

# Recreation in Local Jails: A Model Program

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RECREATION IN THE LOCAL JAIL

A MODEL PROGRAM

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## INTRODUCTION

Over the years, efforts to improve and to develop recreation programs for jails have met with little success. Partially, this has resulted from a lack of definitive direction. There has been no concerted effort to adapt the institutional recreation model to the jails for several reasons. Primarily these reasons have been due to a lack of understanding of recreation as a means of offender management as well as a lack of funds and the lack of facilities. Such random development of recreation programs, however, tends to lead to problems of differential treatment.

In an effort to bridge this gap and to provide direction to those administrators and sheriffs planning recreation programs, a model program has been developed by the Correctional Recreation Project. This program addresses the major issues of manpower, programming, facilities and particularly standards. The model provides a step by step format for implementing and operating the recreation program.

This model program represents a pioneer effort in the overall development of recreation programming in local jails. At this time, most of the literature has focused on the need for the program and the history of specific programs. It is hoped that the concepts and ideas presented here will provide for improved offender management and for more efficient jail operations.

Special thanks are due Morton Gulak, an architect-planner, who wrote the chapter on facilities and provided much helpful advice on design and facility use. In addition, I would like to recognize the assistance of the Division of Justice and Crime Prevention, and particular, Mr. Anthony Casale.

Carroll R. Hormachea  
Project Director

## CHAPTER I

### RECREATION IN THE LOCAL JAILS

Invariably any discussion of recreation in the correctional setting focuses on the adult institution rather than on the jail. Partially, this can be attributed to a lack of understanding of the function of the jail by those outside of the criminal justice system and because recreation programs in local jails are almost non-existent. This is not to say that there is no concern for the value of and the need for recreation. E. E. Miller writes that "lack of recreation opportunities in the jail . . . in combination with the pervasive idleness leads to an escalation of tension and increased incidences of violence."<sup>1</sup>

Regretfully, most jails, including those in Virginia, were designed as detention facilities with little thought given to the development of treatment programs. Most jails were built prior to 1965. Some institutions range in age to over 100 years. In some instances, efforts have been made by sheriffs and other administrators to relieve this burden of "pervasive idleness" with some limited success. In most cases, jail administrators have cited lack of funds or a lack of space as the principle reasons for not implementing programs. Today, such reasoning no longer is acceptable. Numerous court decisions have been issued which clearly define the responsibility of the jail administration to take steps to relieve the enforced boredom that exists in the jails and to provide recreation and other treatment programs for the inmates.

Jails have been denounced by social reformers and penologists alike. They have been called place of idleness where the inmates



have little, if anything to do to occupy the time while awaiting trial. Many jails, including some in Virginia, require the inmate to remain in his cell or in the adjacent "bull pen" area at all times, even to taking meals in the space. In such situations, inmates are allowed to leave the area only for "official business," for visiting periods, or to meet with lawyers.

Most inmates in the local jails are awaiting trial and therefore are not yet committed to the criminal justice system. However, even though they are not convicted, these inmates are subject to the same treatment as those persons who have been sentenced to the jail or other adult institutions for their crimes. Unfortunately, most jails cannot provide special accommodations for the untried. While this might be ideal and legally correct to provide this accommodation, the jail like any other institution, must provide programs on the basis of the greatest benefit for the greatest number of persons,

Little thought has been given to the positive benefits of recreation among the inmates. Most jail administrators will find that a well planned recreation program will provide a sound basis for inmate management. Through the use of recreation, the inmate is more likely to accept the procedures and regulations of the institution. It is important that the administrator reconcile recreation programming with the other needs of the inmate. Menninger and other practitioners and scholars have noted the positive value of recreation by emphasizing the need for such programming to maintain the mental and physical health of the individual.<sup>2</sup> Again, this concept is not based on a "do-gooders"

approach to dealing with the jail, but rather on a sound psychological approach which can improve the quality of life and administration of the facility.

The theme that programs are limited because of the overwhelming concern for security runs throughout all research on recreation in the jail. According to Flynn, this preoccupation results from the high cost of steel and concrete and other costs are reduced by neglecting to provide program space and sufficient staff.<sup>3</sup>

#### RECREATION, THE JAIL, AND HISTORY

Correctional recreation in the local jail is not a new phenomenon or idea. In order to understand the role of the jail and its problems, it is important to review the history of the jail itself.

From the very beginning, the jail has been a place of detention. The early history of the jail is cloaked in mystery. However, there have been various biblical references noted by some historians. Some references to the jail are found in the accounts of the Egyptian and Roman civilizations. However, the concept of the jail as it is known today developed during the period following the Norman conquest in England. During the reign of Henry II, the jail was established under the Assize of Clarendon.<sup>4</sup> During this period many of the concepts of law and individual rights recognized today were developed. It was these beginnings that were to influence the early colonists who brought the concept of the jail to the new world.

Upon arrival in the new world, the colonists established the colony at Jamestown under the orders of James I. According to Hennings

Statutes, the King's orders admonished the colonists to develop strict regulations to preserve public order and the safety of the people. Under the King's orders, the Office of the Provost Marshal General was established to administer the public safety activities of the colony. This military office was necessary to maintain security against Indian attacks. Later, the House of Burgesses voted the Provost Marshal General a schedule of fees to compensate him for his services to the colonies.<sup>5</sup>

In 1634, the House of Burgesses created the office of sheriff in the new world. This office was created after the same office which had been established in England. In creating the office, the House set forth the duties of the individual. The sheriff was charged with the serving of court papers, the collection of taxes and with carrying out the orders of the justices. The sheriff was also responsible for calling the citizens together to vote for members of the house of Burgesses as well as announcing the orders of the King. Another charge given the sheriff was the control of the jail or prison, as it was known at that time. In some instances, the sheriff was empowered by the court to release certain prisoners on bail.<sup>6</sup>

In 1642, the House of Burgesses passed legislation to develop the prison in Virginia. These prisons were the forerunners of the local jail. Over the next few years the House ordered that the counties should build "prisons" to confine the prisoners. However, it was necessary to modify these orders due to the high cost of iron work and the poverty of the colonies. In fact, iron work was very difficult to

obtain at that time. The insufficiency of jail construction came to the attention of the House of Burgesses which also noted that in some cases the jail had not even been built. New legislation directed the sheriff to collect damages from those judges if prisoners escaped their jurisdiction as a result of the counties' failure to provide adequate jails.<sup>7</sup>

