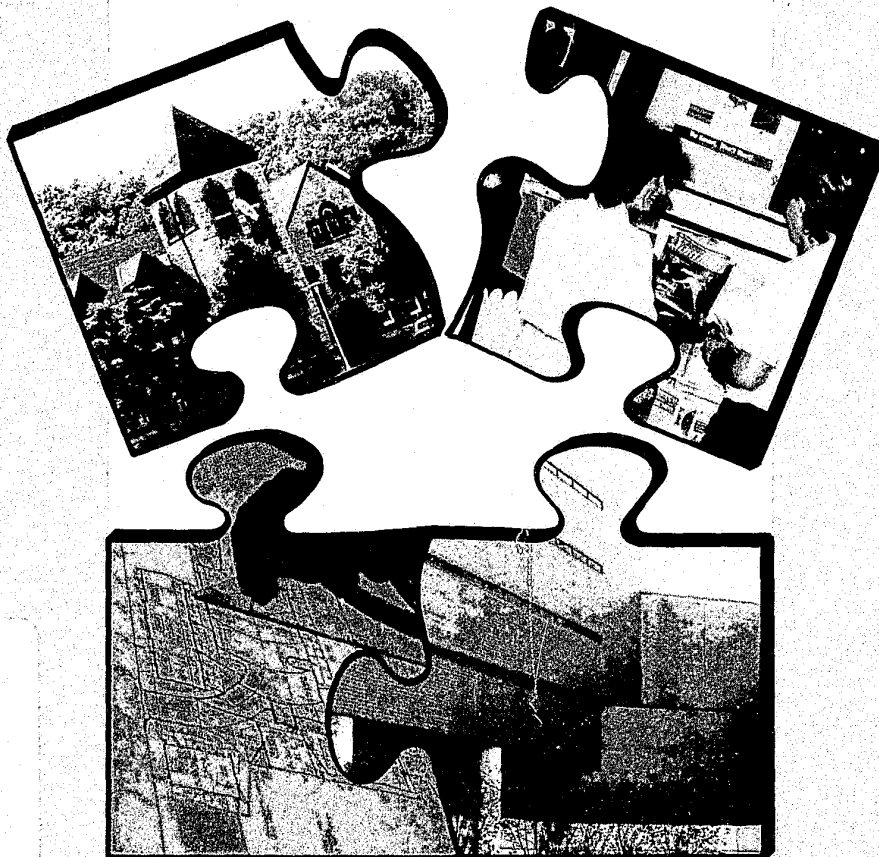


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# HANDBOOK ON FACILITY PLANNING AND DESIGN



for JUVENILE  
CORRECTIONS

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**ACA**

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The Handbook on Juvenile Corrections Facility Planning and Design is produced by the American Correctional Association, partially supported by Grant No. 87-JN-CX-0003 from the Office of Juvenile Justice and Delinquency Prevention.

This handbook is intended to assist juvenile justice administrators, other government officials, and architects in planning secure and non-secure juvenile facilities. It does not attempt to prescribe the model juvenile facility, but it gives direction on planning and preferred elements of a model facility. Each jurisdiction must determine the applicability of this planning and design handbook to their local jurisdiction. All elements of the handbook incorporate American Correctional Association Standards for Juvenile Training Schools, Detention Centers, and Community Residential Facilities.

Requests for additional information should be directed to Lloyd Mixdorf, Juvenile Projects and Programs, American Correctional Association, 8025 Laurel Lakes Court, Laurel, Maryland 20707.

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# TABLE OF CONTENTS

---

I. Introduction .....	1
II. Juvenile Standards .....	3
III. Planning Process	
Phases of Planning .....	4
Planning Advisory Group .....	5
Mission Statement and Goals .....	6
Needs Assessment .....	8
Project Committee .....	9
IV. Program Questionnaire .....	10
V. Selecting Consultants .....	27
Role of the Architect .....	27
Methods of Selection .....	28
Architectural Services .....	29
VI. Site Selection Process .....	31
Identification of Criteria .....	31
Site Criteria .....	32
VII. Building and Staffing Costs .....	34
Life Cycle Costs .....	35
Facility Costs .....	35
Staffing the Juvenile Facility .....	37
Developing Staffing Projections .....	37
VIII. Design and Development	
Design of Juvenile Facilities .....	38
Facility Options .....	39
IX. Elements of Juvenile Facility Construction	
Facility Overview .....	41
Juvenile Housing .....	44
Security and Control .....	56
Juvenile Program Spaces .....	62
Juvenile Services .....	66
Administration .....	70
Public Area .....	70
Support Areas .....	70
Special Concerns .....	70

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Appendix A—Learning from Experience .....	71
Appendix B—Mission Statement, Goals, and Objectives Samples .....	79
Appendix C—Guide to Developing a Policy and Procedure Manual .....	85

# I.

## INTRODUCTION

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In order to assist juvenile justice practitioners in the planning and construction of juvenile justice facilities, the American Correctional Association (ACA), under a Training and Technical Assistance grant from the Office of Juvenile Justice and Delinquency Prevention, has developed this *Handbook on Facility Planning and Design for Juvenile Corrections*.

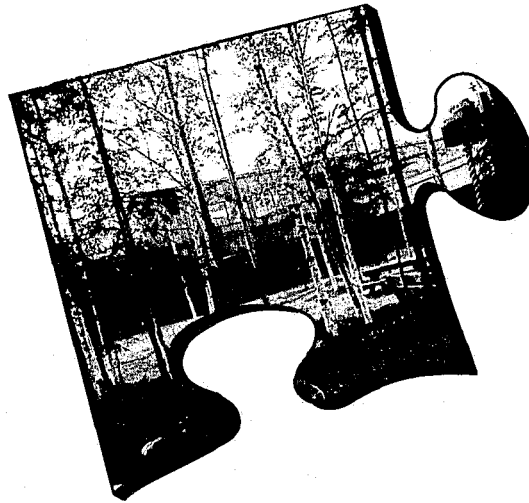
The purpose of this handbook is to describe the process of facility planning, to encourage consideration of planning alternatives, and to help avoid costly mistakes. The process described in this manual is generic and can be adapted to meet the needs of each specific locale.

Although the primary purpose of this handbook is to assist juvenile facility administrators, it is apparent that it could be beneficial to other

groups. As a result, this publication was prepared to answer questions regarding juvenile detention and corrections facility planning and design that might arise from each of four different groups:

- Facility Managers
- Funding and Policy Sources
- Planning and Design Architects
- Community Citizens' Groups

ACA established an Advisory Committee, consisting of juvenile justice practitioners and architects with experience in juvenile facility planning, design, and development, to assist with the development of this handbook.





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### ***Juvenile Justice Facilities***

For the purpose of this handbook, juvenile justice facilities fall into one of three major categories. They are:

- *Long-term Secure* facilities, commonly called Training Schools. These facilities often have larger populations in a campus-style setting and offer an array of treatment services to committed juveniles. They may be staff and program intensive and/or hardware secure with locks and fences.
- *Short-term Secure* facilities, commonly called Detention Centers, may vary in size. These facilities are primarily for preadjudicated juveniles. They also hold juveniles who may have been adjudicated but are awaiting disposition and placement. In most instances, detention centers are secure facilities with locks/fences and proportionate staffing. These facilities

also provide varied levels of programming on the premises.

- *Community Residential* facilities are non-secure, small facilities in community settings. These facilities are group homes, half-way houses, reintegration centers, shelter care, and attention centers. They may house juveniles for both short-term and long-term care who do not need a secure facility. Staff supervision and programming provide the core of control as opposed to physical security measures. Programming is offered both at the facility and in the community.

There are other variations of juvenile care facilities differing in size, security, and program operations. This publication, however, describes the most used, general types of facilities. Facility planners may use a combination of program and physical plant ideas to meet their specific needs.

## II.

# JUVENILE STANDARDS

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Historically, many juvenile facilities have been designed based on architectural plans rather than a philosophy of juvenile care. In some cases, juvenile facilities have been designed as a smaller version of an adult jail or prison at one extreme; or as a shelter home with little or no attention to security at the other extreme. Ideally, juvenile justice facilities should be designed to meet the needs of the juvenile population they serve. Buildings should be constructed to assist staff in implementing this philosophy and to avoid forcing staff to work around the design of the building.

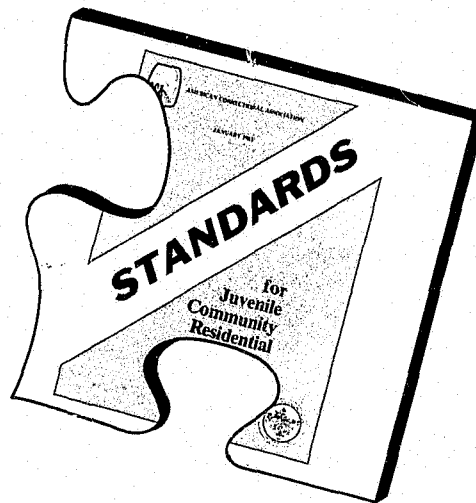
For many years, there were no standards for juvenile justice facilities; however, there have been four sets of standards developed during the last 20 years. These have come from the National Advisory Committee, National Task Force on Juvenile Justice Standards, American Bar Association, and American Correctional Association/Commission on Accreditation for Corrections. Besides giving more time and attention to physical plant design, construction, and operation than the other standards, ACA Standards have been continuously reviewed and updated.

There are presently six sets of ACA Standards for Juvenile Facilities:

- Training Schools
- Detention
- Small Detention
- Community Residential
- Probation and Aftercare
- Day Treatment Programs

Before planning for facility remodeling or construction, the appropriate standards must be reviewed. These standards represent minimum levels of care necessary, and they should be considered the minimum requirements for the safe, secure, and humane treatment for juveniles. Consultation on the development of juvenile facility plans, as they relate to standards, can be obtained from the ACA Staff.

The physical plant section of any standards is a vital component of planning or designing a facility. However, it must only be considered in conjunction with the program purpose and philosophy. The program should not be forced into the building.



### III.

## PLANNING PROCESS

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### PHASES OF PLANNING

The entire facility planning process is designed to assemble the maximum amount of background information available and to identify all feasible alternatives, so that the agencies involved and elected bodies can make competent decisions based on the best available information. Planning must be a detailed and comprehensive process, and close attention must be given to every step. The phases of the planning process are summarized as follows:

■ *Task Group I—Organizational Planning*

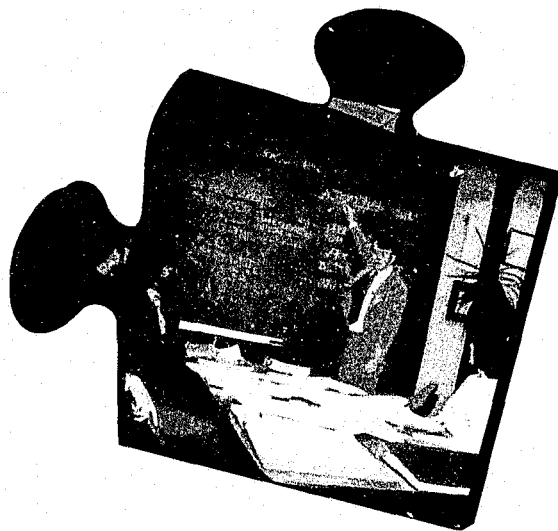
- Establish a working Planning Advisory Group.
- Establish sub-committees and define duties.
- Outline assignments; establish meeting dates and agendas.
- Present an overview of current issues in juvenile facilities—past, present, and future trends.
- Provide a list of knowledgeable information sources.

■ *Task Group II—Information Gathering, Analysis, and Interpretation*

- Develop a profile of the juvenile populations to be served.
- Write or review the institution's policies, procedures, and practices.
- Determine the system's security and program needs.
- Develop a mission statement to articulate why an institution needs to be constructed or remodeled for this population at this time.
- Establish project goals and objectives.

■ *Task Group III—Feasibility Studies and Development Options*

- Perform a preliminary spatial needs analysis.
- Consider the use of existing facilities and potential remodeling strategies (relocation of programs, diversion, etc. vs. new construction).



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- Conduct a needs assessment which can provide immediate and/or long range solutions.
  - Review the potential of sharing, consolidating, or regionalizing facilities with other jurisdictions.

■ *Task Group IV—Facility Programming, Site Selection, Project Design, and Construction*

— Upon completion and validation of the needs assessment, the next planning phase can begin. Consultants may be necessary during this phase, including architects, engineers, kitchen specialists, cost estimators, interior designers, landscape designers, etc. Experienced architects should be brought in at an early stage and other consultants on an as needed basis. During this phase, the following tasks should be accomplished:

- Develop a facility architectural program philosophy (a statement of physical requirements and functional planning that states what should and will happen in the new building).
- Establish site selection criteria.
- Complete environmental impact studies.
- Prepare architectural and engineering design (schematic, design development, construction documents, bidding, and construction administration).
- Explore potential funding sources.
- Supervise construction (project monitoring, materials review and testing, and final inspection).
- Proceed with occupancy (move-in, staff/user orientation, operational, and technical manuals).

- Evaluate and monitor project (staff training, modifications, and fine tuning).

Planning of a new or remodeled facility must satisfy its immediate needs, while anticipating the future five-, ten-, and twenty-year demands, as well as itemized and life cycle costs. The final report should establish a basis for review for all aspects of the system, including architectural, managerial, organizational, and programmatic points.

### PLANNING ADVISORY GROUP

The major role of a Planning Advisory Group is to recommend activities without the power to make decisions. Their contributions are intended to influence the decisions of those in authority and influence community acceptance.

Determining the need for and planning the construction of a facility is a long and complex process involving a number of activities and many individuals with diverse interests. Successful planning requires active participation from all involved parties. Members of the executive, judicial, and legislative branches of government; community representatives; juvenile advocacy groups; facility staff on all levels; and others who have an interest in juvenile justice issues, must have an opportunity to provide input for the planning. Selection of the Planning Advisory Group must be done with utmost care, so that representation from all interested parties is included. The chairperson should be a skilled facilitator. Thus the process will be more successful, and decisions will gain broader support from the community and those involved in the planning, design, and construction process. This includes the governing body, practitioners, and consultants.

Elected officials and executives come and go during the planning and construction phases of a project. However, an Advisory Group that includes correctional, administrative, and public

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works staff must remain with the project to maintain accountability. In any project of this size, continuity is vital.

### ***Governing Body***

The governing body of the juvenile justice agency, whether at the state or local level, plays a crucial role in any successful planning effort. Its involvement should include a position on the planning team and approving its members, issuing the directive to carry out the planning study, and funding the study and related expenses. It also is important that the governing body review policy issues, review/approve reports, and authorize capital and operating costs for facilities and programs.

### ***Juvenile Justice Administrators (Practitioners)***

The juvenile justice administrators and staff—"practitioners"—play a critical, important role in the planning process. The process can succeed only with their support and active involvement. The staff has a great deal to contribute both in time and ideas. Staff will implement new ideas more enthusiastically, if they are part of the development process.

### ***Consultants***

The juvenile justice system may hire consultant(s) to do specific tasks. These juvenile justice planners can be helpful for the early stages of the process. They generally possess greater knowledge that may not be available at the local level. When it comes to actually guiding and directing the process, the facility administration, or a project director with extensive experience in the field, can best handle the primary responsibilities.

### ***Planning Advisory Group Check List***

Current problems in the existing facility must be identified when possible. The Planning Ad-

visory Group's role is to facilitate a close working collaboration among local residents, administrators, and agency officials. In order to organize the Planning Advisory Group's efforts, a check list must be developed. Planners can use this list to ensure that the process will address all the necessary issues. An example is included below:

- Outline planning process citing milestones.
- Anticipate major activities and tasks.
- Assign a project manager.
- Form a project team: Correctional analyst; staff (correctional, administrative, planning, public works); advisory representation (juvenile justice); elected officials.
- Assign consultants: Planners, architects, programmers and specialists concerning security, food service, operations, program, education, and vocation.
- Planning documents: Strategic plan, needs assessment, architectural program, site analysis, master plan, design.
- Anticipated products: Report format, review procedures, approval process.
- Agency review and approvals.
- Implementation strategies.

### **MISSION STATEMENT AND GOALS**

Defining the mission for a juvenile justice system within a particular setting is paramount to providing the direction for care and treatment of juveniles. A mission statement is a general statement describing the philosophy by which the juvenile justice system will operate, and it should consider the local community. Mission statements must include the purpose of the juvenile facility, legal mandates, and its role in the juvenile justice system. Determining the philosophical direction of the juvenile facility requires approaching the task with an open mind and envisioning its mis-

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sion into the future. Direction should be based on community expectations, juvenile justice standards, court decisions, and most of all, the needs

of the juvenile population in confinement. The format for a mission statement must be concise, clear, attainable, and positive in tone.

### SAMPLE MISSION STATEMENT

“To create through example, policy, programs, and environment, a safe and secure setting that advocates good mental and physical health.”

### SAMPLE GOAL

“To construct or remodel a facility that meets the needs of the juveniles it serves in terms of safety, security, and programs.”

### SAMPLE OBJECTIVE

“To conduct a needs assessment of the juvenile population that will be served in the facility to determine the level of security that will be necessary to ensure safety.”

Additional examples of mission statements, goals, and objectives are contained in Appendix B.

#### *Selection of Goals and Objectives*

Before the planning process can continue, goals and objectives for the operation of the facility must be developed. This phase should involve the following steps:

- Identify goals and objectives.
- Develop methods of measuring progress.
- Combine goals and objectives into an overall measure of performance; a criterion of progress.

A goal is a result that is defined in broad terms and is typically long term. An objective defines a specific result. The time frame for an objective is usually short; meaning that administrators are thinking in terms of the near future. The objective relates to one aspect of operations and is narrow in its focus.

#### *Implementation of Goals and Objectives*

The methods used to attain goals and objectives vary from a specific, one-shot course of action to practices (repeated courses of action) to policies (rules for selecting alternatives) and, more importantly, to discover or develop alternatives not previously realized. Goals and objectives should be written to create an ideal design of the proposed facility—what one would construct if the only constraints were technological. The decision makers can then determine the smallest number of departures from the ideal that are required to build an acceptable facility.

#### *Development of Policies and Procedures*

The development of good policies and procedures is one of the most fundamental tasks

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facility managers should complete before building a new institution. Operational procedures guide the day-to-day operation of the institutions and programs to provide safety, security, and stability for both staff and the juveniles. The "Guide To Developing A Policy And Procedure Manual" (see Appendix C), taken from *Guidelines for the Development of Policies and Procedures—Juvenile Detention Facilities*, produced by ACA in January 1992, could serve as a useful tool in this area.

## NEEDS ASSESSMENT

All aspects of the local juvenile justice system must be examined before a determination is made regarding building or remodeling a facility. This examination will concern itself with risk to public safety, population characteristics, leadership philosophy, and program requirements for this juvenile population.

Data collection and analysis will assist in defining trends, composition, and other useful information for the purpose of planning. This information also can help document and evaluate current performance in areas of critical importance, as well as assess cost impact and projected facility needs.

### *Public Safety*

A juvenile facility should be designed to meet the needs of the population it serves within the context of the facility's obligation to protect the community. Without community protection, the best programs for juveniles will inevitably fail.

Facility security is a combination of physical plant design, programming, and supervision. Planning one without the other will result in failure. Over-dependence on one over the other is also problematic; for example, over-dependence on electronic monitoring often makes staff overconfident and less security conscious. As another example, a poorly trained staff will not be able

to contain troubled juveniles no matter how well the physical plan is designed.

### *Juvenile Population Description*

Developing a profile of the "typical" juvenile involved in the juvenile court system is a difficult exercise. An analysis of the juvenile justice system's clientele will reveal a diverse range of young people. Clearly, no single picture can accurately portray all, or even most, juveniles involved in the juvenile system. The picture changes depending on what part of the system is seen and where that system is located. The following information, obtained from the U.S. Department of Justice, Bureau of Justice Statistics', *Survey of Youth in Custody 1989*, is an effort to give a snapshot of juveniles within the juvenile justice system today.

About 15.3% of juveniles incarcerated in public facilities (under 18 years of age) are charged with violent offenses as defined by the Crime Index (murder, forcible rape, robbery and aggravated assault). Index property offenses (burglary, larceny-theft, motor vehicle theft, and arson) are more common in juvenile justice facilities (27.0%). In 1989, there was a daily count of 56,123 juveniles in public facilities. On any given day, 49,443 residents were male and 6,680 were female.

The Bureau of Justice Statistics' *Survey of Youth in Custody 1989* provides a detailed look at juveniles held in long-term, state-operated juvenile institutions, i.e., training schools and similar facilities. Some general trends are significant. For example, if a juvenile is in a long-term, state-operated facility, there is a good chance that at some point he/she committed a violent offense (murder, negligent, manslaughter, kidnapping, rape, other sexual assault, robbery, assault, or other violent offense). It also is likely that the juvenile has been arrested more than three times. More disturbing is that there is a 50% chance the juvenile has been arrested more than six times.

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Often, the juvenile has been on probation at least once and has been previously admitted to a juvenile facility.

Historically, placing juveniles in confinement settings is a standard part of every juvenile justice system. In the instance of secure detention, it represents the government's responsibility to hold juveniles in custody, often in physically-restrictive facilities, pending judicial disposition of their cases.

The demand on governments to meet the responsibility of providing a safe and secure setting for juveniles who require secure placement has increased in recent years. Various laws and national standards require that facility programs meet each individual's nutritional, spiritual, educational, emotional, recreational, hygienic, physical, and health care needs while in confinement. The atmosphere of the facility must ensure that juveniles are not physically or psychologically damaged by their experience.

Although state law provides guidance in defining the purpose of confinement, research clearly shows that the view of key juvenile justice system professionals (such as judges, prosecutors, and law enforcement officials), regarding what types of juveniles should be detained, have more influence on practice than any other factor. This reflects the fact that the rate of secure placements varies greatly from state to state.

As part of the planning process, each administrator should assess and forecast needs in their individual community. The tasks involved in this process include:

- Task A: Examine present services in relation to the needs of the juvenile population.
- Task B: Project future offender populations in relation to state population trends and demographics (five and ten years).
- Task C: Forecast the number of necessary beds.
- Task D: Forecast the number of maximum security (chronic and violent offenders) beds necessary.
- Task E: An examination of the number of sex offenders and emotionally disturbed delinquents to be served in the future and the average length of time these offenders will serve.
- Task F: Determine what and how many of the above expect to be included in the proposed facility.

### ***Leadership Philosophy Section***

Another integral part of the needs assessment is an examination of the leadership style of the controlling agency, the facility, and its top administrator(s), along with an evaluation of supervision given to both juveniles and staff (careworkers). For instance, if the evaluation determines that the facility leadership sits in the office excessively, that office should be placed near the juveniles' activities.

An evaluation of the staffing pattern, amount of direct supervision, and amount of juvenile isolation will aid in determining the physical plant design.

### ***Program Requirements***

Besides leadership and supervisor roles, a complete assessment of program needs is necessary. The most common weakness found in new facility designs is lack of program space. An early assessment of the necessary space to conduct programming for active juveniles is an absolute must.

### **PROJECT COMMITTEE**

One additional group that is a necessity in the planning process is the Project Committee. This group is comprised of people that have "hands on" involvement with the project. It will include consultants, agency staff, and the project manager.



# IV.

## PROGRAM QUESTIONNAIRE

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To gain insight from staff who have daily contact with the facility and its population, a questionnaire should be offered to them. Each question should be designed to elicit responses describing preferred methods of operation, concerns in the areas of programs, security and control, staffing patterns, and daily activities. The responses will serve as the basis for more intensive interviews during the preparation of an architectural design. Information for the development of an architectural design from the staff

will prove invaluable in viewing the design process from an operational standpoint.

The following sample planning questionnaire is presented as a suggestion of discussion points for interviews related to a new project. Usually, each item will lead to related issues. It is extremely important that key members of the project committee take part in these discussions. The Planning Advisory Group also should receive an analysis and a review of the questionnaire for their input.



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## PROGRAM QUESTIONNAIRE

1. Location: \_\_\_\_\_
2. Facility: \_\_\_\_\_
3. Program Type:
- |                         |                             |
|-------------------------|-----------------------------|
| _____ Long-term Secure  | _____ Community Residential |
| _____ Short-term Secure | _____ Other (describe)      |
- \_\_\_\_\_

4. Purpose of the Facility (mission statement):
- \_\_\_\_\_
- \_\_\_\_\_

5. Describe generally the type(s) of juvenile(s) who will be placed at this facility in terms of behavior anticipated, social needs, etc.
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

6. Will or should juveniles in this program be classified for the purpose of housing unit assignment (i.e., will there be definable differences in the juvenile population so that separate lodging areas are appropriate)?

\_\_\_\_\_ Yes \_\_\_\_\_ No

If yes, describe classifications (e.g., age, sex, offense, behavior, emotional maturity, physical size, etc.).

\_\_\_\_\_

\_\_\_\_\_

7. If juveniles may be appropriately segregated for purposes of housing unit assignment, is such segregation necessary during daily program activities (e.g., education, recreation, dining, etc.)?

\_\_\_\_\_ Yes \_\_\_\_\_ No

If yes, or yes for part of the population, which part(s)?

\_\_\_\_\_



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11. Will some juveniles require special security measures (i.e., greater restriction within specified areas for temporary period and/or only in response to specific behavior)?

\_\_\_\_\_ Yes

\_\_\_\_\_ No

12. For the program type in question, what should the consequences be in response to disruptive/aggressive behavior? Rank each item in order of preference (1 = most preferred, 6 = least preferred).

