

JAIL WITHOUT BARS

NCJRS

Final Report

DEC 8 1978

~~76-ED-08-0005~~

ACQUISITIONS

53080



**U. S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION**

H-1 Report
OMB NO. 43-R0532
Expires: 6/30/76

FINANCIAL STATUS REPORT JAIL WITHOUT BARS		1. Federal Agency and Organizational Element U. S. Department of Justice, LEAA		2. Federal Grant No. or Other Identifying No. 76-ED-08-0005			
3. Name and Address of Grantee Organization Division of Criminal Justice Colorado State Planning Agency City and County Building Denver, Colorado 80202		4. Employer Identification No. 84-6000580W	5. Grantee Account No. or Identifying No. N/A	6. Final Report <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No			
				7. Basis of Report <input checked="" type="checkbox"/> Cash <input type="checkbox"/> Accrued Expenditures			
		8. Project Period (Month, Day, Year) FROM 03 15 76 TO 08 31 77		9. Report Period (Month, Day, Year) FROM 10 01 77 TO 11 30 77			
10. STATUS OF FUNDS	PROGRAMS — FUNCTIONS — ACTIVITIES						
		(1)	(2)	(3)	(4)	(5)	
		(6)					TOTAL
	a. Total outlays previously reported (Line 10e from previous report)						937,948.36
	b. Total program outlays this period						82,783.64
	c. Less: Program income credits						-0-
	d. Net program outlays this period (Line b minus Line c)						82,783.64
	e. Total program outlays to date (Sum of Lines a and d)						1,020,732.00
	f. Less: Non-Federal share of program outlays						520,732.00
	g. Total Federal share of program outlays (Line e minus Line f)						500,000.00
	h. Total unpaid obligations						-0-
	i. Less: Non-Federal share of unpaid obligations						-0-
	j. Federal share of unpaid obligations (Line h minus Line i)						-0-
k. Total Federal share of outlays and unpaid obligations (Line g plus Line j)						500,000.00	
l. Total Federal funds authorized						500,000.00	
m. Unobligated balance of Federal funds (Line l minus Line k)						-0-	
11. Indirect Expense: a. Type of rate (Mark box) <input type="checkbox"/> Provisional <input type="checkbox"/> Final <input type="checkbox"/> Predetermined <input type="checkbox"/> Fixed N/A		12. REMARKS (Attach additional sheets if necessary)		13. CERTIFICATION — I certify that to the best of my knowledge and belief this report is correct and complete and that all outlays and unpaid obligations are for the purposes set forth in the grant award documents.			
b. Rate	c. Base		Name		Title		
d. Total amount	e. Federal share		Harold V. Cook, Manager		TELEPHONE		
			Area Code		Number		
			303		575		
			Ext.		2561		
			Signature of Authorized Official		Date Report is Submitted		
			<i>Harold V. Cook</i>		11/29/77		

COLORADO DIVISION OF CRIMINAL JUSTICE

GRANT ACCOUNTING WORKSHEET

REPORT # Seven

PROJECT TITLE JAIL WITHOUT BARS

DATE November 29, 1977

TYPE OF REPORT

REGULAR
FINAL

PROJECT NUMBER 76-ED-08-0005

FOR QUARTER

ENDING Final

Category	Budgeted	Outlays			Unpaid Obligations	Total Obligations & Expenditures
		Current	Prior	Total To Date		
Personnel						
Supp. & Oper. Expenses						
Travel						
Equipment						
Construction	500,000.00	55,588.70	444,411.30	500,000.00	-0-	500,000.00
Contracts	520,732.00	27,194.94	493,537.06	520,732.00	-0-	520,732.00
Professional Services						
TOTAL	500,000.00	55,588.70	444,411.30	500,000.00	-0-	500,000.00
	520,732.00	27,194.94	493,537.06	520,732.00	-0-	520,732.00

STATUS OF FEDERAL GRANT FUNDS

- Amount of Grant Award 500,000.00
- Total Advances Received to End of Report Period 500,000.00
- Amount expended to Beginning of Report Period (should equal expenditures to Date on Previous Report 444,411.30
- Amount Expended During Report Period 55,588.70
- Total Amount Expended to Date (Total of Items 3 & 4) 500,000.00
- Unexpended Cash Balance at end of Report Period (Item 2 minus Item 5) -0-



U. S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

DISCRETIONARY GRANT
PROGRESS REPORT

GRANTEE Division of Criminal Justice Colorado State Planning Agency	LEAA GRANT NO. 76-ED-08-0005	DATE OF REPORT July 15, 1978	REPORT NO. Seven (7)
IMPLEMENTING SUBGRANTEE City and County of Denver	TYPE OF REPORT <input type="checkbox"/> REGULAR <input type="checkbox"/> SPECIAL REQUEST <input checked="" type="checkbox"/> FINAL REPORT		
SHORT TITLE OF PROJECT Jail Without Bars	GRANT AMOUNT \$500,000.00		
REPORT IS SUBMITTED FOR THE PERIOD 15 March 1976		THROUGH August 31, 1977	
SIGNATURE OF PROJECT DIRECTOR <i>Harold V. Cook</i>	TYPED NAME & TITLE OF PROJECT DIRECTOR Harold V. Cook Manager of Public Works		

COMMENCE REPORT HERE (Add continuation pages as required.)

Narrative Attached

RECEIVED BY GRANTEE STATE PLANNING AGENCY (Official)

DATE

INTRODUCTION

The Jail Without Bars Project supported a small portion of the construction cost of Denver's new and innovative Pre-Arraignment Detention Facility.

Photograph No. 1

Denver's Integrated Criminal Justice Complex



The Pre-Arraignment Detention Center is truly a model facility where every prisoner has a private room with secure windows that, nevertheless, give exposure to the outside world. Prisoner intake begins below ground level via a drive through reception area, and the Detention Center is connected by an underground area to the police administration building directly

across a public pedestrian courtyard. The design criteria for the 51,970 square foot detention facility included underground tunnel movements, underground parking, internal elevators, heliports, microwave communications, food service, mail handling, trash removal, document storage and distribution, reproduction services, materials handling, court hearings requirements, emergency medical services, attorney visiting needs of inmates, public visiting needs of inmates, vehicular traffic patterns, and police/victim access to the facilities. All of these were developed in accordance with the total program, municipal constraints and site environment.

Project Methodology

Preliminary planning and sophisticated design work in support of this construction project long preceded the award of this grant application. The construction project involved both the new Denver Police Administration Building and the new Pre-Arrestment Detention Facility. The two facilities are distinct but designed as an integrated criminal justice complex. This report is only concerned with the Detention Facility wing of the complex.

Design Considerations

In developing a design concept for the Pre-Arrestment Detention Facility, it was necessary to observe and understand its primary function in the criminal justice system; that of a temporary holding facility. The following is a list of activities and processes performed within the Pre-Arrestment Detention Facility.

- Check-in Processing
- Photo Identification
- Fingerprinting
- Medical Check
- Security Check
- Bail Information and Inquiries
- Release on own recognizance procedure
- Telephone Calls
- Attorney and Public Defender Visits
- Personal Visits
- Court Appearances
- Religious Counseling
- Initial Classification for Room Assignment
- Inspection for Contraband
- Storage of Personal Affects
- Shower-Shaving (Personal Hygiene)
- Investigative Process

An in-depth study of these functions was made in an effort to coordinate the elements of the pre-arraignment process.