Jail design became an issue with the legislative body in 1661. At that time, legislation was passed which directed the counties to build a jail "in the form of an ordinary Virginia house." These facilities were to be located in each county under the authority of the sheriff.<sup>8</sup> In spite of the legislation, most of the counties were so poor that various jurisdictions sought to improvise to comply with the House's orders. For example, at one time the lower Norfolk area used a private house for the jail for a period of time. Records indicate that the sheriff was paid to provide the house for the jail on his plantation.<sup>9</sup>

Northampton County also found it necessary to improvise in providing a jail. The local tavern was used to house the prisoners. This action is not inconsistent with the time, since the court was often convened in local taverns during the colonial period.<sup>10</sup>

Jails during this period were small by modern standards. The usual jail measured 15 feet by 10 feet. A larger and more expensive jail was constructed in Rappahanock County where that facility was 15 feet by 20 feet and cost 6,000 pounds of tobacco. Most jails were constructed for 1000 pounds of tobacco.<sup>11</sup>

Early accounts of the James City Jail describes the facility as being a dirty, nasty, stinking prison, lacking air. As a result, the

House of Burgesses ordered that the jails would provide a parcel of land adjacent to the jail that the inmate might use for liberty and privilege. This privilege was limited to those inmates not convicted of treason or felonies. Further, the inmates were required to give bond to the sheriff that the land would be used only for the purpose of health and refreshment. This concept marks the beginning of outdoor recreation programs in the local jails.<sup>12</sup>

However, as the jails developed in Virginia and elsewhere, the emphasis was on the security of the inmate and the protection of society from the inmate. Security of the inmate and the institution became a major consideration. Several reports have been issued through the years on the conditions in the Virginia jails. In the 1930's, a group of University of Virginia professors issued a report which recommended that the state establish treatment programs in the jails, especially in the urban areas. The State Crime Commission also issued its report in 1976 calling attention to the need for treatment programs in the local jails.

Therefore, recreation in the local jail is not new to Virginia. Even the house of Burgesses in Jamestown realized the value of providing the inmates with some form of activity and relief from the pressures of incarceration. From these humble beginnings has come the understanding of the need for recreation in the jails.

Why recreation? Recreation provides a vital link for the inmate with the "outside" world. Instead of spending hours brooding over his situation and misfortune, he can channel his interests and energy into leisure activities which can contribute to the improvement of his

attitudes. The inmate is provided with a means of maintaining his identity through recreation activities which remain the same whether in or out of jail. These activities allow the inmate to work off his aggressions and therefore lessen the pressures which have become a part of his life.

Recreation in the local jail is important to keep the inmate alert and to prevent physical and mental deterioration. Through the effective use of leisure, the inmate can develop a more positive attitude and find the frustrations of incarceration more tolerable.

Menninger views recreation as both a corrective and a preventive force. While it appears that the full impact of play is not completely understood scientifically, it must be taken seriously and should be balanced with a form of work.

Throughout the research in correctional recreation, there is a central idea indicating that most inmates, male or female, have difficulty interacting with each other. According to Garland Hollard, it appears that these inmates are unable to work together or to play together. This inability manifests itself in the ability to cope with their peers, in loneliness, and in an unwillingness to accept discipline and authority.<sup>13</sup>

Recreation programming becomes an asset for the institution since the inmate, through such programs, can develop a more positive self image. Further, the inmate can learn to deal with the day-to-day frustrations he feels as a result of his incarceration. Aggressions can be vented in an acceptable way through various games and sports and

the inmate can be given opportunities to act out his feelings through various other recreation activities. These actions can provide the jail staff with the basis for a treatment program. Finally, the importance of developing positive leisure habits cannot be overemphasized, since most research indicates that a large number of offenders commit crimes during the so-called leisure hours, representing misguided or misspent leisure. This theory recognizes the impact of the environment upon the individual and his subsequent actions.

According to a recent survey of local jails in Virginia, twenty-eight jails, or 33%, offer some form of recreation programs. Some of the programs are limited, while others offer a full range of activities. An analysis of the information indicates that fourteen, or 23%, of the county jails offered recreation programming. Several responded that programs were being planned. Among the city jails, fourteen, or 64%, responded that recreation was available to the inmates.<sup>14</sup> This information represents a considerable improvement over the data in the 1970 jail census which showed that only three jails in Virginia offered any form of recreation.<sup>15</sup>

It is conceivable that several jails which responded that no programs were available failed to note the provision of in-cell activities including television, games, library (or the availability of books). Therefore, it is necessary for administrators to define recreation programs broadly to include in-cell as well as out-of-cell activities.

## FOOTNOTES

### Chapter 1

1. E. E. Miller, Jail Management, Lexington, D.C. Heath & Co. 1978. p. 12.
2. K. Menninger, "Recreation in Penal Institutions in Annals of the American Academy of Political Science, September, 1979. pp. 71-75.
3. Edith Flynn, "Recreation Programs for Jails," in J. Kelly, Expanding Horizons in Therapeutic Recreation, II, Champaign, University of Illinois. p. 16-17.
4. H. E. Barnes & N. K. Teeters, New Horizons in Criminology, 3rd Ed. Englewood Cliffs, Prentice Hall, Inc. 1959. p. 389.
5. W. W. Henning, Hennings Statutes at Large, Vol. 9, Philadelphia, T. DeSilver and Co. 1823. p. 272.
6. Henning. Vol. 12. p. 754-755.
7. Henning. Vol. 13. p. 267-268.
8. Henning. Ibid.
9. F. W. Hoffer, D.M. Mann, F. N. House, Jails of Virginia, New York. Appleton-Century-Crofton, Inc. 1933. p. 17.
10. Ibid. p. 14-15.
11. William & Mary Quarterly, Vol. 23, Williamsburg. College of William & Mary. July 1914 - April 1915. p. 53-54.
12. Henning. Vol. 3. p. 267-268.



## CHAPTER 2

### STANDARDS FOR RECREATION IN LOCAL JAILS

Among the major obstacles to the establishment of meaningful recreation programs in local jails, has been the absence of definitive and enforceable standards for the provision of such services. Although most standards categorically address the need for recreation, they generally lack enforcement authority. Additionally, these standards usually are written in very general terms, thus leaving interpretation to individual administrators.