\_\_\_\_\_ Referral to peer group for counseling

\_\_\_\_\_ Revocation of privileges

\_\_\_\_\_ Temporary segregation from other juveniles

\_\_\_\_\_ Room confinement

\_\_\_\_\_ Temporary confinement in other areas (temporary isolation)

\_\_\_\_\_ Housing reassignment, possibly to physically more restrictive housing areas

\_\_\_\_\_ Removal to another facility

Describe the anticipated use of consequence in response to disruptive/aggressive behavior.

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13. The following activities are potentially available to residents as part of daily programming. Check each that may occur in the facility type in question. Note the preferred location(s) for each activity.

	Within Housing Area	Outside but Adjacent to the Housing Area	Central Activities Area	Other (Please Comment)
Education				
Weights/Exercise				
Outdoor Recreation				
Crafts				
Vocational Training				
Group Counseling				
Individual Counseling				
Agency Staff/ Legal Interviews				
Family Counseling				
Contact Visiting				
Noncontact Visit				
Dining				
Snacks				
Homework				
TV Viewing				
Movies				
Table Games				
Stereo Listening				
Working Programs				
Canteen				
Computer Room				
Other (specify)				

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14. Juveniles will either:

- Be continually engaged in program activities away from their housing units (living/sleeping areas) during the day
- Return to their housing units for certain activities
- Other (please describe) \_\_\_\_\_

15. What activities might take place within the housing units during the day (e.g., counseling, dining, TV, classwork, reading, etc.)? \_\_\_\_\_

During evening hours? \_\_\_\_\_

16. Will there be any unstructured period or free time during the day when juveniles may elect to participate in activities at their discretion?

Yes  No

If yes, when will these periods occur? \_\_\_\_\_

What types of activities may be selected? \_\_\_\_\_

17. Should juveniles be allowed access to their individual rooms other than for sleeping?

Yes  No

If yes, under what circumstances? \_\_\_\_\_

18. What is the optimum staffing ratio (on-duty supervision and direct service staff) to facilitate management, control, and possible interaction between residents and staff?

One staff member per \_\_\_\_\_ juveniles.

19. For night coverage, can this ratio be reduced?

Yes  No

If yes, the night ratio can be one staff person per \_\_\_\_\_ juveniles.

20. Will supervision staff be distinct from direct service provision staff?

Yes  No

If yes, will supervision staff be responsible for moving juveniles within the building?

Yes  No

If yes, will supervision staff remain in activity areas with juveniles?

Yes  No

21. Outline a typical schedule of daily and weekend activities for juveniles of this facility type (e.g., 7:30 a.m. to 8 a.m., wake up, make bed, bathroom; 8 a.m. to 8:45 a.m., breakfast; 9 a.m. to 12 p.m., classwork, etc.).

Time	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
12:00a							
12:15a							
12:30a							
12:45a							
1:00a							
1:15a							
1:30a							
1:45a							
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Time	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
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7:15a							
7:30a							
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Time	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
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Time	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
10:15p							
10:30p							
10:45p							
11:00p							
11:15p							
11:30p							
11:45p							

22. Will this schedule vary during summer months?

\_\_\_\_\_ Yes \_\_\_\_\_ No

If yes, please describe primary difference(s). \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

23. Will juveniles in this program take part in any special programs or recreational activities?

\_\_\_\_\_ Yes \_\_\_\_\_ No

If yes, please describe. \_\_\_\_\_  
 \_\_\_\_\_

24. Should juveniles be allowed to participate in the following activities?

Custodial	_____ Yes	_____ No
Meal Service	_____ Yes	_____ No
Laundry	_____ Yes	_____ No
Volunteer Activities	_____ Yes	_____ No
Other	_____ Yes	_____ No

25. What services could or will be provided by community agencies and/or volunteers to supplement in-house staff? (please describe)

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

26. What is the optimum/maximum group size (number of juveniles) in the following areas?

	<b>Optimum</b>	<b>Maximum</b>
Housing Units (general)	_____	_____
Housing Units (special security)	_____	_____
Classrooms	_____	_____
Dining	_____	_____
Outdoor Recreation	_____	_____
Gymnasium	_____	_____
Table Games/Group Activities	_____	_____
Contact Visiting	_____	_____
Canteen	_____	_____
Corridors (in transit)	_____	_____

27. How long, on average, will juveniles remain in the facility admissions area prior to entering residential areas?

\_\_\_\_\_ Hours

28. Might juveniles remain in this area for longer periods?

\_\_\_\_\_ Yes \_\_\_\_\_ No

If yes, for what reasons? \_\_\_\_\_

\_\_\_\_\_

29. What activities will take place within the admissions area? (describe process)

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

30. How many staff will be located in the admissions area?

\_\_\_\_\_ Staff members

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31. Describe medical services to be provided at the facility.

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32. What kind of staff (other than supervision and direct service provision) might be located at the facility? List type, number, and preferred location (examples are given).

Type	No	Location
Administrative	3	Administrative office
Clerical	2	Administrative office/public reception
Social Services	5	Administration and classroom areas
1. _____	_____	_____
2. _____	_____	_____
3. _____	_____	_____
4. _____	_____	_____
5. _____	_____	_____
6. _____	_____	_____

33. Please describe activities and services (other than those related to residential functions) which may take place at the facility.

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34. Do you have any observations or points to make regarding the programs or spaces at this facility?

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*The following questions relate to specific physical features for the proposed new facilities. Please note your preferences in each area.*

**35. Individual Room Capacity**

- \_\_\_\_\_ Single occupancy
- \_\_\_\_\_ Double occupancy
- \_\_\_\_\_ Combination of single and double (total percentage of singles: \_\_\_\_\_ %)

**36. Individual Room Size (singles)**

- \_\_\_\_\_ 70 sq. ft. (minimum standard requirement)
- \_\_\_\_\_ 80 sq. ft. (increase flexibility in furniture arrangement)
- \_\_\_\_\_ 100 sq. ft. (allows for counseling, interview, other activities)
- \_\_\_\_\_ 110 to 120 sq. ft. (allows temporary addition of bed during overflow periods, future conversion to other uses)
- \_\_\_\_\_ Combination of above sizes (note size and percentage):
  - \_\_\_\_\_ % at \_\_\_\_\_ sq. ft.
  - \_\_\_\_\_ % at \_\_\_\_\_ sq. ft.

**37. Lighting and Electricity**

- |   |       |                                   |       |    |
|---|-------|-----------------------------------|-------|----|
| Juvenile control of main room light           | _____ | Yes                               | _____ | No |
| Task lamp for reading/writing                 | _____ | Yes                               | _____ | No |
| Low-wattage night light for staff supervision | _____ | Yes                               | _____ | No |
| If yes, should night light:                   | _____ | always remain on, or              |       |    |
|   | _____ | be operated by staff from outside |       |    |
| Will plug-in lamps be allowed?                | _____ | Yes                               | _____ | No |
| Electrical outlets for radios, clocks, etc.   | _____ | Yes                               | _____ | No |

**38. Individual Room Heating and Cooling**

Individual temperature adjustment for each bedroom?  Yes  No

If yes, temperature controlled by:  Resident  
 Staff

Natural ventilation (windows or wall louvers):  Yes  No

**39. Individual Room Window**

Large window areas (increased daylight):  Yes  No

If yes, with or without security screens:  With  
 Without

Windows (or portion) operable for natural air flow, reduces cooling costs:  Yes  No

**40. Individual Room Furnishings and Fittings**

Furnishings needed:  Desk/Writing Surface  
 Chair  
 Clothes Storage  
 Shelves  
 Tackboard

Furnishing should be:  Moveable to allow rearrangement  
 Fixed-in-place/Built in

**41. Individual Room and Dayroom Relationship**

Staff should see individual rooms from dayroom/living area:  Yes  No

Rooms in remote location from living area:  Yes  No

**42. Individual Room Doors**

Solid Wood (durable, easy maintenance, appearance), or  
 Steel (high security, high repair and purchase cost)

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43. **Individual Room Locks**

Resident Key Control (with staff override), or

Exclusive Control by Staff Key

Central electronic opening for emergency access:  Yes  No

44. **Sanitary Facilities**

Toilet fixtures should be included in:

All Resident Individual rooms

Some Resident Individual rooms

None of the Resident Individual rooms

If only in some individual rooms, please describe areas in which bedroom fixtures will be appropriate (e.g., special security, segregation individual rooms, intake holding, etc.)

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45. **Central Shower/Toilet Facilities**

Should shower/bathroom be located:  In or Near Bedroom Areas  
 In or Near Living Areas  
 In or Near Program Activity Areas  
 In or Near Recreation Areas  
 In or Near Intake/Admissions Area

In house areas:  Multi-person bathrooms  
 One or More Single-person bathrooms

If single person bathrooms are appropriate, one bathroom per \_\_\_\_\_ residents should be provided.

46. **Residential Surface Materials**

Durable materials (e.g., concrete, concrete block) are damage resistant but are sometimes more difficult to replace and maintain, more costly to use, and tend to invite abuse. Less institutional materials (e.g., drywall, plaster, carpeting) are easily maintained and replaced, do not encourage abuse, but are less resistant to destructive behavior. Their use may require increased staff monitoring of resident behavior, which has both positive and negative aspects. Please check the surface materials preferred for the building areas which may be developed for the program in question (N/A if not applicable).

	Damage Resistant Surfaces	"Softer" Surfaces	Carpeting
Special Security Individual Rooms.			
Special Security Living Areas			
Normal Security Individual Rooms			
Normal Security Living Areas			
Program/Activity Areas			
Visiting Area			
Intake/Admissions Area			
Counseling/Conference Area			

47. **Staff Stations**

Are staff stations required in residential housing area?  Yes  No

If yes:  Security control stations are appropriate, or  
 Open staff desk/counter areas are appropriate

Staff should be able to view into program/activity area  Yes  No  
 from outside those spaces?

Resident movement throughout the facility should be  Yes  No  
 monitored centrally:



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48. **Resident Access**

Access should be controlled between:

Sleeping and living areas \_\_\_\_\_ Yes \_\_\_\_\_ No

Living and activity/program areas \_\_\_\_\_ Yes \_\_\_\_\_ No

Different activity/program areas \_\_\_\_\_ Yes \_\_\_\_\_ No

Juveniles may move between housing and activity areas without staff escort:

\_\_\_\_\_ Yes \_\_\_\_\_ No \_\_\_\_\_ Under Prescribed Circumstances

If under prescribed circumstances, please describe:

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Juveniles may move between different activity areas without staff escort:

\_\_\_\_\_ Yes \_\_\_\_\_ No \_\_\_\_\_ Under Prescribed Circumstances

If under prescribed circumstances, please describe:

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49. **Multi-Story Construction**

Given that vertical circulation can sometimes present problems (groups may be split up while using stairs and elevators, extra staff may be required), please answer the following:

Housing areas can be on different floors from activity areas \_\_\_\_\_ Yes \_\_\_\_\_ No

Different housing areas can be on separate floors \_\_\_\_\_ Yes \_\_\_\_\_ No

Elevators, if used, should accommodate \_\_\_\_\_ residents at one time.

## V.

# SELECTING CONSULTANTS

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Typically, project administrators (juvenile managers, public works personnel, and agency executive officials) are not experienced in facility planning. It is advisable, therefore, to involve several experienced professionals and correctional consultants to assist the project team.

The consultant selection procedure should carefully consider the candidate's background, references, ability to work with the project committee and Planning Advisory Group. Consultants may include:

- Correctional planners and consultants
- Programmers
- Construction managers
- Architects
- Engineers
- Security technicians
- Food service specialists
- Staff/operations/treatment experts, and others who assist the project team

The efforts of the consultants should be restricted to support for the planning team. Agency officials must maintain involvement and control

over the project by providing clear parameters and expectations for the consultants. Clearly, the primary consultant should be the architect.

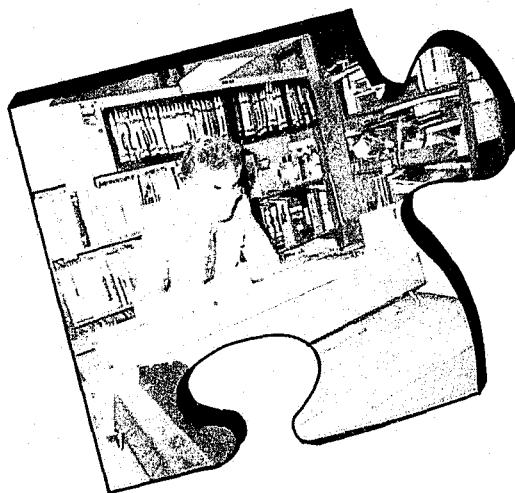
## ROLE OF THE ARCHITECT

The architect should assist the planning team through all stages of the project. The stages of every building project are:

- Decision
- Design
- Delivery

In the decision stage, the architect participates in the study of project feasibility, financing, programming, master planning, and research. The project is planned and developed in detail during the design stage. The final design represents the work of the planning team and the coordinated design talents of many professionals.

During the delivery stage, the architect will contribute to the administration of the construction contract. The architect represents a consortium of technical consultants. Usually the architectural contract includes structural, mechanical, and electrical engineers. To simplify the project



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manager's administrative duties, the architect can act as the design leader responsible for the coordination of technical consultants. In addition, it is not uncommon for the architect to oversee and coordinate the efforts of juvenile planners, programmers, food service personnel, security technicians, and treatment program experts. Landscape architects, interior designers, cost estimators, and civil engineers also may perform design and construction assignments under the direction of the architect.

As a professional advisor to the agency, the architect should represent the agency's interests. During construction, the architect should be responsible for an impartial performance review for both the project team and contractor. In addition to direct legal responsibilities to the agency and the public, the architect also has a responsibility to plan a design considering health, safety, and financial operations.

## METHODS OF SELECTION

Selecting the architect is one of the most important decisions an agency makes when undertaking a building project. The Planning Advisory Group should choose a professional based on competence and integrity. An evaluation process should be developed that responds to input from each Planning Advisory Group representative. For example, the operational staff will require a close working relationship with the security consultant. The public works representative will have frequent contact with the architect's project manager. For these reasons, the entire Planning Advisory Group should have input in selecting a consulting professional.

To help a Planning Advisory Group in its search for the most suitable architect and to assure the proper degree of services, the American Institute of Architects (AIA) has suggested the following, most successful selection methods:

- **Direct Selection**—The architect may be selected directly from a proposal for the project, previous experience with the agency, recommendations of prior clients, etc.
- **Comparative Selection**—The agency may develop a Request for Qualifications (RFQ) or Request for Proposal (RFP) from many architects. Several architects are given the opportunity to present their qualifications for the proposed project in an interview with the entire selection committee. Selection criteria must be established before the interview. Another architect may serve as a professional advisor for a comparative selection, but must be excluded from consideration for the project.
- **Design Competition Selection**—For projects of unusual significance, the agency may decide to spend the time and money to sponsor a design competition. Architects submit their ideas and designs for the project, and a professional jury selects the winning scheme.

Whatever method is chosen, the selection of the architect should be based on demonstrated quality of similar projects, ability to perform required services, and compatibility with the project team.

The architect's responsibilities should be defined in a written, contractual document. Several models have been developed by the AIA. Most agencies have reviewed, revised, or developed contracts that reflect their particular requirements. The complexity of a juvenile building project usually requires the architect to delegate certain services to his technical staff and other professional consultants. The final responsibility for all professional services required by the contract agreement, whether done personally or delegated to others, remains with the architect.

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## ARCHITECTURAL SERVICES

No single task or series of tasks applies universally to planning and designing a juvenile facility. Geographic, demographic, and system variations create a need for personalized architectural services. Comparisons of fees, building costs, and operating budgets among different projects also are difficult to evaluate. To accommodate these individual requirements, separate services must be anticipated for each project. As a starting point, however, it is helpful to understand the standard architectural approach.

As outlined by the AIA, the architect has traditionally categorized professional services into five phases: Schematic design, design development, construction documents, bidding and negotiations, and construction administration. If a preplanning master plan process has not been carried out, the architect should recommend that the agency conduct such a plan.

- The *Schematic Design Phase* includes conferences with the agency regarding the study and analysis of project requirements. Schematic design studies consist of drawings and other documents illustrating the scale and relationship of project components, including appropriate structure and materials. Estimates are prepared that show the conceptual range of anticipated construction and system costs. Further refinement is required and must be revised as the process continues. Agency review and approval is necessary as this phase sets the limits, character, and intent of the project. Additional phases will detail and develop the concepts established. Although adjustments will be necessary, major changes can be expensive after initial approvals.
- The *Design Development Phase* includes the preparation of detailed drawings and other data related to building appearance and structural, mechanical, and electrical systems. Construction materials also are presented. At the

completion of this phase, the project should be defined in terms of site organization, room dimensions, space organization, egress, building appearance in elevation (side views of the building), and structural/building systems. Agency review and detailed cost verification is required before beginning technical drawings.

- The *Construction Documents Phase* includes the preparation of working drawings and specifications that describe the construction work in technical detail. In addition to related site work, utility connections, and special equipment, the documents include materials, equipment, workmanship, and finishes required for architectural, structural, mechanical, and electrical work. Conditions of the contract covering responsibilities during construction also are included in the construction documents. The architect assists agency representatives in the preparation of information for bidders, bidding materials, and proposed contract forms. Additional construction cost data is prepared in detail. During this phase, any changes from the approved design development documents should be made only with written approval from the Planning Advisory Group. Changes in estimated construction documents are expensive because of the technical work and coordination that has already taken place. With client approval, the project should be submitted to regulatory agencies. The review should include a plan check (codes/fire), ACA Standards, and applicable local requirements. The architect is responsible for the submission of required documents; however, it is advisable that the Planning Advisory Group remain involved. Physical requirements can sometimes conflict with juvenile justice practices. For example, wire glass in corridors obstructs the view to adjacent spaces.
- With final approvals from the Planning Advisory Group and all applicable regulatory agencies, the project is offered for competitive

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bids. During the *Bidding and Negotiation Phase*, the architect assists in clarifying documents, obtaining bids, researching the qualifications of prospective contractors, or negotiating proposals. It is possible to bid the project while in the approval process. This method saves time, yet may result in changes to the initial contract bid amount. The construction cost will increase when changes required by the review process are implemented. Another bidding procedure is referred to as "fast track." The project is divided into a number of separate bidding packages, with each part covering a certain section of the project, such as demolition and site work, foundations, or structure. Parts of the construction can be started before the design is completed on other parts.

- During the *Construction Administration Phase*, the architect is responsible for the administration of the construction contract. Required tasks include site observations, coordination of shop drawings submitted by suppliers, and review of materials, tests, and "change orders." Change orders indicate alterations or departures from the construction contract, such as additions, deletions, or substitutions. Careful review and monitoring of change orders for their cost and impact on operations is an extremely important task. During construction, the architect attempts to guard the agency against defects and deficiencies in the work of the contractor but does not supervise construction. The contractor is solely responsible for construction means, methods, techniques, sequences, procedures, and safety precautions. The architect is responsible to notify the agency of any failure or unsatisfactory performance.

Certain projects may require services beyond the normal scope of work. These additional services may include:

- Financial feasibility or other special studies.
- Planning surveys, site evaluations, or comparative studies of prospective sites.
- Investigation of existing conditions or facilities.
- Visit facilities that are state-of-the-art in other jurisdictions.
- Research other buildings and programs.
- Detailed estimates of construction costs or detailed quantity inventories of materials, equipment, and labor.
- Interior design and other services required for the selection of furnishings.
- Consultation concerning replacement of any work damaged by fire or services required because of major defects in the work of the contractor.
- Preparation of reproducible record prints of drawings showing significant changes in the work made during construction.
- Providing services after the final certificate of payment is issued.
- Expert testimony concerning any public hearing, arbitration proceeding, or legal proceeding.

During the progression of a project, both the agency's and architect's responsibilities should be clearly defined. As an objective professional, the architect serves as the agency's advisor, agent, and impartial arbitrator. A well-designed, well-managed project will be a credit to the Project Committee who developed and coordinated the program.

## VI.

# SITE SELECTION PROCESS

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Selecting a site for a juvenile facility is a controversial issue that depends on community attitudes, surrounding environments, and a wide range of practical and technical considerations. The selection process is dynamic; when circumstances change, new sites may have to be considered. Therefore, final selection must consider a variety of elements that have been defined and tested. Consistent evaluation and comparison is then possible.

Selection criteria are developed around the goals and objectives of the juvenile system and are designed to ensure the desired result in the new site conditions.

In general, the examination of a potential site for a new or expanded facility should include large-scale planning issues. Location criteria address design qualities that are associated with a particular site. These qualities can be both tangible and intangible, including vehicle and pedestrian access points, neighborhood character, present or future land zoning, work force availability, and political considerations.

### IDENTIFICATION OF CRITERIA

A systematic analysis of each candidate site is undertaken to ensure that major issues are ad-

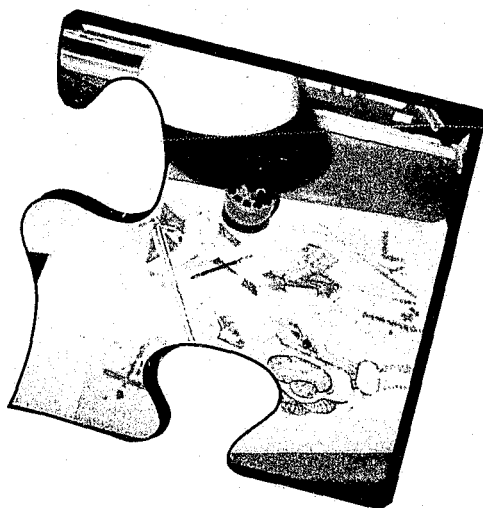
equately addressed. Initially, site evaluation criteria are developed from a comprehensive literature review, site observations, numerous meetings, a study of environmental impact issues, and the investigation of similar site location case histories.

The final site criteria describe not only the qualities necessary to support the activities that will occur on the site, but also the people who will use the site and its facilities. Consideration also is given to surrounding, existing, and future uses, as well as adjacent zoning regulations. Design criteria are expressed in non-technical terms that define community, governmental, or institutional expectations for the prospective locations selected for analysis.

Criteria are generated through "brainstorming" sessions at committee meetings, consultant recommendations, technical requirements dictated by state grants, planning reviews, bond acts, or EIR determination. This process is initiated at early meetings and refined during data gathering and analysis assignment.

### SITE CRITERIA

Sites under consideration are evaluated using a matrix and weighted method that establish sim-



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ilar development issues for each candidate site. The basis for the evaluation is a set of location criteria developed by the planning team.

Each criterion is rated on a scale of (1) to (5), with (5) being an excellent rating and (1) being an unacceptable rating. Also, each criterion carries a weight value of (1) to (5), with (5) being the most important and (1) being the least important. This weight value then is multiplied by the rating to achieve the criteria score for each site.

To illustrate, the following rated evaluation criteria with corresponding weight values were used in a recent study.

- **Physical**—The soil conditions in the area need to be suitable for construction. Bearing value, drainage, flood plains, and water table should be established. The terrain should be fairly level to reduce the amount of sitework necessary. Faults and other natural conditions that may affect the design of a correctional facility on the candidate site should be considered. Exposure, orientation, sun, wind, and views to and from site (desirable and undesirable) should be identified.

*Weight Value 3:* Overall cost to fix poor site conditions is not critical when compared to cost of construction or neighborhood acceptance of the site.

- **Appropriate Zoning**—The zoning must be compatible with the intended use.

*Weight Value 5:* Because of the controversial nature of the function and use of a facility, this criterion is the most important.

- **Land Value Cost**—Land values for each site may vary considerably. A cost range for each general vicinity should be identified.

*Weight Value 3:* Each site must be considered independently and will vary according to market cost versus real value versus available

funds. Agency property, compared to property that must be purchased at market value, represents a significant budget allocation.

- **Size/Configuration**—A size standard should be established based on programmatic needs for each facility with accommodations for parking, recreation, and future expansion, if necessary. The site should be of a suitable configuration, preferably flat, to allow flexibility in design.

*Weight Value 4:* The land area of a new or existing facility is important when anticipating future expansion, open areas for work details, recreation, and natural buffers.

- **Proximity To Other Facilities**—The site should be located near other facilities, such as court and detention, to minimize travel time and required staff.

*Weight Value 5:* This is extremely important when staff costs and transportation issues are considered.

- **Availability of Services (Utilities)**—This site should be located in an area where water, sewer, gas, and electrical services are available or can be provided at a low cost.

*Weight Value 1:* An exception would apply when no services are available.

- **Public Transportation**—A juvenile facility should be accessible to public transportation for the convenience of visitors, as well as those who have limited driving privileges.

*Weight Value 3:* Visitation and work furlough opportunities have been considered.

- **Remodeling of Structures**—If existing structures are present, does the potential exist to reuse the buildings as juvenile or support facilities?

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**Weight Value 3:** When existing buildings are present, economies of scale and reuse potential for nonsecure functions are reviewed.

- **Environmental Impact**—Does the candidate site satisfy the demands of a potential EIS/EIR assessment? Indigenous flora and fauna, site characteristics, transportation, and utilities need to be assessed.

**Weight Value 5:** Extremely important. Without acceptance or mitigation of problem areas, the entire process is disrupted.

- **Staffing**—In general, what are the staffing patterns required by the location of the juvenile facility at each candidate site?

**Weight Value 5:** This criterion is one of the most important design considerations.

- **Adjoining Land Use**—The site used for ju-

venile facilities should be compatible with adjoining land uses.