The detention areas are the product of the coordination of ideas and regulations by the design team, penal consultant and state and local officials. The following recommendations were made and implemented.

1. *Consideration of exterior wall as basic security barrier.*
2. *Elimination of steel bars and jail fronts*
3. *Use of new security materials and devices; consideration of use of new security glazing materials.*
4. *Provision for individual rooms and more activity space.*
5. *Provision for flexibility in operating procedures and grouping.*
6. *Provision for different housing clusters for homogeneous classification.*

Functional Review of the Facility

The Facility basically receives and screens suspects and then houses them until arraignment.

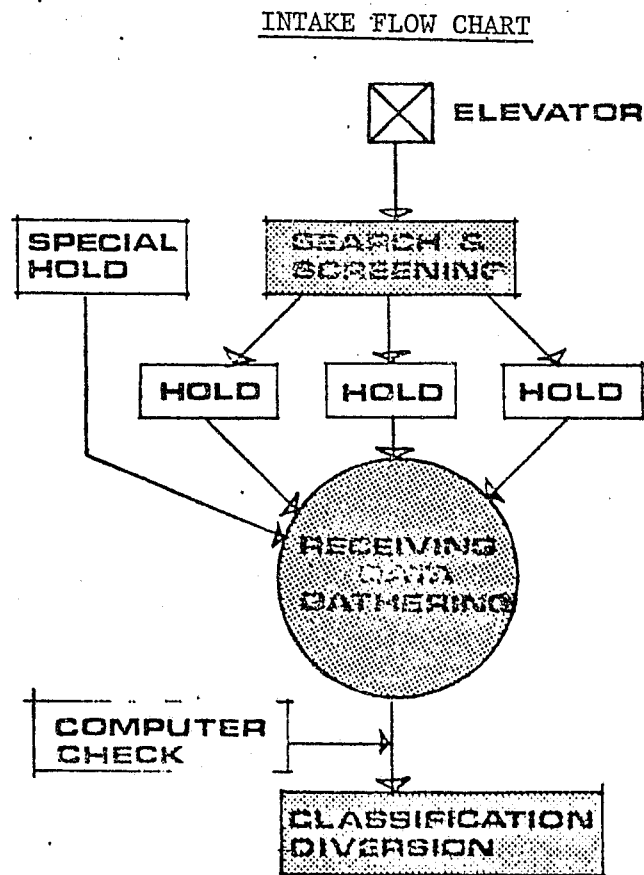
Receiving Area

The Receiving Area of the Detention Facility is the suspect's first contact with the correctional system. It is in this unit that all initial information is collected and identification is verified.

After receiving and verification of identification, the suspect is interviewed by a team of classification personnel. It is the function

of this unit to reduce any anxieties that the person just off the street might have. It is from this area that personal phone calls are made and a housing cluster assigned for those being detained. It is also from this unit that any possible diversions will take place.

The release of the client from the Facility takes place directly from his assigned living unit, from which he is taken directly to a public area of the Facility without re-entering the receiving area.



Housing

The Pre-Arrestment Facility is divided into three distinct areas; womens' housing, limited juvenile housing and mens' housing clusters. Each unit is visually and acoustically separated from the other. Housing units in groups of 18-24 sharing a common day room area have been provided. These units consist of 155 individual rooms and one small dormitory unit.

The detention areas of the facility were planned as follows: second floor, receiving, women's and juvenile housing; third floor, men's housing, officer area; fourth floor, maximum security, additional men's housing and kitchen and laundry services.

In reviewing design capacity for the proposed Pre-Arrestment Facility, historical data on arrest, crime and jail population, i.e., total arrests, was collected and analyzed along with projected city and metropolitan population figures. Pending and future legislation, i.e., arrests of alcoholics, legalization of marijuana, etc., which might affect jail population figures were reviewed and the average daily jail population projected to the year 2000. The year 1985 was selected as the basis for design capacity of the Pre-Arrestment Detention Facility, using a projected population with a ratio of the 1960-72 misdemeanor plus felon arrests, and projected metropolitan population which indicated an average daily jail population in 1985 of 162 inmates.

Allowing for future growth, the facility has been designed with the capability of expanding its inmate population by 25%. Based on the above, the following summary is presented.

Initial Capacity	158 beds
(capable of 25% increase)	<u>+7 separation</u>
	165 total

To be subdivided as follows:

Women

Separation rooms	1	
Individual rooms	12	use common day room
Dormitory	10	

Juvenile

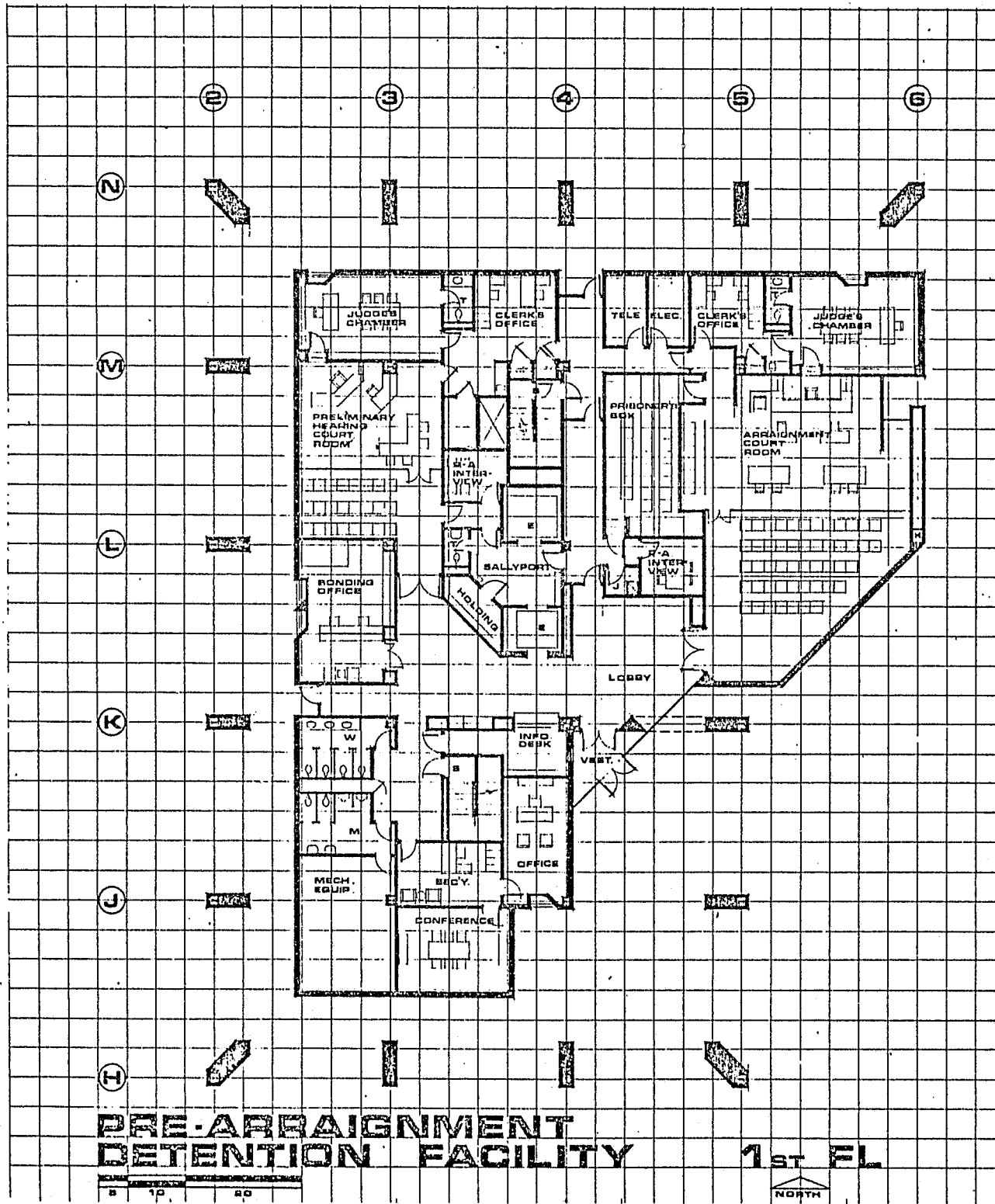
Capability of use by others when 8 beds
no juveniles present.
Visually and acoustically separated from adults.