For several years, there has been a decided increase in litigation filed by inmates based on the lack of recreation activities as well as an inconsistent interpretation of out-of-cell activities. Because of vague or general statements calling for recreation, many inmates have sought to interpret the existing standards as demanding the provision of various types of outdoor recreation activities. Judicial decisions indicate that the interpretation of such standards tends to be less than uniform.

All too often, programs which are required under various standards, are not implemented as the result of insufficient funds, personnel, facilities, or other administrative problems. Since most standards lack the force of the law compliance is voluntary. However, "administrators are considered to be legally and morally responsible for the physical and mental health of the inmates."<sup>1</sup> Administrators should be cognizant of the need to exert efforts to implement programs in adherence with an

accepted set of standards. Prudent use of such standards will offer a strong defense for the administrator in justifying his actions and institutional policies. Standards are not meant to be remote idealistic statements. Rather, standards should be the foundation for everyday practices and institutional policy.

Implementation of standards should provide for uniformity in treatment of the individual and offer the administrator a strong and firm position. The alternative, operating without standards, makes the administrator vulnerable to charges which could result in litigation.

One of the problems of implementation results from the tendency of practice-oriented administrators to display a lack of interest or to resist the integration of research into corrections practice. Further, corrections is subjected to strong political domination as a result of the failure to develop a sound theoretical framework. Needless to say, this compounds the problems of the system and its mission.

The actual development of the standards for services and activities, other than custody, usually has been done by corrections professionals. There has been pronounced absence of input from the profession concerned, i.e. recreation. As a result, services and activities are not based on a sound theoretical foundation, but rather on a reinforcement of prevailing attitudes within the correction profession. This approach only lends credence to the popular concept that corrections operates a closed shop and lacks interest in the outside opinions. Since corrections is attempting to develop a whole person as its product it is necessary

that standards for the system be evolved by professionals within and without the profession. As an example, the recreation profession, through its national organization (The National Recreation and Park Association), has not been directly involved in the development of standards for recreation in correctional institutions. Such an omission would indicate the need to establish a communications link between the recreation profession and correctional administrators.

There is a need to develop realistic standards for correctional programs for inmates, particularly in the area of leisure service programs. At this time, there are several sets of standards which have evolved for correctional programs. These standards have been set forth and endorsed by various organizations. Probably the most definitive and accepted standards are those developed by the American Correctional Association. According to their statement it is essential that inmates have access to recreation opportunities and equipment and that a diversified recreation program should be provided for inmates.<sup>2</sup> These statements indicate that each inmate in the jail should have at least one hour per day of recreation and exercise outside the cell and several accepted activities are noted.<sup>3</sup>

Although each of the above statements is termed as essential to local detention facilities, no provision has been made for applying these standards to facilities which might lack the necessary space for such activities. Since the majority of jails were designed and built prior to the mid 1960's, many lack even minimal space for recreation. Most

cannot meet the basic standard of an outdoor area of 50x30 feet for up to 120 inmates. Unfortunately, many jails find it necessary to use the "bull pen" area in front of the cells for exercise and recreation, although this is contrary to most accepted standards.

Standards for recreation developed by American Correctional Association call attention to four specific and distinct areas. These include leadership, funds, facilities and equipment.<sup>4</sup> Each of these categories is highly important and should be carefully considered in the development of a recreation program. These areas will be discussed at length in the chapter on Programming.

Reinforcing the necessity for standards, the National Advisory Commission on Criminal Justice Standards and Goals developed a number of recommendations for corrections and more specifically, for recreation. The Commission felt that every institution should develop and implement recreation programs which serve as a resource in changing the behavior behavior patterns of inmates.<sup>5</sup>

In order to meet this important goal, the Commission proposed that every institution have a full time trained recreation specialist. This individual would be an integral part of the treatment team of the institution which is charged with creating the desired change in the inmates. Further, the Commission proposed that the institution collect information concerning the inmate's leisure habits and interests. This data would be used in the development of the individual's treatment program.<sup>6</sup>

Implementation of this activity can be accomplished through the use of the leisure counseling technique as a part of the inmate's classification process and as a part of his/her preparation for release.<sup>7</sup>

Community involvement was noted as a necessary part of the Commission's recommendations. This standard can be met in two ways; individually and collectively. First, through the use of volunteers from the community to participate in recreation programs in the institution results in individual involvement. Second, a collective type of community involvement develops from cooperative efforts with local departments of recreation in providing leisure programs and services for the inmates. Generally, such cooperative arrangements have been highly successful.

Finally, the Commission makes a recommendation that recreation programs should carry over into the inmate's life as a free citizen.<sup>8</sup> According to Miller and other experts if the inmate can be introduced to positive leisure activities during incarceration, these activities can be effective in assisting the individual with his successful re-entry into the community.<sup>9</sup> It has long been accepted that misuse of leisure time is one of the important factors that can result in the individual's involvement in crime.

Among other standards which have been developed are those of the Association of State Correctional Administrators. These policy guidelines call for inmate participation in the planning and developing of leisure programs. The guidelines, in addressing the issue of funding recreation programs, call for recreation to be included in the

institution's budget, rather than from inmates funds.<sup>11</sup> This is a significant departure from the earlier policies which dictated that all recreation activities be financed through profits from the inmate canteen fund.

Use of canteen funds for operational purposes has served as the basis for various inmate complaints and litigation. Court decisions state that it is the responsibility of the institution to provide for recreation and other leisure services.

Presently, the standards for Virginia jails are found in Rules and Regulations for the Administration of Local Jails and Lockups, issued by the Department of Corrections. These provisions provide:

- a. "All jails are encouraged to provide indoor and outdoor exercise. Any person held more than thirty days should be afforded regular physical exercise or activity.
- b. Inmates should be allowed to have radios and should be allowed to play them as long as they do not disturb others.
- c. Television should be made available to inmates in a general recreation area where funds are available."<sup>11</sup>

These standards currently are undergoing revision. Various state and federal courts have addressed the need for recreation in definitive decisions. One court ruled that the lack of recreation in an institution constituted cruel and unusual punishment as defined in the Eighth Amendment.<sup>12</sup> Most court decisions have centered on the amount of out-of-cell recreation an inmate should be allowed.<sup>13</sup>

Some facilities in Virginia, and indeed other states, lack the

necessary physical space, either indoor or outdoor, for recreation activities. This lack of design space does not exempt the administrator from providing the needed services. In some cases judges have ordered the localities to construct new facilities which can provide the necessary services. However, in other cases courts have accepted as reasonable, actions on the part of jail administrator to be innovative and to make use of unused cell areas, chapels and walkways for recreation activities. Therefore, sheriffs and other jail administrators no longer can deny making recreation available because of insufficient or unsuitable space.