**Weight Value 5:** Because of the controversial nature of the juvenile facility, this is a critical point.

- **Juvenile Facility Classification**—What is the juvenile offender profile for the facility located on the site.

**Weight Value 5:** This is vital, because the classification of the offender affects the initial construction cost, staffing required, and future life cycle costs.

- **Aesthetics**—General site features such as trees, vegetation, land forms, wetlands, and surrounding vistas should be carefully considered.

**Weight Value 3:** Perhaps more important is the consideration of views from off site and the visibility of a juvenile facility.



## VII.

# BUILDING AND STAFFING COSTS

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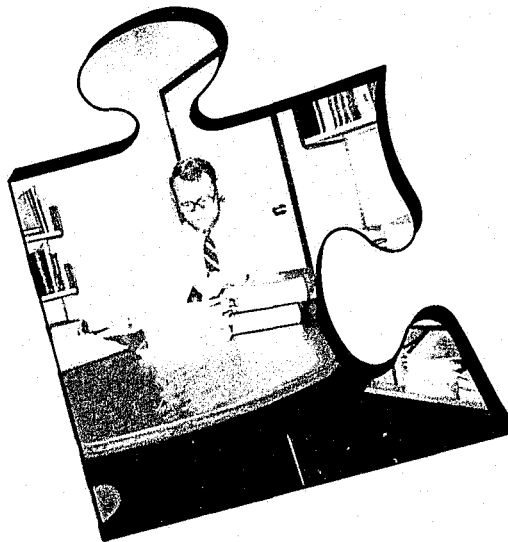
As previously stated, it is important to have an architect included in the planning process as soon as possible. It is important that the architect provide the juvenile administrator with a statement of probable costs for each stage or phase of the programming and planning process of the project. It is not unusual for an architect to overlook the preparation of cost estimates during the different planning phases, but failure to provide the client or agency with cost estimates during all phases of planning can only result in disaster. It is extremely important, therefore, that the agency requires timely cost estimates throughout the planning process.

Cost estimates can be prepared by an experienced architect, provided that it is a part of the contractual services. It is common for the agency to employ its own consultant or have persons on staff to provide the architect with estimates of construction costs. With a consultant, this is usually an extra service that is paid by the agency. A professional estimator should work with the architect during the planning process and should keep the architect informed of estimated costs as the project progresses. The advantage of this method is that the agency has a better under-

standing of and control over the project, including final costs.

Often, changes in planning during the design process and preparation of construction documents affect the final cost of construction. Unless strict control is exercised by the agency, costs can easily skyrocket beyond budgetary limits. At that point, the only alternatives left to the agency are to continue building at the higher cost or to change the building design to reduce costs. Changing the design usually results in an unsatisfactory solution. Quality materials are compromised for less costly ones, spaces or entire components might be left out of vital areas, and less costly mechanical and electrical equipment are reduced to "bare bones" systems. By exercising cost controls over the planning process, an experienced, competent architect will avoid the pitfalls of inaccurate estimates.

It is very important that lines of communication between the operating agency, the staff, the architect, and the consultants are understood. Pitfalls can be minimized, if these elements are in place at the start of the programming and planning process.



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## LIFE CYCLE COSTS

Estimating life cycle costs of new or remodeled facilities should be undertaken in the early planning stages. To arrive at estimated life cycle costs, the architect, consultant, or staff must consider all items of cost that will be a part of the completed building. Additionally, the architect also should estimate the operating costs in relation to staffing, mechanical equipment, preventive maintenance, and all the other items involved in operating a juvenile facility.

Annual analysis of all the factors that make up life cycle costs allows the project committee and the Planning Advisory Group to reach an estimated total. Elements of total life cycle cost include the initial cost of fees to design the center, construction costs, and agency costs for administering and coordinating the components involved in planning a juvenile facility.

Additional life cycle costs include financing, interest carrying charges, energy consumption, maintenance of the building, and its equipment. Other costs associated with operations during the life cycle of the facility include staffing, food costs, clothing, and replacement cost of short life items. The largest life cycle cost is staffing requirements.

It is important for the architect to understand staffing procedures and where 24-hour posts will be located. Extra staff positions added at the completion of the building can be very costly over the life of the facility.

A specific example of the way planning will affect operating costs is when sight lines between juvenile rooms and dayrooms have a restricted view and require additional staff. This will directly affect life cycle costs and impose a severe impact on the agency's staffing budget. Therefore, it is mandatory that the architect design a juvenile facility making use of the best cost information available at the time of the preparation of construction documents. The architect and cost consultants should analyze each piece of

equipment and material before selecting those that will form the completed building. The materials and equipment should be durable and have a low maintenance cost.

Other factors affecting life cycle costs are the location of the center and what impact weather has on operating costs. Energy requirement estimates are approximately 13% of life cycle costs. Therefore, the architect must examine and obtain cost estimates of different building materials, equipment, mechanical and electrical systems, insulation, exterior wall construction, exterior windows, and roofing materials. Planning should begin only after the survey of these factors.

## FACILITY COSTS

Operations and construction costs for juvenile facilities vary and are difficult to analyze. The amount of security, program, staffing, and costs covered by other agencies (i.e., education by the local school board) reflect those costs. It is estimated that operational costs (costs per juvenile per year) fall into the following ranges in 1992:

- Secure Training Schools—\$30,000–\$85,000 annually (\$50,500 avg.)
- Secure Detention Centers—\$25,000–\$75,000 annually (\$50,000 avg.)
- Non-Secure Residential—\$15,000–\$40,000 annually (\$27,500 avg.)

Construction costs per bed also vary. Comparative analysis of costs among different juvenile facilities is frequently done in an attempt to answer this question. For example, in 1991, building construction costs (without extraordinary conditions, site utilities, soil problems, equipment, furnishings, professional fees, testing, land costs, agency overhead, etc.) varied according to geographical location, building classification, and construction materials.

### Per Bed Construction Cost

Area/SF	Classification of Facility	Cost per Bed
\$115 to \$145	Secure Training School (no toilets in sleeping rooms)	\$45,000 to \$65,000
\$165 to \$225	Secure Detention (toilets in sleeping rooms)	\$75,000 to \$95,000
\$85 to \$110	Non-Secure Residential (i.e., group home)	\$25,000 to \$45,000

Cost comparisons with facilities that are of similar size and type can be somewhat helpful in estimating a range of costs for a proposed facility. However, these comparisons should only be used to provide a general guideline of costs, given the lack of uniformity that exists among juvenile facilities.

The facilities surveyed provide a secure setting and program spaces for 36- to 150-bed facilities. In temperate climates where interior circulation space can be minimized, a "rule of thumb" planning area equal to 450 square feet per bed will determine an approximation of the total building area. For example, a 36-bed training facility in Nevada, 450 square feet by 36 square feet, would equal 16,200 gross square feet. When a gymnasium and internal corridors are required, the area required for the building's efficiency ratio (net useable space to gross construction area) is increased. Planning for building in cold climates with added program space should consider 650 to 750 square feet per bed to determine the facility size.

Also, comparing costs among juvenile facilities, especially when they are in different jurisdictions (e.g., different states), can be misleading. For example, one facility may reflect medical and educational services as a part of its operational costs. Another juvenile detention facility may have these services provided through another source, so the costs would not be included in the facility's budget. Therefore, a comparison of the

costs of operating both facilities would be misleading. Additionally, licensing regulations regarding the operation of juvenile facilities vary from state to state.

Finally, facility costs create a planning dilemma, because the forecasting of future building and associated development costs is extremely difficult. Many of the mandated requirements for juvenile facilities create definite cost consequences. For example, a "time out" or confinement room must have a secure toilet (approximately \$2,000) versus a commercial-grade toilet (\$350). When the steel door (\$450 versus \$85 for commercial-grade, solid core wood) is locked (\$800 for security, non-electric lockset versus \$125 for commercial grade hardware), the materials must satisfy the Uniform Building Code Type I and II requirements, which essentially mean a four-hour rated construction assembly. The only way to achieve this rating is to build with concrete block, poured-in-place concrete, or gunite. Concrete block walls cost approximately \$9.50 per face square foot. Sheet rock or gypsum board walls with a plywood backup attached to steel or wood studs cost approximately \$7.50 per face square foot.

Further, definition of the costs of the security light fixture, call button/speaker, mechanical grills, window frame, and window glazing lead to more comparisons of the extreme cost of a secure environment.

The potential variation in the cost of a new

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or remodeled facility, therefore, requires an understanding of the previous planning decisions and a clear direction regarding the rating, classification, or use of the project.

### STAFFING THE JUVENILE FACILITY

Staffing easily represents the largest share of the total expenditures required to operate a facility. Personnel costs associated with the operation of the facility will normally exceed the cost of construction within a relatively short period. It is essential that the design of the facility maximizes efficient use of staff, so that personnel costs do not increase due to inefficient facility design.

Even the most well-designed facility cannot compensate for substandard staff levels. Staffing projections and costs associated with those projections cannot be an afterthought to the remainder of the planning and design process. Accurate staffing projections and costs need to be developed early in the process as a part of a comprehensive design package. Incorporating staffing requirements into the planning process help ensure funding will be available to operate the program adequately once it is ready for occupancy.

### DEVELOPING STAFFING PROJECTIONS

Staffing projections for the facility should address how the following services will be provided: Security/Juvenile supervision, counseling, medical, educational, recreational, food service, laundry, maintenance, and administrative.

Estimated staffing levels should include the total number of staff necessary to operate the facility. Costs associated with staffing also should account for relief factors, vacations, lost time due to illness or injury, overtime, or other unanticipated absences that will add to total personnel costs.

Projections and costs for direct-care staff (those staff whose primary responsibilities require direct, ongoing personal contact with residents) should be made on a formally established client-to-staff ratio, which is based on a risk-classification system. Depending on the size of the facility and the demographics of the population, the client-to-staff ratio may vary within the facility.

Carefully developed staffing projections will reflect the mission and goals of the facility. Proper attention to staffing requirements throughout the planning process is a critical factor in determining how well the juvenile facility operates once constructed.

## VIII.

# DESIGN AND DEVELOPMENT

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### DESIGN OF JUVENILE FACILITIES

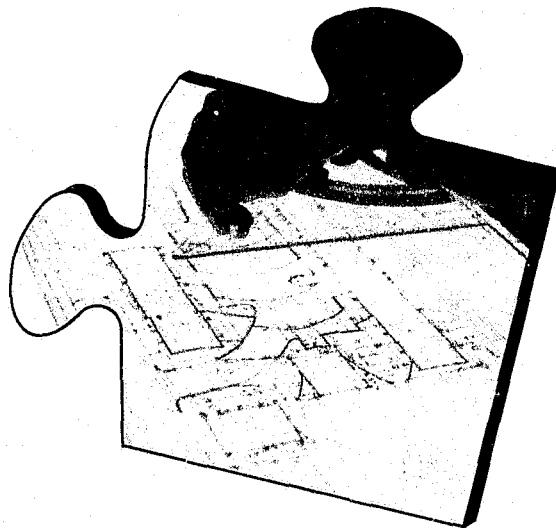
The architecture and design of juvenile facilities have become important elements in the total scheme of juvenile justice planning. Buildings cannot be viewed simply as shelter from the weather. The physical attributes of space, such as light, color, noise, and texture, and the interrelationship of space and elements, all play a role in determining how efficient a building functions as a tool for potential rehabilitation.

The philosophy underlying the design of juvenile residential facilities has been dominated by a custodial response to juveniles having adolescent, family, and legal problems. In spite of continuing evidence of the often inappropriate nature of a custodial response, some facility designs have changed little in the last 50 years.

The major catalyst for "new generation" designs is the passage of the 1974 Juvenile Justice and Delinquency Prevention Act, which prohibits the use of adult jails as a custodial alternative for juveniles. The passage of legislation to remedy the problems of juvenile delinquency has been directed principally toward changing the traditional response of institutionalization. Schools, parents, police, and the community at large have

been moved by this new philosophy to reexamine their perceptions of juvenile delinquency and their methods of dealing with "socially undesirable" behavior from juveniles. Research documentation, interwoven with legal concepts and informed opinion from national leaders in the field, has provided a sound basis for this reexamination. Completed facilities demonstrate that it is possible to provide low-profile security and control in a self-contained, residential setting that is responsive to the needs of juveniles without resorting to severe architectural barriers and constraints, and without jeopardizing community safety. Furthermore, it is possible to develop a facility of this sort in an efficient manner so that it does not pose unnecessary financial constraint for the jurisdictions involved in its construction and operation.

Staff-intensive and program-intensive control appear to provide partial solutions to the problem of construction expense. With the reduced risk of juveniles behaving destructively or attempting to escape, the construction of the building will not need the traditional security configuration and materials, which now yield construction costs in excess of \$175 to \$200 per



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square foot. Historically, juvenile facilities are designed to secure the entire building against the most destructive juveniles, though few behave in such a fashion. The unfortunate result has been a proliferation of over-restrictive environments that permit little or no room for innovative programming. In this respect, the buildings often interfere with the staff's programmatic goals.

Many juveniles who require restrictive control at the time of arrest and/or admission exhibit offensive behavior only temporarily. As the situation calms and fears are lessened, continual restraint becomes unnecessary. Furthermore, as juveniles become accustomed to their situation, outbreaks and "acting out" episodes often are reduced in number, if not eliminated. Usually such occurrences can be handled by segregating the offender from the rest of the population, perhaps under supervision. It is unnecessary to construct entire facilities for such isolated occurrences, especially for programs designed to encourage responsibility and control via staff support.

Flexibility is a major facility requirement. This should be reflected in the diversity of room arrangements and furnishing schemes. Dividing the residential area into separate and identifiable units, using natural lighting, unit controlled ventilation, varied spaces, and natural textures, provides a responsive, person-oriented environment.

If a facility geared to juveniles is to be effective, it must be responsive to their needs. It is important to remain aware of the effects of the physical environment on the psychological and social needs of juveniles.

Standards have been developed that specifically address these issues. Some of these items include:

- Accenting differences in the building through varying spatial characteristics, room shape, lighting, floor level, ceiling heights, etc.

- Allowing for a mobile furniture layout. Furniture does not need to be uniform in color or type and should vary from room to room.

- Using a variety of textures, colors, and patterns for walls, floors, furniture, drapes, shades, and finishes.

With proper classification of confined juveniles, a thoughtful interior/exterior application using "non-institutional" materials is possible. Buildings that separate those who are disruptive or security problems can reduce the level of materials used when the need to anticipate assaultive behavior is a factor. Construction costs can be dramatically altered, and a more personalized atmosphere also is possible.

Finally, the architectural layout must anticipate change. Program profiles of the juvenile, funding, legislative mandate, and the physical surroundings are all subject to major changes. Barriers in the form of walls or hard edges should be minimized in a new facility. Design flexibility must be developed.

## FACILITY OPTIONS

If juvenile justice professionals are asked to describe the character and purpose of contemporary detention and corrections facilities for young people, there will be many different responses. Some will emphasize security concerns, while others point to the benefits of extensive daily programs. Half may respond to the large number of beds, and the other half may reply that there are not enough beds for all the juveniles. Though many will identify and support the security aspects of residential custody, many more will detail the potential for therapeutic intervention in residential settings.

Are we talking about the same thing? Strangely enough, we are. The differences of opinion about what juvenile facilities are, and

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what they could and should be, are the direct result of ongoing changes in the juvenile justice system. The juvenile population served by residential programs is changing, and facility operators find themselves hard pressed to keep up with all the latest changes that affect facility-based operations.

To begin, modern day facilities are far more specialized than they once were. Training schools, once repositories for homeless and abused children alongside delinquent offenders and "disobedient" juveniles, now focus on the delivery of rehabilitative services within the context of security-based care. For the most part,

status offenders and non-offenders, and even fewer serious delinquent offenders, are handled via less restrictive community-based programs. Similarly, secure preadjudicatory detention now is reserved for juveniles allegedly involved in more serious offenses. This is not to imply that runaway or other status violators never find their way through detention center doors, such placements continue to occur although they are becoming less common.

We are currently finding greater stratifications of juvenile facility types and services—each geared to a particular segment of the juvenile population and behavioral (or risk) category.

## IX.

# ELEMENTS OF JUVENILE FACILITY CONSTRUCTION

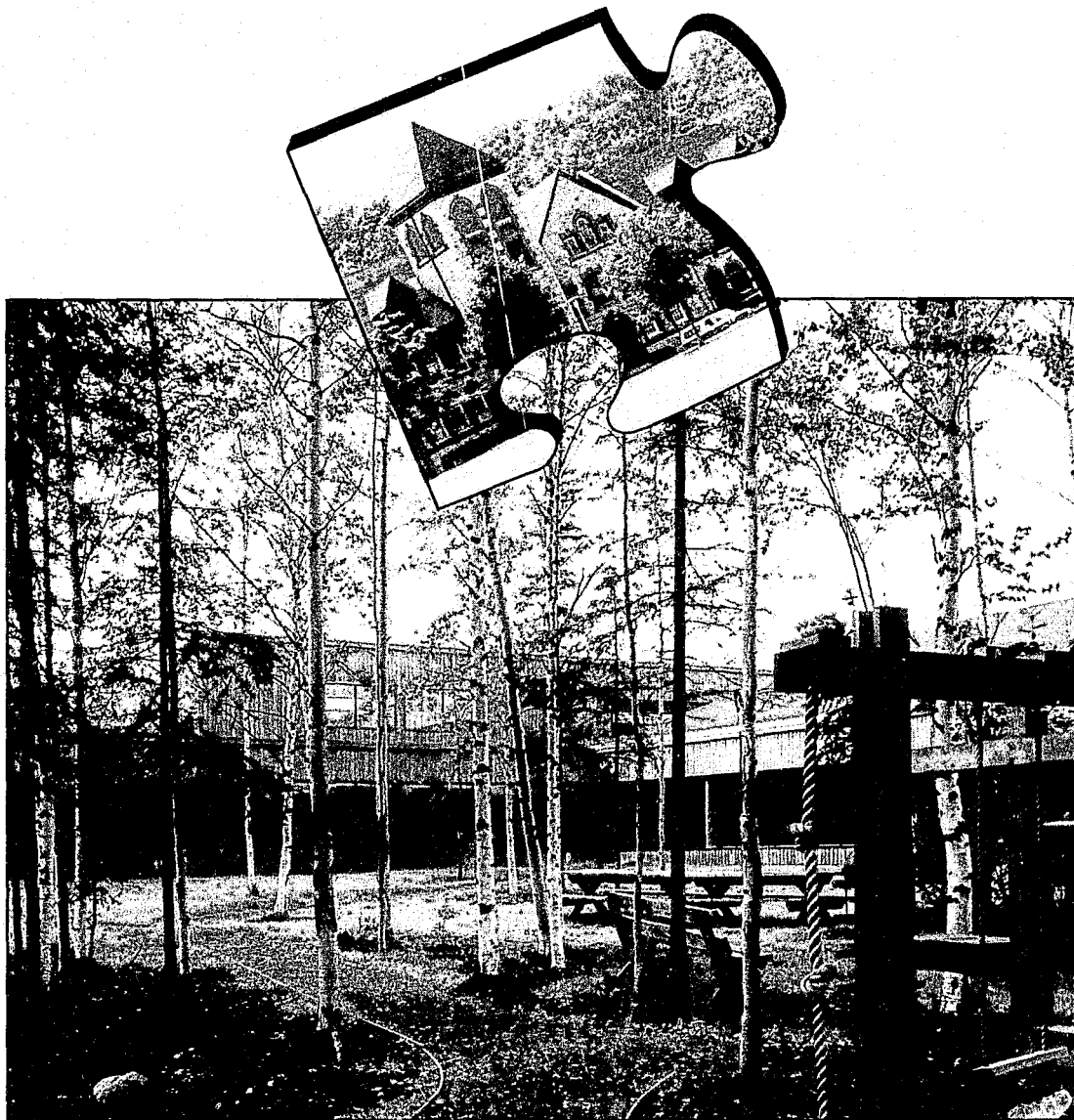
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### FACILITY OVERVIEW

As stated in the introduction, juvenile justice facilities fall into three major types. Long-term secure facilities, or training schools, are frequently large, multi-structured facilities in a campus setting. Short-term secure facilities may be comprised of a single structure containing housing, juvenile services, administrative, and program spaces. Community residential facilities are

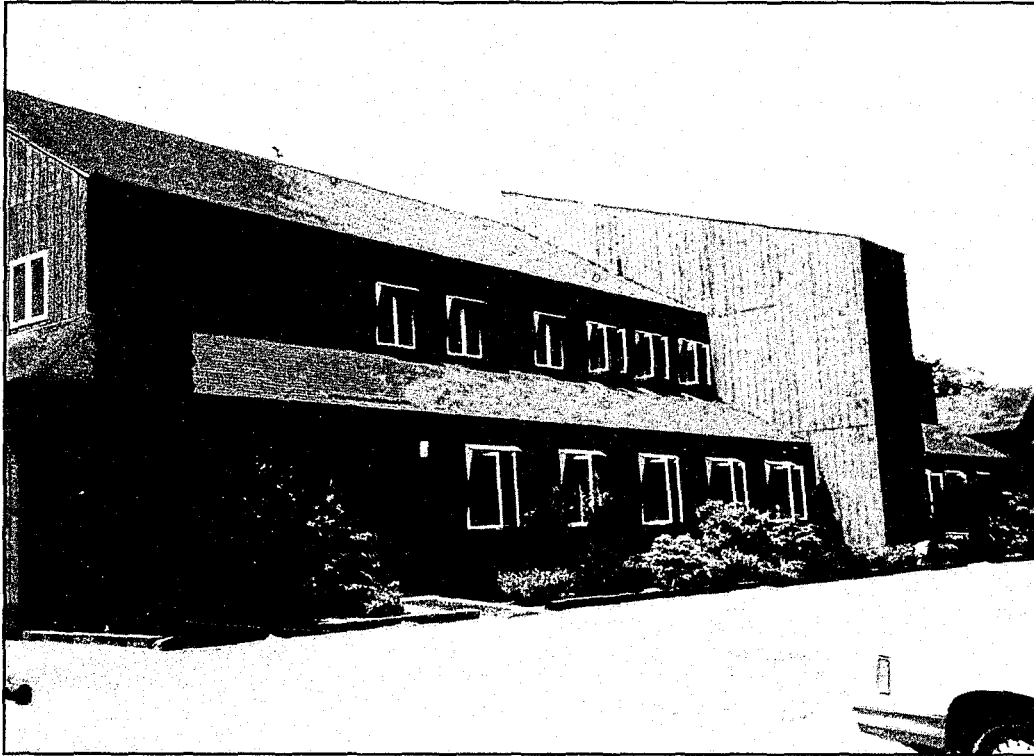
normally smaller facilities integrated into the community they serve and utilize many of the programs available within those communities.

Regardless of the type or size, juvenile justice facilities share requirements for architectural spaces and features in meeting the space needs of the services and programs they provide. The remainder of this handbook discusses those spaces and features.