Men

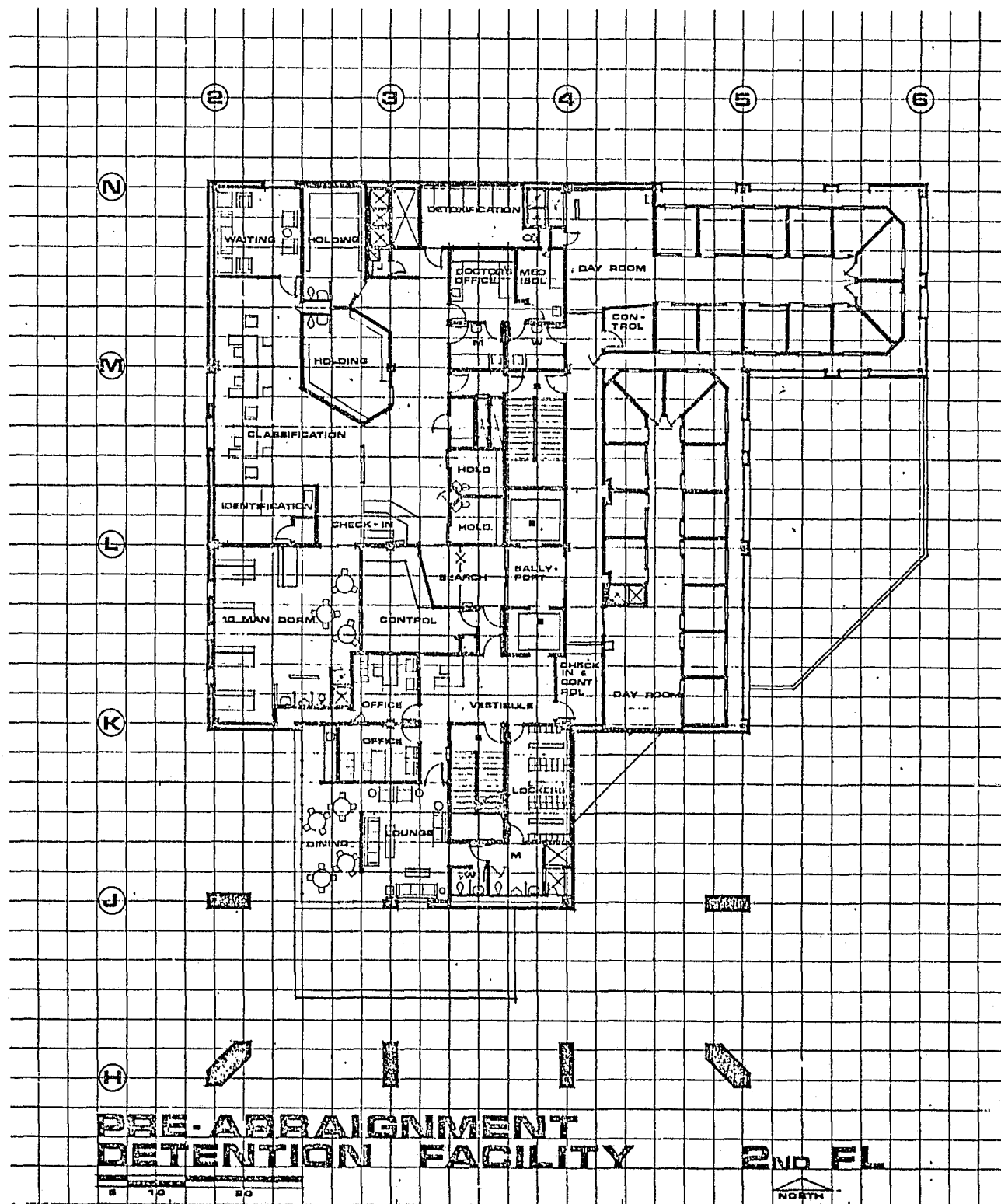
134 beds

Separation rooms	6
Max. security rooms	24
Individual rooms	104

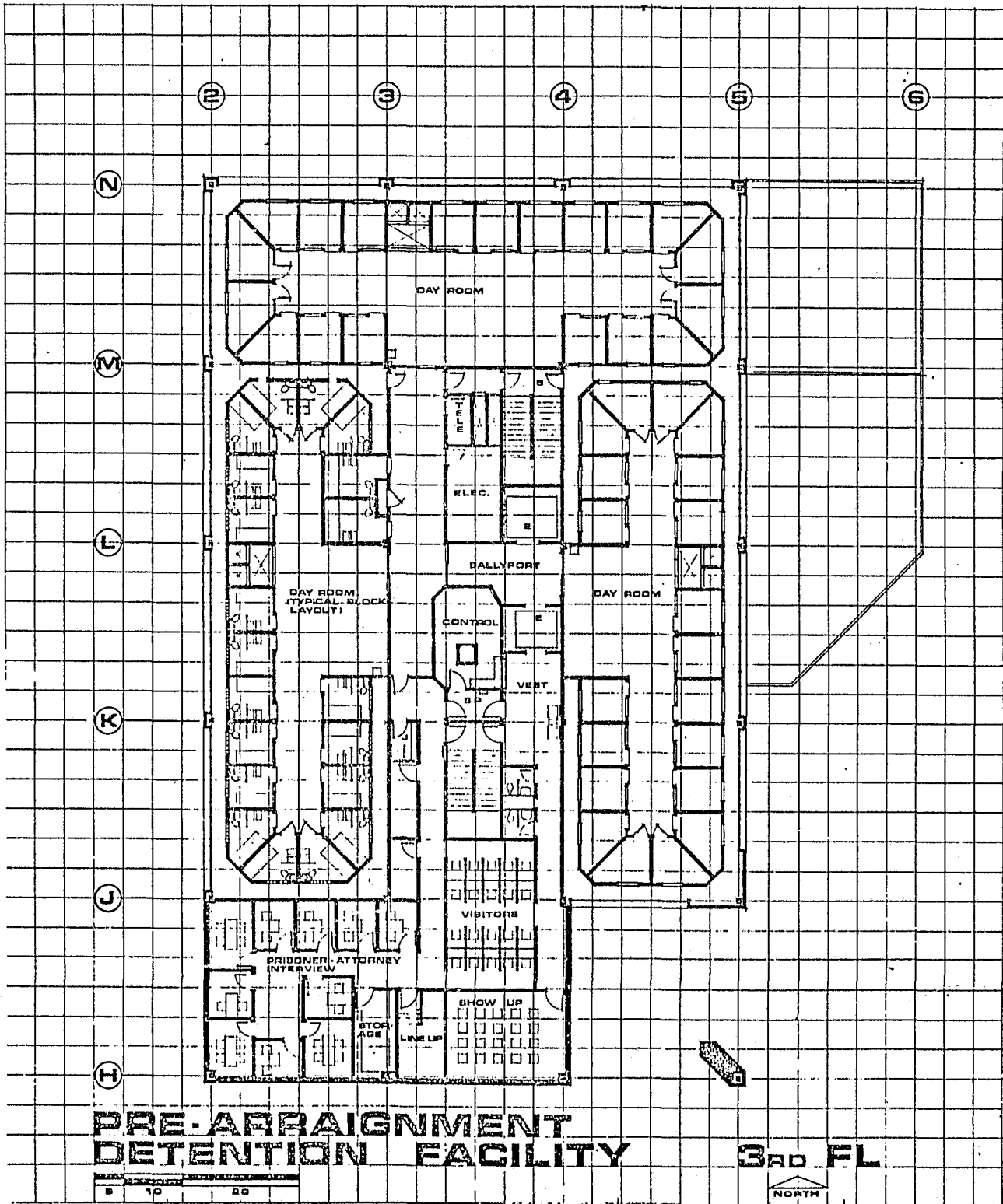
Drawings 1 through 5 have been provided to present a more complete picture of the amenities offered by the new Pre-Arrest Detention Center. These drawings demonstrate the total service capability built into the design of the facility. Of particular note are the Bonding office (drawing 1), classification and identification center (drawing 2), Doctors office and Medical Isolation room (drawing 2), Detoxification center (drawing 2), and extensive interviewing and visitation facilities (drawing 3). While primarily a holding facility, a preliminary hearing room and an arraignment court are also housed in this building. These functions are located at the plaza level to allow easy access to the public (see drawing 1).



