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New Generation Jails

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INTRODUCTION

The term new generation jail refers to new or remodeled jails that are designed around a podular architectural design in conjunction with a direct supervision inmate management orientation. While jails of this style were first introduced in the Federal system nearly ten years ago, it has only been in the past few years that the operational principles and dynamics have been documented and the concept has begun to gain acceptance in local jurisdictions. A national trend appears to be emerging that favors this architectural design and management approach in both detention and sentenced facilities.

In an effort to document differences between traditional linear jails and podular-direct supervision (new generation) jails, Mike O'Toole of the NIC Jail Center collected comparative data from the two types of facilities. Anecdotal information and general observations had seemed to indicate that new generation jails were at least as secure as traditional linear jails and provided a higher level of safety for both staff and inmates. Collecting and presenting data to demonstrate this, however, posed some difficult problems. A uniform reporting system used by the four federal jails (MCC's) allows for good comparison between those facilities and other federal institutions, but there are no uniform reporting procedures among local jails. In addition, general terms like "assault," "escape," and "vandalism" take on highly specific definitions that vary to some degree from locality to locality, making any one-to-one comparisons meaningless. On the other hand, if the gross data collected from new generation jails are compared to the gross, or aggregate, data from traditional jails, it becomes apparent that significant differences do exist between the two, particularly in relation to staff and inmate safety.

The traditional jails selected for comparison are from jurisdictions that are contemplating new generation concepts in planning for their new facilities. They also represent the range of capacity typical of jails that might consider the new concept. Data were collected from 10 jurisdictions; those excluded from the final report were facilities that did not provide the necessary data and those whose data elements were inconsistent with others in the sample.

The comparative data are included in the appendix in summary form. They are meant to be used only for aggregate comparisons between new generation jails and traditional jails.

The concept of a podular design with direct supervision has now been endorsed by several national professional correctional authorities. The American Correctional Association endorsed this approach in their publication entitled "Design Guides for Secure Adult Correctional Facilities," published in November of 1983. The American Institute of Architecture's Committee on Architecture for Justice appointed a subcommittee in 1983 to draft a position in favor of new generation jail concepts for adoption by the AIA. The National Institute of Correction's

Advisory Board took a formal position on the podular design and direct supervision management concept at their November 21, 1983 meeting. Their position is worded as follows:

The Advisory Board of the National Institute of Corrections advocates that jurisdictions that are contemplating the construction or renovation of jails and prisons should explore the appropriateness of the podular direct supervision (new generation) concept of jail and prison design and management for their new facilities. The NIC Advisory Board believes that the economic, social and professional values explicit in this concept of jail and prison design and management exemplify an appropriate direction for detention of persons who require incarceration. Evidence indicates such facilities are more cost effective in terms of both construction and operation.

The Board instructs the Director of the National Institute of Corrections to give emphasis to the dissemination of information; the training of jail and prison practitioners; the provision of technical assistance; the formulation of standards and policy; and a continuous evaluation of the effectiveness of the "Podular/Direct Supervision" concept of jail and prison design and management, in addition to existing NIC programs.

The packets contains information from a collection of documents prepared by W. R. Nelson and Mike O'Toole of the National Institute of Corrections Jail Center in Boulder, Colorado. It also contains information about some of the facilities where the concept has been introduced. Since documentation of this concept is very recent and still evolving, information on the podular/direct supervision concept will be continuously updated as appropriate new material is received.

NEW GENERATION JAILS: THE PODULAR/DIRECT SUPERVISION CONCEPT

Despite lofty claims of advanced practices and standards compliance, there is serious doubt as to whether most of our nearly 500 new jails will resolve fundamental custody problems that have traditionally plagued American jails. In the United States, it is estimated that 478 local jails of all shapes, sizes, and varieties are currently proposed or under construction, at a cost exceeding \$3 billion.¹ While there is a great variation in the design of these facilities, most have one thing in common: their proponents claim the jails will be "state-of-the-art," on the "leading edge," or "new generation." Few are inclined to claim credit for building a "past generation" jail.

But this admittedly trite term--"new generation"--can be legitimately applied to certain new jails that have made a significant departure from traditional management practices. Moreover, the physical structures of these new jails are designed to facilitate these practices. This non-traditional management and design concept has been called "non-barrier architecture" or--more esoterically--"podular/direct supervision." But the more popular term is the "new generation jail."

To develop a more precise definition of the term for the purposes of this discussion, the approximately 1,000 jails that have been constructed during the past decade have been classified into three basic architectural/management categories:

1. Linear/Intermittent Surveillance
2. Podular/Remote Surveillance
3. Podular/Direct Supervision

While all new jails have their own unique characteristics--and were not designed according to this simple classification system--this identification of three basic models is nonetheless a useful means of organizing observations and conveying a general concept.

Linear/Intermittent Surveillance

The most common category is what will be referred to as the Linear/Intermittent Surveillance model, a design patterned after the jails of our not-so-glorious past. The design is generally rectangular, with corridors leading to either single or multiple occupancy cells arranged at right angles to the corridor. With several exceptions, most of our eighteenth and nineteenth century institutions were of this Linear/Intermittent Surveillance type.

The management of a linear jail is, of necessity, oriented towards intermittent surveillance and supervision. Since jail officers cannot see around corners, they must patrol to see into cells or housing areas. When in a position to observe one cell, they are seldom able to observe others; thus, while the inmates are not being directly observed they are

essentially unsupervised. Prisoners who require close supervision have been known to create horrendous management problems. Examples of the resulting barbarity and security breaches need not be enumerated to correctional practitioners.

The critical variables that determine the severity of problems associated with the Linear/Intermittent Surveillance category are the frequency and thoroughness of patrols and the aggressiveness of inmates in multiple occupancy cells. Once a problem is detected, help usually must be summoned to resolve it. The interval between patrols is a management variable not easily controlled, given the exigencies of the jail setting and the influence of inmates on patrol frequency. In a linear/intermittent jail, inmates have the intervals between patrols to make escape preparations, fashion weapons, assault others, etc. Because destruction of fixtures and furnishings also occurs with regularity during unsupervised intervals, it is necessary to install expensive vandal-proof housing materials.

The surveillance deficiencies of the linear design were recognized early in the history of prisons. One of the earliest prison reformers, Jeremy Bentham, introduced the "panoptican" model,² a circular, multi-floored structure with cells arranged around the circumference or outer wall of the building. From a position in the center of the circle an officer could observe all cells in the cell house. Despite his strong advocacy for his panoptican concept, it was never fully adopted in his lifetime.

The most prominent example of the panoptican design, and the fulfillment of Bentham's dream, is the circular cell houses at the Illinois State Prison at Statesville, constructed in 1924.³ At Statesville the large scale of the panoptican design defeated the concept's utility, for it was difficult to determine who was being observed more effectively--the officer or the inmates. The Panoptican design did not prove to be an effective architectural solution.

Podular/Remote Surveillance

The panoptican design, however, may be considered the forerunner of our second category, the Podular/Remote Surveillance model.⁴ Under this approach, inmate housing areas are divided into "manageable-sized" units or pods. In typical units, single occupancy cells are clustered around a common area and a secure control booth from which an officer observes inmate activity. The design of the Boulder County Jail in Colorado and the Ventura County Jail in California are representative of the Podular/Remote Surveillance model.

The size considered "manageable" varies with the user's definition as well as the constraints imposed by the size of the total population and separation requirements. In practice, unit size rarely exceeds 50 beds and generally is further divided into subsections of 12 or 16 to facilitate the control of negative inmate behavior.

The Podular/Remote Surveillance design facilitates a reactive management style; i.e., it is organized to react to inmate management problems rather than to prevent them. From secure observation booths staff have minimal contact with inmates; they are only in a position to observe and to summon help to react to inmate misconduct within a pod.

Anticipated negative behavior is further controlled by security doors, electronically closed and locked from the secure control booth. Cells are also equipped with vandal-proof cast aluminum toilets and bowls, steel or concrete beds, and security hardware and furnishings. The principle strategies for inmate control are a reliance on some degree of sight surveillance, technological restraints, and responding to negative behavior only after it has occurred.

In many cases, the podular/remote model is reported as a significant improvement over the Linear/Intermittent Surveillance model. It has become popular with employee unions because staff are removed from contact with inmates, and assaults on staff have been reduced. In view of these benefits, the Podular/Remote Surveillance model is rapidly gaining in popularity and will probably overtake the Linear/Intermittent Surveillance model in future facility construction.