*Campus Setting*

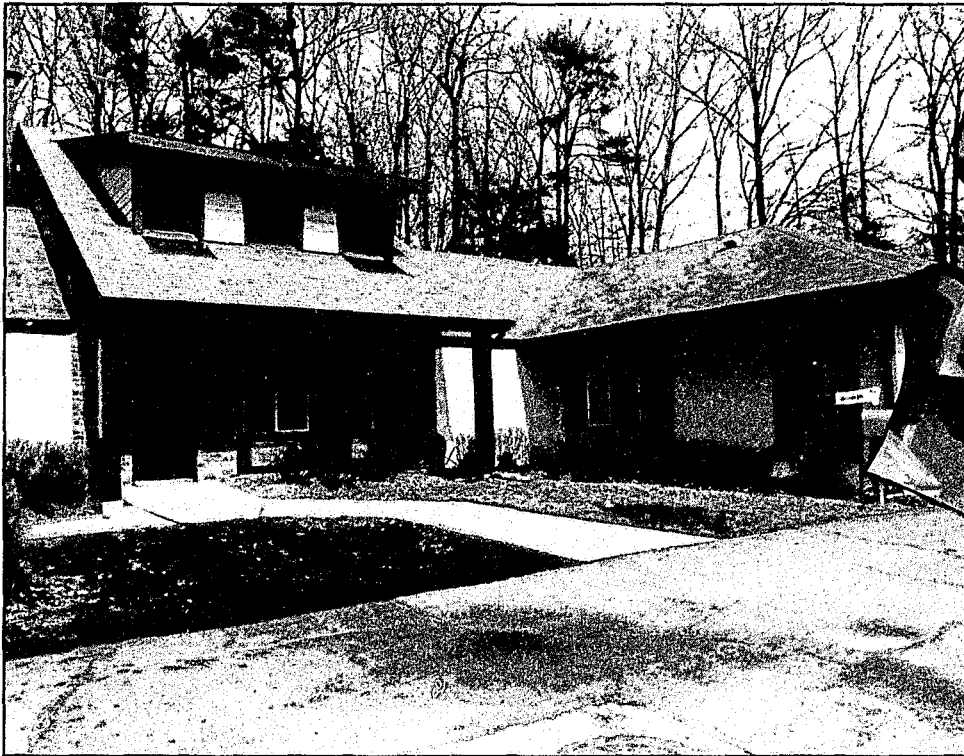




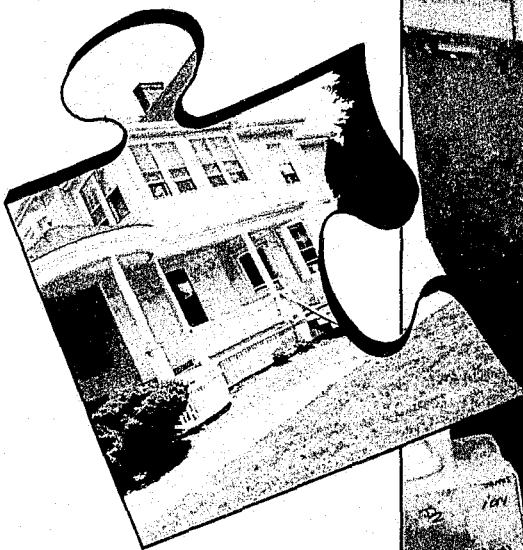
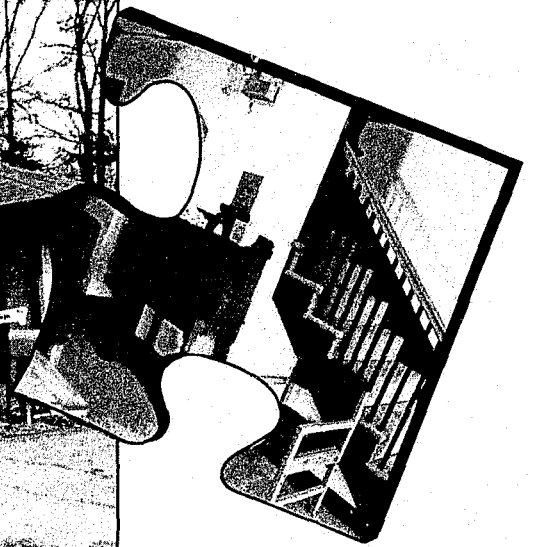
*Forestry Camp*



*Training School*



*Exterior of Community Residential Facility*



*Interior of Community Residential Facility*



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## JUVENILE HOUSING

### *Individual Rooms*

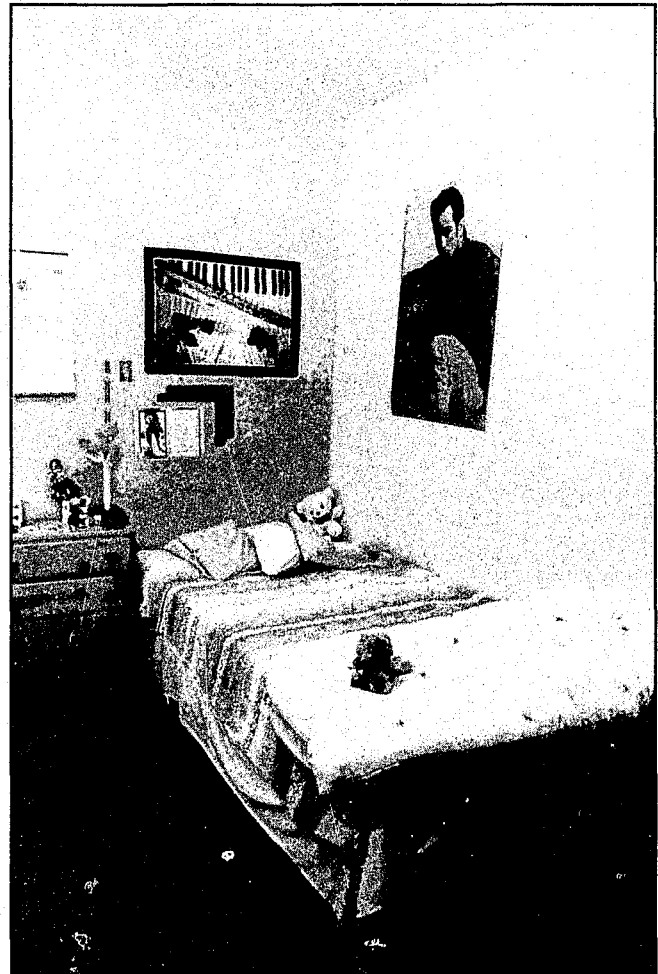
Single occupancy rooms are preferred in juvenile facilities, although the Third Edition of the American Correctional Association's *Standards for Juvenile Training Schools* (long-term secure facilities) and *Standards of Juvenile Detention Centers* (short-term secure facilities) permit up to 20% of housing to be in multi-person rooms. The *Standards for Juvenile Community Residential Facilities* endorse single or double occupancy rooms to "afford some degree of privacy."

### *Types of Rooms—Dry Rooms*

Juvenile community residential facilities should be designed, as nearly as practicable, to convey the feeling of a family home. To this end, sleeping rooms should be similar to a residential bedroom and should be furnished accordingly. Toilet facilities are not normally provided in these rooms. Since these are non-secure facilities, doors are not locked to restrict juvenile movement.

Regardless of the type of facility, ACA Standards require unassisted access to toilet facilities 24 hours a day. As a result, "dry" rooms, or rooms without toilet facilities, in long-term secure facilities and short-term secure facilities can comply with the standards only when the doors are not locked, and toilet facilities are provided elsewhere within the living unit. (This unrestricted access may require additional supervision to monitor juvenile movement to and from individual rooms.) However, if dry rooms are incorporated into the facility program, they should contain:

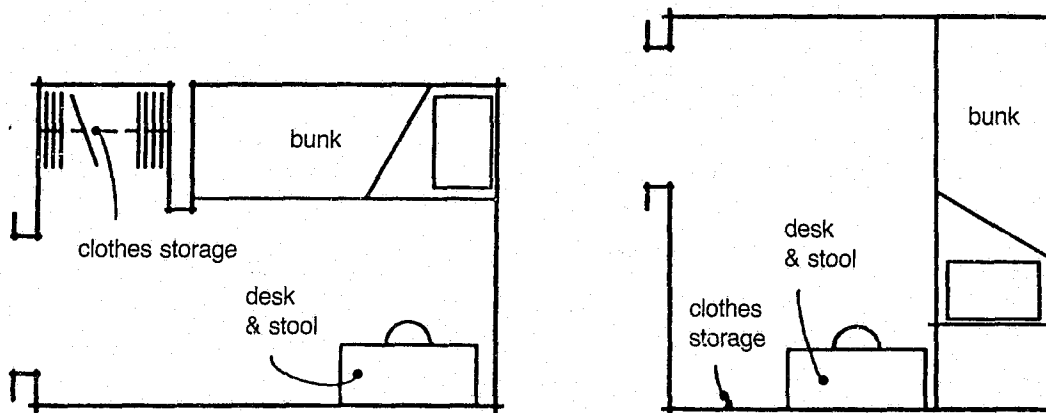
- a bed,
- a desk with appropriate seating,
- a closet or other provision for storing clothing,
- natural light, and



*Sleeping Area of Community Residential Facility*

- adequate, secure ventilation.

It should be noted that desks and chairs are not essential in the sleeping rooms of short-term facilities. Some administrators believe that desks and chairs are not essential in any sleeping room, since the room will be used only for sleeping, and the remainder of the juvenile's time will be spent in programs or in the dayroom. Appropriate facilities for writing or studying should be provided elsewhere within the living unit. The provision for a chair within the sleeping room should still be considered to provide a place to sit other than the bed.



*Two Possible Dry Room Configurations*

However the room is furnished, it should have an open space of 35 square feet unencumbered by the above items in their operational positions. (Rooms designed for double occupancy should contain 70 square feet of unencumbered space in addition to two beds, two desks and seats, and separate storage spaces.) This space should be at least seven feet in one dimension, permitting the resident some freedom of movement within the room. Additionally, this space is large enough to minimize feeling confined in a too-restrictive space.

While not specifically addressed by ACA standards, careful consideration should be given to the height of rooms. In addition to their importance to the juvenile's perception of the room, ceilings (like all other items within the room) must not provide opportunity for self-injury, suicide, or provide the juvenile with a weapon to injure others.

Construction materials should be chosen carefully with consideration given to provide suicide prevention, texture and color, as well as initial cost, maintenance, and durability. Variations in texture and use of a contemporary palette of colors provide both a more pleasing and a less "institutionalized" environment.

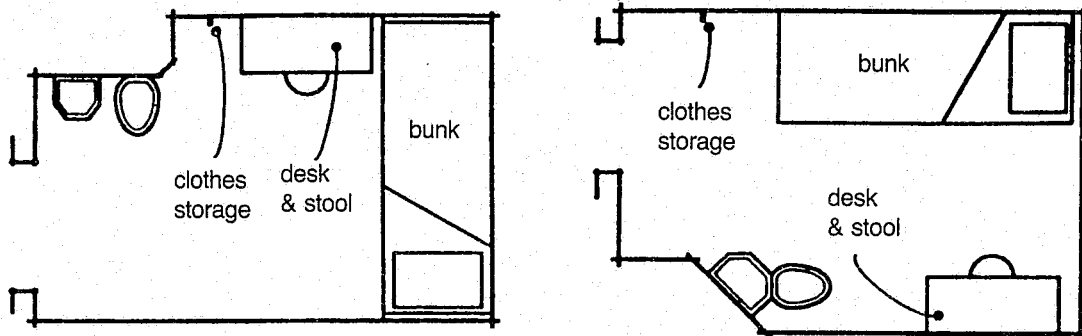
### ***Types of Rooms—Wet Rooms***

"Wet" rooms, or rooms with toilet facilities, should have all the fixtures and utilities of dry rooms previously discussed. In addition, each room should contain a toilet and wash basin with hot and cold running water. These are commonly combined in a single fixture mounted to a plumbing chase that provides access to shut-off valves for each room and clean-outs. Full height doors opening from the dayroom or other adjacent space are preferred for access to the chase in lieu of crawl-through access panels. The provision of lighting within the chase will ease inspection, as well as maintenance and repair.

It is, of course, possible to have individual sleeping rooms with wash basins but without toilets. These are still dry rooms. Since this arrangement requires plumbing to each room anyway, consideration should be given to incorporate toilets to complete the requirements for wet rooms.

### ***Room Elements***

Furnishings, light, ventilation, utilities, and other items provided in a juvenile's room must be carefully selected or designed to ensure both



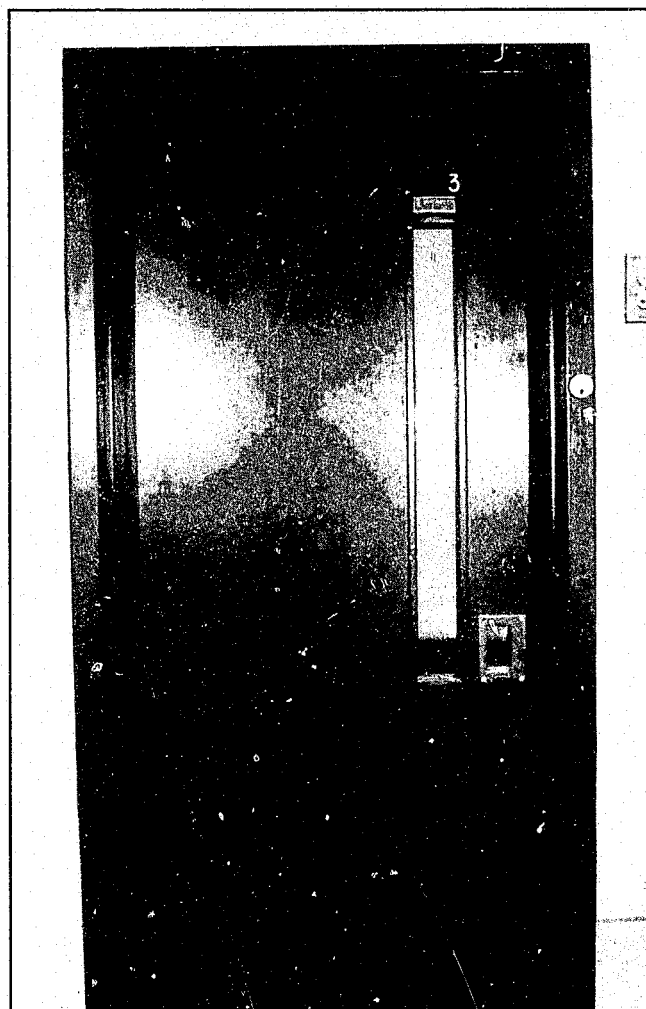
*Two Possible Wet Room Configurations*

minimum maintenance over the life of the facility and, as previously mentioned, to provide the least opportunity for suicide or injury to the juvenile or others.

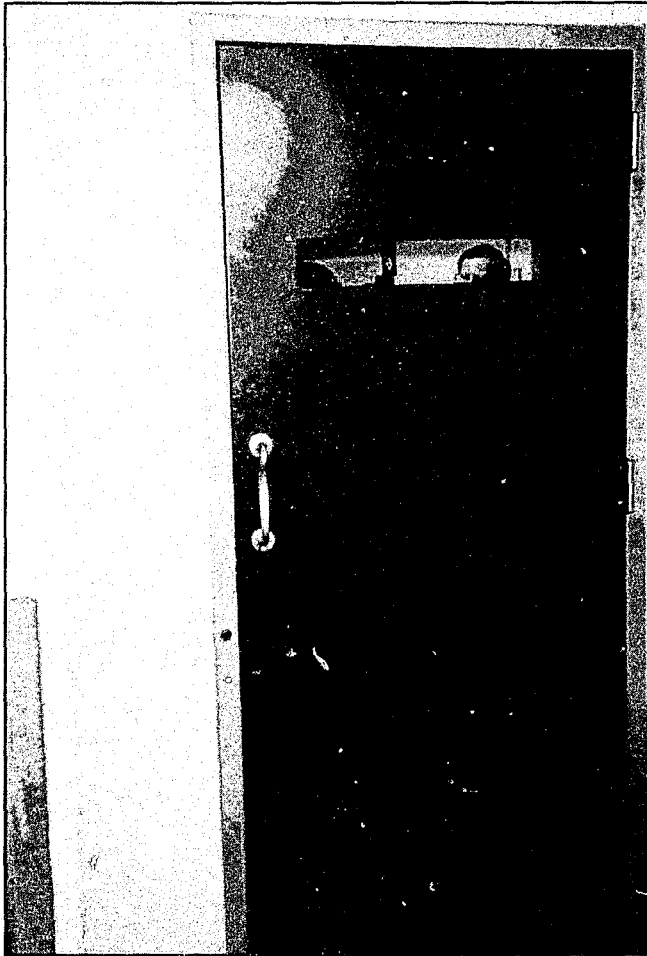
### **Doors**

Doors to juvenile rooms in secure facilities should have significant vision panels, at least 100-square inches (refer to applicable building codes) to allow visual supervision and staff/juvenile communication of all parts of the room without opening the door. Glazing should be with secure materials, such as glass-clad polycarbonates, to eliminate the possibility of injury from broken glass.

Opinions differ on the proper direction of the door swing from juvenile rooms. Some correctional officials insist that doors swing out to prevent the juvenile from wedging the door closed and thus prohibiting staff entrance. Time lost in gaining access could be crucial in a suicide attempt or other life-threatening situation. Others believe that an inward swinging door provides less opportunity for the juvenile to elude staff members in a struggle and less opportunity for the door to be shoved into a worker's face when it is unlocked. Inward swinging doors also are less likely to suffer damage when being kicked by a hostile juvenile in the room, because the door is forced against the stop of the frame rather than



*Vertical Door Window*



*Horizontal Door Window*

placing all the force on the locking mechanism. Whichever direction the doors swing, hinge pins must be on the exterior or unremovable and designed to prevent attachment of a noose. If doors swing in, it is extremely important that no moveable equipment that might be used as a barricade is provided in the room.

Metal doors have long been the accepted standard for secure applications. Many facilities today, however, are using solid core wood doors for ease of maintenance and to provide a less institutionalized appearance. Either type of door should utilize sound-deadening strips or pads on

the frame, and metal doors should be fabricated with sound-deadening cores to reduce noise.

### *Beds*

Beds in juvenile community residential facilities should be items of loose equipment rather than built-in so that the room will more closely simulate a residential bedroom.

Raised concrete sleeping platforms are preferred over steel-framed beds in secure facilities. They are more permanent, ease housekeeping chores, and eliminate the possible hazards of steel-framed bunks. The platform should be located at least six feet from the door to prevent



*Concrete Block Bed*



*Concrete Desk and Seat*

juveniles from kicking the door while seated on the platform.

Steel-framed beds also are used in secure juvenile facilities. When used, care should be taken in detailing the anchorage, as well as in the selection of the bed itself, so that no opening or projection is provided that might be used for the attachment of a noose. Secure anchorage also is essential to prevent the bed from being torn from the wall and, perhaps, used as a weapon.

#### ***Desks and Seats***

In non-secure community residential facilities, the desk and chair should, like the beds, be items of loose equipment, such as might be found in a private home.

In secure facilities, a sturdy desk and stool anchored securely to the floor (or wall) provides the juvenile with a study area. As an alternative to a stool, the desk is sometimes located near the bed, which may be used as a seat.

#### ***Mirrors***

A mirror should be provided in all juvenile sleeping rooms to aid in personal grooming. In secure facilities, the mirror should be non-breakable and should be attached to the wall with security-type screws.

#### ***Clothes Storage***

The amount and type of space required for storing clothes depends on the type of facility. Juveniles in community residential facilities need a closet or locker in which to keep items of clothing and other personal items. In selecting options to be used for storing clothes, suicide issues should be of primary concern.

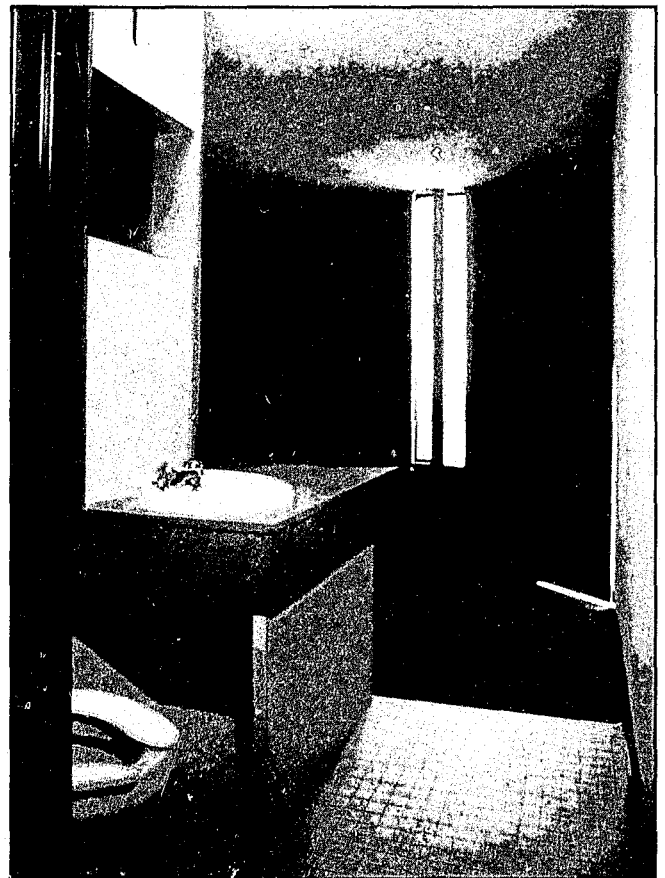
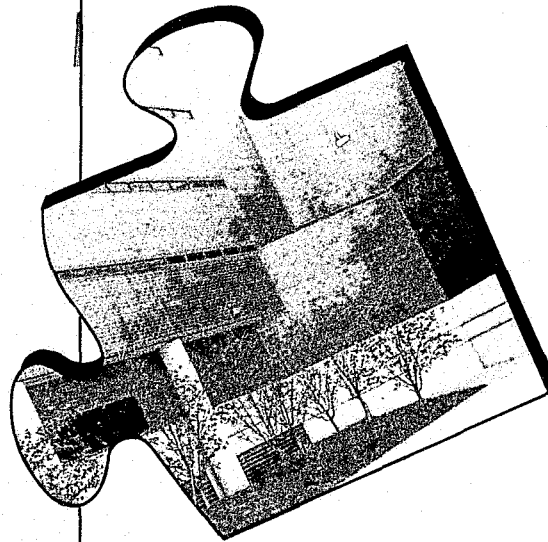
#### ***Windows and Artificial Light***

Natural light must be provided by a window from the room to the exterior or from a source within 20 feet of the room. In community resi-



*Horizontal Room Window*

dential facilities, the windows, like all other items in the room, should be similar to those used in a typical bedroom. Like doors, windows in secure facilities should be glazed with materials chosen for security and to prevent possible injury from broken glass. Windows should be designed without horizontal or vertical bars that might permit the attachment of a noose and promote a feeling of being caged. Window frames should be flush with vertical surfaces. Where possible, windows should permit natural ventilation (particularly important in the event of a power failure). Window location should not permit communication



*Vertical Room Window*

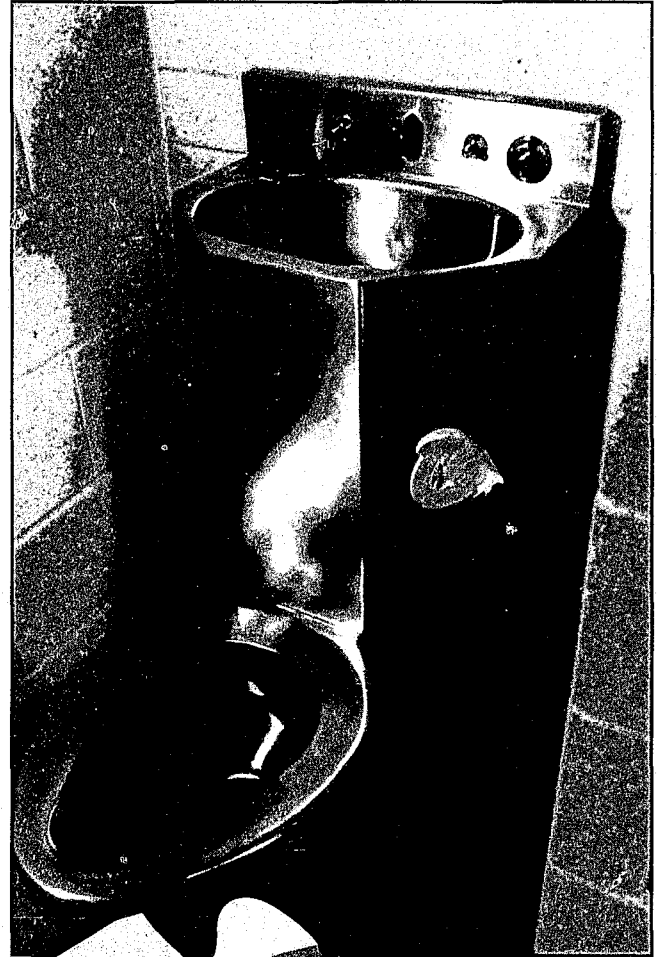


between the room occupant and outsiders. When windows are required to be opened, special operating equipment must be considered.

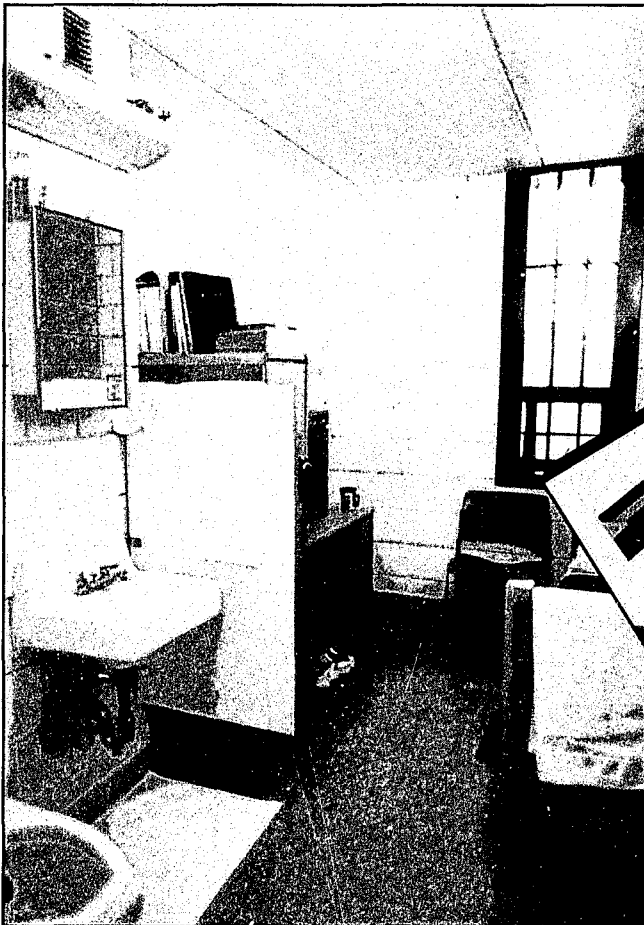
Artificial light also must be supplied (20 foot candles minimum) at the desk and grooming areas. Attention should be given to the selection of vandal-proof fixtures and their mounting. Provision of night lighting of approximately two foot candles at bed level will ease supervision without disturbing the juvenile.

### *Ventilation*

Mechanical ventilation with good air circulation should be provided in all living areas. If no natural ventilation is provided, air conditioning is essential and should be connected to back-



*Combination Stainless Steel Fixture*



*Individual Porcelain Water Closet and Basin*

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up emergency power. It is essential that ventilating and/or air conditioning systems and their components cannot be used to inflict injury to the juvenile or staff. Supply air grills should be securely mounted as high as possible to prevent intentional blockage of the air flow or removal of all or a portion of the grill for use as a weapon or for suicide. Grill openings should not be any larger than one-eighth of an inch, and frames should be flush with the wall.