Drawing 1

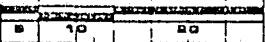


Drawing 2

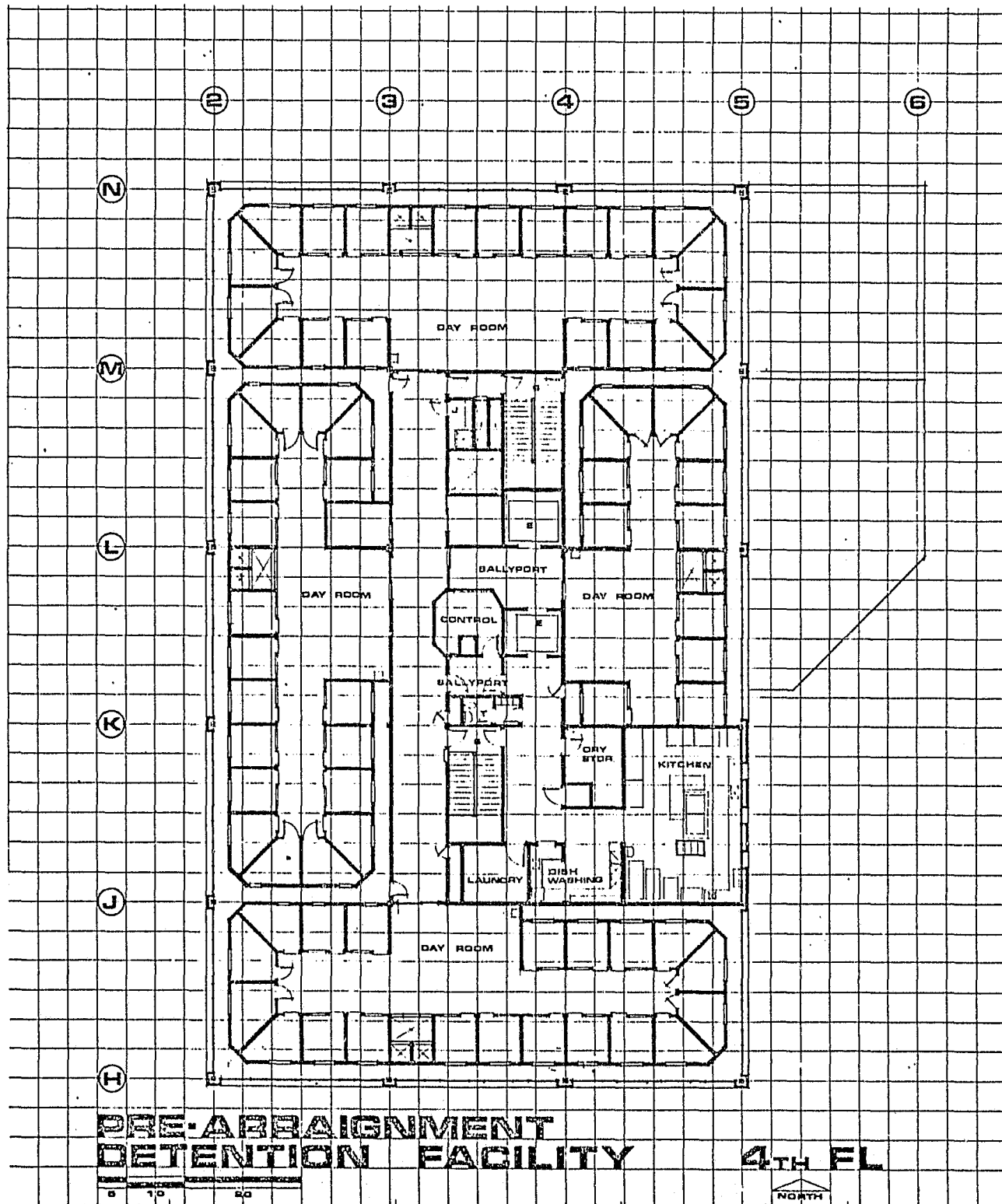


**PRE-ARRAIGNMENT
DETENTION FACILITY**

3RD FL.