Podular/Direct Supervision

The third architectural/management category is the Podular/Direct Supervision model, introduced in 1974 by the Federal Prison System's (F.P.S.) Metropolitan Correctional Centers. In 1969, the Federal Prison System developed three prototype detention facilities. While the F.P.S. had extensive experience operating institutions for sentenced prisoners, its experience with detention facilities was limited. Therefore, the F.P.S. launched an extensive planning effort that sought to incorporate the thinking of experts in local jail management. The resulting architectural programs were strongly influenced by the "functional unit management concept," which had recently been developed in F.P.S. institutions.⁵

Three architects from among the nation's leading firms were selected to design the Metropolitan Correctional Centers in New York, Chicago, and San Diego. In addition to obtaining original thinking from the field of architecture, a special working condition was imposed on the architects that prohibited each from consulting with the architects selected to design the other two M.C.C.s. While each of the M.C.C.s reflected the individuality of its architect's response to essentially the same architectural program, they were all similar in that they effectively facilitated the same required management orientation. The housing areas were divided into "manageable" units with the cells arranged around a common multipurpose area.

In Chicago, the general population units contained 44 rooms; in the New York and San Diego facilities, the units contained 48 rooms. The units were not further divided into smaller sub-units, nor were they equipped

with secure control stations, indestructible furnishings, fixtures and finishes that were characteristic of the linear/intermittent and podular/remote approaches.

The management orientation of the resulting Podular/Direct Supervision category is considered to be proactive; i.e., it is organized to prevent negative inmate behavior before it occurs. The podular/direct model relies on staff's ability to supervise rather than on structural barriers or technological devices. Structure and technology are employed indirectly to facilitate staff efforts to control the population.

In the podular/direct model each unit is staffed by one officer in direct control of 40 to 50 inmates. It is the responsibility of the officer to control the behavior of the inmates in his/her unit, keeping negative behavior to a minimum and reducing tension. In this model, the role of the management team is to structure the environmental forces so that correctional officers will be successful in proactive control.

In the eight years that the M.C.C.s have been in operation, a great deal has been learned about shaping environmental forces and structuring the officer's influence on the inmates to effectively prevent most common negative behaviors. There have been few murders, sexual assaults, or aggravated assaults. Suicides, contraband weapons, disturbances, escapes, vandalism, and graffiti are rare. (See Appendix B.) Managers are pleased with the manageability of their facilities, and staff perceive the environment as safe, clean, and challenging.

Since the housing units are equipped with commercial grade fixtures and furnishings rather than costly indestructible security equipment, the Podular/Direct Supervision facilities are less expensive to build. The cost of maintaining these institutions is also minimized because destructive inmate behavior is effectively controlled. Staffing ratios are reasonable, with a direct supervision ratio of 1 to 48; this compares to Texas State Jail Standards, which require a direct supervision ratio of 1 to 45.

Specific principles and dynamics for managing the Podular/Direct Supervision model have been identified which, when applied, consistently elicit a desired inmate response. The application of these principles has satisfactorily confirmed that correctional workers can effectively manage the behavior of inmates so that the traditional problems of the American jail are neutralized.⁶ A discussion of these principles follows.

THE PRINCIPLES AND DYNAMICS OF NEW GENERATION JAIL MANAGEMENT

Principle I -- Effective Control

A jail, by definition, is a controlled environment for detention of those who are charged with a crime, awaiting a disposition, or serving a short sentence. Therefore, effective control of inmates is one of the primary objectives of any jail.

1. Total Control

The managers of podular/direct supervision jails must be in total control of their jails at all times. Control should never be shared with inmates. When inmates are even temporarily unsupervised, they are in effect left in control of each other. Whenever an officer is reluctant to enter any part of the jail, the inmates in effect can be said to be in control of that part of the jail, if even temporarily.

2. Sound Perimeter Security

The physical security of the podular/direct supervision facility is concentrated on the perimeter. A strong perimeter security permits greater flexibility of internal operating procedures and increases staff safety. Staff in contact with inmates should never have the ability to cause the release of an inmate.

3. Population Divided into Controllable Groups

Dividing the jail population so that the jail administration will not have to deal with more than 50 inmates at any one time will facilitate their ability to remain in control. The administrator may very well wish to manage larger groups of inmates when it is considered appropriate; however, this option should be discretionary and not dictated by design.

4. Easily Surveillable Areas

The supervising officer should always be in a position to easily observe the area he controls. This should be facilitated by the design of the unit. The concept of "protectable space" which was developed in the environmental design of public housing and other public spaces vulnerable to theft and vandalism can be very effectively employed in an inmate housing unit.

5. Maximize Inmates' Inner Controls

One of the most significant elements of the principle of Effective Control is to structure the inmate's environment so that his inner controls will be maximized. Just as most inmates have the capacity for negative behavior in order to achieve their ends, they also have the capacity to conform their behavior to the desires of the administration if that will serve to meet their needs. Many "street wise" inmates learn at an early age to manipulate their environment to their best advantage. In the traditional jail or prison environment, violent and destructive behavior is one of the means usually employed by inmates to effectively achieve their needs.

A proactive management approach to this problem is to manipulate the inmate's environment so that his critical needs are best achieved through compliant behavior and his negative deeds will consistently result in frustration. In such a custodial setting the inmate has a significant investment in remaining in the general population.

The display of responsible behavior from unlikely inmates in new generation jail settings does not necessarily represent a miraculous change in their basic belief systems. They may merely be manipulating the environment in which they find themselves to their best advantage. They may very possibly revert to their more familiar negative "modus operandi" whenever it appears to be in their best interests. However, the mission in a detention setting is not to bring about basic personality change, but to control inmate behavior, ensure staff and inmate safety, and protect public property.

Principle II — Effective Supervision

Direct staff supervision of inmates is requisite for the achievement of effective control. Effective supervision involves more than visual surveillance; it includes the use of all the human senses, as well as extensive personal interaction between staff and inmate. The elements of supervision proven effective in other human enterprise also can be productively applied in a detention setting.

1. Staff-to-Inmate Ratio

The military has struggled with the concept of supervision ratios for centuries. While there are still no precise figures or absolute rules, past practice indicates that a platoon of approximately 44 men is a manageable group for military purposes. The experience of the past eight years in podular/direct supervision detention facilities indicates that an officer can effectively supervise 50 inmates. There is some evidence indicating that the group of inmates being supervised by one officer may even exceed 50, but it is still too early to determine the validity or reliability of this data. However, at the present time there is sufficient experience to establish the one-to-50 ratio as a reliable benchmark for detention facility design.

As one would reasonably assume, smaller groups are easier to supervise. However, the cost effectiveness of a lesser ratio has to be taken into consideration, since it could represent a considerable increase in annual operating cost for large institutions. On the other hand, smaller institutions, e.g., under 200, may not be able to achieve the one-to-50 ratio because of mandatory classification groupings.

When inmates are divided into groups of 16 or 12 as in the standard podular/remote surveillance facility, the separations serve as a severe impediment to direct supervision. To attempt to staff each of the subdivisions with an officer would result in an operating cost few communities could afford.

2. Officer in Control of Unit

Effective supervision depends on the officer's being in control of his unit. If an inmate challenges an officer's authority by failing to comply with verbal commands, the offending inmate must be removed from the unit. The inmate should only be returned when there is a clear understanding that he agrees to comply with all orders given by the officer. The inmate may only need removal for a brief time if it appears that he is responding to counseling and is prepared to accept the officer's direction. On the other hand, the inmate may need to be placed in administrative segregation to await a disciplinary hearing. In either case, the unit officer should not be expected to contend with an inmate on his unit who is not agreeable to promptly obeying all lawful orders. The housing unit should always be viewed as the "officer's space" with the inmates in the role of the visitor; not vice versa, as is so often the case.

The principle that an officer must have the authority commensurate with his responsibility must not be confused with the old axiom that "the officer is always right." An institution must be managed by a clearly defined and understood set of policies and procedures, along with a good measure of common sense. When these are violated, management must promptly respond in an intelligent and equitable way.

3. The Officer's Leadership Role

One of the major sources of inmate violence is the struggle to assert leadership when a leadership void exists. This is a natural group response to such a situation in any segment of society. However, the struggle for leadership or the dominant role in an inmate group is usually violent and brutal. Inmate rapes, for example, are often tactics employed by inmates to exert their dominance over others.

In order to avoid this situation, the officer must fill this leadership void and protect his role jealously. There is only room for one leader on a unit during any one shift and that must be the officer. Management's responsibility is to structure the unit environment to ensure that the officer remains the undisputed leader. Any inmate who vies for the leadership role has to be dealt with effectively, even if that involves his removal from the group.