Most statements of standards tend to be general and even ambiguous. Because of the ever increasing litigation concerning recreation, it is important that definite statements and guidelines be developed which will provide the administrators with a sound foundation and a functional framework.

Recognizing the necessity of these standards, the Correctional Recreation Project convened an executive conference of nationally recognized professionals from Virginia and throughout the nation to delineate viable statements of standards for recreation. This group was composed of local sheriffs, together with representatives of the National Sheriff's Association, the U.S. Marshall's Office, the District of Columbia Department of Corrections, the Law Enforcement Assistance Administration, the Virginia Department of Corrections, the Division of Justice and Crime Prevention, volunteer groups, research and academic persons.

This forum reviewed the various standards and the legal issues concerned with recreation in local jails. Their deliberations resulted in a set of standards for the provision of recreation activities for inmates in local jails.

These standards seek to define the responsibility of the administrator in providing leisure services. As the same time, these statements or guidelines take a reasonable approach to the problems of developing inmate recreation programs. For example, these standards recognize the various problems of funding and facilities, while seeking to meet the court orders issued to the correctional administrators.

The following statements are intended to provide guidelines for jail administrators to develop and implement recreation programs. However, these guidelines represent minimal levels of service provision. Administrators are encouraged to expand their services beyond the minimum level.

The standards for providing recreation services in local jails are:

1. All jails shall provide opportunities for recreation and physical exercise for all inmates.
2. Both indoor and outdoor recreation opportunities should be provided for the inmate. The provision of outdoor recreation shall be predicated on acceptable weather conditions for such activities.
3. Television, radios and games should be provided in the dayroom and/or cell areas.
4. Inmates should have a minimum of one hour per day recreation activity outside of the cell area, at least five days a week.
5. A full time recreation director should be employed for each facility with a design capacity of 200 or more inmates.



6. For small institutions, a trained staff member should be responsible for coordinating the recreation program. If possible, community resources (i.e. local recreation departments) should be used.
7. Each recreation program shall provide for a variety of activities, both passive and active, for the inmate.
8. Participation in recreation activities by inmates shall be voluntary.
9. Each inmate shall have access to books and/or other reading materials, newspapers, magazines, etc.

The foregoing statements provide the basis for a sound foundation of offender management through the use of recreation. These standards serve as the foundation for the proposed model program which has been developed by the Correctional Recreation Project. While these standards are the result of the collective thinking of highly qualified persons, it must be remembered that these statements have not been formally accepted by any official government agency, nor have they been reviewed by any judicial panel. These standards in no way are intended as a substitution for the officially accepted standards of the American Correctional Association or other organization, but rather are thought to be an embellishment or further definition of the many sets of standards for correctional institutions which recognize the need for recreation.

## FOOTNOTES

### Chapter 2

1. Miller, E. E., Jail Management, Lexington, D. C. Heath & Co. 1978. p. 81.
2. \_\_\_\_\_, Manual of Standards for Adult Local Detention Facilities, College Park American Correction Association, 1977. p. 55
3. \_\_\_\_\_, Manual of Correctional Standards, College Park, American Correctional Association, 1966, p. 519-520.
4. Ibid.
5. \_\_\_\_\_, Corrections, National Advisory Commission on Criminal Justice Standards. 1973. (11.8) p. 383.
6. Ibid.
7. Further information on the leisure counseling technique can be found in Compton, D. and Hormachea, C., Facilitating Leisure Development of Inmates in Local and County Jails, Richmond Center for Public Affairs, Virginia Community University, 1980.
8. National Advisory Commission - Op. Cit. p. 383.
9. E. E. Miller - Op. Cit. p. 81
10. Association of State Correctional Administrators: Policy Guidelines: Exercise and Recreation.
11. \_\_\_\_\_, Rules and Regulations for the Administration of Local Jails and Lockups, Richmond, Va. Dept. of Corrections, p. 197.
12. Laaman vs Helgemoe (1977) (New Hampshire State Prison.) Palmigiano vs Garrahy (1977) (Rhode Island).
13. Courts have ruled that inmates must have the opportunity for outdoor exercise and that a minimum standard of one hour per day for recreation be established. See: Miller vs Carson (Florida) Rhem vs Malcom (New York). Inmate of District of Columbia Jail vs Jackson (1976) District of Columbia Jail).

## CHAPTER 3

### FACILITIES PROGRAMMING FOR RECREATION IN CORRECTIONS

The programs, activities and opportunities for recreation in prisons have now become an important aspect of building design. The details of the facilities for this purpose, however, have not been investigated in any depth. This chapter explores a number of sources to determine some criteria for facilities programming and to identify references for further study.

A number of means were utilized for this purpose including a review of the existing literature and observations and interviews at a number of prisons. I found literature on the subject to be very limited and therefore I have used Norman Johnston's, The Human Cage: A Brief History of Prison Architecture (1973) as the major source for historical analysis. Personal interviews with inmates, guards and administrators were important for developing current needs. The chapter is in three parts, first, a historical analysis of the development of recreation space; second, the development of facilities needs; and third, a few examples which show how these needs can be implemented in existing facilities.

