place a check mark [x] in the space to the left of each question if the response is "yes." Record the total number of "yes" responses at the end of the checklist.

Entrance

____ Is the regular work entrance/exit which staff members use physically and visually separated from public and visitor entrances?

Parking

____ Is staff parking space provided close to the facility?

____ Is the parking area not visible from inmate living/working spaces?

Staff Rest/Break/Dining Areas

____ Is there a space to which staff have easy and quick access for breaks during shifts?

____ Does this space have a variety of furniture conducive to breaks (chairs, couches, tables, etc.)?

____ Does this space have provisions for hot and cold beverages?

____ Does this space have toilet and lavatory facilities?

____ Is there any space staff can use for periods before or after shifts?

____ Is there any space where staff can change clothes?

If "yes,"

____ Does this space provide for privacy and separate change areas for males and females?

____ Does this space provide for secure storage of personal articles?

____ Is there a rest or break space which provides toilets and lavatories?

____ Is there a rest or break space which provides showers?

Attachment C
STAFF WORKING CONDITIONS CHECKLIST
(Page 2 of 2)

Work Areas

____ Do staff work areas have continual access to windows and natural light?

In work areas, can staff adjust:

____ Lighting?

____ Temperature?

____ Ventilation?

____ Do staff have private spaces (that is, with ability to limit access) for paperwork, confidential meetings, etc.?

____ Do staff have locked storage in work areas?

____ Can officers personalize their work spaces (place pictures on desks, in offices, etc.)?

____ Do staff have easy access to supervisors?

____ Are there staff toilets in the living unit areas?

Exercise/Recreation

____ Are there exercise/recreation areas available to staff?

If so, do these spaces include:

____ Access to locker/changing areas?

____ Access to showers?

____ Weight equipment?

____ Are these spaces available to staff constantly (as opposed to shared schedule with inmates)?

Training/Meeting Space

____ Is there an area where staff can meet for training sessions, union meetings, etc?

Total Number of Spaces Checked: _____

(Maximum possible score = 35; Acceptable score = [____] or above)

Attachment D

FACILITY DESIGN CHECKLIST

(Page 1 of 5)

I. Perimeter Security and Site

____ Does the perimeter security system provide for no more than 45 seconds between the enunciation of a perimeter alarm event and a response/interception by a perimeter patrol officer?

____ Are there no more than two access/egress points through the perimeter security fence?

____ Does the building footprint occupy 20 percent or less of the site area?

____ Does the site permit adequate site circulation and service/delivery area?

____ Does the site permit a minimum two-acre playing field?

____ Is there adequate staff and visitor parking, and is the parking located near the appropriate access point?

II. Facility Administration

____ Is the administrative area directly accessible to the public?

____ Does the design of the administrative area permit casual observation of inmate areas?

III. Security Services

____ Can the communication/control center console be operated by one person?

____ Is the central control area impenetrable, providing at least one hour's protection against an assault?

____ Does the design provide adequate space for full-shift training and/or muster?

IV. Support Services

A. Food Service

____ Does the design of the food service area permit up to four days' worth of food items to be stored adjacent to the food preparation area?

____ Is there centralized inmate dining?

____ **If yes,** is there casual observation of this area from a staff dining area?

____ Is 20 to 25 net square feet of space provided per in the central dining area, based on the maximum number of inmates that would be present at one time?

Attachment D
FACILITY DESIGN CHECKLIST
(Page 2 of 5)

B. Medical/Health Care

____ Does the design provide both a clinic (for sick call and out-patient treatment) and an infirmary (for in-patient care)?

____ Is the medical area located in close proximity to the housing units?

____ Is the pharmacy area properly secured from inmate access?

____ Are there separate areas for examination and treatment in the clinic area?

____ Are records stored with restricted access?

____ Does the nurses' station have direct sight lines to all inmate areas in the medical area?

____ Is the infirmary located furthest from routine inmate access in the medical area?

C. Laundry Services

____ Is the laundry located in close proximity to the clothing issue area?

____ Is the laundry located near a loading dock?

____ Do the minimum security and female inmate living units have decentralized laundry facilities?

D. Commissary

____ Is the commissary storage/preparation/distribution area located in a central secured area near a loading dock?

____ Is the commissary menu-driven?

E. Mechanical/Storage Areas

____ Are the mechanical and storage areas centrally located?

____ Are the mechanical and storage areas secure, with restricted inmate access?

F. Maintenance Shops

____ Are the tool storage areas in the maintenance shops secure?

____ Is there a separate storage area for paint and other flammable material?

____ Are the maintenance shops located centrally near a loading dock?

Attachment D
FACILITY DESIGN CHECKLIST
(Page 3 of 5)

V. Program Services

A. Recreation

____ Are there outdoor recreation courtyards adjacent to each dayroom in the housing units?

____ Is there a centralized, half-court basketball size, multi-purpose recreation area?

____ Is there a weight room with outdoor access located near the multi-purpose room?

____ Does the recreation supervisor's office permit casual and/or direct observation of recreation areas?

____ Is the centralized recreation area located in close proximity to the housing units?

____ Is 100 to 150 net square feet of space per inmate provided for indoor recreation, based on the maximum number of inmates in indoor recreation areas at one time?