4. Frequent Supervision by Management

Management must actively assume the responsibility for assuring that staff are successful in fulfilling their inmate supervisory responsibilities. This is achieved principally through the high visibility of managers in the housing units. The supervisor must ensure that the officer is performing his duties correctly, is achieving the desired results, and can be fully supported by management.

5. Techniques of Effective Supervision and Leadership

A considerable body of knowledge has been collected and verified concerning effective supervision and leadership in all forms of human endeavors. These principles are also applicable to supervision and leadership in a podular/direct supervision facility. Mastery of these

techniques will enable the officer to accomplish his objectives skillfully and with a sense of professional competence.

The officer who practices the correct techniques of supervision and leadership on a daily basis will soon become expert in skills that are highly transferable. These skills will prove invaluable to the entire organization when the unit officer is eventually promoted to a supervisory position in his organization. All too often officers are promoted from the ranks to supervisory positions without the proper training and skills for the job. One of the residual benefits of a podular/direct supervision facility which practices the accepted techniques of effective supervision and leadership will be the attrition of highly skilled individuals into the supervisory and eventually the command ranks. The benefit to the officer exposed to such training and experience will be the acquisition of skills critical to his future advancement not usually so available to his peers on other assignments.

Principle III -- Need for Competent Staff

In order to run an institution where successful operation is dependent upon the effectiveness of staff rather than technological devices, the staff must be competent. A community which places little value on this factor would be best advised not to consider a podular/direct supervision facility.

1. Recruitment of Qualified Staff

A basic requirement for acquiring a qualified staff is a formal recruitment program which recognizes the qualifications for officers to staff a podular/direct supervision facility. A candidate for such a position should have the ability to relate effectively to people, to become a leader of men, and to possess the capacity to learn the skills required of this position. Qualified candidates do not have to be college graduates, but should be capable of participating beneficially in the required training. Such candidates cannot be expected to be recruited at salaries lower than their road patrol counterparts.

2. Effective Training

In addition to basic correctional officer training, the officer needs to be trained in the history, philosophy, and the principles and dynamics of new generation jails. He should also receive training to develop the critical skills of effective supervision, leadership, management, and interpersonal communication.

3. Effective Leadership by Management

Even trained staff can only function as effectively as their leaders. As indicated previously, management must assume the responsibility for making their staff effective. They must develop their staff through constructive supervision and leadership, ensure that they receive proper training, and maintain high recruitment standards.

Principle IV — Safety of Staff and Inmates

Probably the greatest concern about being incarcerated or seeking employment in a detention facility is personal safety. Our detention facilities have gained a reputation of danger and fear.

1. Critical to Mission and Public Expectations

Despite the general fear of jails in our society, there is a public expectation that inmates should be safe and the staff who operate these facilities should not be exposed to undue hazards. The basic mission of a detention facility is to provide safe and secure custody of its wards until they are released.

2. Life Safety Codes

Jails are often the scenes of tragic fires. During the past 15 years there have been more than a dozen mass-fatality fires in American correctional facilities. The fatalities from these fires occurred primarily from smoke inhalation which resulted from deficient evacuation and key control procedures. Any jail, regardless of architectural or management style, must be responsive to these critical issues.

3. Personal Liability

Millions of dollars have been paid in court-awarded damages to victims or their families as a result of personal injuries sustained in jails because of preventable unsafe conditions. It is a travesty that these public funds were not spent in the first place to correct the unsafe conditions responsible for the injuries. The community now has to not only pay the damages and the attorneys' fees, but must also correct the unsafe conditions after the fact.

4. Inmate Response to Unsafe Surroundings

A critical day-to-day element of this principle is how inmates respond to unsafe surroundings. Their response is rather predictable --self-preservation. It is one of the basic instincts of man. Inmates attempt to enhance personal safety by acquiring defensive weapons, affiliating with a kindred group for common defense, presenting themselves as tough persons not to be messed with, or by purchasing security with cash or kind. Inmates often commit violent or destructive acts in order to be placed in administrative or punitive segregation, where they perceive it to be safer than the general population. The very acts which jail practitioners identify as the primary inmate management problems are often normal reactions to unsafe surroundings.

Inmates in a podular/direct supervision facility where personal safety is ensured do not find these defensive strategies necessary or in their best interests. On the contrary, such behavior is dysfunctional. It does not fulfill their needs and serves no constructive purpose. An important indicator of this condition is the almost total absence of contraband weapons in podular/direct supervision facilities.

5. Staff Response to Unsafe Working Conditions

Staff's response to unsafe conditions is not too different from inmates', since self-preservation is also one of their basic instincts. Staff often affiliate with unions to achieve safer working conditions. They avoid personal contact with inmates and avoid patrolling areas perceived by them to be unsafe. They often avoid coming to work altogether by using an excessive amount of sick leave for stress-related disabilities and at other times by simply abusing the sick leave system. They are also known to occasionally carry their own personal and prohibited weapons, and some have tried to buy personal safety from inmates through the granting of special favors.

6. Fear-Hate Response

The inevitable result of an unsafe environment is the "fear-hate" response. Fear and hate are closely related emotions. We usually hate those we fear, and fear those we hate. The inmates' fear and the resultant hate of other inmates and staff lead to some hideous consequences. The staffs' similar feelings towards inmates and even other segments of staff exacerbate the situation. The combined result of all of this intense hatred for one another is a "cancerous" working situation which is extremely hazardous. Such conditions fueled the atrocities of the tragic New Mexico State Prison riot in 1980.

Principle V -- Manageable and Cost Effective Operations

One very practical and important consideration for any jail is that it be manageable and cost effective. The jail's mission and goals should be readily obtainable. Taxpayers are not anxious to spend more than they have to on jail operations, and rightly so. A community's discretionary fiscal priorities generally do not include the jail. However, jail expenses cannot be avoided by neglect. Many communities have tried this strategy, only to find it far more costly in the long run. The podular/direct supervision jail is able to fulfill the mission of the jail while at the same time reduce costs.

1. Reduced Construction Costs

Construction costs vary according to region and unique local circumstances confronting the architect and contractor. Therefore, the costs of constructing podular/direct supervision facilities vary from one location to another. The fact that this type of institution is free to take on many architectural styles, as long as they facilitate the principles and dynamics, also contributes to the variation in cost.

There are, however, some basic component cost characteristics which are unique to the podular/direct supervision style. The absence of vandal-proof and security style furnishings, fixtures, and finishes throughout 90% of the facility is the major contributor to lower construction costs. When one considers that the cost of a china toilet and bowl is about \$150.00 and a stainless-steel vandal-proof toilet and bowl is about \$1,500.00, some appreciation for construction costs savings is gained. The costs of gang cell door closers and locking systems are

also avoided. See Appendix C.

2. Wider Range of Architectural Options

Since the architect does not have to select materials primarily as a reaction to the anticipated destructive behavior of inmates, he is free to select a wider range of materials. For example, if a facility wishes to utilize carpeting as a floor covering and benefit from its relative cost advantages, ease of maintenance, and sound dampening qualities, it may do so.

3. Reduced Vandalism

One unique characteristic of the podular/direct supervision facility is the absence of graffiti and vandalism which is so pervasive in other types of jails. This contributes to a reduced operating cost. As in other public facilities, vandalism and graffiti are significantly reduced by both pleasant appearance of the facilities and perpetual supervision and maintenance.

4. Anticipate Fundamental Needs

As indicated previously, much negative inmate behavior is driven by efforts to fulfill their many human needs. The proactive jail manager uses his knowledge of how human needs affect behavior to achieve the behavioral response he is seeking. He perceives them as environmental forces that can be effectively manipulated to assist him in accomplishing his agency's mission and goals. If the inmate understands that the majority of his fundamental human needs can be fulfilled on a general housing unit, then he has a very important investment in remaining on the unit.

One of the most powerful forces affecting the inmate's behavior, next to the self-preservation instinct, is the need to communicate and have contact with family and significant others. This need is particularly strong when a person finds himself incarcerated. The fulfillment of this need then becomes an influential dynamic in managing the general housing unit. The timing and conditions of the visiting area are all very important. If contact visits are available to those who conduct themselves responsibly, the motivation for responsible behavior is greatly enhanced. The potential loss of privileges that affect an inmate's relations with his loved ones is one of the most potent forces that can be applied to achieve responsible inmate behavior.