Drawing 3

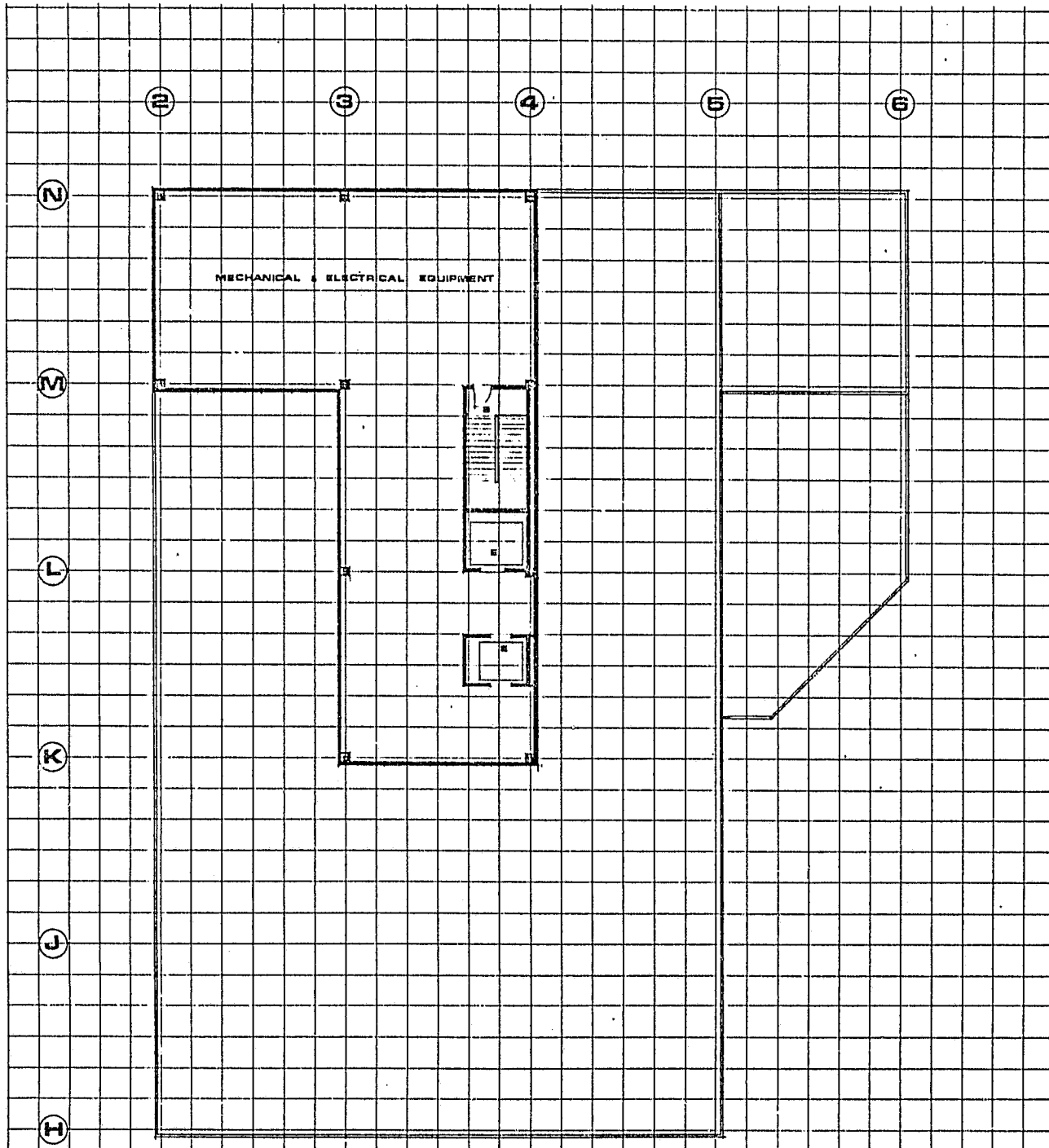


Drawing 4

**ORE-ARRAIGNMENT
DETENTION FACILITY**

4TH FL

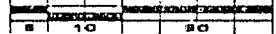




MECHANICAL & ELECTRICAL EQUIPMENT

**PRE-ARRAIGNMENT
DETENTION FACILITY**

PENTHOUSE



Drawing 5

EVALUATION

As the Jail Without Bars project was essentially a construction grant, the remaining portion of this report presents the finished construction project through photographs. The photographs have been selected for their relevance to the particular sub-contract packages which the grant supported and their relevance to the specific objectives set for the grant.

Specific Construction Items

The Jail Without Bars project funneled federal support to three construction items which best facilitated the innovative and progressive design of the model detention facility. These items included: 1) Security Materials and Construction, 2) Electrical Resources and Control System and 3) Windows and Glazing.

Security Materials

Although the Denver Detention Center is designed to provide some aspects of a hotel atmosphere, security and custodial control were a foremost consideration whenever past experience revealed potentially dangerous environments could be neutralized by design or security materials and equipment. This contract includes hollow-metal reinforced doors and door frames, power operated door latches on all sally ports and individual prisoner room doors, all remaining security hardware for the entire building, including beds, desks and mirrors for each prisoner room, stationary benches for the temporary holding areas, correctional officer gun lockers, and the power operated grill-gates controlling underground

ramp access to the receiving elevator and control center. The contract includes both the cost of security material and the cost of installation.

Electrical Resources and Control System

Between prisoner room walls and the exterior walls, a "pipe chase" corridor (See Photo No. 2) has been designed for maximum security yet not inhibiting prisoners from looking from his room through windows on the exterior walls. Those "pipe chases" run behind each bank of prisoner rooms and are secured by an electronic heat detector system. Also included in the electrical contract are the panel control consoles for the correctional officer control center below ground level, and on the 2nd, 3rd and 4th floors of prisoner residences (See Photo No. 3). The electrical contract supports wiring of the smoke detection system, intercom system, door controls and courtroom emergency signal system as well as recessed lighting throughout all four floors and below grade level (See Photo No. 4 and No. 5).

Windows and Glazing

One of the most innovative characteristics of Denver's Detention Facility is the unusual presence of glass in exterior security walls. The glass is a Lexan product, a plastic polycarbonate material that is unbreakable yet allows full vision to the outside (See Photo No. 6). Similar windows are present in each prisoner room (See Photo No. 7), as well as the exterior walls on the 2nd, 3rd, and 4th floors.