### *Plumbing Fixtures*

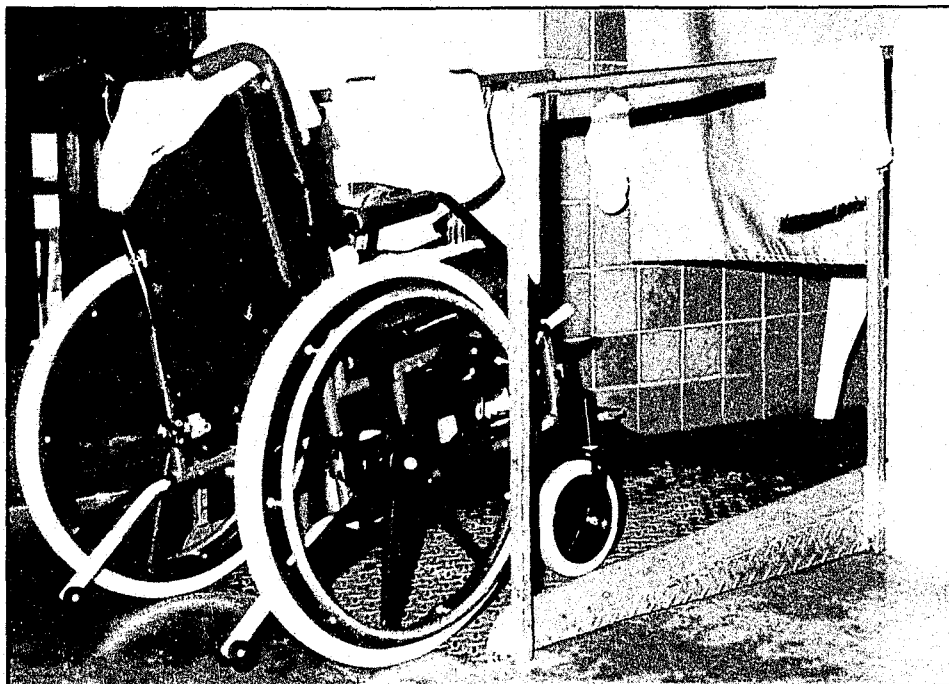
Water closets and wash basins or combination fixtures within individual wet sleeping rooms should be mounted at least six feet away from the bed or sleeping platform to prevent kicking the fixture(s) while seated on the bed. While more expensive, use of a combination stainless steel fixture is recommended in secure wet rooms. Since this fixture requires less space, some reduction in gross area is possible, but its major

advantage is its ability to withstand rough use over a period of years. Only in non-secure or community residential facilities should individual porcelain fixtures be used. Drinking fountains without protruding mouthguards should be used. Drain slits that can be used to attach a noose should not be used.

As stated in the discussion of wet rooms, plumbing fixtures should be mounted on a chase that provides easy access to utility connections. Hot water should be temperature regulated to prevent scalding. Floor drains should be incorporated in the design or other provisions made to prevent flooding of the room.

### *Handicapped Rooms*

Rooms that will house handicapped juveniles must be designed with special attention to their unique requirements. Mounting heights and positioning of furnishing and plumbing fixtures, provision of grab bars, doors, their hardware and



*Handicapped Shower Stall*



*Dormitory Style Sleeping Area*

approach areas, as well as the entire path of exit, must be designed to comply with local, state, and federal standards. The configuration of unencumbered space is especially important to a juvenile in a wheelchair.

### ***Dormitories***

Because they are unable to provide the desired privacy, dormitories are strongly discouraged. Beyond the limitation of housing of not more than 20% of residents in multi-person rooms, the *Standards for Juvenile Detention Facilities* limits the size of living units to not more than 25 occupants. When sleeping areas house more than four persons, they should be divided by partitions.

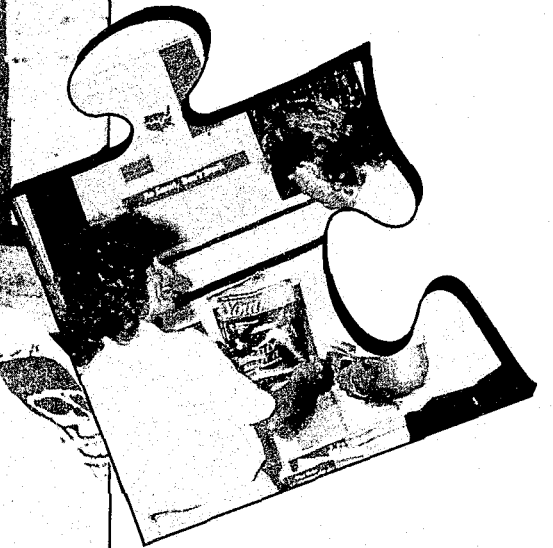
Fixtures for each dormitory occupant should be the same as discussed for individual dry

rooms. The same provision for 35 square feet of unencumbered space also applies for each occupant. Unrestricted access to toilets and lavatories must be provided with fixture counts complying with ACA Standards or building codes where they are more stringent.

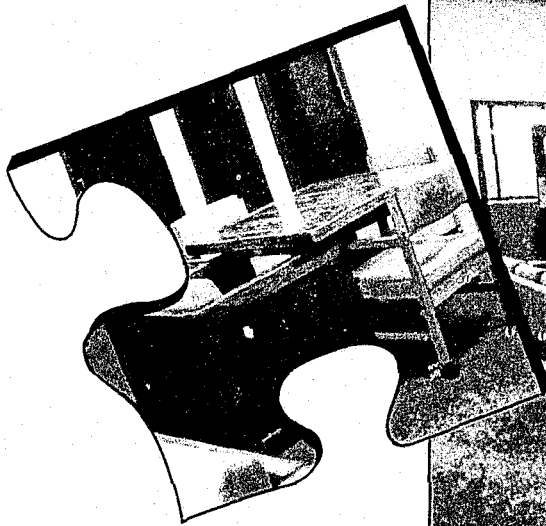
Noise levels are of concern throughout juvenile facilities but are especially important in dormitories and should be considered carefully in the design process. (A 45 dBA limit on nighttime noise levels in housing units is required in juvenile standards.)

### ***Dayrooms***

Dayrooms should be provided immediately adjacent to the sleeping areas in all juvenile living units. The dayroom should be separated from the sleeping room(s) by a floor to ceiling wall and



*Staff Interaction with Juveniles*



*Dayroom*



*Dayroom Control Station*

contain at least 35 square feet of floor space for each juvenile expected to use the dayroom at one time. Since the dayroom will serve multiple functions, it may be appropriate to divide the space. One area might be set aside for quiet activities with another set aside for more active programming. The layout of the dayroom should take into consideration the special requirements of the handicapped and allow them to participate in activities.

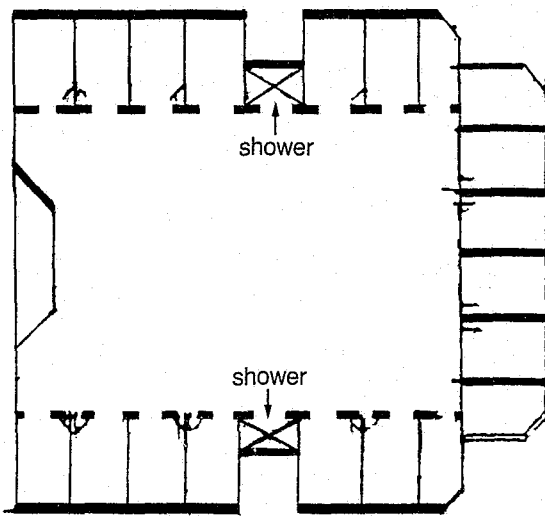
Whatever the configuration of the dayroom space, the design should maximize the staff's ability to supervise the juveniles. In addition, interaction between staff and juveniles is especially important and should be encouraged rather than hindered by the layout of the living unit. Large, comfortable control stations in living units are discouraged. In less secure facilities, the control station is unnecessary, while in more secure facilities, smaller control stations will prevent staff from congregating. Either no control station or a small control station is preferred.

The dayroom is the heart of the living unit and should be furnished with sturdy, but comfortable seating, receive plenty of natural light, and be well ventilated or air conditioned. As in the sleeping rooms, careful selection of materials to permit varying textures and colors will enhance the juvenile's perception of the space and the facility. With materials now available, all dayrooms should be warm and comfortable.

#### ***Showers and Toilet Facilities***

Showers must be provided within each living unit of a juvenile facility at the minimum ration of one shower for every eight residents. The showers are generally accessed from the dayroom. In dormitory configurations, it may seem appropriate to locate the showers in the sleeping area itself. However, with the opportunities presented for horse play and accidental or intentional injury, showers must be located where they can be monitored by the staff.

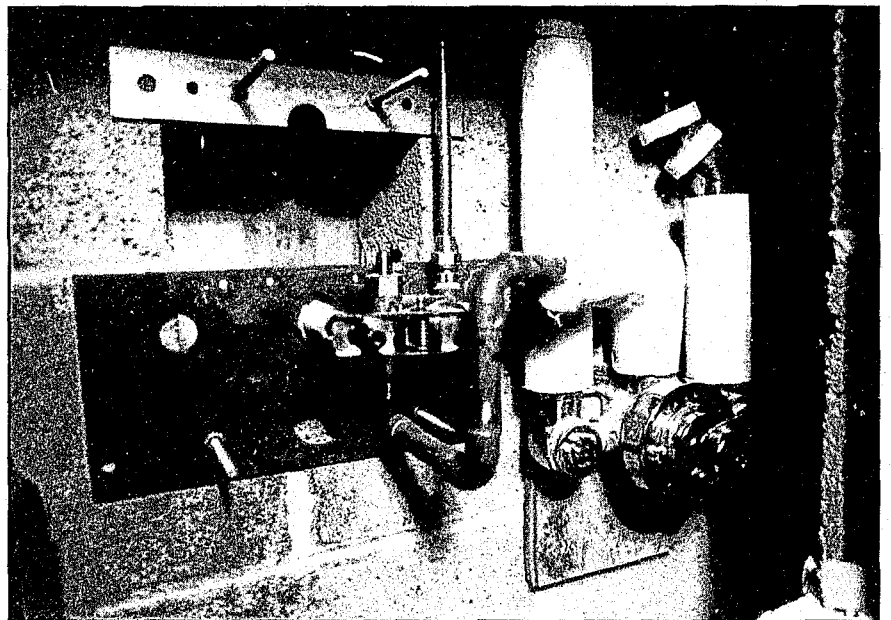
While multi-person showers are not prohibited, the use of several individual showers (perhaps dispersed) will provide more privacy while reducing the opportunity for one resident to injure another. These individualized showers also will lessen the resident's feelings of being "institutionalized."



*Dispersed Shower Schematic*

Where a living unit is comprised of dayrooms or uses a dormitory sleeping arrangement, toilet facilities must be located where they are available day or night. (Wash basins may be incorporated into dry rooms or dormitories but also should be provided in conjunction with toilet facilities.) The most common configuration utilizes group toilet rooms with access from the dayroom. Fixture requirements vary with the sex of the juveniles and between ACA Standards and other governing codes. As with showers, the use of several individual toilet rooms dispersed around the dayroom will provide more privacy, while reducing the opportunity for conflict between residents. Also, the water temperature to lavatories should be controlled, and a non-breakable mirror should be provided above each lavatory.

Whatever arrangement is used, water to the showers should be temperature controlled. Guidelines vary here, but a low of 100 degrees Fahrenheit and a high of 120 degrees Fahrenheit seems to cover the recommended range. Self-closing, metering faucets also should be considered to prevent juveniles from leaving the water running.



*Shower Temperature Control*

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While it should not be located in the toilet room, a drinking fountain or water cooler should be provided in each living unit for the convenience of juveniles and staff.

## SECURITY AND CONTROL

Control in long-term or short-term secure facilities is provided by a combination of physical plant security and supervision. In non-secure community residential facilities, most control is provided through staff supervision. All items in the Security and Control discussion apply to secure facilities, except where community residential non-secure facilities are discussed.

### *Facility Control Center*

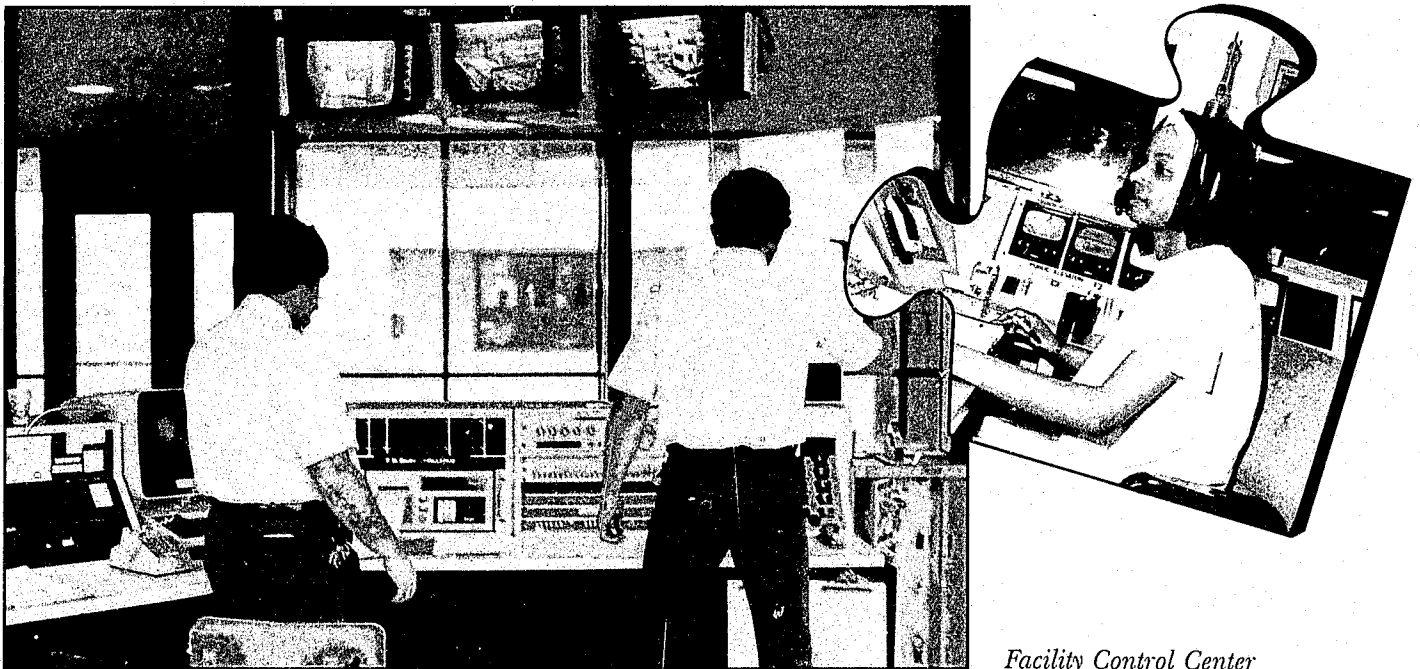
Security for the entire facility revolves around the control center. This area, staffed 24 hours a day, serves as the communications center of the facility in addition to monitoring all security and safety systems. The center should be located and

constructed to permit visual supervision of as much of the facility as possible. Vision panels should be security glazed, and their positioning should be slanted to reduce glare and reflection from light sources or other vision panels.

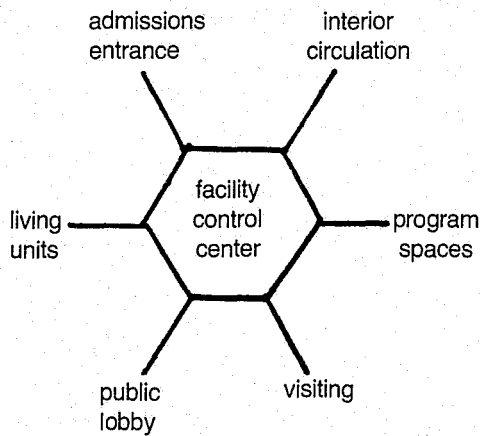
The control center should be quiet at all times so that the staff is not distracted. Closed circuit television (CCTV), video terminals, and graphic control panels must all be located and positioned for easy viewing and operation. Telephones and intercom systems must be within reach from the normal monitoring position. In designing this room, it is important to remember that not everyone is six feet tall; some staff members may be shorter.

As previously mentioned, large, comfortable control stations in living units are discouraged. In less secure facilities, the control station is unnecessary, while in more secure facilities, smaller control stations will prevent staff from congregating. Either no control station or a small control station is preferred.

Since the staff member cannot leave the con-



*Facility Control Center*



*Facility Control Center Schematic*

trol center area, access should be provided to a restroom with a toilet and lavatory. A small storage space for supplies also should be incorporated into the control center design.

### **Key Control System**

It is essential for key control to be a central part of security planning for any facility regardless of the facility's purpose. The system should provide a current accounting, the location, and who will be in possession of each key. All keys should be issued from the central control area, and a log should be used to record the number of each key issued, the location of each lock, the number of keys to each lock, and the names of all the employees possessing the keys.

Storage for the keys should be accounted for at all times. The storage should easily account for their presence or absence, and keys should be returned to the control area each day. The keys should be numbered, and the facility should maintain at least one duplicate key for each lock. Fire and emergency keys should be color coded and marked for identification by touch. Depending on the type of facility, the juveniles should not possess keys other than those in living quarters or work assignments, when appropriate, and/or to personal lockers.

In very secure facilities, there may be a need for a secure room where a maintenance/locksmith can secure all the locking devices and keep them in good operating condition. The locksmith may provide key cutting, lock maintenance and repair services, and storage of supplies and key equipment. Maximum and medium security facilities may require a more sophisticated key/locking system than other types of juvenile facilities.

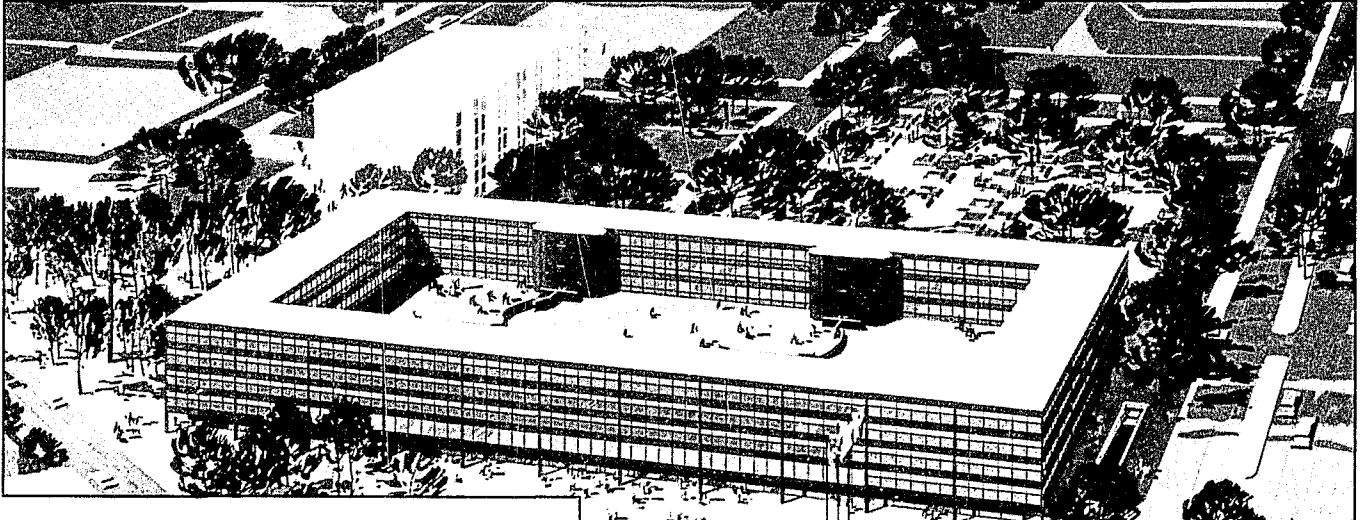
### **Perimeter Security**

The location of the facility, as well as the type of juveniles to be housed, should influence the method chosen to secure the perimeter. Fences, building walls, CCTV, motion detectors, mobile

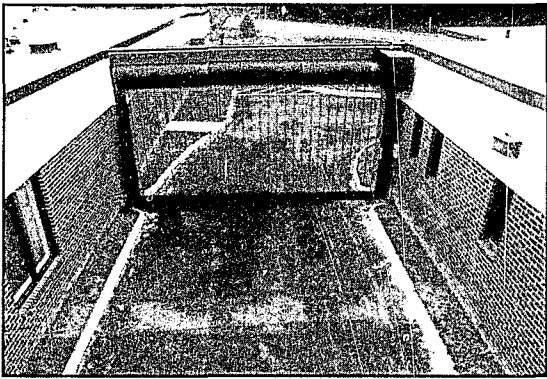


*Inside Courtyard Fence*

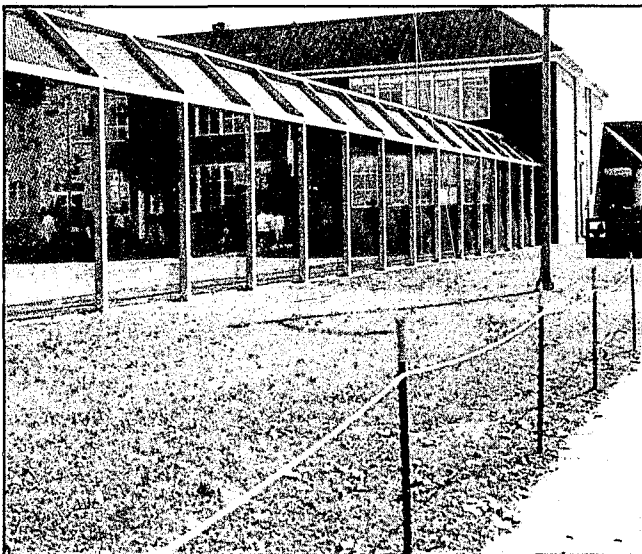




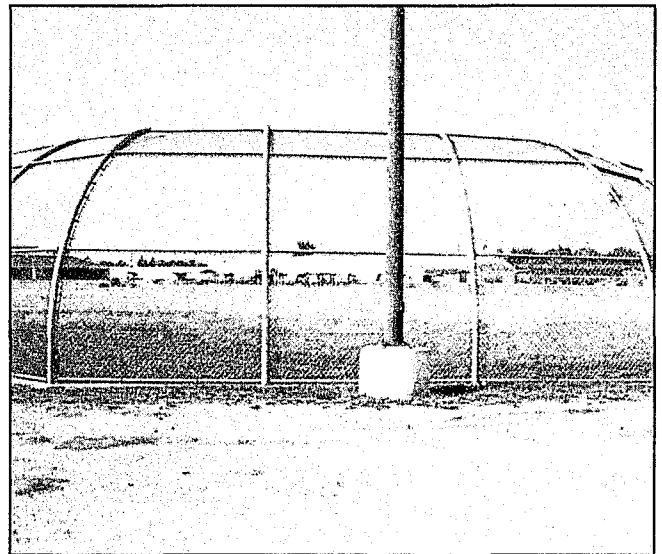
*Building Shell as Perimeter*



*Sallyport*



*Perimeter Fence*



*Perimeter Fence*

patrols, lighting, and other devices may help to comprise perimeter security. Fences of various types may be used including chain link, chain link with the top third of the fence in a small mesh to prohibit finger holds, chain link with concertina wire, and the "leaning" fence. The type of perimeter security employed also will have a strong effect on the way the facility is perceived by the juveniles and the community. Some facilities may be able to maintain security without a perimeter or security fence; other facilities may only need to fence a portion of the facility. Whatever method is used, all areas adjacent to the perimeter must be visible at all times.

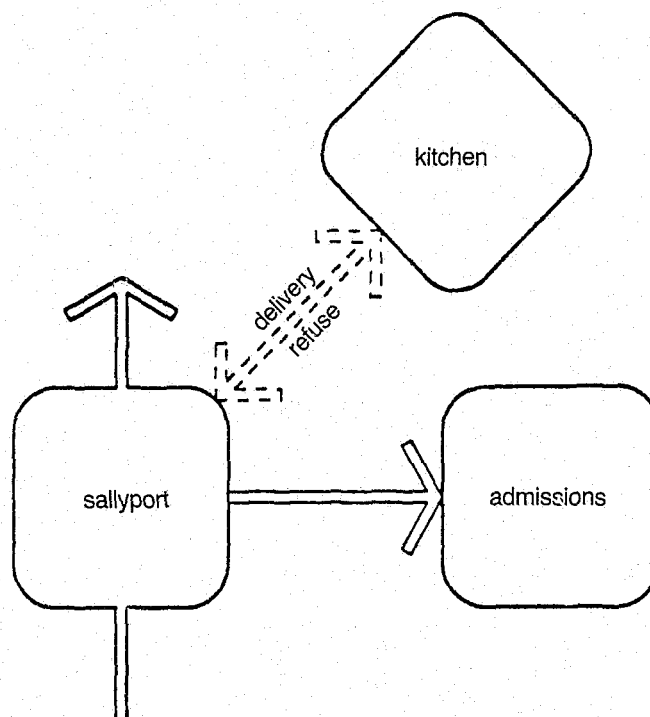
### Entrances

Entrances into the facility fall into four main categories. They are admissions, visitors, service, and staff. Staff entrances may be optional.

*Admissions Entrance*—The admissions entrance will vary with the security of the facility. In many facilities, a door leads directly from the exterior to the admissions area. Where this type of entrance is used, a canopy should be provided to let officers and juveniles transfer from a vehicle to the facility in all types of weather.