Telephone access is likewise an important priority for the inmate. Through the telephone, he is able to keep in communication with the important people in his life. We all know how frustrating it can be when our telephone access is limited when we have a need to communicate with someone important to us. Therefore, another important ingredient for the general housing unit is sufficient collect call phones to meet the population's telephone needs. Not only does this meet the inmate's need, but it relieves the officer from the annoying and time-consuming task of processing inmate telephone calls.

Television viewing is an important part of contemporary life. Most all of the inmate population have been raised on it since infancy. They have been conditioned to sit quietly in front of the tube for hours on end. Considering how effectively television occupies an inmate's time, it is one of the most economical devices we can obtain for this purpose. This is particularly true in those institutions where such equipment is purchased from the inmate welfare fund.

Television is by no means a panacea. As in the home, it can be the source of a great deal of strife. On a housing unit of 50 felons representing a variety of cultural backgrounds, the resulting discord over channel selection can be very violent. The solution to this problem is to have sufficient television sets to be responsive to basic needs and interests of the population. Usually two to four sets are sufficient, depending on the design of the unit and the mix of the population. Using multiple sets can keep the sound volume lower and divide the population into smaller and more compatible groups.

Inmates should be able to purchase important items from the inmate store or commissary on a regular basis. When inmates are unable to make purchases from the inmate store or commissary, they will make their purchases from other inmates with all of the negative factors associated with these transactions.

The service of meals also takes on an exaggerated importance in jails. Good food well-prepared and presented goes a long way toward increasing the inmate's investment in the general unit. On the other hand, the unprofessional preparation and presentation of the same basic food can cause considerable unrest.

Security of personal property is another important consideration. The lack of secure storage for the inmate's personal property contributes to a high incidence of theft, along with the concomitant corrective actions attempted by the inmate with all of their negative implications.

A great many problems occur in multiple or gang showers. The installation of sufficient individual shower stalls virtually eliminates the difficulties associated with this daily activity.

Physical exercise is an effective way to release pent-up emotional tensions which accompany the stress of incarceration. The opportunity for exercise is also a condition of confinement required by the courts. When the unit is designed to meet this need, it is no longer a management problem.

Inmate idleness still remains one of the leading management problems in a detention facility. The introduction of industrial opportunities can contribute significantly to the resolution of that problem. The income earned by the inmates' involvement in this activity is a significant motivator to remain eligible for these assignments. Inmates involved in constructive activity are seldom management problems.

5. Sanitation and Orderliness

A very important dynamic in managing a unit in a podular/direct supervision facility is the set of activities involved in maintaining a clean and orderly unit. These activities promote a healthy interaction between staff and inmate in which the inmate becomes conditioned to responding to the officer's directives. The orderly state of the unit is also a continual reminder that the officer is exerting active control of the unit. Competition between units for a prize awarded to the cleanest unit can produce amazing results in maintaining a high standard of sanitation and orderliness.

Principle VI — Effective Communication

Effective communication is a critical element in the operational strategy of all human enterprises. Jails are not exceptions, and management must be sensitive to the important impact of the various elements of this principle.

1. Frequent Inmate and Staff Communication

Frequent communication between staff and inmates should be encouraged. Inmates will often advise staff of illegal activities being planned by other inmates if they have the opportunity to do so without running the risk of being identified. The inmate's cooperation is motivated both by an expectation of favorable treatment from the administration and by a desire not to have his living conditions jeopardized by the irresponsible actions of others, particularly if he does not stand to benefit.

2. Communication Between Staff Members

Because of the assignment of individual officers to separate units, there is a particular need for management to facilitate effective communication between staff members. This needs to be accomplished between shifts and between assignments. It can be achieved through shift roll calls, timely and clear policy and procedure statements, post orders, and unit logs.

3. Techniques of Effective Communication

Every officer should be trained in the techniques of interpersonal communication. These skills will greatly assist him in accomplishing his objectives. Considerable knowledge has been assembled over the years by communication specialists in correctional settings and should be fully utilized to ease the officer's task. The officer's acquisition of these important communication skills and his mastery of them through daily application will serve him well in other assignments as well as prepare him for promotional opportunities.

Principle VII — Classification and Orientation

The classification and orientation of inmates is a critical element that must be included in the day-to-day operations of podular/direct supervision facilities.

1. Know with Whom You are Dealing

The officer must know with whom he is dealing and should have the benefit of as much information about the inmate as possible. While it is true that jails receive many prisoners on whom little information exists, they also receive many repeaters on whom confinement records should be available detailing, among other things, their behavior patterns of confinement.

2. Orientation

Inmates should be told what is expected of them. Any correctional facility is a strange and structured environment, and a podular/direct supervision facility is unique among detention facilities. A carefully structured orientation program will save a lot of time and misunderstanding and will provide a further opportunity to learn about the inmate's behavior.

3. Assumption of Rational Behavior

Human behavior is amazingly responsive to the expectations communicated. This has been demonstrated frequently in educational settings and has also been seen in detention facilities. When we convey to a person the kind of behavior we expect from him, either verbally or non-verbally, the tendency is to respond to these cues.

The traditional detention facility approach is to treat all newly admitted inmates as potentially dangerous until they prove otherwise. The jailer's expectation of the new inmates' behavior in these situations is clearly transmitted. In a podular/direct supervision facility the reverse approach is taken. All new inmates are treated with a clear expectation that they will behave as responsible adults until they prove otherwise. Staff is equipped to deal with those who prove otherwise, but the vast majority of inmates conduct themselves responsibly even during the admission process. Observers of this "phenomenon" from traditional jails frequently conclude that the podular/direct supervision facility has a "better class of inmate" than they do, when often the reverse is true.

4. Maximum Supervision During Initial Hours of Confinement

The first 24 to 48 hours of confinement is a critical period in the detention process. The highest rate of suicide occurs during this period, accounting for nearly half the total jail suicides. Intensive supervision at this phase of the detention process will contribute to a lower suicide rate.

Principle VIII — Just and Fair

To advocate that detention facilities operate in a just and fair manner sounds more like a homily than a principle of jail management. However, the many implications of this issue in a detention facility warrant further examination, and because of its significance to jail management, it is regarded as an operational principle.

1. Critical to Mission and Public Policy

A critical part of the mission of most detention facilities is the provision of just custody. This is in recognition of the fundamental obligation to comply with constitutional standards and other applicable codes and court decisions. Despite the widespread public confusion regarding the role of the jail, there is a public expectation that prisoners should be treated fairly and in accordance with the provisions of the law.

Unfortunately, a large segment of the public and even many jail practitioners appear to be oblivious to the Fifth Amendment prohibition against pre-trial punishment. The Supreme Court's May 1980 decision in *Bell V. Wolfish* is explicit in its interpretation of the Fifth Amendment to prohibit the imposition of any condition of confinement on pre-trial prisoners for the purposes of punishment. Most pre-trial punishment advocates back down when they are confronted with the illegality of their position and veil their position with such comments as "we can't make it too nice for them can we?" or "we can't make a country club out of the jail" and "jails need to look jail-like." It becomes particularly obvious what is meant by these comments when used to criticize normal housing accommodations that are devoid of the harshness of the traditional jail. Even though the harsher furnishings are costlier, they are preferred because they are perceived to fulfill the punishment objective.

There is no place for the self-appointed public avenger in a professionally run constitutional jail. Such preoccupations are counterproductive to the proactive resolution of jail management problems. It is, therefore, not only legally correct to manage jails in harmony with our constitutional charter, but it is also a critical element in the principles and dynamics of managing podular/direct supervision facilities.

2. Consistent Root Cause of Collective Violence

The level of violence in our society has reached such alarming proportions that there have been two presidential commissions appointed to study this phenomenon within the past 15 years. After examining the history of collective violence in the United States they were able to identify a set of root causes which were present in all of the many occurrences. One consistent root cause, which is particularly relevant to the correctional setting, is that in every such event there was a strong feeling by the participants that they had been treated unfairly.

When a person is in a captive status, the impact of unfair treatment is greatly magnified. This is particularly true of Americans, because we have been conditioned to expect fair and just treatment by our government. As a principle of inmate management, it is not sufficient for management to be, in fact, just and fair; it is also vitally important that management's actions are perceived by the inmate population as just and fair.

3. Critical Leadership Quality

As referred to previously, the officer's role as the leader of the unit is an important dynamic in exerting positive control over the inmate population. A critical quality of any leader is a keen sense of fairness that can be consistently depended upon by subordinates. Any compromise of the officer's reputation for fairness will seriously jeopardize his operational effectiveness.