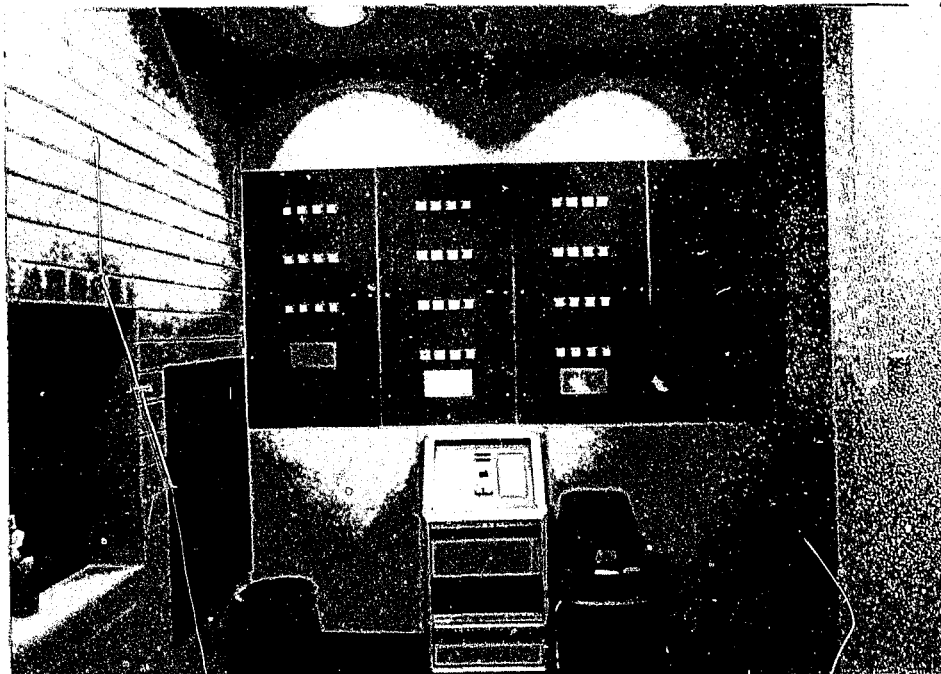
Photograph No. 2
Pipe Chase Corridor



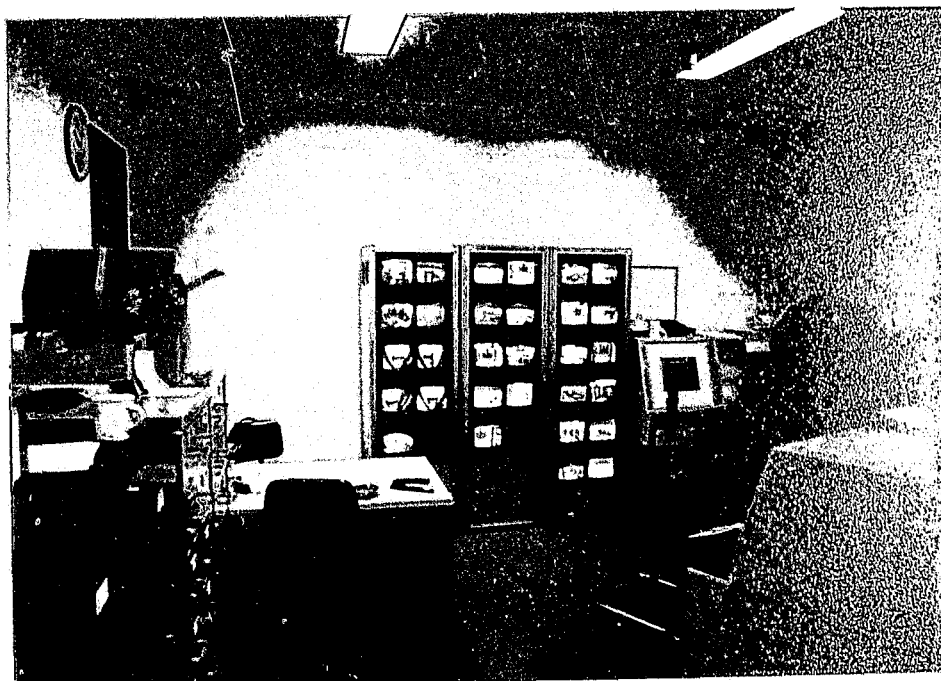
Photograph No. 3
Correctional Officer Control Center - 4th Floor



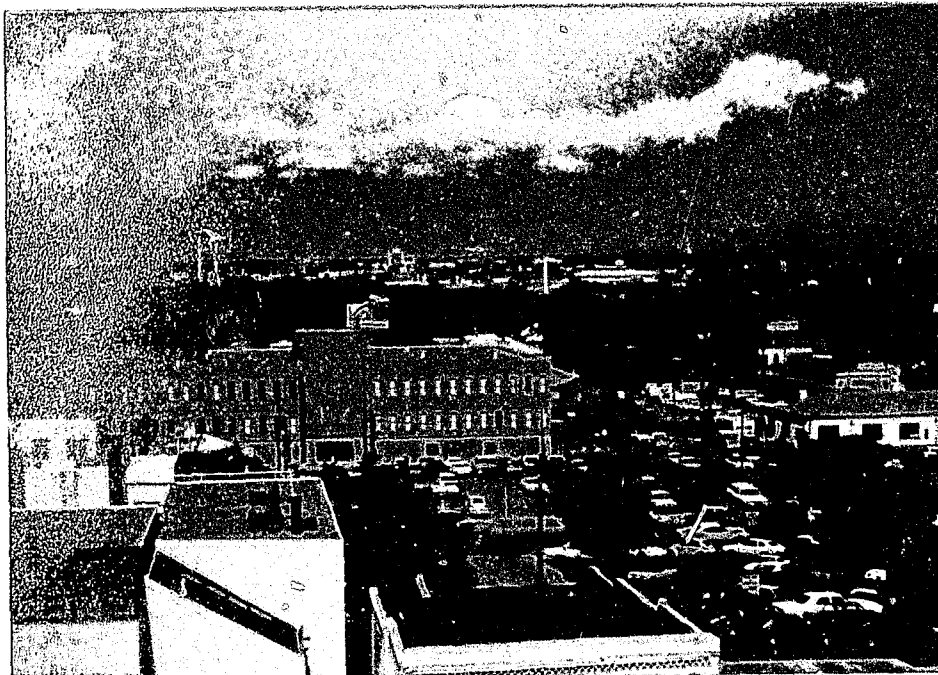
Photograph No. 4
Smoke Detection Control Panel



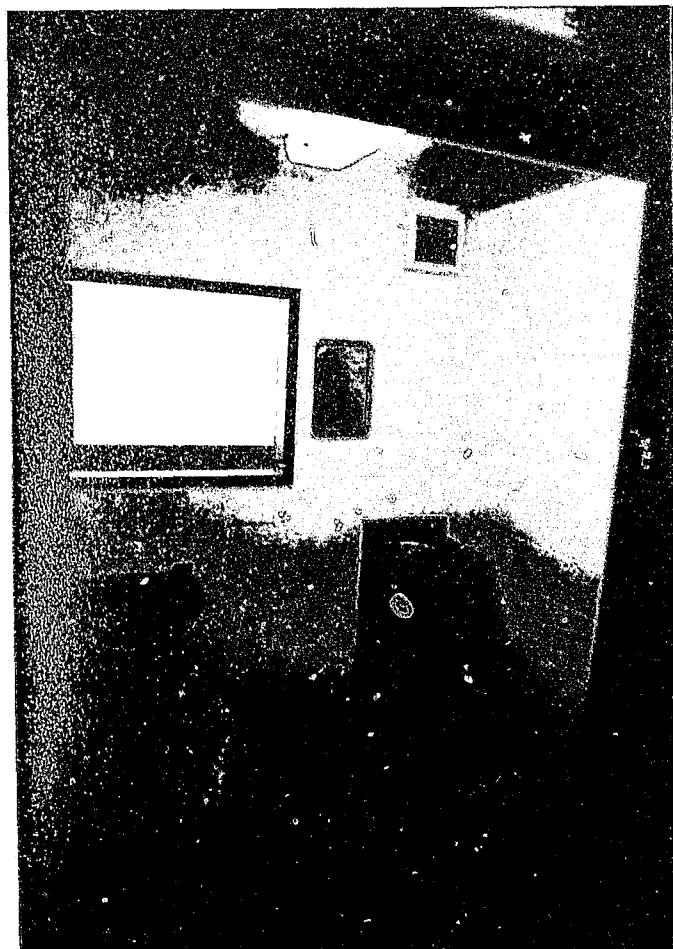
Photograph No. 5
Main Security Control Center - Receiving Area