____ Is 500 to 1,000 net square feet of space per inmate provided for outdoor recreation, based on the maximum number of inmates in outdoor recreation areas at one time?

B. Education/Learning Resources

____ Does the design of the library include reading and study areas as well as book stacks?

____ Is the law library provided with study carrels and typewriters?

____ Does the librarian's office permit casual and/or direct observation of inmate activities?

____ Is a work room provided for use of teachers?

____ Is the education component located in close proximity to the housing units?

____ Is 35 to 40 net square feet of space per inmate provided in classroom areas, based on the maximum number of inmates to be in classroom acivities at one time?

C. Visiting

____ Is there a waiting area with lockers for storing visitors' personal items?

____ Is there a centralized visiting area that permits contact visiting?

____ Is there a separate, adjacent children's play area?

____ Is there an outdoor visiting courtyard adjacent to the centralized visiting area?

____ Is 18 to 25 net square feet of space per individual provided in contact visiting areas, based on the maximum number of persons in the contact visiting area at one time?

Attachment D
FACILITY DESIGN CHECKLIST
(Page 4 of 5)

D. Counseling

____ Does the design provide both group and individual counseling areas?

____ Are there decentralized counseling areas in appropriate housing units?

____ Is multi-purpose or set-aside space provided for religious activities?

E. Work Programs

____ Is 300 to 500 net square feet of space per inmate provided in the production area(s), based on the maximum number of inmates in the production area(s) at one time?

VI. Inmate Housing

____ Are there 64 beds or less per living unit?

____ Does the dayroom provide 35 square feet per inmate, not including circulation, shower, and toilet spaces?

____ If double-occupancy is planned, does the dayroom provide an additional 15 square feet per inmate?

____ Are there sufficient living units to provide separation of the desired number of custody levels?

____ Do the single cells/rooms provide 36 square feet of unencumbered space?

____ If toilets are located in single cells, are there an additional 10 square feet per cell?

____ If cells or sleeping areas are designed for multiple-occupancy, are there 36 square feet of unencumbered space per occupant?

____ Does the design provide decentralized program spaces in the management units or living units (i.e., counseling, recreational, education)?

____ Is there a minimum of one shower per 8 inmates in the living unit?

____ Does the design and placement of the officer's station permit direct observation of all areas in the living unit, including the outdoor recreation courtyard?

____ Is there a minimum of 12 square feet of window with a view to the outside and an additional one square foot of window for each window-less cell provided in the dayroom?

____ Are the percentages of single-occupancy cells consistent with the following chart?

Level of Custody	% Of Single Cells
Close	100%
Maximum	100%
Medium	50%
Minimum	30%
Community	10%

Attachment D
FACILITY DESIGN CHECKLIST
(Page 5 of 5)

VII. Circulation and Sight Lines

____ Does the facility promote the orderly movement of inmates from one area to another?

____ Is public access into secure areas limited?

____ Have all "blind spots" been eliminated?

VIII. Environmental Conditions

____ Does the facility provide the number of fixtures required in the Third Edition Standards?

____ Can the facility maintain the established comfort range of 68°F to 84°F for all seasons operations?

____ Has a qualified acoustical specialist evaluated the facility (plans) to confirm compliance with the Third Edition Standards?

____ Has a qualified ventilation specialist confirmed the air exchange requirements established in the Third Edition Standards?

Attachment E

FACILITY PLANNING CHECKLIST--ACI

(Page 1 of 3)

INTRODUCTION: A total systems planning approach is necessary, based on the understand that the consideration of offender needs, alternatives to secure confinement, program responses, and overall criminal justice goals is essential to determining correction needs. The time and effort required for this process are worthwhile; new and renovated facilities serve the community for many years.

The following guidelines identify and describe key aspects of the process; however, compliance with these guidelines does not in itself guarantee a successful product or accreditation. The process is complex and there are many pitfalls. Thoughtful and thorough compliance with the following guidelines offer the best chance of overall success.

____ **E.1. The agency conducts preliminary research into current practices and available resources prior to committing funds to planning, design, or construction.**

Discussion: A thorough search to define major issues in new detention practices is essential for agencies considering renovations or new facilities. Early awareness of current practices and resources will facilitate the work which follows. Information collected should include, at a minimum: current methods of reducing offender populations, comparative incarceration rates by location and offense; examples of good planning processes; examples of contemporary detention facilities locally and nationally; copies of reference material and lists of agencies available to provide assistance.

____ **E.2. The entire criminal justice system and representatives of the host community are involved in all phases of the planning process.**

Discussion: A correctional facility cannot be the single response to criminal behavior, and the planning of a facility cannot be properly accomplished by a single entity -- all branches of government, at several levels, must participate. Involvement of all relevant persons at the earliest opportunity, and throughout the process, is necessary. A total systems approach for corrections is essential in determining the appropriate response to stated problems. Good planning solutions address the entire justice system rather than only one component of it. Total systems planning offers an approach which allocates funds on a priority basis. Policy defines an orderly implementation of programs and services, avoiding duplication of services.