In other cases, juveniles being brought to the facility for admission will be transported through a sallyport by law enforcement personnel. An electrically operated overhead door or doors providing access to the sallyport should be operated by admissions staff with direct visual supervision of incoming vehicles. The size and configuration of sallyports must take into account the size and number of vehicles to be accommodated and the traffic patterns on the site. In some small facilities, kitchen deliveries are made through the sallyport. If the sallyport is large enough to accommodate more than one vehicle, staff supervision should be used to prevent delivery when the sallyport is being used for juvenile transport.

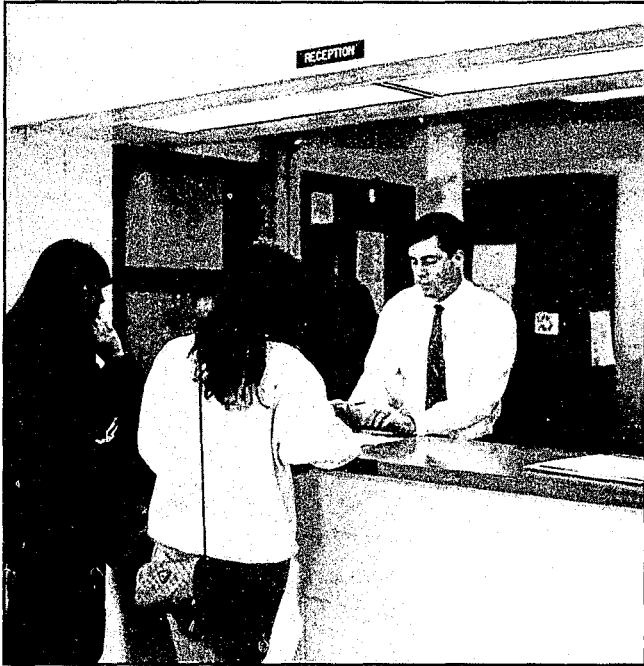
The sallyport should provide for mechanical



Entrance Schematic

ventilation of vehicle exhaust fumes and, preferably, should have both entrance and exit doors to prevent one vehicle from being trapped by another. The area should be monitored by CCTV, should contain a weapons locker for use by law enforcement personnel, and should have two-way communication with the admissions area. Entrance into the admissions area should require passage through a walk-through metal detector.

*Visitors' Entrance*—Visitors to the facility should all enter through a single point and, depending on security requirements, pass through a walk-through metal detector into the lobby/reception area. This entrance should be physically and visually separated from the juvenile processing area to ensure the privacy and confidentiality of the juveniles detained at the facility.



*Visitors Reception Area*

Lockers should be provided in this area to secure visitors' personal belongings. The area should be designed to keep noise to a minimum, should have comfortable seating, and should project a calm, reassuring atmosphere.

*Service Entrance*—Delivery and maintenance vehicles coming to the facility must pass through the perimeter security system. This point of entry should, if possible, be directly visible from the control center. If direct visual contact cannot be achieved, CCTV and two-way communication should be utilized. When necessary, central control should dispatch a staff member to perform a search and/or inspection, accompany the vehicle to the loading dock, and monitor the unloading or loading and departure of the vehicle. Operation of the gate through the perimeter security should always be controlled by control center staff.

As discussed earlier, the sallyport is some-

times used for the service entrance. In smaller facilities where there is a low frequency of juvenile transport, this is not a problem. In larger facilities with more admission and transportation requirements, a separate service entrance should be incorporated into the design.

*Staff Entrance (Optional)*—The staff entrance, like the visitors' entrance, should be outside the security perimeter. This entrance will be used by both administrative and supervisory staff and will be utilized at night, as well as during normal "program" hours. For this reason, the entrance should have, at least, intercom communication with the control room. Monitoring of the entrance by CCTV cameras may be desirable.

### *Security Windows and Doors*

Many openings throughout the facility will require security windows or doors. Frames for either type of opening should be heavy gauge metal and must be securely anchored to wall and/or floor construction. All glazing in security openings should be with materials, such as glass-clad polycarbonates, that reduce the risk of injury or escape and meet code requirements for flammability.

While it is still true that severe security requirements dictate heavy gauge metal doors, increased use of solid wood doors in areas of less strict security has been prompted by easier maintenance and their contribution to a warmer, more comfortable atmosphere within the facility.

Security windows should receive special attention in the design of the facility. They not only affect the public reaction from outside, but also the residents' reactions inside the building. Narrow, vertical windows may be a better choice, if larger windows require closely spaced mullions creating a "cage" effect. The apparent width can be expanded by the architectural treatment given to the windows. Metal bars, grills, and other

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prison-like window treatments need not be used in any new facility.

### ***Holding and/or Special Management Rooms***

There will be occasions when a newly transported juvenile or another juvenile demonstrates behavior that is out of control—behavior that disrupts other juveniles or that may lead to injury. When possible, controlling this type of behavior with increased staff is the most desirable course. However, if it is necessary to separate these individuals and provide for their safety, special management rooms should be provided. These rooms should have the same fixtures as wet rooms discussed earlier in this guide. Special attention, however, should be given to wall coverings and other materials, so they present the minimum possibility for the juvenile to inflict self-injury.

Additional sound insulation or other sound deadening or sound absorption materials should be used to reduce noise transmission to other residents.

Doors to special management rooms should have large vision panels, and the rooms should be situated to ensure staff supervision of the juvenile when this room is used. At least one room within this category should be equipped for handicapped use.

### ***Security Hardware***

The selection of security hardware for a juvenile facility involves not only determining the degree of security required, but also having a thorough understanding of the day-to-day operations. Questions, such as who has access, who controls access and how, if day and night requirements differ, must all be answered to select the proper hardware. Consideration also should be given to alternative methods of release. Mechanical unlocking of electric locks or a wrecking bar to open doors when locks have been jammed should be included in the planning, if they are ever needed.

Where electric locks are used, further decisions must be made regarding voltage and motor-driven versus solenoid-operated locks. These decisions affect not only the cost of the hardware, but will have an effect on installation costs, door frame costs, control costs, and costs of operation.

Hardware should be selected that minimizes the opportunity for self-injury, meets handicapped accessibility requirements where appropriate, and conforms with life safety and building codes for the area in which the facility is to be constructed.

### ***Community Residential Supervision***

In non-secure facilities, juveniles have the opportunity to run away during normal program hours. While security precautions are necessary, this type of facility should provide a family atmosphere, and security features incorporated into the physical plant should be as unobtrusive as possible. Exterior room windows must be such that a juvenile cannot leave the facility unannounced and then return. The same principle should apply to doors. A variety of electronic and mechanical warning systems can be developed to provide such security. It is important to remember that in non-secure facilities, visual supervision is critical. Sight lines should be carefully planned and reviewed throughout the design process.

The facility control center of a community residential facility may be only a desk or may be a more complex staff space, but it should be situated to control or monitor entrance and exit from the facility, as well as activities within the "dayroom" or living space.

Perimeter security will normally be provided in community residential facilities by the building envelope. Entrance doors and windows that are a part of the perimeter should be of sturdy construction and should minimize the possibility of unauthorized exit or injury. Electric locks may be desirable for control of exits.

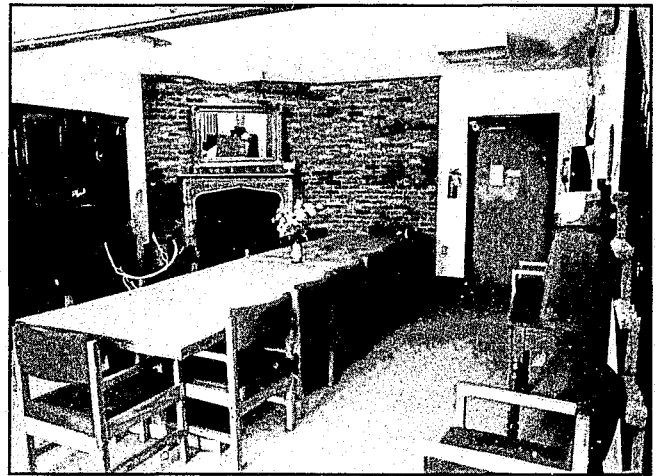
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## JUVENILE PROGRAM SPACES

Juveniles being admitted to the facility for the first time will likely not be aware of the role of the staff. They will not know what will be expected of them and the opportunities available to them at the facility. In addition to providing the incoming juveniles with written materials outlining the programs available to them and the rules and regulations of the facility, discussions with staff and informal classes should lessen the anxiety the juveniles will obviously feel. Spaces for these programs vary from small offices to large, outdoor recreation areas.

### *Counseling Spaces*

The requirements for counseling vary from small offices, where the juvenile meets one-on-one with the counselor, to larger spaces that might be used for family and/or group counseling. Regardless of their size, the spaces used for counseling should provide a quiet, relaxed at-

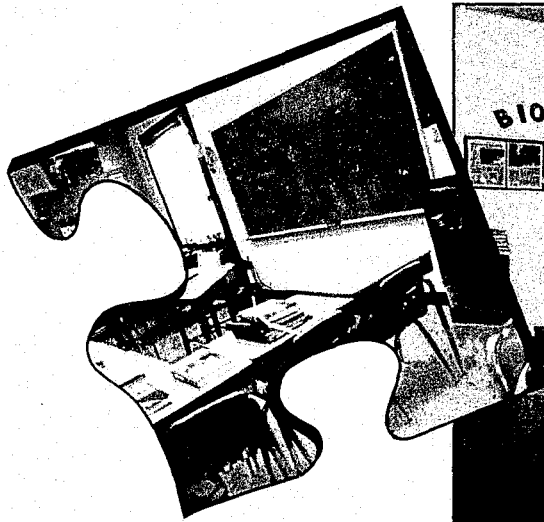


*Group Counseling Area*

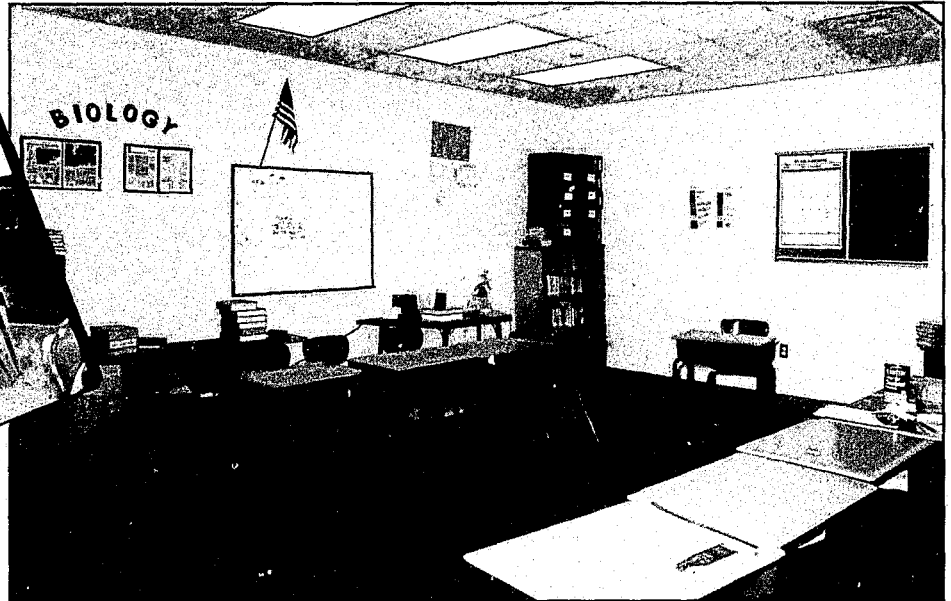
mosphere and should be thoroughly sound insulated to protect the privacy of those being counseled. Vision panels from counseling offices to a common reception or waiting area may ease the tension associated with this activity. Privacy, however, should be available.



*Individual Counseling*



*Academic Classroom*



### *Education Spaces*

All juvenile facilities must provide for the educational needs of the residents. In community residential facilities, juveniles are generally enrolled in the area schools. In detention centers and training schools, however, classroom spaces should be provided within the facility.

At a minimum, instruction to develop basic literacy skills is essential. This is best accomplished in a normal classroom environment—a well-lighted and well-ventilated room with appropriate seating and at least one large chalkboard. Storage space with shelving and an instructor's work area should be provided for each classroom.

If juvenile programs are to be successful, education beyond the basics must be provided. Training in actual job skills that can be used following discharge from the institution may be appropriate, but training in the social skills required to function in society is even more essential. To properly plan for any of these programs, course types and goals should be outlined. Whenever possible, existing programs within the community should be utilized.

### *Library Spaces*

It is recommended that library materials be accessible in the living units, classrooms, and other activity areas rather than in a separate space. Materials should include books and publications of likely interest to the juveniles, as well as educational literature.



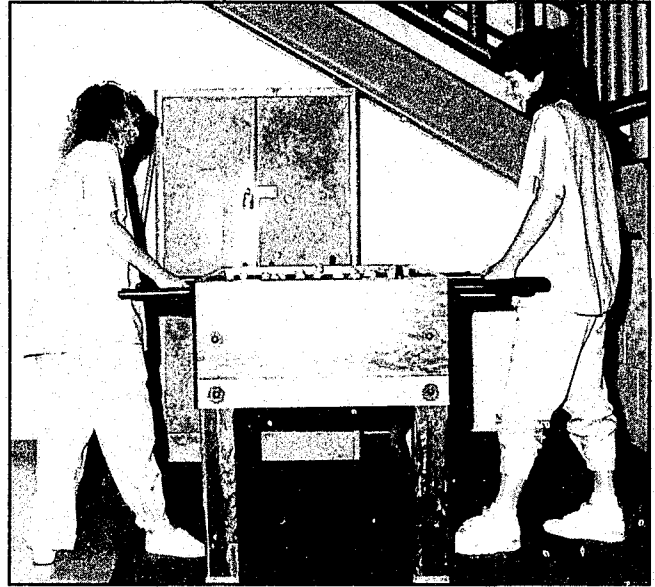
*Academic Classroom*

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### *Recreation/Exercise Spaces*

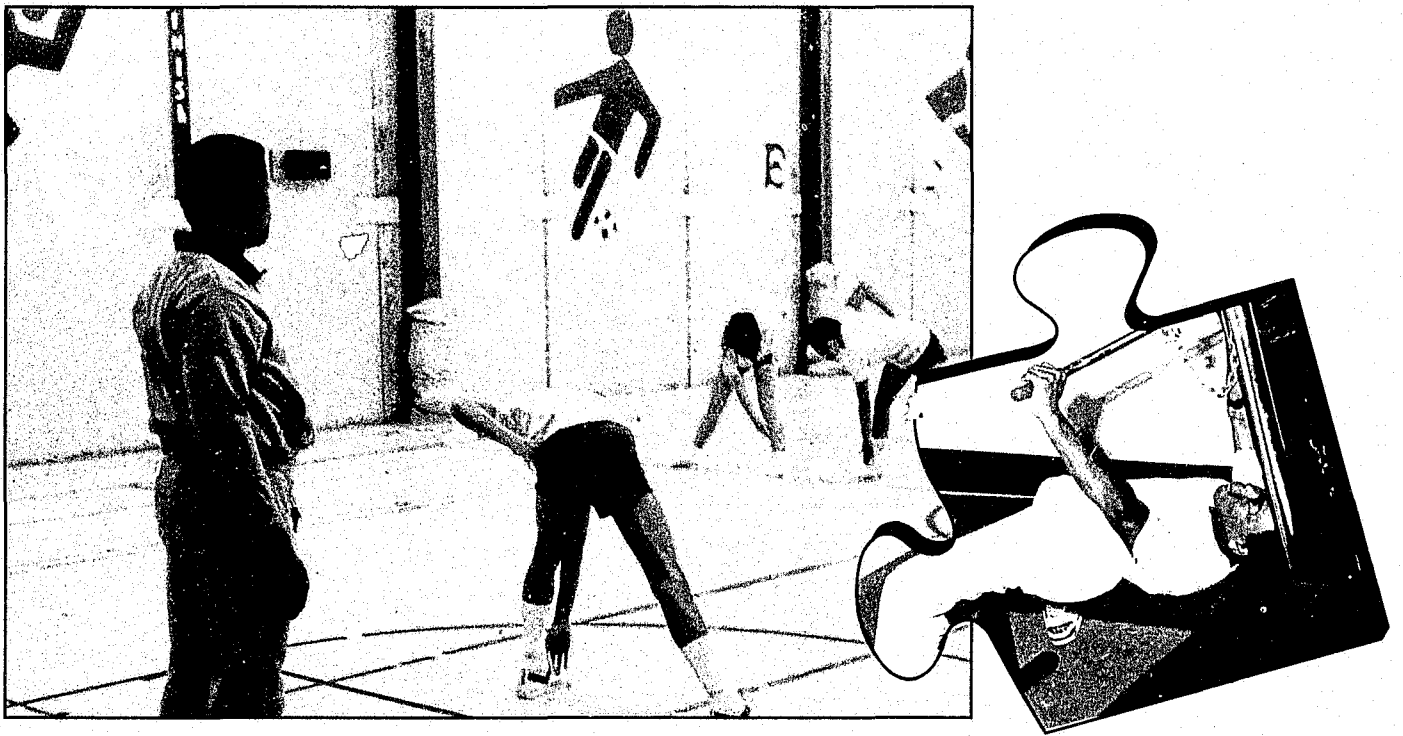
The provision for recreation and exercise spaces for juvenile facilities is extremely important. Participation in individual and team sports encourages competition, is a powerful tension reducer, and helps establish social relationships through shared experiences—all crucial to a juvenile's development.

*Indoor Recreation and Exercise Space*—Space for exercise and recreation should exceed the minimum requirements established by ACA Standards. Larger facilities should have a separate gymnasium and multi-purpose room. In small facilities, a multi-purpose room with a full-size basketball court may not be feasible within the project budget. A variety of options are needed to create complete program structure. However, utilizing the space for family visiting or other functions might permit construction of an area larger than what would otherwise be affordable.



*Indoor Recreation*

Whatever the size, toilet facilities should be provided.



*Indoor Recreation*

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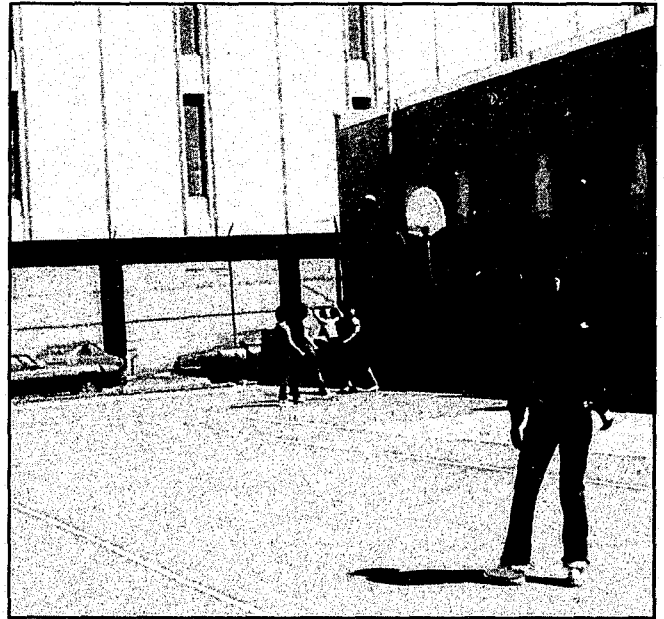
Other less physical recreational activities might make use of classroom or other spaces within the facility.

#### OUTDOOR RECREATION SPACE

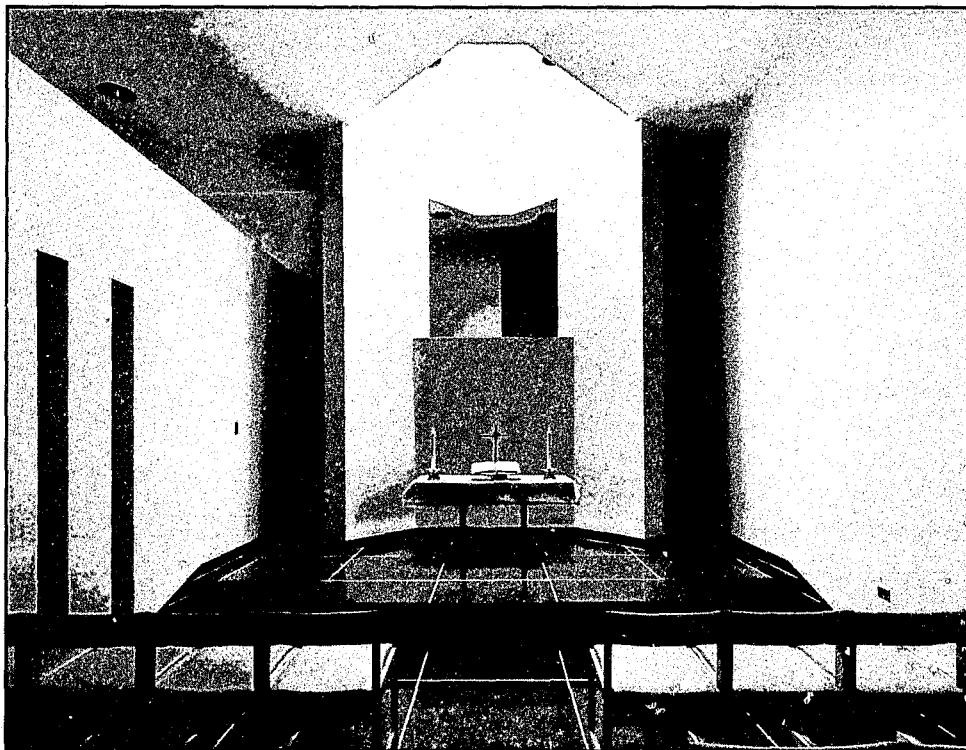
All facilities should provide adequate outdoor recreation space to be utilized whenever weather permits. Where space is available, consideration should be given to softball, touch football, soccer, and other team sports. Paved areas might be included for basketball and volleyball. Outdoor recreation space also can be used as visiting area, if furnishings and equipment or schedules do not conflict.

#### *Religious Program Space*

Space should be provided within the facility for religious services and other religious programs. This might be a small, dedicated chapel



*Outdoor Recreation*



*Chapel*



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or a multi-purpose room shared with other activities as scheduling permits. The space should be quiet and comfortable—conducive to meditation and self-reflection. Since this should be a non-denominational space, storage should be provided for items that might be used in the various programs or services. In addition, a small office that could be shared by visiting clergy should be available.

## JUVENILE SERVICES

All activities and spaces used during the admission process should be arranged in an assembly line fashion, so that the juvenile enters the facility through a systematic process.

### *Admission/Discharge*

Juveniles being transported to the facility will enter in the admissions area. Their emotions may range from depression to antagonism and vio-

lence. This area should be well lighted and should have sufficient acoustical treatment to permit multiple admissions activities without interference.

Activity in the area will revolve around the admissions office, which should be situated to permit the staff to visually supervise other portions of the admissions unit.

There should be a small waiting area for incoming juveniles. Fixed seating is recommended. If television is provided, a sound barrier between the waiting room and admissions office may be desirable. This barrier should be designed so that it does not hinder visual supervision.

In addition to the waiting area, a holding room, or rooms similar to the wet rooms discussed in the Juvenile Housing Section, should be provided. In lieu of a bed, however, this room should be equipped with a built-in bench. If only one holding room is provided, it should be equipped for handicapped access.



*Juvenile Admissions*

There should be a personal property storage room located adjacent to the admissions area. This should be a secure room with limited access. Items of personal property are taken from an incoming juvenile, inventoried, and stored here until the juvenile is discharged from the facility.

The admissions area also should have space for drug testing and toilet facilities for incoming juveniles, as well as a shower. These facilities should all be accessible to the handicapped.

### ***Medical Facility***

Each juvenile facility must have at least minimum medical facilities to deal with routine first-aid or minor medical problems. This might be simply a nurse's office with room for storage of first-aid supplies and equipment, or it might include an examination room. Larger long-term or short-term secure facilities should provide more complete medical units. At least one doctor's office should be provided in addition to the nurse's office and examination room. If all but the most difficult medical problems are handled in-house, additional space may be required in these facilities.

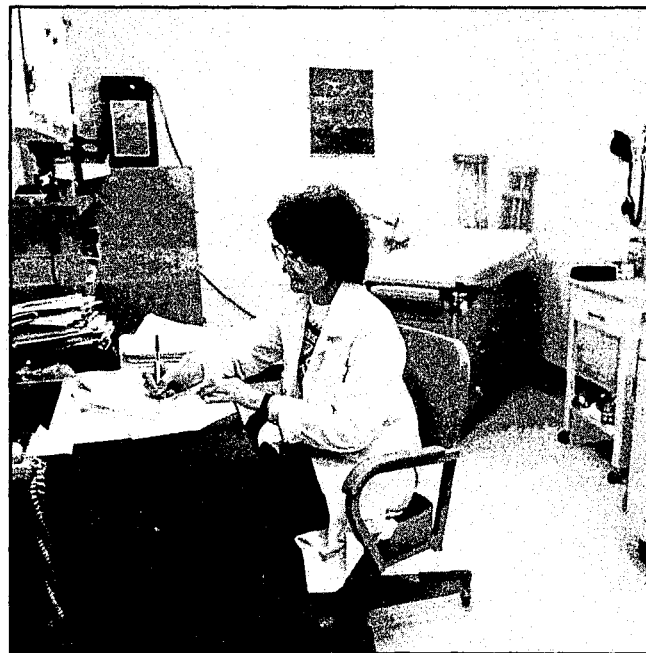
In large juvenile facilities, it also is desirable to have an equipped dental office to handle emergencies, as well as routine dental work. This might consist of a single room with a dental chair and cabinets for storage of dental supplies.