Photograph No. 6
View From 4th Floor Prisoner Room Window



Photograph No. 7
Lexon Windows on Either Side of Prisoner Room



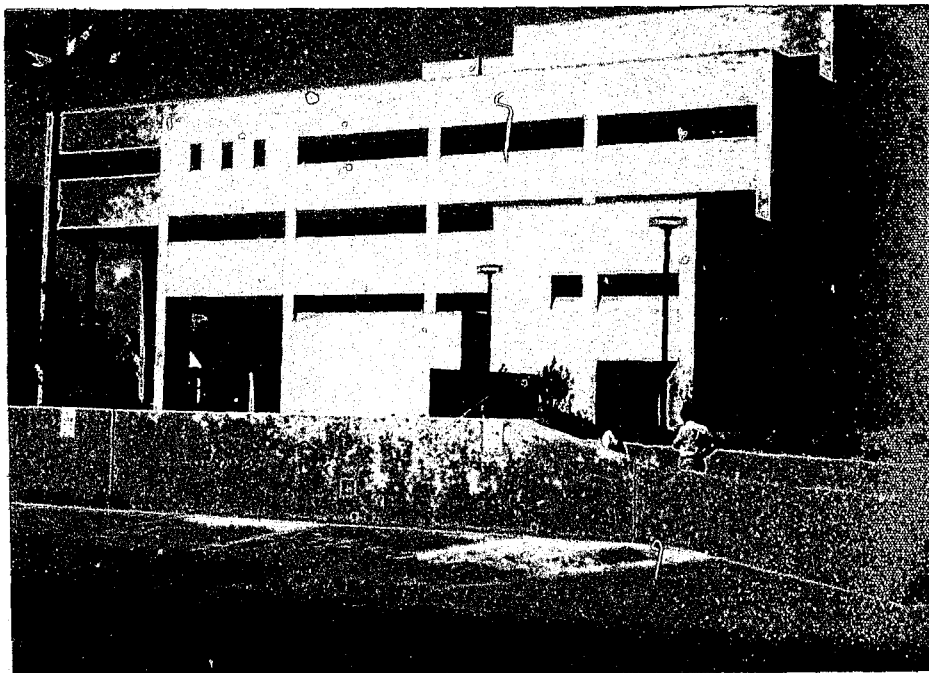
OBJECTIVES

Objective No. 1:

To facilitate communication between police, courts and corrections services within the City and County of Denver.

This project supported a small portion of the construction cost of the Pre-Arrestment Detention Facility wing of Denver's new integrated criminal justice complex (See Photo No. 8). The complex includes the Denver Police Department Administration Building (left wing), the City and County of Denver Court facilities and the City Jail (right wing). Although integrated, the complex has been designed to enhance the physical autonomy of these three criminal justice components. Thus, the historic and damaging stigma of "police court" and "police jail" has been avoided while the convenience of proximity remains undisturbed.

Photograph No. 8
Pre-Arrestment Detention Facility Wing of Criminal Justice Complex

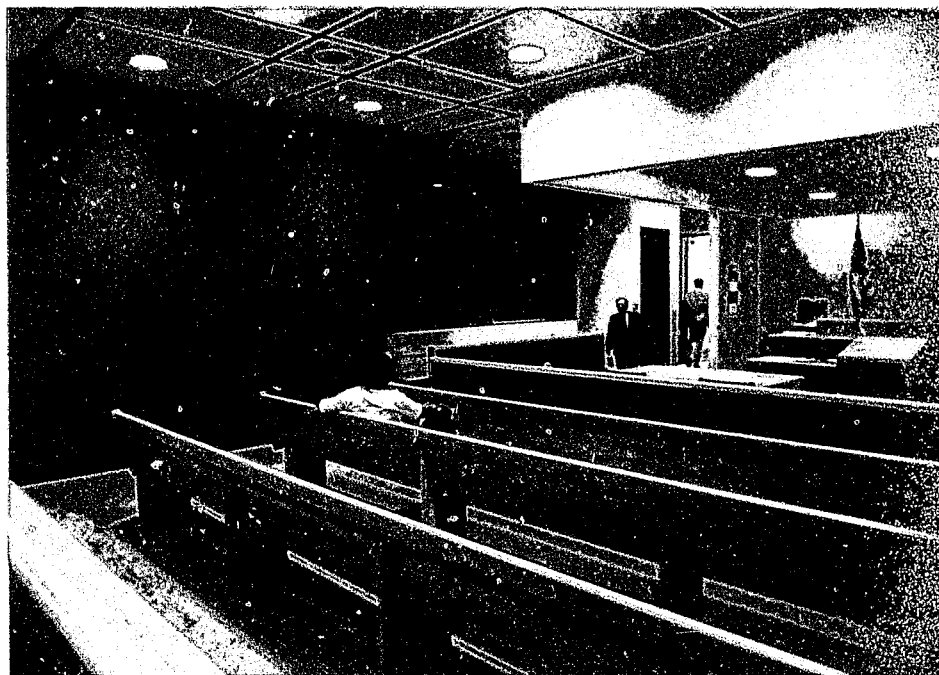


The planning stages of the complex initiated the hoped for facilitation of communication between the components of Denver's criminal justice system. Representatives of the police department, county court and sheriff department met extensively to share information and discuss personnel growth patterns, staff population projections, present and projected activity relationships, personal work habits and the types and quantities of special equipment used and anticipated. This intercommunication and planning process led directly to the architectural specifics of the complex.

As previously mentioned, the "police court" stigma has been avoided through the design of the complex which facilitated system linkages without sacrificing physical and operational autonomy. Photograph number nine (9) depicts the spacious arraignment courtroom through which all arrestees ultimately charged in Denver receive their first advisement. This courtroom is located on the first floor of the center and is freely accessible to the public. Prisoners are brought to the court via a security elevator from the upstairs housing areas and are held in a staging room behind the glass on the left side of the photograph.

In addition to the Arraignment Courtroom, the Pre-Arraignment Facility also includes a Preliminary Hearing Room (Photo No. 10) in which felony cases are reviewed for probable cause prior to being bound over to Denver District Court. This Courtroom is also located on the first floor of the Detention wing, is freely accessible to the public and is connected to the secure portion of the facility by a security elevator.

Photograph No. 9
Arraignment Courtroom-Denver County Court



Photograph No. 10
Preliminary Hearing Room

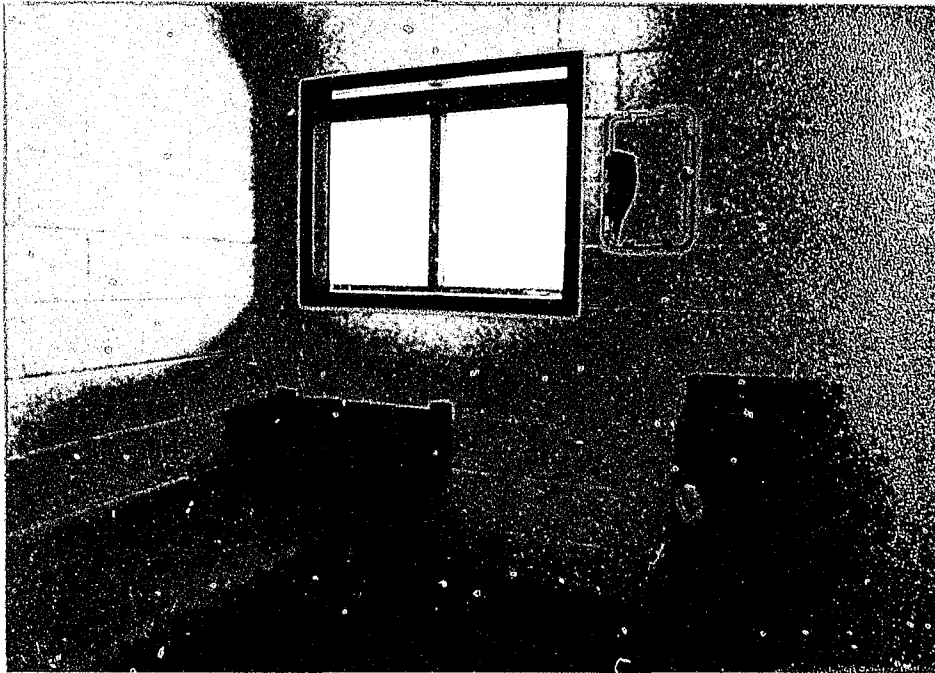


Objective No. 2

To decrease the overcrowded conditions of Denver's present City Jail Facility

The new Pre-Arrest Detention Facility provides for a capacity of 165 detainees. This is an increase of 20% over the old jail's 137 capacity. Additionally, the new detention facility provides a private room (See Photo No. 11) for 155 detainees and subjects only ten individuals to dormitory detention. In the old jail the 137 capacity was stretching an original design for 98 detainees and only 4 single cells were available. Therefore, the normally overcrowded jail population was forced to dwell together within large dormitories or holding tanks.