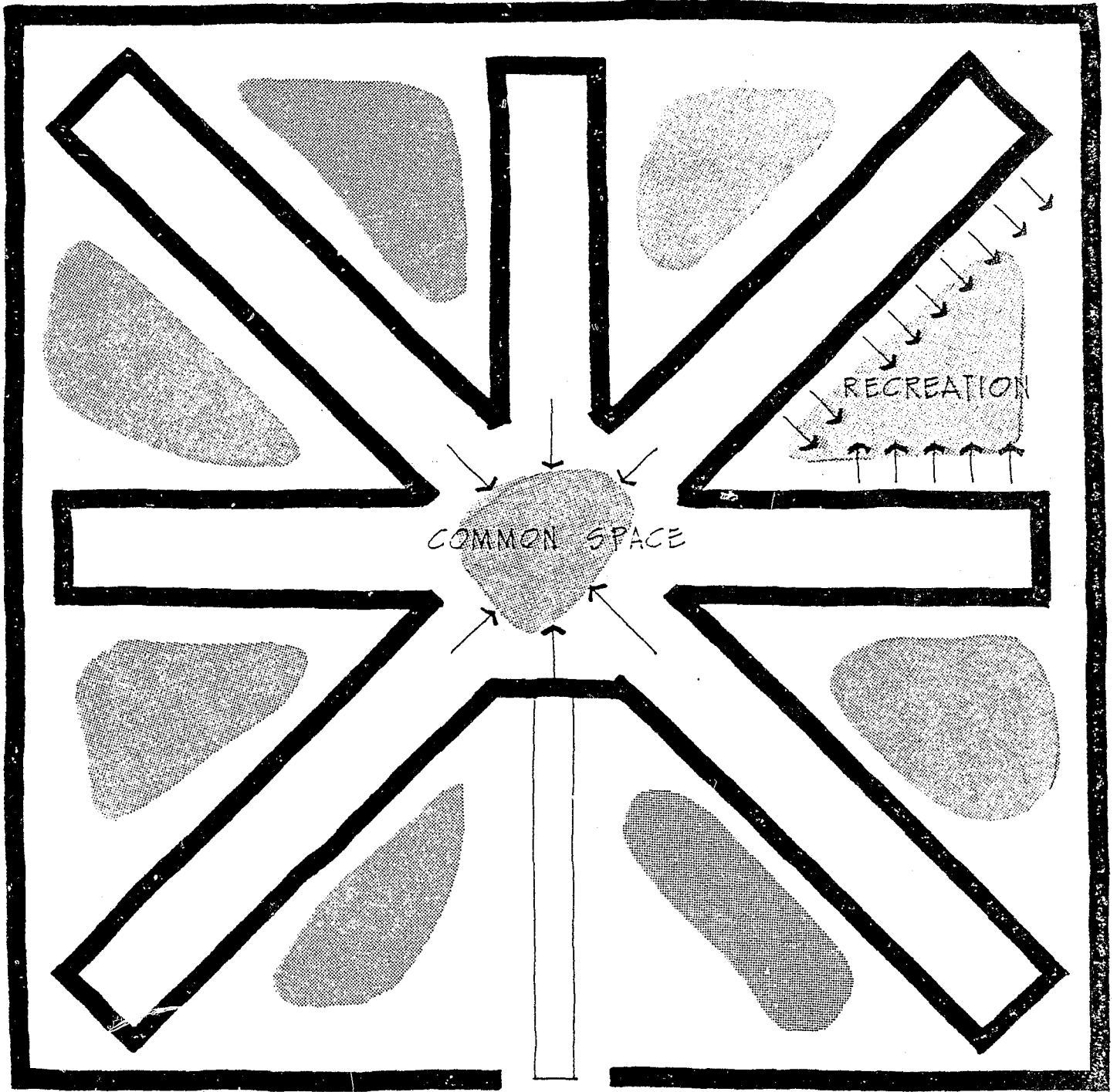
#### HISTORICAL REVIEW OF RECREATION SPACE

The first important American correctional building type emerged in the early 1800's as a result of the work of architect John Haviland for the Eastern Philadelphia Penitentiary in Philadelphia (see Figure 1). This building contained radial arms with individual cells on both

sides of the corridor which extended from a central administration core. A chapel, kitchen, and laundry were the few common facilities in the building and were located in the core. The lack of common or group space was a manifestation of the rehabilitation theory which kept prisoners alone for thought and reflection throughout their sentence. Exterior spaces were used for exercising without any contact with other prisoners. Both the theory of rehabilitation at that time and its physical form were developed as a unit and acted as a guide for many other American prisons.

Recreation was not a consideration in the radial type of prison design. Prisoners had to initiate exercise or other activities on their own and adjust these to the small amount of space that was available.

The Auburn building type, a second building form, developed about the same time as the radial prison and had a more significant affect on other prisons than did the Radial type. This type utilized prisoners for labor in industrial buildings on the site and thus gained in popularity with prison officials and the public. Design for buildings of this type necessitated an arrangement of cells which had access to the various production spaces inside of the main building and also to other buildings within the site. Common interior spaces in the Auburn type numbered far more than the Radial type and included a kitchen, laundry, chapel, common dining room, and the work spaces. The exterior spaces provided some variety due to the rectangular shape and in some cases separate auxillary buildings within the surrounding wall.