4. Formal Administrative Remedy and Disciplinary System

There will always be those cases where the inmate does not accept the officer's position. Regardless of the basis for the inmate's disagreement, it is very functional to have a formal administrative procedure in which to channel such disputes. A creditable third party review is not only a good pressure release mechanism, but it also serves as a good monitoring system to ensure consistency of equitable treatment.

Conclusion

These principles and dynamics of jail management are neither dogma nor a philosophy around which a management approach was designed. They represent the collective observations of both successful and unsuccessful examples of the podular/direct supervision type detention facilities over a period of several years and under the leadership of a succession of chief executive officers.

It is reasonable to conclude that, if these principles and dynamics are implemented within an institution that is designed to facilitate them, they will achieve the same beneficial results as the successful examples. The results will be a safe, secure, humane, and just facility which will be considered an appropriate place for the detention of American citizens charged with crimes and requiring detention.

ACCEPTANCE OF THE PODULAR/DIRECT SUPERVISION CONCEPT

The Federal Prison System's experience with its experimental detention facilities, the Metropolitan Correctional Centers, has been very positive. The original three have now been in operation for nine years. They have been joined by two more: a new 200-bed, campus style facility in Tucson, and a converted Federal Correctional Institute in Miami. A new Metropolitan Correctional Center is currently in the planning stages for the Los Angeles area.

Although many features of these prototype centers were incorporated in the design of local detention facilities, the overall concept was generally rejected by local jail administrators. True, the podular design was adopted by many, but it was modified to fit the traditional jail practices with which most administrators were comfortable. The customary high-security, vandal-proof fixtures, furnishings, and finishes were added, and the 48-cell units were further divided into sub-units of 12 or 16. Supervision was achieved either remotely from a secure observation post, or intermittently by officers patrolling the adjoining corridors.

There was virtually a universal disbelief among local jail administrators that direct supervision facilities could be safe, secure, cost effective, free of vandalism, and a desirable place to work. Even if the "Feds" found this to be the case, such an approach would not work with local jail prisoners, nor would it be accepted in the local communities.

It must be remembered that for the past 200 years, jail management has been based on successfully anticipating and responding to negative inmate behavior. Given this reactive management style, it is understandable that the podular concept was seen by jail practitioners as providing opportunities to more adequately respond to the problems that have plagued the traditional linear jail. Ironically, the relative success of the modified podular design, coupled with high-security furnishings and high-security electronics, tended to mask the true potential of the podular concept. The successes in the Federal Metropolitan Correctional Centers were either ignored or attributed to the idea that the federal prisoner was somehow different. Few realized or accepted the point that this new design allowed management practices that would obviate the need for most of the reactive strategies so characteristic of traditional jail management.

A second substantial barrier to general acceptance was that the jail did not look like a jail. Certainly it did not fulfill the public's expectation of a jail as a place of punishment, even though, in most jails, over 60% of the prisoners have not been convicted or sentenced. But many elected community leaders, as well as criminal justice administrators, have been reluctant to tell the public that the imposition of conditions of confinement for the purpose of punishment is in direct violation of the Fifth and Fourteenth Amendments. Because of

this ignorance about the role of jails as holding centers, those jail plans that are based on non-punitive conditions of confinement are unacceptable in many communities.

The result was that the real benefits of the new generation jails were never fully shared with the local communities until January 1981, when Contra Costa County opened its new detention center in Martinez, California. The Contra Costa County Sheriff's department fully adopted the operational concepts of the Chicago Metropolitan Correctional Center. However, they enhanced the design by incorporating the recommendations from a user's evaluation, and they added the open booking concept developed in St. Louis.

During the three years that the Contra Costa facility has been in operation, they have experienced the same benefits as the Metropolitan Correctional Centers--and then some. They have accomplished the objectives of safe, secure, humane, and just custody. In addition, they enjoy a vandal- and graffiti-free facility. More importantly, the deputy sheriffs assigned to the jail have found that the new facility provides an opportunity for interesting and challenging employment. The Contra Costa facility not only demonstrates that a "new generation jail" can be effectively operated at the local level, but that it can also eliminate many of the personnel problems that plague local correctional operations.

Representatives of over 250 jurisdictions have visited the Contra Costa County Detention Center since it opened. Many believed that their success could be attributed to a temporary "halo effect" and would not last very long. Others felt that the facility is a "time bomb" waiting to explode. However, many visitors learned how the "new generation jail" principles and dynamics have proven effective in a variety of detention settings over the past nine years. They understand that Contra Costa's experience is part of a well established pattern. And they also believe that this concept can be effectively employed in their jurisdictions.

Despite the early animosities toward--and misapprehensions about--the "new generation jail," 1983 marked a decided swing in local acceptance of the concept. The newly rebuilt Manhattan House of detention, more commonly known as the "Tombs," opened as a direct supervision facility in October 1983. Soon after, the new Multnomah County Jail in Portland, Oregon, also opened under this concept. In the spring of 1983, the Miami-Dade County Council voted unanimously to build a 1000-bed facility that they referred to as a "third generation jail." Nearly 30 other "new generation" detention facilities under construction or in the planning stage are listed in Appendix A.

**CONCLUSION: THE IMPLICATION OF NEW GENERATION JAILS
FOR CORRECTIONAL PLANNING**

While significant benefits have resulted from the podular/direct supervision category, other concepts may also achieve similar results. However, there are public policy and professional policy issues which transcend operational benefits and are critical to the strategic dimensions of current jail planning.

For example, as a matter of public policy, does a community want a jail that is proactive or reactive in addressing inmate problems and needs? And from a legal point of view, will the jail accommodate the "evolving standards which mark the progress of a maturing society," as prescribed by the Supreme Court? Will the new jail be an appropriate place for confinement of local citizens charged with a crime and requiring detention?

As professional correctional workers, we have an obligation to create correctional environments that will improve our society, or at least do it no harm. Given the "state of the art" in corrections, "doing no harm" is a respectable accomplishment. While corrections has not been particularly effective in reducing criminal behavior of persons committed to our care, it does not necessarily follow that the "state of the art" will not improve. Certainly the environment in which inmates find themselves determines to a significant extent the probability for change from offending to non-offending behavior.

It is important for today's correctional professionals involved in the design of institutions to develop facilities that will accommodate advanced correctional practices anticipated in the twenty-first century. New institutions should be places where the efforts of our successors will have an opportunity to bear fruit. At the least, new institutions should be compatible with the knowledge we have gained about human behavior in the twentieth century.

The role of the correctional officer in our future institutions is a critical issue. The trend toward isolating the officer from the inmate is incompatible with the professionalization of the position. One department that recently opened a podular/remote surveillance jail recruited personnel at lower qualifications and pay than deputy sheriffs to staff the secure control booths and restricted this new class of employee from having contact with inmates. As long as "guards" sit behind secure cages and fail to relate to inmates, there will be the animal-like reactions of prisoners with resulting property damage, predatory attacks, and injury of staff.

As we gain experience in training jail staffs for the transition from traditional jail operations to the "new generation jail," we have been particularly impressed with the enthusiastic response of the line officers. Once these officers understand the concept and the benefits,

they overcome their initial resistance and become the concept's most ardent advocates. After all, line officers are the group that benefit most from a "new generation jail."

If we are to be successful in professionalizing our correctional officer positions, we must structure duties and responsibilities so that they are truly professional in content. In too many situations the correctional officer remains a great untapped resource for effectively controlling and influencing the behavior of jail and prison populations. The podular/direct supervision approach provides for maximum utilization of one of our most valuable resources, the correctional officer. Is it not better for us to direct our efforts toward developing this important resource than for us to foresake it in favor of technological barriers and devices? We cannot afford the technology that we are becoming dependent upon, particularly if the resultant environment does not alleviate fear nor allow for change.

The podular/direct supervision architectural/management design provides a safe correctional environment that is compatible both with current knowledge of human behavior and with national correctional standards. It creates an environment in which the evolving standards of correctional practice can flourish. As we approach Orwell's proverbial "1984," we as a profession should strive to avoid Orwell's prophesies. We should advocate the control of jails through humane, people-oriented, architectural/management strategies.