____ **E.3. A written statement is developed defining the problems that may require renovation or new construction.**

Discussion: The problems confronting detention and corrections are often assumed to be well understood by the representatives of the system and the public. Often this is not the case. The effort of developing sound, well-written problem statements provides the basis for understanding alternative solutions.

____ **E.4. Alternatives to secure confinement are examined. Potential impact of alternatives is projected. Maximum use of alternatives is planned.**

Discussion: A thorough understanding of alternatives, and efforts to fully use a broad range of alternative programs, provides options and can reduce the need for new secure construction or renovation. Planning should identify human needs and solve human problems, not simply design and erect buildings. In some cases, this means that non-architectural alternatives will prove to be the most appropriate response, as will the use of less-secure facilities; as a result, the need for costly construction can be reduced or eliminated.

Attachment E
FACILITY PLANNING CHECKLIST--ACI
(Page 2 of 3)

___ **E.5. The population to be served is projected and described based on thorough research, data analysis, and policy review. Non-physical alternatives are identified and maximum use is projected; facility needs are calculated to serve only those clients who may not be handled in a less restrictive manner or in more appropriate settings.**

Discussion: Extensive data must be collected and analyzed, describing all aspects of the criminal justice system. Statistical projections must be calculated based on recent practices. Other factors must be considered (changes in laws, demographic trends, social trends, use of alternatives to incarceration, etc.). The impact of other factors should be assessed; final projects must be based on broad consideration of all factors and careful establishment of future policy. The characteristics of the projected population must be described (age, sex, reasons for incarceration, length of incarceration, etc.).

___ **E.6. Written statements of goals and objectives for a new or renovated facility are developed.**

Discussion: The development and completion of new or renovated facilities provides the public and representatives of the criminal justice system with a unique opportunity to solidify a mission and purpose statement for the facility. The development of specific goals and objectives for the correctional system early in the planning process, will facilitate the policy decisions that must be made in the development of an architectural response.

___ **E.7. Concurrent with the allocation of construction funds, operating budgets and staffing plans for the facility are approved.**

Discussion: New construction and renovation produces the physical solutions to problems. Operational solutions are equally important and must be considered prior to construction. Detailed staffing plans and operating budgets must be developed and approved to assure adequate funding of the facility after it is opened. Similarly, plans for the transition from an existing facility to the new facility (or plans to open a new facility) must be developed, approved, and funded.

___ **E.8. There is a written facility activation plan and budget developed and approved concurrent with the funding of facility construction. The plan provides for the development of new policies and procedures, staff transition, training, operating procedures, and a period of facility testing and shakedown.**

Discussion: The transition form an existing facility to a new facility is a crucial period that requires advance planning and special funds. The transition to a new facility is most successful when all staff are involved, adequate time and funds are allocated, and full-time staff effort is committed.

___ **E.9. Activities, functions, and services required to meet the needs of the agency and projected population are documented in writing.**

Discussion: An important step in the design process is the identification of activities that will be accommodated in a facility. Careful identification of all agency functions, combined with clear descriptions of inmate population activities and services, produces a meaningful product. Maximum involvement of agency staff, inmates, criminal justice system representatives, and the host community improves this process and the product.

Attachment E
FACILITY PLANNING CHECKLIST--ACI
(Page 3 of 3)

____ **E.10. Space needs for the agency and projected population are carefully assessed and described. Space is programmed to meet all housing, program, support, and administrative needs. Needs reflect all applicable codes, regulations, and standards.**

Discussion: Preliminary design efforts must be preceded by careful identification of space requirements. Extensive research into codes, regulations, standards, and current practices should be combined with thorough analysis of agency organization and needs. Maximum input should be solicited from staff.

____ **E.11. New facilities are located to facilitate access to community resources, criminal justice agencies, public transportation, and inmates' families and friends. Site selection evaluates alternative locations and considers facility requirements.**

Discussion: The facility must be accessible to the agencies which it serves and those which serve it. The public and inmates' families and friends must be able to easily visit the facility. Site selection should include careful evaluation of alternative locations based on clear criteria and priorities, consistent with the policy of the facility. Site selection should consider the ability of each site to meet the requirements of the facility (e.g., space, expansion, utilities, circulation, parking, soil conditions, other facilities on-site, etc.).

____ **E.12. The facility is designed, located and constructed to respond to the human activities and needs which it houses in balance with safety and security considerations.**

Discussion: The concept of "normalized design" requires attention to human needs in all aspects of the facility: location, siting, scale, proportion, color, texture, light, noise, furnishings, equipment, finishes, etc. A balanced design identifies and responds to the human needs of staff and inmates consistent with safety and security requirements.

____ **E.13. The overall facility design should provide for the expansion of all building components.**

Discussion: Since even the best planning cannot take into account unforeseen events that may cause sudden increases in population, and since over-building is economically unfeasible, new facilities should be designed for expansion contingencies. This capability should be provided for the program, administrative, and support components of the facility as well as the residential areas.