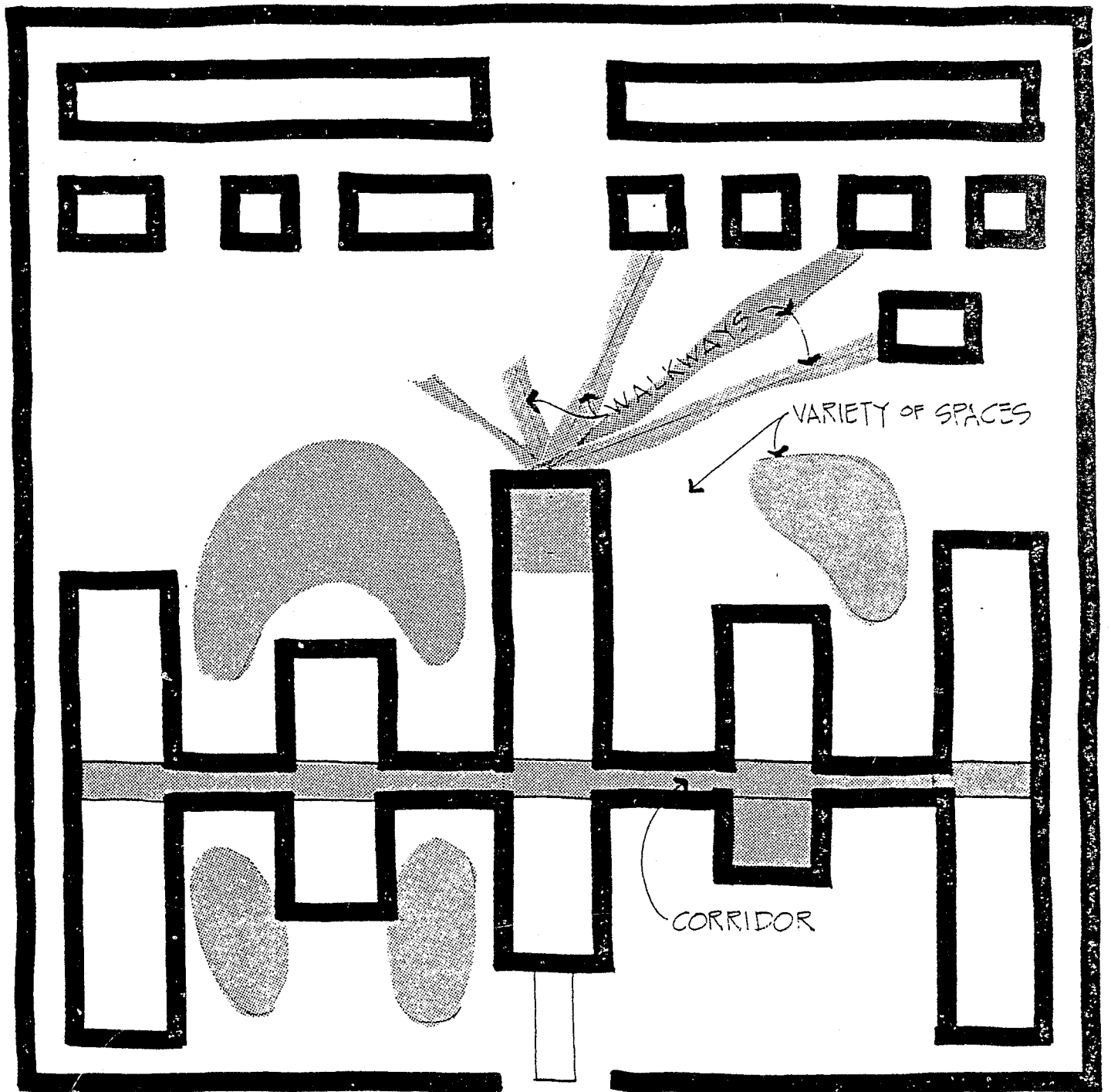


# RADIAL TYPE

Figure 1

Recreation space was not a part of the Auburn prison design. Prisoners congregated for work but remained silent during the day and then were returned to their individual cells at night. One major difference between the Radial and the Auburn type was the large number of people who were brought together. This exposure most likely created social networks among the inmates even though they did not talk to each other. Although this had no immediate benefit for recreation, the individual's existence was enhanced by the chance of belonging to some social group.

A third major building form, the Telegraph Pole type, was developed in the early 1900s (see figure 2). A long central corridor with perpendicular cell blocks and other facilities were the main characteristics of this type. The building shape was flexible and sub-buildings could be attached to the corridor independent of the other sections. This building type could easily accept additional activities, such as vocational and educational training which were being added to inmate rehabilitation programs at that time. Exterior shapes varied with the arrangement of inside activities and thus produced a variety of space and sizes. The Telegraph Pole style was first to include active and passive recreation areas. The separation of activities along the corridor also permitted more movement of prisoners and thus additional exercise was created in going to and from the various activities. Interaction among prisoners surely increased in this situation and thereby strengthened any internal social systems and maintained those benefits which were associated with group belonging.