FOOTNOTES

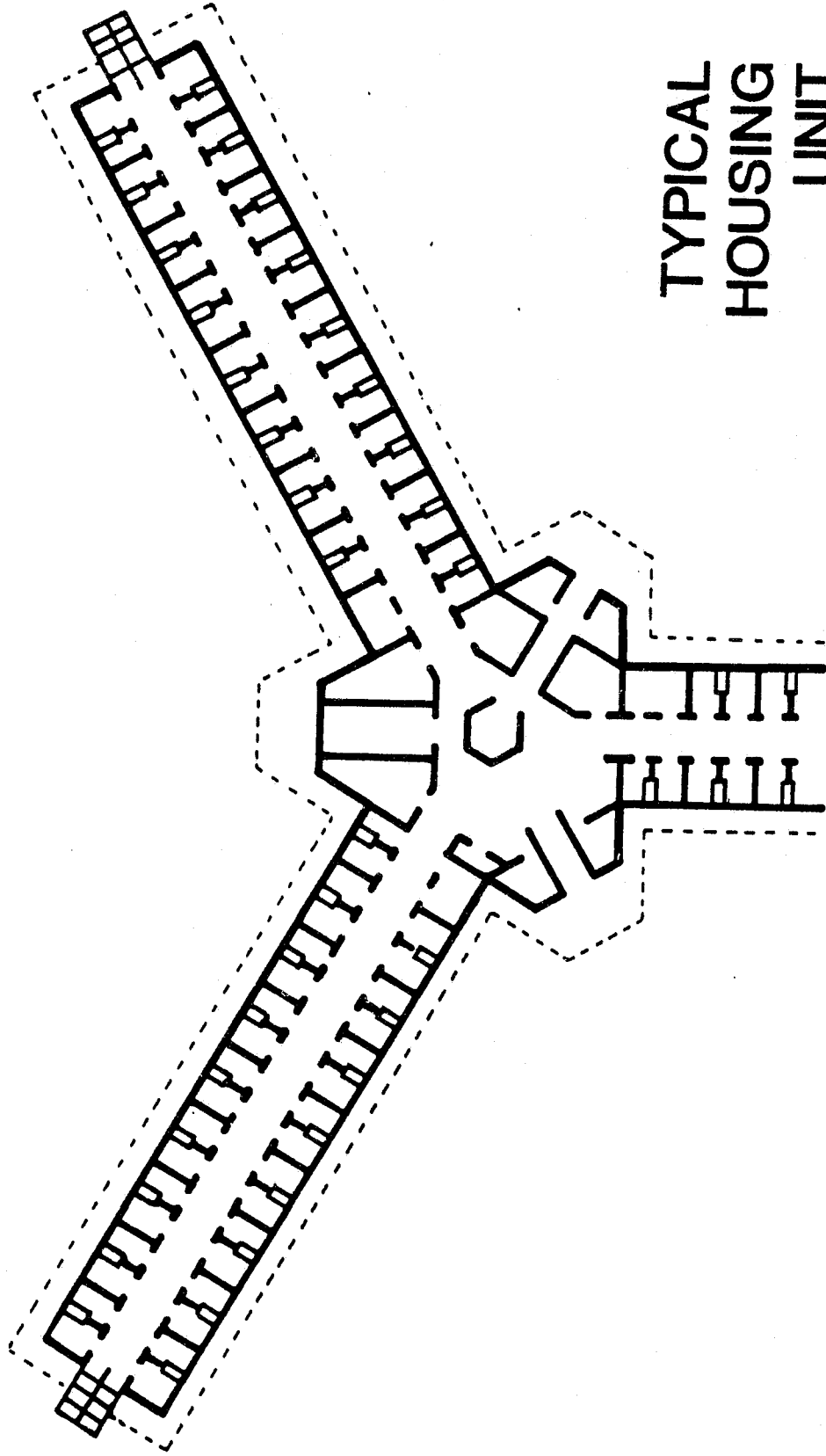
1. "Cage Count," Jericho, Nos. 28-30 (Washington, D.C.: National Moratorium on Prison Construction, 1982).
2. Norman Johnston, The Human Cage (New York: Walker and Co., 1973), pp. 19-20.
3. Johnston, The Human Cage, pp. 19, 20, 57.
4. The term "podular" is coined to avoid the confusion associated with the term "modular." While the two terms can be used at times interchangeably, the term "modular" is also frequently used to refer to prefabricated structures.
5. The functional unit concept was developed by the Federal Prison System in the late 1960's as a management strategy for dividing institutions into smaller components to facilitate more individualized treatment of inmates. The ideal unit consisted of 50 inmates in a separate housing unit staffed with a unit manager, a case manager, two counselors and correctional officers. See Robert B. Levinson and Roy E. Gerard, "Functional Units: A Different Correctional Approach," Federal Probation (December 1973).
6. Further information on the principles and dynamics of managing PODULAR/DIRECT SUPERVISION jails is available from the National Institute of Corrections Information Center, Room 130, 1790 30th Street, Boulder, Colorado 80301, and is included in the curriculum of the National Academy of Corrections.

APPENDICES

JAIL ARCHITECTURAL/ MANAGEMENT CATEGORIES

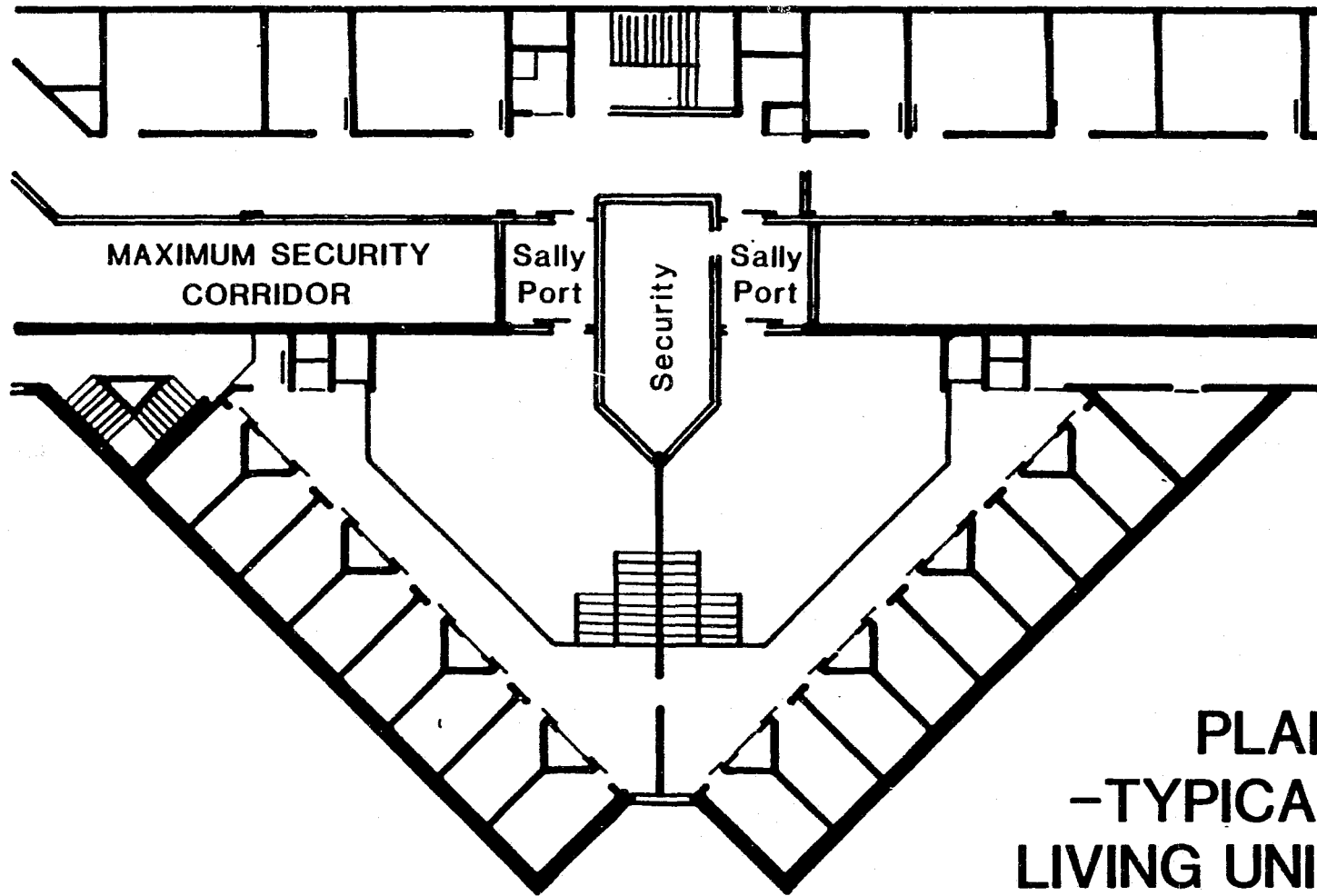
- **LINEAR/INTERMITTENT SURVEIL-
LANCE**
- **PODULAR/REMOTE SURVEILLANCE**
- **PODULAR/DIRECT SUPERVISION**