Larger facilities also should have at least one medical isolation room, handicapped equipped, with a bed and other furnishings of a typical wet room with separate air intake/exit ventilation systems.

Since incoming juveniles may require medical examination or other medical treatment, it is desirable to locate the medical facility adjacent to the admissions unit.

### ***Food Service***

Food and the atmosphere in which it is served have a major impact on juveniles' attitudes to-



*Medical Facility*

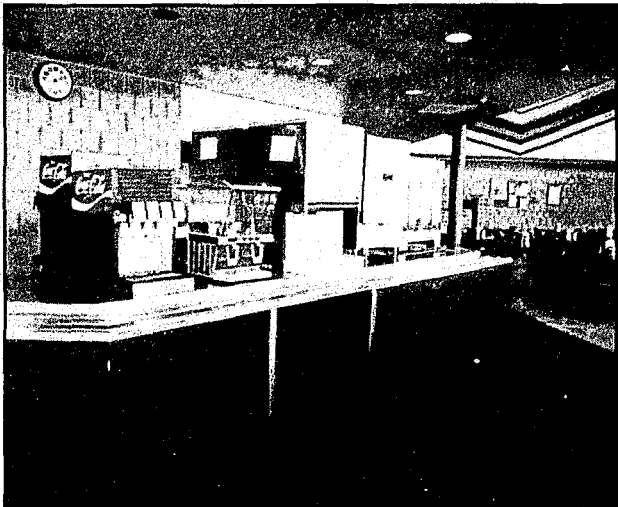
ward the facility. Most facilities opt for a central dining room to reduce staff, supervision, and logistical problems. Where the number of juveniles is large, consideration should be given to serving in shifts to avoid construction of an overly large dining facility. It is preferable that seating be provided at tables of four to six persons each. Whether or not to secure the tables and chairs will depend on the security needs of the facility. Non-fixed tables permit greater flexibility in meeting changing requirements or multiple uses for the dining area. Screening to separate the dining area into smaller spaces can help reduce the "institutionalized" look, as well as contribute to the acoustical control of the space.

Serving is normally performed by traditional cafeteria-style serving lines. The use of single or multiple lines will be determined by the number of meals to be served and the time allotted for each sitting where multiple shifts are used.

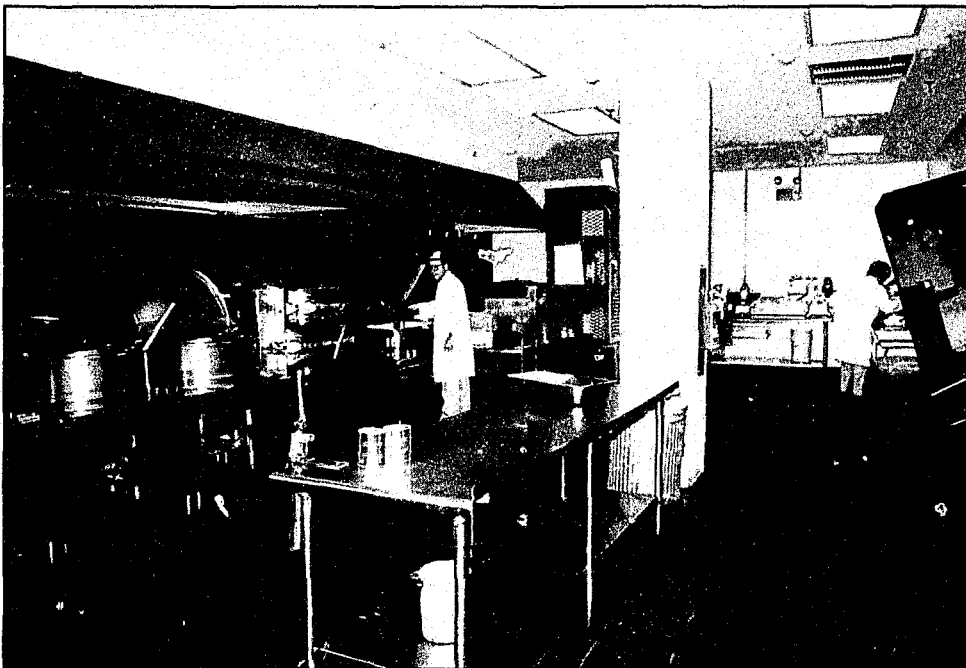
Ideally, the serving line should be separate from the kitchen. Planning should consider not



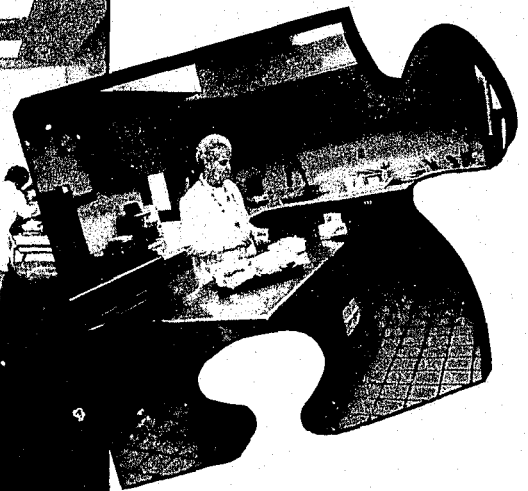
*Dining Area*



*Serving Line*



*Large Food Preparation and Dishwashing Area*



only the transportation of food to the serving line, but should include an analysis of the residents' traffic flow to keep cross-flow and congestion to a minimum. Floor and wall surfaces within the serving area should be scrubbable and durable, and the ceiling should be a smooth, non-porous surface.

Deliveries will be made to the kitchen daily, and its operation will generate more refuse than other portions of the facility. Therefore, its location near the service entrance is essential. Natural lighting is desirable, and air circulation and adequate ventilation are extremely important. As in the serving area, floor and wall materials should be impervious and easily cleaned. Special attention should be given to the selection of flooring to avoid materials that might be slick when wet.

Kitchen layout should include separate food preparation areas with adequate aisles to accommodate required activity. Dry storage and cooler/freezer space should be sized to permit quantity purchasing and a reasonable inventory of perishable items. An office for the head cook and locker and toilet rooms for the staff are essential. A separate toilet room for juveniles should be provided if they work in the kitchen area.

In addition to the above spaces, planning must include dish return/dishwashing area, pot and pan sink, custodian's or janitor's closet, storage of detergents and other cleaning supplies, and can washing area, if appropriate. If the kitchen is used as part of a vocational program, it should have office space for the vocational instructor and should have a classroom adjacent for related teaching activities.

### **Laundry**

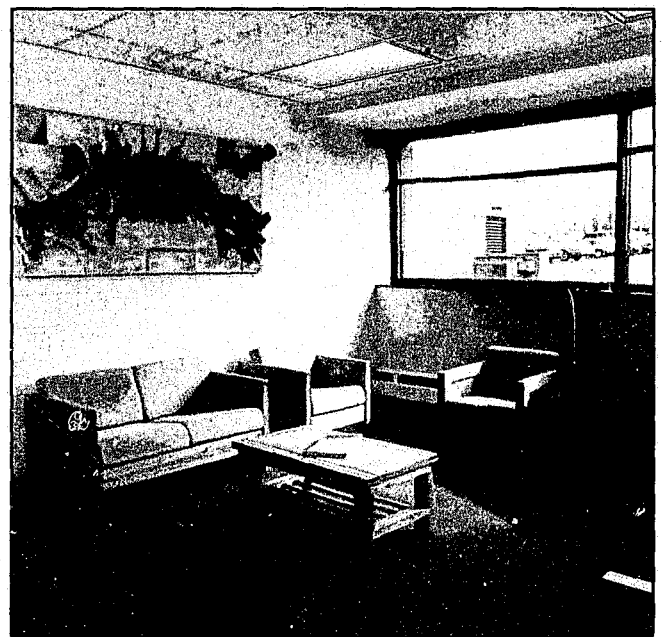
If laundry is to be done in-house, the laundry room should be equipped with commercial equipment, and adequate space should be provided for sorting, folding, and pressing, as well as for storage of detergents and other laundry supplies that should be provided. Good lighting,

ventilation, and moisture-resistant finishes are essential. (Heavy duty residential washers and dryers may be appropriate in smaller facilities.)

### **Visitation**

Visiting should be encouraged, and visiting areas should be inviting and conducive to conversation and a sense of privacy. As discussed earlier, lockers should be provided at the visitors' entrance for storing personal items not permitted in the visiting areas. Provisions also should be made for screening and searching both visitors and juveniles when such action is indicated. Both visitors and juveniles should have access to toilet facilities. Space should be provided for private visitation, such as between a juvenile and attorney.

Where conditions permit, outdoor visitation may offer a more casual, relaxed environment. Although this space might be shared with outdoor recreation if scheduling permits, effort should be made to provide distinct areas for visitation.



*Visiting Area*

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## ADMINISTRATION

The administration area of the facility should provide a typical, quality office environment. This area will house the facility director and other staff responsible for the policies and procedures of operating the facility, as well as the business activities. Facility management should ideally be housed near juvenile activities.

In addition to the typical offices, the administration area should have a small waiting area, a conference room, storage, toilets, and custodial spaces. There also should be at least one training room where required staff training courses are conducted.

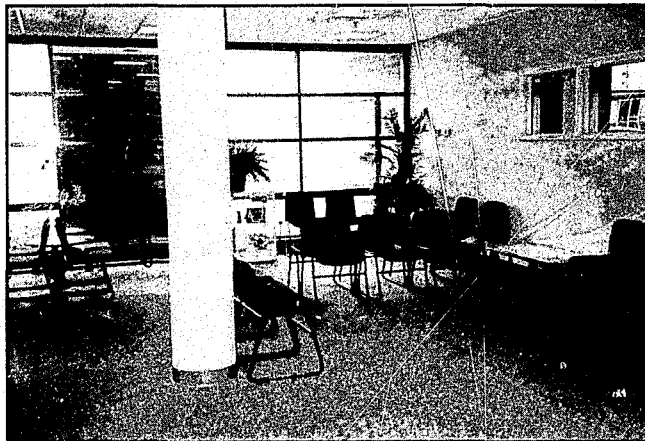
If the facility utilizes a local area computer network, the administration area also may contain a small computer room to house the network server. Network cables or wiring should be installed during construction to all work stations throughout the administrative area.

## PUBLIC AREA

Since visiting is encouraged, the reception and waiting areas need to provide a comfortable and relaxing atmosphere. Comfortable seating arranged in small groupings, carpeting, air conditioning, and adequate (but not harsh) lighting will all help to put visitors at ease. Toilet facilities, as well as a water cooler and vending area, should be available to meet the visitors' needs. Provisions should be made for coats and, as discussed in the Security and Control section of this guide, lockers and gun lockers should be provided for items that will not be permitted in the visiting area. In addition, a small search area should be available.

## SUPPORT AREAS

Mechanical equipment tools, electrical rooms, custodial spaces, and general storage rooms should be incorporated into the facility plan as needed. Locations of these areas, as well as access to them, should be influenced not only by effi-



*Reception Area*

ciency of operation, but also by facility security requirements.

A small maintenance shop is provided in many facilities. This area is used for tool storage, repair, and routine maintenance tasks. Good lighting and ventilation are very important, as is a location with convenient access to both the exterior of the facility and major equipment areas (mechanical room, kitchen, etc.) within the facility.

## SPECIAL CONCERNS

Although discussed throughout other portions of this guide, it is important throughout the planning and design process to evaluate layouts and materials and their effect on attempts to provide a design and structure that reduces suicide risks.

Increased public awareness, as well as state and federal law, also have made it imperative that public areas and places of employment be fully accessible to the handicapped. Failure to comply with these requirements in the early stages of project planning and design may result in unnecessary delays and cost increases. Program and service-centered design and structure will enhance service delivery and supervision of the juveniles.

# APPENDIX A

## LEARNING FROM EXPERIENCE

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### INTRODUCTION

Joseph Rowan of Juvenile and Criminal Justice International (JCJI) surveyed 50 state departments of corrections and youth services and a representative sample of jails built in recent years. The question was asked whether any serious architectural errors or other "blunders" had caused operational or life-safety problems in their facilities.

The results of this survey were supplemented by on-site surveys of more than 175 jails, prisons, and juvenile facilities conducted or directed by Mr. Rowan. A review of these problems may assist an administrator planning a new juvenile facility.

The material in this chapter is derived from these surveys to help plan, design, and construct a new juvenile facility. This survey was prompted by two important concerns:

1. On-site surveys of detention and corrections facilities over the years revealed many design and construction problems that negatively affected operations and life safety.
2. Several administrators of detention and corrections facilities stated that faulty facility design and construction should be made public. Thus corrections administrators who might be considering building new facilities would be on the alert to prevent future mistakes—this would ultimately benefit the taxpayer. Some administrators said they blamed themselves in certain instances for not involving knowledgeable staff or for being ignorant of technicalities. Other administrators said they were blamed for mistakes made by design professionals who should have been monitored and held accountable for serious, preventable mistakes. The credibility of survey respondents is reflected in great part by the fact that some volunteered, as their agency's representative, that the fault of many past problems lay with them.

### FINDINGS—REPORTS FROM THE FIELD

Detention and correctional facilities were plagued with several mistakes listed below. Although some of these seem ludicrous, the long term effects have often been costly. Sometimes, remodeling was necessary to improve functional operations.

One \$47 million jail had to correct 18 safety deficiencies that were identified by three different consultants in their reports before the facility was opened. The jail was designed by an architectural firm that specialized in jail and prison construction for about 30 years.

Following are some more common mistakes made by architects, other design professionals, and contractors in the design and construction of various detention and correctional facilities.

#### *Planning and Design*

The following actual situations, extracted from the survey report, pertain to juvenile facilities, although some have been found in adult facilities as well:

1. There was no ready access to plumbing, which was buried under a concrete slab; the concrete had to be jack-hammered for plumbing repairs.
2. Some windows opened to the outside of perimeter security.
3. Smoke alarms and light fixtures were not recessed, which required cutting the concrete blocks after construction to recess fixtures.
4. Security barrier breaches allowed juveniles access to the heating, ventilation, and air conditioning systems, and roof areas.
5. Water accumulated and leaked on lower

- 
- floors, because floor drains were located above floor surfaces.
6. Panic buzzer system excluded program and service areas.
  7. Dark areas/hidden pockets rendered juveniles unobservable in certain areas because night lighting was grossly inadequate.
  8. Public access areas were not separated from non-public areas.
  9. There was no provision for direct observation of holding areas.
  10. Storage and janitorial areas were grossly inadequate.
  11. Interior and exterior walls and ceiling had extensive water damage because roof was improperly designed.
  12. Shower rooms were located and designed so that showering juveniles could not be observed, requiring additional, costly staff supervision.
  13. Observation of juveniles was obscured by:
    - Stairways
    - Columns
    - Solid walls instead of glazed panels
  14. Sound-reflective surfaces throughout the facility caused poor acoustics and high noise level.
  15. Garbage/Trash was removed and food was brought in through one service exit/entrance, contrary to public health regulations.
  16. Juveniles were asphyxiated from a burning mattress, because holding rooms were built without air vents (non-code mattress complicated the problem).
  17. Fence post installation broke the sewer line.
  18. Door entrance was not wide enough for a stretcher.
  19. Facility design included commercial, exposed florescent lighting in the high-risk isolation unit.
  20. Thermostats for controlling heat and air conditioning were placed in closets.
  21. A new swimming pool in a juvenile facility had to be redesigned and "dug up" because the equipment was the wrong size.
  22. Although one control room was designed to observe four dormitories, the sight lines were designed so that some areas could not be observed; this required the installation of CCTV for monitoring.
  23. The glazed panels on the control center and holding area wall across from it were built parallel to each other, producing reflections and shadows, thus obscuring the view of the intake workers. All outside light in that area had to be screened, at additional cost, to prevent shadows.
  24. The poorly designed ventilating system did not provide minimally adequate air change.
  25. Medical/Mental health area was poorly designed for proper observation, requiring additional staff supervision.
  26. Poor design caused water to drain down through the ceiling into administration offices below whenever juveniles flooded their toilets.

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27. Installation of four-inch sewer pipes instead of eight-inch pipes caused constant sewage backup and flooding.
  28. To provide reasonable supervision, the number of staff had to be nearly doubled (with resulting cost increases) because control centers, as originally designed, produced grossly inadequate monitoring of juveniles.
  29. Anchoring of security grills and stair/ramp railings was so poor that juveniles were constantly removing or loosening them.
  30. Baseboard radiation heating, installed in rooms, had easily removable covers.
  31. Weight-lifting equipment adjacent to gym floor caused damage to basketball court.
  32. Outdoor exercise area was located immediately next to public road.
  33. Considerable distraction was caused for visitors and juveniles because visitation room was not properly sound-proofed.
  34. There were no floor drains and an insufficient number of fire exits in the design of the maximum-security area; also, fire extinguishers, placed on the living area walls, were accessible to juveniles.
  35. There was no telephone in the medical unit when the institution opened; after one was installed, it could not be used to call outside.
  3. A high-tech computer system "didn't work one day in three since the facility opened."
  4. Emergency electrical backup system functioned improperly.
  5. There were inadequate grills over duct work, sheetrock walls and lay-in ceiling grid within security perimeter.
  6. Inadequate system for lightening protection caused electrical outages.
  7. There was overheating and insufficient air movement due to ducted-only ventilation system (windows did not operate).
  8. Air grills were removed by juveniles in the maximum security unit.
  9. High-security isolation door had plastic anchors that were easily tampered with.
  10. Upon opening the facility, it was discovered that the CCTV system was not connected to monitors.
  11. Residential-type materials, instead of heavy detention equipment, were used in detention facility.
  12. Juveniles could jam and open doors, so entire door system had to be redesigned and replaced.
  13. The environmental computer that regulated temperature and ventilation levels failed.
  14. Juveniles could remove security window screws, because they were located inside the cell areas.

#### ***Construction and/or Equipment***

1. Doors in facility were activated without cause and simply "popped open."
2. Glazing "popped out" because window frames were not properly anchored.



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### **Fire Safety**

1. Improperly located smoke detectors:
  - Near showers where steam activated them
  - Within easy reach of juveniles
2. Fire code in new facility was not met; significant modification was necessary before occupancy.
3. Central fire alarm panel was not located in a central, 24-hour control post.
4. Smoke detectors placed inside ducts violated state fire code.
5. There was inadequate fire protection because construction was non-rated.

### **Suicide**

1. There were barred windows and doors in sleeping rooms to which juveniles could attach nooses for attempting and committing suicide.
2. Standard commercial grade deflector fans were installed in ventilation system in sleeping areas, which juveniles removed for weapons and attached nooses in suicide attempts.
3. Windows with cross bars in juveniles' rooms were used for suicide attempts.
4. Air grills and exposed light fixtures in a new facility were covered with heavy wire mesh that had openings of three-quarters of an inch, allowing easy attachment of a suicide noose.
5. Traditional steel beds, containing holes in the bed bottoms, were used by two juveniles in separate incidents to commit suicide; they

attached the noose overhead to the holes in the bed bottom.

6. Small (6" x 10") polycarbonate panels on the doors of the sick bay made it difficult for staff to observe juveniles who were suicidal. Also, they were placed so high that some staff had to stand on a stool to see into the room. (Note: Small door panels produce sensory deprivation, exacerbate depression, and reduce communications between patient and staff.)
7. After a suicide, the one-piece, non-collapsible clothing hooks attached to the sleeping room walls had to be removed and replaced with ball-in-socket type collapsible hooks.
8. After a suicide, the permanent, non-break-away water sprinklers in each room of a new detention center had to have cones placed over them to prevent nooses from being attached; also, juveniles had set off the sprinklers, resulting in flooding.
9. Though juveniles had individual rooms, a modesty partition was installed for privacy; a juvenile hung himself from it.

### **CAUSES OF DESIGN, EQUIPMENT AND CONSTRUCTION PROBLEMS**

In the questionnaire, detention and corrections administrators were asked why they thought mistakes occurred in the design and construction of their facilities. The blame, they thought, lay in several areas:

1. *Architects and Other Design Professionals:*
  - Frequently they had limited understanding of new design technology specifically

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applicable to detention and correctional facilities. They were not aware of the "state-of-the-art" in the corrections field.

- Design professionals often are unaware that our clients are destructive.
  - They did not seek any input from experienced, peer professionals or detention and corrections personnel who could have assisted the design professionals by providing know-how on program, staffing, and aspects of operational and facility requirements. (*Caution:* Experience alone does not guarantee that skilled, state-of-the-art assistance will be given; for example, one architectural firm, with about 30 years of specialized experience in prisons and jails, was responsible for 18 life-safety problems in one facility.)
  - Too often, architects want to design "pretty buildings" and lack appreciation for the simplicity of operation, ease of maintenance, and durability required in a correctional facility. One "pretty" facility was described as an operational "nightmare" by the administrator.
  - They want to follow a "humanitarian" approach, instead of emphasizing life safety. For example, many agencies answering the questionnaire stressed that apparatus was provided in the sleeping areas where a noose could be affixed for hanging, whereas suicide-resistant fixtures could have been installed initially at little or no additional cost.
  - "Poor cost estimates caused later changes in designs" was mentioned by some respondents.
2. *Correctional and Detention Administrators:* Many administrators frankly admitted that they did not involve their experienced staff in contributing knowledge about the programs and operations that impact facility design, construction, and operations. Many administrators said they erroneously assumed the architect or the agency's physical plant inspector would closely monitor the construction. (*Caution:* Staff input doesn't always guarantee the proper product; although staff input should always be sought, the owner administration needs to ensure that the the right advice is received.)
  3. *Legislative bodies*, which have budgeted incorrectly in the first place, often cut previously allocated funds that require redesigning and/or eliminating essential features. Corrections administrators were informed, in effect, that they (the legislative body) had "hired professionals and didn't need input on design and construction matters from them (the correctional administrators)."
  4. *Governmental support agencies* that fail to monitor and inspect all phases of the project, mostly from lack of technical knowledge and/or time, or perhaps from an inability to read detailed, working drawings. Although monitoring is important during all phases of the project, it is particularly crucial before the "signing off" period or acceptance of the project as complete and in accord with plans and specifications. By "ribbon cutting" time, it is too late.
  5. There is a tendency for agencies to contract the design and construction work to the lowest bidder, which often results in mediocrity, inexperience, and "shabby work." If legally possible, bidding should be limited only to

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those contractors or providers who are qualified, as determined by a review of their records. Also, contracts were signed with local architects or contractors because they previously built a good office building but knew nothing about corrections.

6. *Contractors* may deviate from specifications in part, because they respond to pressure to get the building finished earlier than the contract deadline. A project management staff person, with a long-standing reputation for integrity, cited experiences in which "contractors take liberties when drawings are not clear." In other cases, "if there is not close monitoring, design specs are not followed." "Shoddy workmanship" was cited by several respondents.
7. *Vendors* oversell their products, or sell products not attuned to the criminal justice facility; some agencies in the survey said that new, untested products caused particular problems.
8. Over reliance on new technology to the exclusion of good supervision policies.
9. The disaster scheme is the combination of the architect and other design professionals who are unfamiliar with correctional facilities, and correctional personnel who are not informed about architectural, mechanical and construction techniques, and those who do not share their knowledge of programs, staffing, and overall operations.
10. Some decisions regarding equipment are reportedly made during construction without involving specialty consultants.

## WHAT IS RECOMMENDED?

Sometimes more than one aspect of the design and construction of detention/correctional facilities contained serious mistakes or "blunders." Often,

1. Architects and Other Design Professionals should:
  - a. Diligently seek the input of knowledgeable correctional and detention personnel in all aspects of planning, design specifications, and construction. It is the obligation of design professionals to involve the agency fully, since many juvenile justice administrators do not meaningfully involve their staff in policy, program, procedure, and facility changes in their ordinary day-to-day operations. Design professionals are strongly encouraged to ask some leading questions or make statements indicating their belief that the users of the system/the line staff should contribute their ideas for a better end product. Pro-active architects and other design professionals may find that such action protects their reputation. In fact, it is a basic principle of the architectural and other design profession to seek user input.
  - b. If architects have not been exposed to the juvenile justice field, they should seek consultation from peers experienced in juvenile justice architecture. Hire the best consultant.
  - c. Give closer attention to new, developing methods and approaches for effecting greater efficiency in operational and life-safety measures, e.g., "suicide-resistant" architecture in high-risk areas. The fact that at least a few such facilities have been

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designed and constructed is evidence that more can be constructed correctly with lives saved as a direct result.

- d. Be qualified in every respect. This should be determined by users who review their "track record," staffing, and subcontractors that they plan to use in various specialized areas, such as electrical, mechanical, etc. A satisfied customer generally is the best reference for a successful building. A bad reference from a dissatisfied customer means that design and construction blunders can be avoided by avoiding those with poor track records.

## 2. Correctional/Detention Administrators should:

- a. Involve own staff in contributing their knowledge of programs, operations, and facility needs, so that a functional, efficiently-operated facility can become a reality.
- b. Acquaint themselves with current state-of-the-art in juvenile justice facilities, so that they can effectively monitor architects and other design professionals.
- c. Withstand pressure/advice from the legislative/financing body that insists that the design experts can do their job without interference, and that juvenile justice administrators should "stay out of the picture."
- d. Aggressively assist the responsible governmental agency in monitoring all phases of design and construction, so that design and construction, as originally planned, are carried out.

- e. When feasible, employ a program or project management firm or a construction manager.