# TELEPHONE POLE TYPE

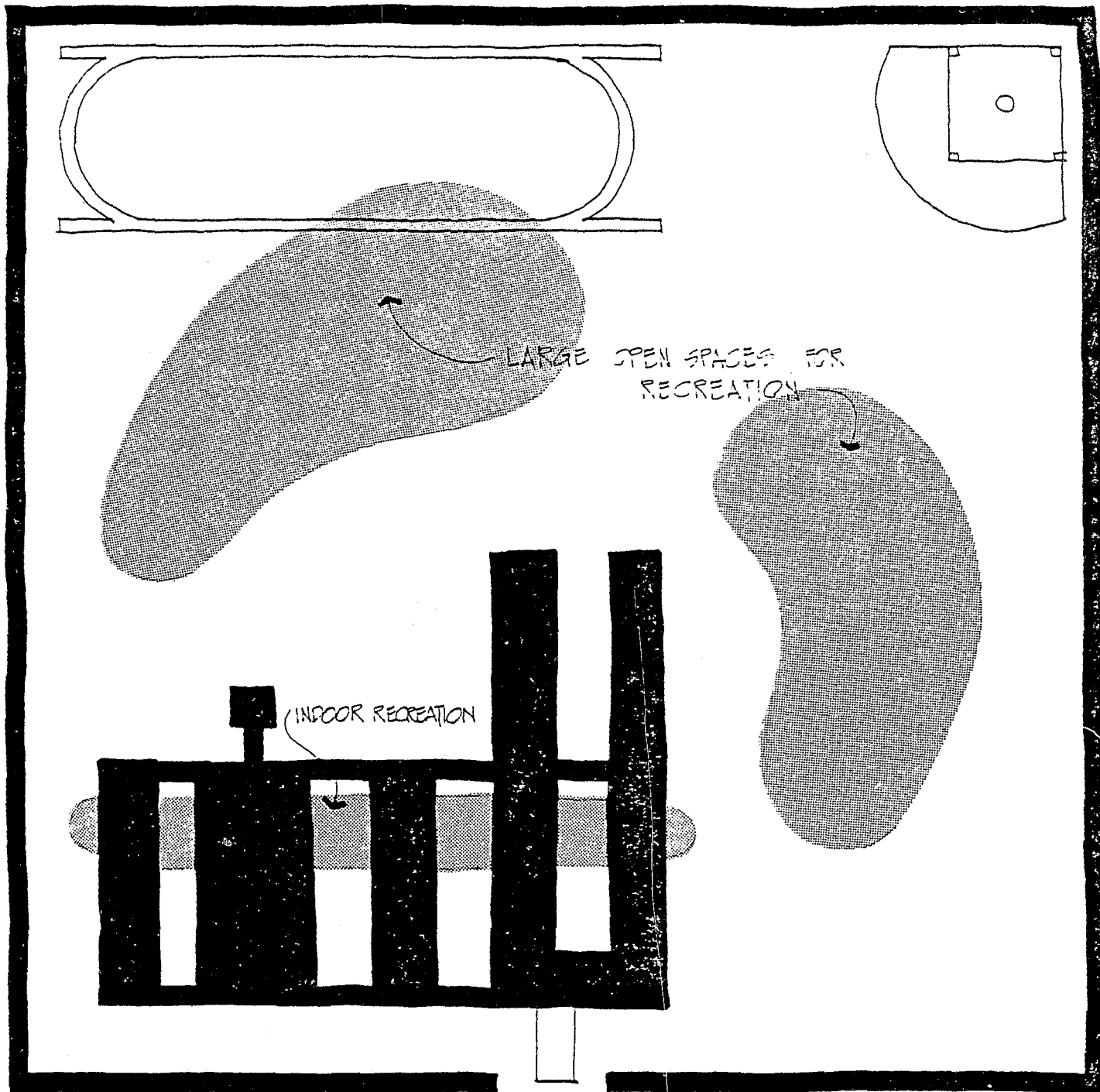
Figure 2

Criticism of the Telegraph Pole type arose immediately and centered on the difficulty of traveling the long corridor. Time and security also were vulnerable in this system. Modifications of this basic type developed clustered activities closer together and reduced the length of the corridors. The flexibility of locating activities along a central spine, however, remained as the major theme.

While architectural modifications were being undertaken, central city sites became less available due to increased urbanism and the increased spatial needs of new prisons. Large tracts of land were bought in rural areas by prison authorities to offset these deficiencies. Buildings were located on these larger sites with provisions for large scale recreation such as football, softball, soccer and track (see Figure 3).

A number of other factors were also occurring at this time which affected prison design. First, the trend over the past was toward more relaxation of discipline and security which resulted in an emphasis on rehabilitation rather than only imprisonment. Second, psychologists began to study the relationships between people and their environments around that time and included prisons as a research site. Third, sociologists also began to study the social systems of inmates. The results of studies from all of these efforts were influential in the development of the next phase of prison building design which contained an informal arrangement of living quarters, an array of housing types, work spaces, and a variety of spaces for recreation.



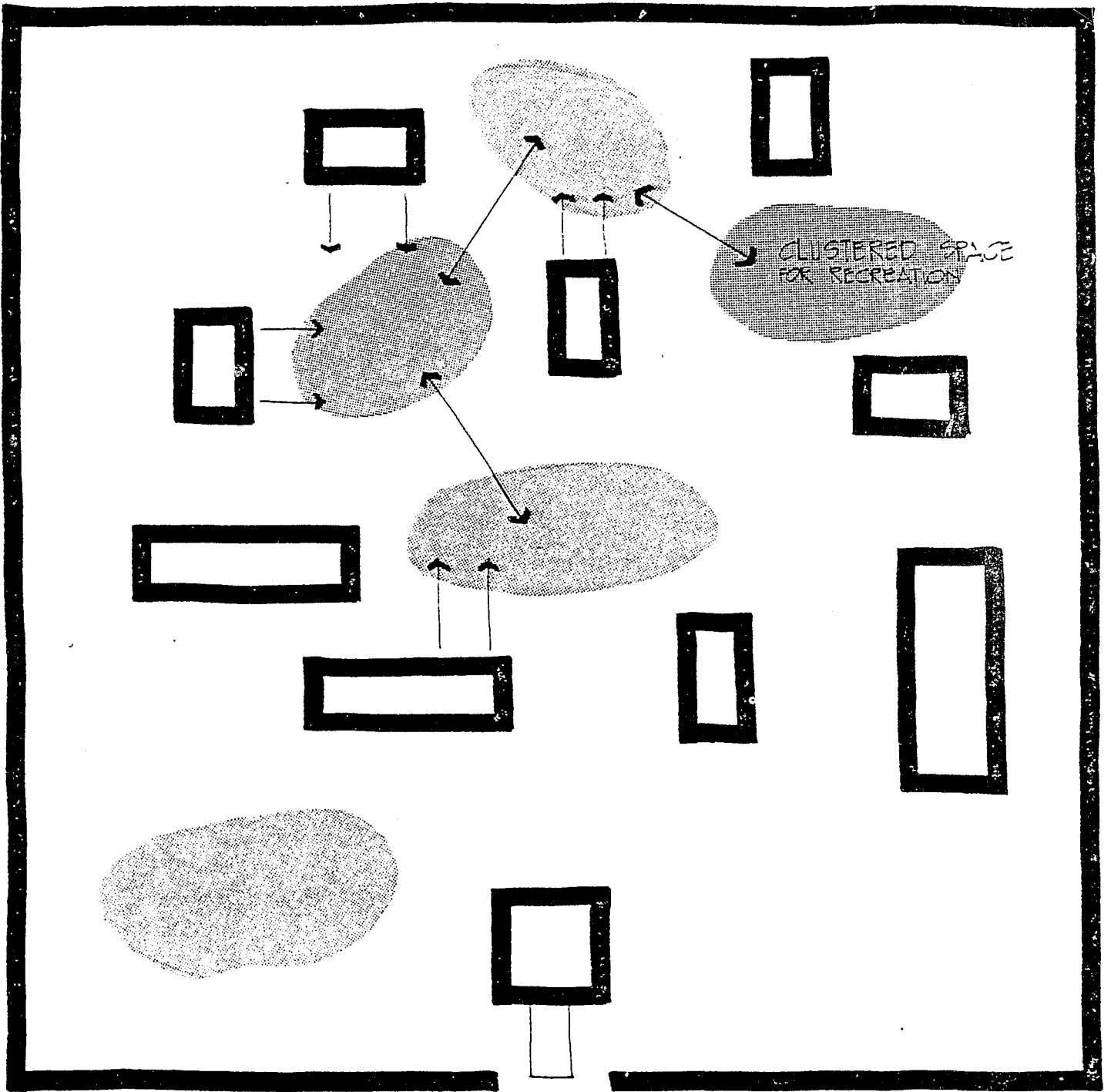


# MODIFIED TELEPHONE POLE TYPE

Figure 3

The Campus Plan was developed in the middle 1900s as a result of the multi-disciplinary research noted above and the new information it provided about imprisonment. Buildings and spaces in this type were clustered together to relate to the particular groups that lived or worked in each building. Each cluster was related to others on the site and a network of spaces was formed which had meaning to the social network of the inmates as well as to the authorities. Unless the site was exceptionally large, this informal arrangement spread over a large area rather than an individual building and did not allow room for large scale activities such as ballfields and tracks. The advantage of this type was the added variety of open space and its significance to an inmate group rather than to some objectively determined space standard (see Figure 4).