LINEAR/INTERMITTENT SURVEILLANCE



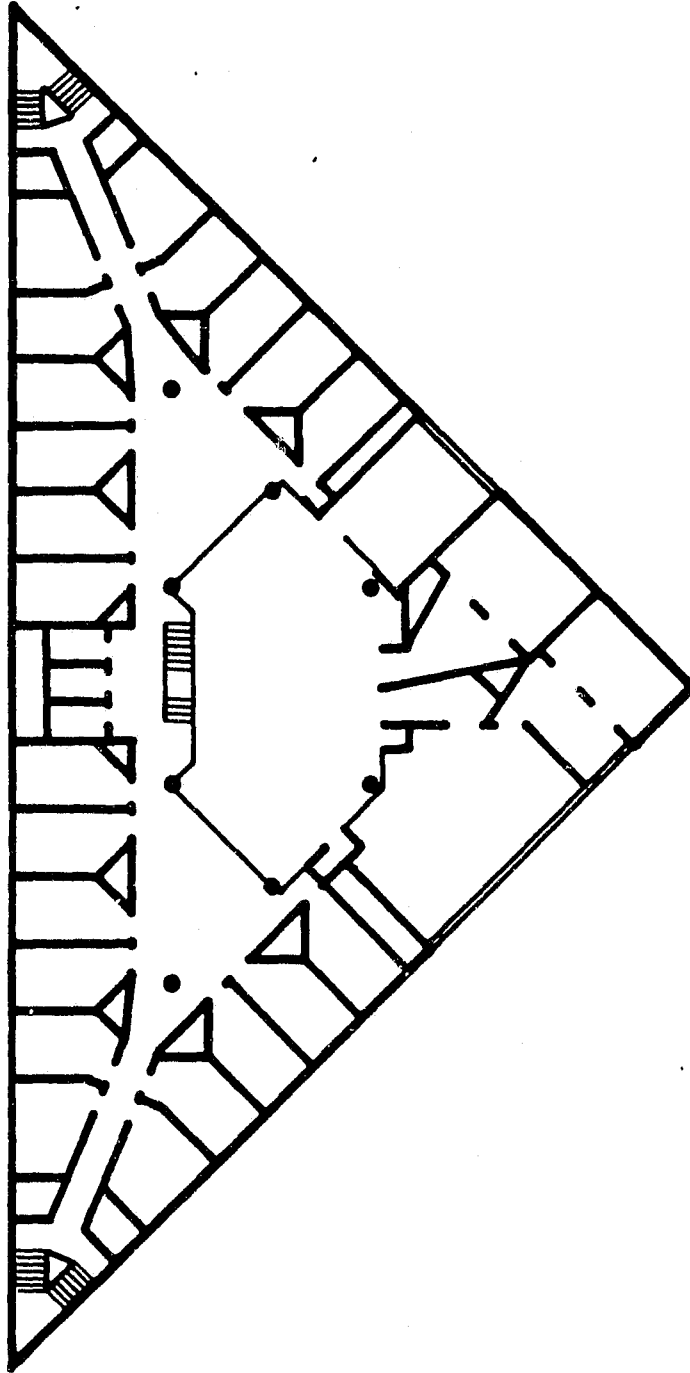
TYPICAL
HOUSING
UNIT

PODULAR/REMOTE SURVEILLANCE



PLAN
-TYPICAL
LIVING UNIT

PODULAR/DIRECT SUPERVISION



NEW GENERATION JAILS
(committed or in progress)

Prince Georges County, MD
Cook Inlet, Anchorage, AL
Las Vegas (Metro), NV
Metro-Dade
Atlantic County, Mays Landing, NJ
Licking County, Newark, OH
* Manhattan House of Detention, New York City, NY
Spokane County, WA
* Multnomah County, WA
Alachua County, Gainesville, FL
Santa Clara County, San Jose, CA
Alexandria, VA
Philadelphia, PA
Bucks County, Doylestown, PA
* Contra Costa County, Martinez, CA
* Larimer County, Fort Collins, CO
Erie County (Jail), Buffalo, NY
New York City Department of Corrections, New York City, NY (White Street Jail)

* Operational

New Generation Jails
(under consideration)

Hillsborough County, Tampa, FL
Ross County, Chillicothe, OH (regional)
Yuma County, AZ (questionable)
Pierce County, Tacoma, WA
Lexington County, SC
Rockland County, NY (questionable)
Marion County, Salem, OR
Union County, Elizabeth, NJ
Middlesex County, New Brunswick, NJ
Maricopa County, AZ
Pima County, AZ
Thurston County Jail, Olympia, WA
Erie County (Department of Corrections) Buffalo, NY

Table A

NEW GENERATION JAIL SURVEY
BASIC FACILITY DATA FOR PODULAR DIRECT SUPERVISION TYPE JAILS AND COMPARATIVE TRADITIONAL JAILS*

Institution	Year Opened	Rated Capacity	Total Staff	Average daily inmate population for 1981	Average daily inmate population for 1982
Podular/ Direct Supervision					
1. Chicago MCC	1975	400	159	331	375
2. San Diego MCC	1974	427	160	700	670
3. New York MCC	1975	400	184		
4. Tucson MCC	1982	290	65	N/A	265
5. Contra Costa CDC	1981	386	213	330	438
Comparative Traditional Jails*					
1. County A	1970	352	62	297	316
2. County B	1960	302	270	416	303
3. County C	1959	1119	318	1067	1284
4. County D	1964 (1981)*	594	286	519	609*
5. County E	1825	98	76	113	150
6. County F	1958	418	262	416	418

* Several jurisdictions with jails of comparable size were contacted to provide the information on Tables A-C. All were urban counties felt to be roughly comparable to the MCC's and Contra Costa and all are considering "new generation" concepts for their new jails.

Table B

NEW GENERATION JAIL SURVEY
COMPARATIVE DATA FROM 1981 AND 1982 ON ASSAULTS AND ESCAPES

Institution	Number of Events	ESCAPES		AGGRAVATED ASSAULTS				
		1981 Number of Escapes	1982 Number of Escapes	1981 Inmate/ Inmate	1981 Inmate/ Staff	1982 Inmate/ Inmate	1982 Inmate/ Staff	
Podular/ Direct Supervision								
1. Chicago MCC	0	0	0	0	3	0	1	0
2. San Diego MCC	4	7	2	3	2	6	4	8
3. New York MCC	2	2	0	0	2	1	1	1
4. Tucson MCC	N/A	N/A	0	0	N/A	N/A	0	0
5. Contra Costa CDC	1	4	0	0	64	5	67	5
Comparative Traditional Jails								
1. County A	0	0	0	0	57	11	43	15
2. County B	1	1	1	1	- 220*	-	- 71*	-
3. County C	15	15	1	11	772	94	735	74
4. County D	1	1	4	1	354	90	290	86
5. County E	3	3	1	1	7	7	36	22
6. County F	4	4	8	10	180	60	182	144

* Not Broken Down

NEW GENERATION JAIL SURVEY
COMPARATIVE DATA FROM 1981 AND 1982 ON HOMICIDES AND SUICIDES

Institution	1981		1982	
	Homicides	Suicides	Homicides	Suicides
Podular/ Direct Supervision				
1. Chicago MCC	0	0	0	0
2. San Diego MCC	0	0	0	1
3. New York MCC	0	0	0	1
4. Tucson MCC	N/A	N/A	0	0
5. Contra Costa CDC	0	1	0	3
Comparative Traditional Jails				
1. County A	0	0	0	0
2. County B	0	2	0	0
3. County C	0	0	0	2
4. County D	0	0	0	2
5. County E	1	1	0	0
6. County F	0	2	0	2

THE NEW GENERATION JAIL/PRISON

STATEMENT FOR NIC PRESS CONFERENCE

W. Walter Menninger, M.D., Chairman, Advisory Board,
National Institute of Corrections, and Director,
Law and Psychiatry, Menninger Foundation, Topeka, KS.
Contra Costa County Correctional Facility, Martinez, CA,
February 16, 1984

As overcrowding in the jails and prisons of this country has reached critical proportions, more communities and states have acknowledged the need for new facilities and new technology to house and manage offenders. The National Institute of Corrections, fulfilling its legislative mandate to be a resource to state and local corrections, has reviewed the design and management of both jails and prisons in the United States in order to identify those approaches which will most effectively meet the needs of society and the offenders.