Photograph No. 11
One of 155 Private Detention Rooms



The Pre-Arraignment Detention facility has been operational since February 25, 1978 and during this time period the population has only neared capacity on an occasional busy weekend. Crowded conditions have, therefore, been eliminated as anticipated by the objective. More importantly, however, the modern facility has allowed for the isolation of serious offenders from individuals arrested for less serious offenses and first time arrestees can now be segregated from career offenders.

Objective No. 3

To enhance the delivery of social services to Pre-Arraignment Detainees

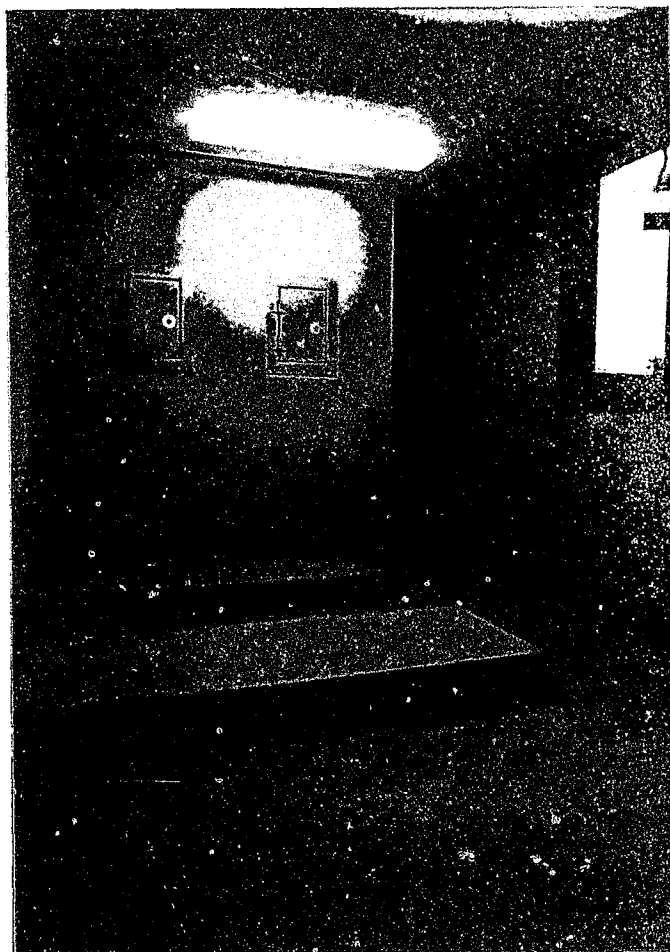
The design of the Pre-Arraignment Detention Facility was calculated to bring

a variety of social services to detainees in a timely and efficient manner. The facility includes a medical center (See Photo No. 12), a detoxification room (See Photo No. 13), 10 visitation cubicles (See Photos No. 14 and 15) and a number of large interviewing rooms for conducting legal services, bail interviews, pre-trial release examinations and police questioning (See Photo No. 16). Additionally, the facility houses a large identification/classification center, a bonding office, a line-up room, and several single cells that are video monitored for observing suspected suicides and mental cases.

Photograph No. 12
Medical Examination Room



Photograph No. 13
Detoxification Room (Rubber Room)



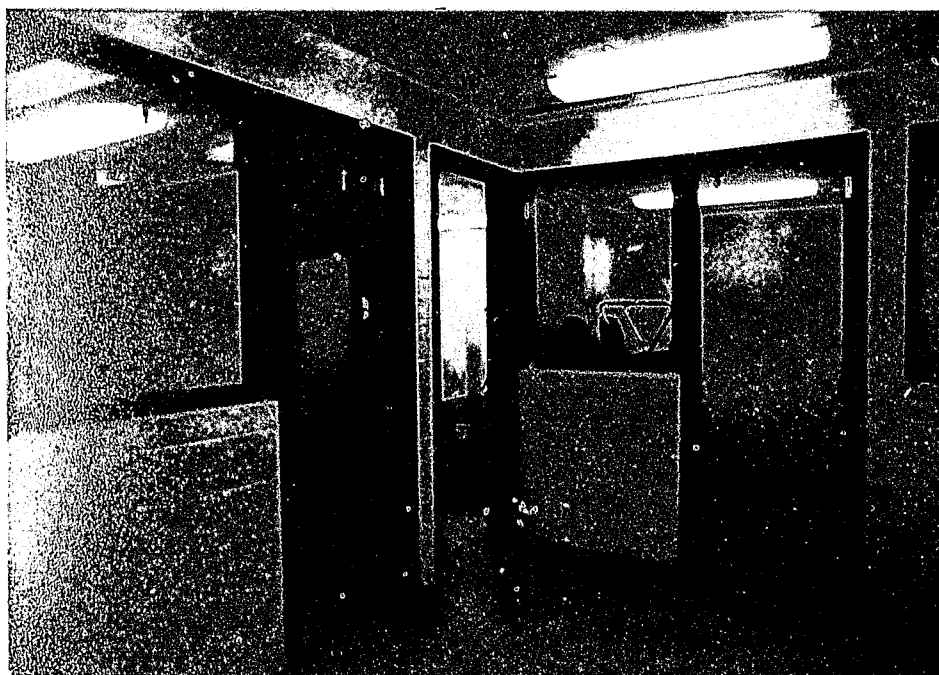
Photograph No. 14
Visitation Booths



Photograph No. 15
Visitation Booth



Photograph No. 16
Interviewing Rooms



The old facility was, as mentioned, overcrowded, and did not project the proper atmosphere nor physical space to deliver even the most basic social services. The new facility as demonstrated provides for health treatment, narcotic and alcohol detoxification, bail services, legal services, and job placement services. Objective number three has clearly been accomplished through the completion of the new facility.

Objective No. 4

Decrease the recidivism rate of first-time adult felony arrestees by 10%

The assessment of progress toward this objective will require a follow up period of first time arrestees of at least 12 months. This time period will not be satisfied until February of 1979. As a number of variables are impacting the likelihood of a first time arrestee becoming rearrested or never returning to the criminal justice system, it is unlikely that the new detention facility's contribution to this can be isolated. We assume, however, that the increased services provided to detainees as a result of the larger facility and the capability to isolate first time arrestees from career offenders may assist first timers to avoid future problems with the criminal justice system. Recidivism data to measure this objective will not, unfortunately, be available to test the hypotheses for another 8 months.



END