- Program Manager: "Does everything" regarding management, supervision, and project. Operates on a contract; advises agency on whom to hire; in exceptional cases, may do the needs assessment or master plan study, but generally recommends who can do it. Has broader responsibilities than project manager.

- Project Manager: Helps to select architect and other design professionals after master plan is finished; supervises work done.

- Construction Manager: Begins his work after the architect has designed the facility; involved in cost estimates and scheduling. Supervises/monitors construction phase.

## 3. Legislative Bodies should:

- a. Insist on having nationally recognized standards, guidelines and state-of-the-art followed in the design and construction of facilities.
- b. Require correctional administrators and staff to share knowledge for all phases of planning, design specifications, and construction of the facility.
- c. Effect legislation that contracts are not awarded solely based on the lowest bid; or provide guidance on the development of administrative rules to achieve the same objective.

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4. Governmental Support Agencies should:

- a. Closely monitor all phases of planning, design specification and construction. Inspectors should be trained and required to spot shoddy and illegal work.
- b. Seek outside technical assistance whenever staff does not have the technical knowledge to do proper monitoring.
- c. Obtain assistance in the monitoring process from intended users of the facility.

5. Contractors should:

- a. Use experienced craftsmen who reject "shoddy work."

- b. Adhere strictly to legally-required specifications.

- c. Be immune to pressure to get job done early at the expense of "cutting corners."

6. Vendors should:

- a. Keep abreast of current state of the art regarding developments in equipment design and manufacturing that affect life safety and operational efficiency. Also, design professionals have an obligation to recommend equipment that meets state-of-the-art, life safety and operational efficiency.

- b. Market only those products that have been tested and proven.

# APPENDIX B

## SAMPLE

### MISSION STATEMENT, GOAL, AND OBJECTIVES

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The following sample mission statement, goal, objectives and philosophy is provided by the Eckerd Youth Development Center of Okeechobee, Florida, and the Fairfax, Virginia, Juvenile Detention Center.

#### MISSION STATEMENT

The mission of Eckerd Youth Development Center (EYDC) is to provide humane care and custody of serious juvenile offenders while teaching them, through residential and aftercare programs, to live responsibly and independently.

#### GOAL

To operate a successful rehabilitation program for delinquent youth.

#### EDYC DEVELOPMENTAL PLAN

##### Objective 1:

By November 1, 1990, EDYC Directors and Managers will implement a master program schedule.

##### *Criteria and Definitions:*

“ . . . master program schedule.”

- A schedule that resolves standing “either/or” conflicts between needed services
- A schedule or framework permitting equal regard for academic needs, counseling, work assignments and recreation
- A schedule that permits or requires meaningful activity for G.E.D. or EYDC school graduates

##### Objective 2:

By November 1, 1990, the EYDC direct care managers and the Administrative team will develop and implement a recreation/leisure activity program.

##### *Criteria and Definitions:*

“ . . . recreation/leisure activity program.”

- Provides a blend of active/passive, team/individual, competitive/non-competitive, indoor/outdoor, on/off grounds activities
- Consistent with the Health and Physical Education program
- Emphasizes participation and sportsmanship over winning
- Provides unscheduled time for cottage-initiated activities
- Expressed on a weekly or biweekly schedule distributed to all cottages

##### Objective 3:

By December 1, 1990, the Administrative Team, in collaboration with the Laundry, Warehouse, and Cottage Managers, will implement an appropriate youth clothing plan.

##### *Criteria and Definitions:*

“ . . . appropriate youth clothing plan.”

- Somewhat varied and not institutional in appearance or marking
- Wherein each youth is issued his own personal clothing
- Wherein each cottage's laundry is washed on a set, weekly cycle
- Wherein each youth shares responsibility for the care of their clothing

##### Objective 4:

By January, 1991, the Administrative Team and a “transition cottage committee” will develop

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criteria and programming requirements for the transitional cottages.

*Criteria and Definitions:*

"... criteria and programming requirements ..."

- Definitions of who will be placed in these cottages, and under what circumstances
- Descriptions of program content and duration

". . . transitional cottages."

- Eagle and Phoenix Cottages (to eventually become Phoenix and Bethune Cottages)

**Objective 5:**

By August 31, 1991, the Administrative Team will implement cottage-based, multi-disciplinary treatment teams.

*Criteria and Definitions:*

". . . will implement . . ."

- Develop and publish treatment team policy, provide training necessary to policy implementation, and begin schedule of weekly treatment team meetings in each cottage

". . . cottage-based, multi-disciplinary treatment teams."

- Nine standing groups of employees who manage the treatment programs of the residents of the respective cottage
- Nine groups of employees which each represent the youths' needs and performance in ReEntry, Program, Education, and Psychological Services
- Nine groups of employees who will assume many of the current functions of the Case Review Committee

- Redefine case review committee role as one of quality assurance

**Objective 6:**

By October 16, 1991, the Administrative Team will select a campus-wide rehabilitation modality.

*Criteria and Definitions:*

". . . rehabilitation modality."

- A professionally recognized series of techniques to systematically help change residents' behavior
- A series of techniques that can be used by employees without long, clinical experience or training

**Objective 7:**

By November 1, 1991, the Administrative Team and committee representatives will implement a policy and procedure governing referrals for, and provision of, any clinical services for youth.

*Criteria and Definitions:*

". . . referrals . . ."

- Arrangements for services that will be coordinated through the cottages but provided outside of the cottage or classroom setting

". . . policy and procedure . . ."

- Description of referral methods and criteria
- Description of services available through referral
- Statement of roles and responsibilities of referring parties

- Definition of target populations for each “special need”
- Definitions of frequency, scope, and duration of clinical services by special needs category

“... clinical services ...”

- Any medical or dental service
- Speech and hearing services
- Psychological or psychiatric services

#### **Objective 8:**

By February 1, 1991, the Administrative Team, in collaboration with Psychological Services and the Marshall Cottage Manager, will develop and implement a revised intake and orientation policy and procedure for EYDC residents.

“... revised intake and orientation policy and procedure ...”

- A statement of what assessment procedures will be conducted during the first 15 days, who will conduct them, and when during the intake sequence they will be conducted
- A description of the orientation activities with a statement of who will provide them
- A statement of the orientation activities to be conducted upon each resident’s transfer to “permanent” and transitional cottages

#### **Objective 9:**

By March 31, 1992, the Director of Personnel, in collaboration with the Administrative team, will finalize, publish, and implement the five year Strategic Personnel Management Plan.

*Criteria and Definitions:*

“... five year Strategic Personnel Management Plan.”

- Including recruitment activities
- Including retention and reduction in force plans
- Including pay plan reviews
- Including loss reduction plans
- Including orientation and training plans
- Including personnel policy development issues

#### **Objective 10:**

By March 31, 1992, the Business Director, in collaboration with the Administrative Team, will finalize, publish, and implement the Strategic Fiscal Management Plan.

*Criteria and Definitions:*

“... Strategic Fiscal Management Plan.”

- A written plan of no less than four years’ duration
- Addressing cost containment and reduction, fixed capital outlay (FCO) planning, budget forecasting, revenue enhancement, and internal fiscal accountability

#### **Objective 11:**

By June 1, 1992, the Administrative Team will agree upon an evaluation design to determine effectiveness of the Developmental Plan activities.

*Criteria and Definitions:*

“... evaluation design ...”

- Recognized methods and measurements applied to process and product outcomes
- “... effectiveness of Developmental Plan activities.”



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- Answering the question, “Did we do what we said we’d do?”
  - Answering the question, “Then, how is it working?”

**Objective 12:**

By July 1, 1992, the Administrative Team, in collaboration with Chaplain Cottage Managers and ReEntry Program, will implement a program of increased family participation with EYDC residents.

*Criteria and Definitions:*

“... a program of increased family participation ...”

- Wherein transportation to EYDC is periodically offered
- Including more than one annual family activity day
- Including regular and deliberate feedback on their child’s progress on their treatment plan
- Providing better accommodation for weekend visitors

**Objective 13:**

By September 30, 1992, the Administrative Team will implement a community service program for EYDC youth.

*Criteria and Definition:*

“... community service program ...”

- A regular schedule of activities in which transitional youth identify and provide services to individuals or organizations within the local community
- Activities that require the youth’s preparation and subsequent discussion of the object lessons of helping others

- A program that prohibits peonage or exploitation of EYDC residents

**Objective 14:**

By December 30, 1992, the Quality Assurance Manager, in collaboration with the Administrative Team, will complete consolidation and revision of the EYDC Policy and Procedure Manual.

*Criteria and Definitions:*

“... will complete consolidation ...”

- Reduce to no more than 200
- Eliminate those having applicability to only one department
- Combine three existing bodies of personnel policy into one chapter

“... and revision ...”

- Standardize format
- Standardize forms
- Establish methods of policy dissemination and maintenance

**Objective 15:**

By January 31, 1993, the Administrative Team, in collaboration with Training Department and Psychological Services, will implement the selected EYDC rehabilitation modality.

*Criteria and Definitions:*

- “... rehabilitation modality.”
- A professionally recognized series of techniques to systematically help change residents’ behavior
- A series of techniques that can be used by

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employees without long, clinical experience or training

“... will implement ...”

- Complete training of all employees who will use modality
- Complete modality overview for all EYDC employees regardless of position
- Complete all policy and procedure development or revision necessary to support modality
- Begin practice of modality in all classrooms, living units, direct care departments, and ReEntry functions

#### **Objective 16:**

By July 30, 1993, EYDC and HRS will complete physical plant renovations necessary to support a rehabilitation program.

*Criteria and Definitions:*

“... renovations necessary to support a rehabilitation program.”

- Education Department generally centralized to one area of campus
- All cottages renovated to meet 100% of applicable standards and codes, both qualitative and quantitative
- Cafeteria, bakery, and canteen operations consolidated onto one building
- Professional Service Departments centralized to one general area of campus

#### **Objective 17:**

By June 30, 1993, the Administrative Team will complete an evaluation of this four-year plan.

*Criteria and Definitions:*

“... will complete ...”

- Collect and analyze results; submit to EFYA and HRS
- Develop new plan based upon results

“... an evaluation of this four-year plan.”

- Containing 24 months of data which HRS collected by March 31, 1994
- Answering the question, “Did we do what we said we’d do?”
- Answering the question, “How is it working?”

### **MISSION AND PHILOSOPHY**

It shall be the mission of the Fairfax County Juvenile Detention Center to provide predispositional and/or preplacement detention of juveniles as ordered by the Juvenile Court. This shall be accomplished in a secure and humane manner that recognizes the individuality of each child, while providing a program of education, recreation, health and hygiene, and mature adult attention to adjustment needs. More specifically:

- To treat all detainees with dignity, though they may not be deserving it
- To provide detainees with discipline necessary to change behavior and not punishment that creates resentment and the desire for retribution either here or in the community
- To demonstrate to detainees that appeal and grievances are encouraged by a staff that is not as invested in winning as they are in assuring that the process teaches responsible dissent

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It has been the philosophy of the parent agency, the Fairfax County Juvenile Court, that the mission and goals of the Detention Center enhance their rehabilitation abilities with detained youth by establishing a facility that reduces

anxiety, promotes clear thinking, and provides for a healthy environment. It is through this philosophy that a coordinated response can be made to the needs of detained youth in the Fairfax County juvenile justice system.

# APPENDIX C

## GUIDE TO DEVELOPING A POLICY & PROCEDURE MANUAL

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This appendix has been prepared to guide juvenile justice administrators in developing their own comprehensive policy and procedure manuals. This guide will address the pertinent questions—who, what, why, when, where, and how.

### **What is a Policy and Procedure Manual?**

- A management tool directing staff behavior by communicating the facility's philosophy and work plan.
- An aid in promoting consistency, efficiency, and professionalism in staff performance by standardizing facility responsibilities.
- A mechanism for introducing new ideas and concepts to the staff.
- A mechanism for transferring authority and responsibility for accomplishing facility goals and objectives to staff.
- A foundation for comprehensive staff training and development programs.
- A form for documenting facility defense against juvenile-initiated court action. *In fact, the courts have ruled that the absence of written policies and procedures is—as a point of law—"gross negligence and shifts the burden of proof . . ." to the facility administrator.*
- A prerequisite for accreditation by the American Correctional Association.

Developing a policy and procedure manual is not a matter of simply writing down what the facility does and how it does it. Rather, it is a systematic process of self-evaluation, research, and analysis and presenting that information in a style and format that encourages its use. Initially, developing a useful manual may require three to six months to accomplish and may involve every functional section of the facility and input from all staff members.

Because of the diversity that exists among

juvenile facilities, developing a resource manual that is universally applicable would be impossible. The information contained in this appendix, therefore, should be considered a general guideline for policy and procedure development rather than hard and fast rules. Each facility is encouraged to use only that information that is relevant and implementable.

### **Definitions**

**Policy:** A definitive statement of the facility's position on an issue of concern to the administration or vital to the operation of the facility.

**Procedure:** A detailed, step-by-step description of the sequence of activities necessary for achieving a specific policy.

In general, a policy reflects the facility's philosophy about a particular issue. It defines WHAT the facility intends to do on a consistent basis and WHY the facility intends to take the defined action. A procedure, on the other hand, describes sequentially HOW and, inherent in such a description, WHO, WHERE, and WHEN the facility intends to implement the policy.

Policies and procedures may apply to the following:

#### ■ **The Facility as a Whole**

*Example:* A policy about the facility's nondiscriminatory admission criteria and services provided to juveniles.

#### ■ **One Functional Section of the Facility**

*Example:* A policy and procedure(s) about the methods used by food service staff in preparing meals for juveniles.

#### ■ **Two or More Functional Sections of the Facility**

*Example:* A policy and procedure(s) about the transportation of juveniles to activities conducted by the program section, which may af-

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fect both management services and program operations.

■ **The Facility and One or More of Its Functional Sections and External Agencies Organizations**

*Example:* A policy and procedure(s) about providing educational programs for juveniles by the local school district, which may affect both the program and management sections of the facility and the local school district.

***Staff Involvement in Developing Policies and Procedures***

To ensure acceptance and successful implementation, as many staff members as possible should be included in the policy and procedure development process. In fact, if this project becomes all-inclusive, the following may occur:

1. The staff will have a personal investment in the policies and procedures and will feel a sense of responsibility for ensuring their implementation.
2. The staff will not only understand the policies and procedures—because they helped to develop them—but they also will be aware of the alternatives that were considered and reasons why they were rejected.
3. The facility can capitalize on the staff members' collective knowledge and expertise, which, if tapped, can increase the practical quality of the policies and procedures significantly.

***Content of Policies and Procedures***

The next step in the process is to decide what topic areas are to be covered, beginning with broad subject areas within these specific topics. Since the development of a new or upgraded manual provides an opportunity for taking stock,

the manual must not be limited to only a sanctioning of existing practices, which sometimes are based on outdated directives and memoranda, and/or do not consider the major advances that have occurred (and will continue to occur) in corrections, and/or may not adequately reflect facility philosophy.

Established practice, however, is an important source of information for procedural content—and to a lesser degree, policy content—because it reflects the operational realities of the facility. Practice, in fact, is procedural. The distinction between policies and procedures is often lost if established practice becomes the only source of the manual's content.

***Legal and Professional Requirements***

Properly developed policies and procedures must not only reflect established practice, but also legal and professional requirements and the philosophy of the facility.

Since the late 1960s, the courts (through their decisions and orders) and various corrections-related agencies (through standards they have developed) have drastically changed the philosophy, ethics, and practice of the profession. Consequently, all policies and procedures being written must reflect these current legal and professional requirements. The following are among the resource documents reflecting the "state-of-the-art" for input on policy and procedure content:

- ACA's Juvenile Standards for Training Schools, Detention Centers, Small Detention Centers Community Residential Facilities, Probation and After Care Facilities, and Day Treatment Programs.
- "Model" policy and procedures manuals from the American Correctional Association, other states, agencies, or facilities.

- State statutes and administrative rules and regulations applicable to the operation of juvenile community residential facilities.
- The Office of Juvenile Justice and Delinquency Prevention.
- National and state fire safety, sanitation, health, and building codes.
- The American Medical Association.
- *Report of the National Advisory Committee for Juvenile Justice and Delinquency Prevention.*
- Court decisions and orders, which determine legal requirements for facility operations. Since various courts rule differently on particular issues, it is advisable to rely heavily on decisions made by state and federal courts in one's own or neighboring jurisdictions.

Although some of these documents may not be pertinent to your particular facility, they should be viewed as an integral part of the ongoing growth of the facility. They should, in fact, be reviewed and analyzed in depth before any attempt is made to use them in the development of policies and procedures. These documents (or portions of them) found to be applicable and implementable should be used as a point of reference to ensure the consistency of the particular policy or procedure with legal and professional requirements.

### **Facility Philosophy**

Unfortunately, few directors take the time formally to write out statements of their philosophies for the operation of their facilities or to communicate these statements to their staff. As a result, facility operations are sometimes fragmented and inconsistent, and staff members become frustrated because they lack a clear, overall

picture of the purpose of the facility and their roles in the fulfillment of that purpose.

The same holds true for the development of policy statements. Without a philosophy statement to provide overall focus, the policy and procedure manual will, in all probability, contain policies that lack direction and are contradictory, resulting in confusion in their implementation.

The facility philosophy statement is essential to the proper development of policy statements because it defines the following:

- The purpose of the facility.
- The facility's responsibility to its juvenile population and other major constituencies, including the community, local government, social agencies, and other departments of the local criminal justice system.
- The direction in which the facility is (or should be) headed.

In developing a philosophy statement, the following criteria should be used:

1. The philosophy statement must be sufficiently broad in nature yet provide direction. It must, for example, be general enough to encompass all organizational activities but specific enough to address the facility's major responsibilities of security, safety, and service and reflect professional, ethical, and constitutional standards.
2. The philosophy statement must be realistic and attainable. This criterion is especially important when addressing the direction in which the organization is headed.
3. The philosophy statement must be worded positively; its meaning must be concise, clear, and unmistakable.

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4. The philosophy statement should be developed and distributed to staff before the initiation of any effort to develop policies and procedures. It should be the primary point of reference for all policy development; each policy, in fact, should be reviewed for its consistency with the philosophy statement.

### ***Writing the Policies and Procedures***

Policies and procedures are not classic works of literature, but useful statements that communicate the facility's philosophy and work plan. The policy and procedure writer, therefore, needs only an ability to write in a style that is readable, easily understood by staff, and consistent from policy to policy and from procedure to procedure. The most effective policies and procedures are those whose language is direct, relatively simple, and precise.

### ***Policy Construction***

The policy statement should indicate what action is to be taken in the precise policy topic area. (Exactly how the action is to be performed should appear in the procedures). The statement should include the rationale for the policy. To be clear as well as concise, the following stylistic guidelines should be followed:

1. Policy statements should be written in complete sentences.
2. They should be direct and simple. Several short sentences are preferable to long, complex sentences.
3. Simple, present tense or future tense is preferred.
4. Policy statements should be general but directive. In limited instances, an information item, such as specific time or location, is of such importance to the comprehension of the

policy that it must be included in the policy statement. In most instances, however, such detail should be left out of the policy statement and included in the attendant procedure(s).

5. Policy statements must be clear and unmistakable in their meanings. The best way to determine whether the meaning of a policy statement is clear is to have several individuals read it and state in their own words what they perceive the statement to mean.

### ***Procedure Construction***

Like the policy statement, the procedure section should describe specific actions concisely and clearly and be written with simple, direct sentences in present and future tense. As procedures usually involve a series of actions to be performed by certain responsible persons and under certain circumstances, the following considerations should be taken:

1. A procedure cannot exist without a policy. Procedures implement policy; they cannot exist independently.
2. Be sure steps involved in completing the action are listed in the order in which they occur. A common error in developing procedures is to order the steps by the individuals or functional section(s) responsible for their completion. Unfortunately, in this format, the flow of the procedure is lost, increasing the chances of a mistake in completing the procedure.
3. Indicate the individual by title or operational section responsible for the action(s) described in the procedure. Inclusion of this information fixes responsibility for the completion of the procedure and minimizes the recriminating behavior that often occurs when a mistake is made.

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4. Indicate time(s) and location(s) relevant to the operating procedure. If precise information cannot be given, some references should be made to indicate approximate or relative time(s) and locations(s).
  5. If relevant, list precise form(s) to be completed. Identify forms both by name and number.
  6. Identify modes of communication. In most procedures, some form of communication (written, verbal, telephone, radio, intercom, etc.) occurs in one or more of the procedural steps. In instances in which communication occurs between staff and juvenile, also indicate (in general terms) what the staff is to communicate.

#### ***Format of the Policy and Procedure Manual***

Many variations in format may be used to present the policy statement and procedures. The following elements and facts, which can be placed in a masthead or in the body of the document, should be included in any format selected to provide the reader with adequate information:

- A classification/policy number that identifies and separates each policy and procedure.
- A date to indicate when the policy was issued.
- An indication of whether the policy/procedure supersedes another policy, procedure document, memorandum, or directive.
- A chapter title that covers a particular area, such as "Budget and Financial" or "Personnel."
- A subject title that describes or identifies the specific subsection of the chapter, such as "Budget Request and Justification" or "Personnel Records."

- A signature that indicates that the policy/procedure has the approval of an issuing authority.
- A citation that references the official document, law, regulation or opinion (including the specific article, chapter, section, etc.) that serves as the foundation of the policy. The appropriate authority for the policy could be a state law, regulation, or guideline, a court decision or attorney general's opinion, or an executive order.
- A briefly stated purpose or goal of the policy.
- An indication of the division, department, or personnel to whom the policy is directed.
- A list of definitions that provides explanations for key terms and phrases that have a specific meaning in the policy/procedure or that could be misinterpreted.
- An implementation schedule or statement that indicates when the policy will be put into effect and the frequency of review and updating.

Sequencing of the policies and procedures chapters is determined, making sure that they correspond to functional sections within the facility. Chapters may be preceded by a table of contents for easy reference.

Policy and procedure manuals may include additional materials of general, administrative interest such as organizational charts, personnel rules and regulations, copies of relevant forms to be shared with all staff, etc. These optional addenda should be carefully selected so that the manual does not become a catch-all of miscellaneous and only marginally valuable materials.

When the manual chapters and other materials have been put in proper sequence, a table of contents should be written for the entire volume and a title page designed.



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The task force coordinator must consolidate all constituent policies and procedures and assure that they are issued in a clear, useful, and attractive manual.

### ***Implementation of the Policy and Procedure Manual***

The successful implementation of a policy and procedure manual depends on several key activities. Failure to accomplish any one of the following activities could significantly affect the use of the manual:

1. *Final Review of Content:* When the manual has been assembled, final review of a few copies should be made. Validation and testing procedures should be conducted. Review by experts from within the facility, as well as outside, is advised. This is consultant time well-used. It also is productive to share the draft with other facilities for commentary. Legal assistance ensuring that the policies and procedures are in conformity with the law is indispensable to this process.
2. *Submission for Final Authorization:* When task force members are satisfied with the final draft, the policy and procedure manual is submitted to the appropriate authorities for approval.
3. *Distribution of Manual:* For the policy and procedure manual to serve its purpose, it must be made easily accessible to all facility staff and other relevant parties. A small facility may find it feasible to issue a copy to each staff member. In most cases, however, the cost involved prohibits facility-wide issuance. At a minimum, each functional section should receive a copy, issued to the section chief who assures staff accessibility. Each agency with a direct working relationship with the issuing facility also should receive a copy, and several centrally located copies should be on hand for public use. A log should be kept in the central office indicating the number, recipient, and location of each manual. Staff must sign a release for a policy and procedure manual.
4. *Training of Staff:* A comprehensive training program should be developed to ensure that all staff become familiar with those agency policies and procedures directing them in their assigned responsibilities. It should be designed to provide the following:
  - Initial as well as ongoing training
  - General as well as specific training
  - Classroom as well as hands-on experience
  - Required levels of achievement (established by tests)
5. *Monitoring and Enforcing the Manual:* A system of monitoring the staff's compliance with policies and procedures should be developed to ensure the policies and procedures will have their intended effect. Sanctions for noncompliance should be built into the personnel policies of the facility.
6. *Periodic Review of the Entire Manual:* The policy and procedure manual must be treated as a living organism, responsive to change, growth, and refinement. To ensure that it continues to reflect current facility philosophy and goals, viable operational procedures, and up-to-date legal considerations, the manual must be reviewed and revised as needed—both periodically and on an ad hoc basis. The entire manual should be reviewed annually. The following should be considered: (1) policies and procedures that have proved to be unclear, inconsistent, or untenable, should be rewritten; (2) policies and procedures that have become outdated should be removed; and (3) policies and pro-

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cedures should be added, as needed, to reflect new or expanded facility operations and practices.

7. *Changes in the Policies and Procedures:* In a healthy facility, operations are in a continuous stage of growth and change. Provisions should be made for changing relevant sections in the manual as soon as a policy and/or procedure has been modified, removed, or added.
8. *Staff Recommendations for Revisions:* An involved and knowledgeable staff is one of the best sources for input into the ongoing policies and procedures development. Steps should be taken to ensure that staff recommendations will reach and be acted on by the proper authority.
9. *Changes in the Manual:* A standard procedure should be developed for all manual changes. Revised-standards procedure should be developed for all manual changes. Revised policies and procedures should be issued in the same format used in the manual and be distributed to all manual holders with instructions about page(s) to be removed, location for new page(s) to be inserted, and effective date of change in policy and/or procedure.
10. *Notifying Staff of Changes in the Manual:* All staff must be notified immediately when changes in policies and procedures occur.



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