Regrettably, the traditional approach to both facility design and inmate management in jails and prisons has become fixed in the minds of many as the only way to deal with these institutions. This traditional institution has been linear in design, with cells lined up back to back and inmate surveillance accomplished by an intermittent patrolling officer.

In the early 1970's, an architectural modification led to a so-called "podular" design, dividing the inmate population into groups of manageable size, with 40 to 50 cells arranged around a common living area. This design allowed for improved inmate surveillance because of the visibility of all inmate cells from a central point on the unit. However, most of the initial institutions of this new architectural design utilized a remote surveillance means of inmate management. Officers were stationed inside security-glared control rooms, ostensibly to provide officers increased personal

safety from the inmate population.

In several institutions, such as this Contra Costa facility, there has been yet an additional innovation which has resulted in what is identified as a "new generation" correctional facility. The significant change: instead of being separated from the inmates, officers are assigned to supervise the residents directly in the podular units. This personal contact allows the unit officer to identify inmate problems sooner and respond to them more effectively.

Careful studies of these new generation facilities have found significant benefits for inmates, staff and society at large. There are fewer untoward incidents and assaults in these facilities than in the traditionally designed or remote supervision facilities. In addition to the greater level of personal safety for both staff and inmates, one finds greater staff satisfaction, more orderly and relaxed inmate housing areas, and a better maintained physical plant (i.e. less destruction and graffiti) after years of heavy use. Finally, of no small consequence is the fact that these facilities are cost effective both to construct and to operate.

From my perspective as a psychiatrist, I am not surprised that the new generation facilities have proved to be so effective. The design of the facility brings out the best, rather than the worst, in the inmate. The inmates respond positively to an expectation they will function in a reasonable and appropriate manner.

In part, the improved relations stem from some of the psychology of "territory" and space. In the traditional institution, the patrolling or surveilling officer intrudes into the inmates' territory; in the new generation facility, the unit is the officer's

territory into which inmates come; the difference may seem subtle, but the impact of that difference is highly significant in terms of the respect of the inmate for the officer and the unit.

With billions of dollars to be spent in the next decade on new jails and prisons across the country, it is all the more important for state and local public officials to recognize the feasibility and desirability of constructing and staffing new generation facilities. Instead of limiting their sights to out-dated, traditional designs, governmental officials should explore the new technology reflected in these new designs.

Accordingly, the Advisory Board of the National Institute of Corrections urges jurisdictions presently contemplating the construction or renovation of jails and prisons to explore the appropriateness of the podular/direct supervision (new generation) concept of jail and prison design/management for their new or renovated facilities. The NIC Advisory Board believes that the economic, social, and professional values implicit in this concept of jail and prison design and management exemplify an appropriate direction for detention of persons who require incarceration.

NIC Advisory Board Members Stephen Horn and Richard Rainey will speak in greater detail about the matter of cost and effectiveness of the new generation facility, and then we will entertain questions.

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THE COST BENEFITS OF PODULAR DESIGNED AND
DIRECTLY SUPERVISED CORRECTIONAL FACILITIES

Dr. Stephen Horn, President
California State University at Long Beach
Member, NIC Advisory Board

February 16, 1984

Improved safety and professional performance is generally associated with increased cost. A new generation correctional facility deploys trained staff to provide direct supervision of inmates in a correctional facility and setting that has been compatibly designed for that purpose. The result is reduced construction and operational cost.

When staff members are assigned to work within "podular" designed housing units that have approximately 40 to 50 cells arranged around a common living area, vandalism and other destructive behavior is significantly reduced. Because of the steadying and controlling influence of directly-involved, trained staff over inmate behavior, it is no longer necessary to provide vandal-proof fixtures and furnishings in 90% of the facility. The table below presents some examples of the cost differential between traditional security fixtures and the commercial fixtures that can be used in "podular/direct supervision" facilities.

<u>Item</u>	<u>Security</u>	<u>Commercial</u>
Lavatory and bowl	\$1,675	\$ 700
Table	975	320
Chair	140	40
Door	2,300	900
Lock	400	110
Light	434	120

Hinge	78	14
Bed	<u>589</u>	<u>165</u>
TOTAL	\$6,591	\$2,369

Since trained staff can effectively supervise approximately 50 inmates in a "podular" housing unit, there is also no need to construct additional barriers to further divide the housing units into smaller subunits as is the practice in typical "remote surveillance" facilities. It is also unnecessary to divide inmates into isolated small groups to accommodate inmate classification practices that were originally designed to protect one type of inmate from another as is necessary in traditional jails.

One may logically ask: "Are the structural savings offset by increased staffing cost?" While staffing deployment practices vary considerably around the nation, there is substantial evidence indicating that the "podular/direct supervision" concept is staff efficient and, more importantly, staff effective.

An excellent example of comparative staffing patterns for the three basic architectural designs and management styles is provided by Dade County (Miami, Florida). Dade County presently operates a large linear-style jail with an intermittent surveillance management approach. In mid-1982, they had an architectural firm prepare plans for a 600-bed "podular/remote surveillance" facility. After conducting extensive cost analysis of the three approaches, Dade County abandoned plans valued at \$250,000 for the "podular/direct supervision" approach. In addition to what Dade County officials believed to be improved operational performance, they expect to achieve sufficient cost savings from reduced staffing that will enable them not only to recoup the cost of the discarded plans and some construction

cost, but also the entire \$37 million construction cost within the first 14 years!!

As you can see on the attached chart, the staffing requirements of the "podular/direct supervision" facility, which the Dade County officials refer to as a third generation jail, are approximately 50% less than they presently require for their existing linear jail and 42% less than the initially-proposed "podular/remote surveillance" facility. While such staffing economies may not apply to this degree in all communities, this analysis is a valid indicator of the potential for staffing economies offered by the "podular/direct supervision" concept.

There are other presumptive cost savings to be derived from reduced officer injury, facility maintenance, and court judgments over conditions of confinement. As yet, sufficient data has not been collected to substantiate these presumptions as fully as we would like; however, there are numerous anecdotal observations that indicate their validity.

At a time when many of our communities spend more tax dollars on correctional facilities than schools or hospitals, reducing correctional costs while improving correctional effectiveness is an important issue for state and local governments to explore.

COMPARATIVE ANALYSIS OF DESIGN SCHEMES

DADE COUNTY STOCKADE EXPANSION

DADE COUNTY, FLORIDA
GSA PROJECT NO. 5202-003

HARPER & BUZINEC Architects / Engineers Inc.

DATA SUMMARY SHEET

Project Data	2nd Gen. 600 Man	3rd Gen. 600 Man	2nd Gen. 1000 Man	3rd Gen. 1000 Man	Existing Main Jail
Design Capacity (Inmate)	600	600	1,000	1,000	1,119
Construction Cost \$	16 Mil	28 Mil	24 Mil	37 Mil	NA
Total Area Sq. Ft.	165,876	202,000	263,875	282,000	194,913
Yearly Operational Cost (\$)	6.8 Mil	4.7 Mil	9.3 Mil	6.2 Mil	12.7 Mil
Sq. Ft. Per Inmate	298	337	264	282	182
Total Staff	216	129	295	172	358
Staff - Inmate Ratio	1/2.7	1/4.6	1/3.3	1/5.8	1/2.9

20 YEAR COMBINED CONSTRUCTION AND OPERATING EXPENDITURES
1000 MAN CAPACITY

	2nd Generation	3rd Generation
Initial Construction Cost	\$25,000,000	\$37,000,000
Annual Principal & Interest	2,935,937	4,352,941
Annual Operating Expense	9,313,056	6,238,901

Principal and interest is based on the debt of the total construction cost amortized over 20 years at an interest rate of 10%. The 10% annual interest rate is derived from the average interest to be paid on the recently passed Dade County Criminal Justice Bond Issue.

For the comparison, annual operating expenses are assumed to escalate at an annual rate of 7% due to inflation.

Total Expenditure to Year

Year	2nd Generation	3rd Generation	Total Savings
1	\$ 12,248,993	\$ 10,591,842	\$ 1,657,151
3	38,748,353	33,116,265	5,632,088
5	68,236,635	57,642,994	10,593,641
6	84,234,613	70,746,316	13,488,297
10	158,032,702	129,718,853	28,313,849
20	440,511,927	342,815,568	97,696,359

Summary

The above chart indicates that the operational savings of the 3rd generation design would be equal to the additional monies required for construction within approximately 5.5 years. Over a 20-year period the 3rd generation design constructed at a cost of \$37,000,000 would save Dade County approximately \$97,696,359 compared to the 2nd generation design.