From this brief history of prison recreation space, it is obvious that recreation has become an increasingly important element in prison facility design. Early small exercise yards were consistently replaced by larger and more varied spaces designed for both active and passive recreation. Space for recreation, then, has tended to increase in amount from the early 1800s to about the middle of the 1900s then smaller spaces which were related to groups of inmates became more important. The number of participants in recreational activities increased over time; at first classrooms and chapels for only a few participants existed and then larger organized activities were developed. In general the amount of recreation space increased, as well as the programs, and



# CAMPUS TYPE

Figure 4

both were attempting to provide meaning for that special population.

In addition to the amount of space, the history also points out the trend toward more meaningful recreation space in relation to the individual. Psychological and sociological studies made us aware of the importance of recreation and then those spaces which were provided had more meaning to particular groups and individuals inside the prison. When recreation space was related to special groups by categories such as age, mental state, or offense, these spaces could be designed more appropriately for those groups and their recreation needs. Further, this account also makes us aware of the complexity involved in facilities design: prisoners, authorities, and space variables suggest that recreation facilities cannot be handled in a simplified manner.

Prison design and recreation facilities today naturally use the latest examples for references. The older types, however, are important since they show us the progression of thought in correctional recreation and may still act as examples in some cases. Understanding the advantages and disadvantages of past facilities still can assist in developing new programs for the variety of situations required by current theories on rehabilitation.

#### IDENTIFICATION OF RECREATIONAL SPACE NEEDS

In addition to some knowledge of the history of recreation space, current standards and current use are also important elements of prison design. I realized that the available standards for recreational design listed an adequate variety of activities but the number of people

and types of group involvement was not what I had seen in my field research. For example, individual, dual, and team participation was not reflected in my observations. Discussion with inmates, guards, and administrative personnel suggested a different organization composed of two parts; 1) the type of recreational interaction, and 2) the location of activities.

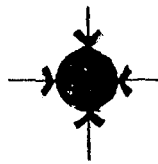
Four types of recreation interaction were identified from observations and interviews: Individual, small, medium and large groups (see Figure 6). Individual, consisted of inmates engaged in activities on their own. These individual activities took place not only in isolated spaces but also in dorm sections, classrooms and outdoors. Activities associated with this type involved both active and passive types. Small group interactions consisted of two to about six people involved in some recreation activity. The most likely location for this size group was the dayroom which was designed for this purpose in most existing prisons. The dayroom is also where inmates spend the majority of their time. The number of active and passive activities in small groups was more than individual interaction activities and also allowed for a variety of combinations of people to associate. Medium size group engaged in classrooms, special interest groups meetings, drama clubs, and outdoor team activities. Although the number of activities in this category was greater, the amount of time each inmate spent in these activities was less than small group activities. Scheduling naturally is one reason for the reduced amount of time in these activities but when in this situation all inmates did not interact. A possible reason,

for lack of involvement, is that friendships are built in small group settings and individual participation would break up these associations. Medium group activity then was composed of a number of small groups and not a collection of individuals. Large group interaction involved the whole institution and inter-institutional activities: i.e., organized team competitions or one prison team against an outside team.

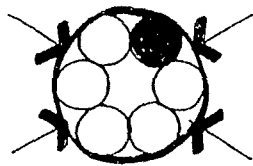
My discussion with sheriffs and guards indicated that large group size interaction occurred infrequently and at best inmates participated in team competition in a spontaneous manner, usually with a maximum of four people on a team. The lack of participation in large group activities is not a recreational programming problem rather a situation that is perhaps normal in a correctional institution. Prisoners, it would seem, would resent the symbol of the institution and therefore reject any participation at this level. Motivation to participate would have to be initiated from within the social network of the prisoners and not from the institution's administration.

Each of these categories contains both active and passive activities, although the most active types increase with larger group size. These interaction groups may vary with male or female participation and also with the degree of physical ability. Another variable which affects the involvement of inmates in these activities is the length of stay at the institution: as the length of stay increases, participation in the number of interaction categories should increase.

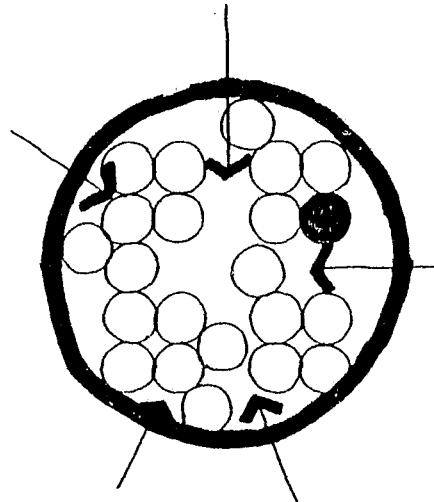
The location for these categories of activities was then important. Five inmate recreation spaces, the cell, the dayroom, the recreational



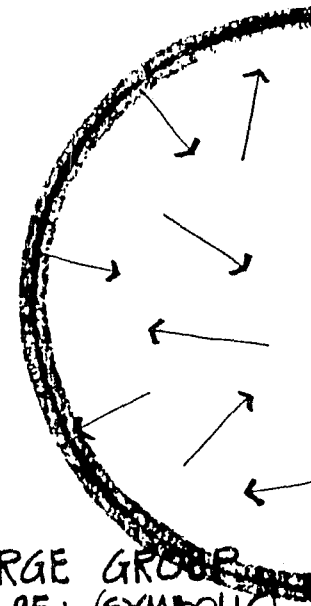
INDIVIDUAL



SMALL GROUP  
2-6



MEDIUM GROUP  
7-25



LARGE GROUP  
25+ (SYMBOLIC)

## RECREATIONAL ACTIVITIES

READING  
WRITING  
RADIO  
T.V.  
ARTS + CRAFTS  
WEIGHT LIFTING  
GYMNASTICS

BOXING  
WRESTLING  
HANDBALL  
HORSESHOES  
TABLE TENNIS  
SHUFFLEBOARD  
CARDS  
CHECKERS  
CHESS  
DOMINOES  
BASKETBALL  
WEIGHT LIFTING  
GYMNASTICS  
ARTS + CRAFTS

SOFT BALL  
FOOTBALL  
VOLLEYBALL  
DRAMA  
MOVIES  
INTRAMURAL COMPETITION

DRAMA  
MOVIES  
VARSITY COMPETITION



Figure 5

# LOCATION OF ACTIVITIES

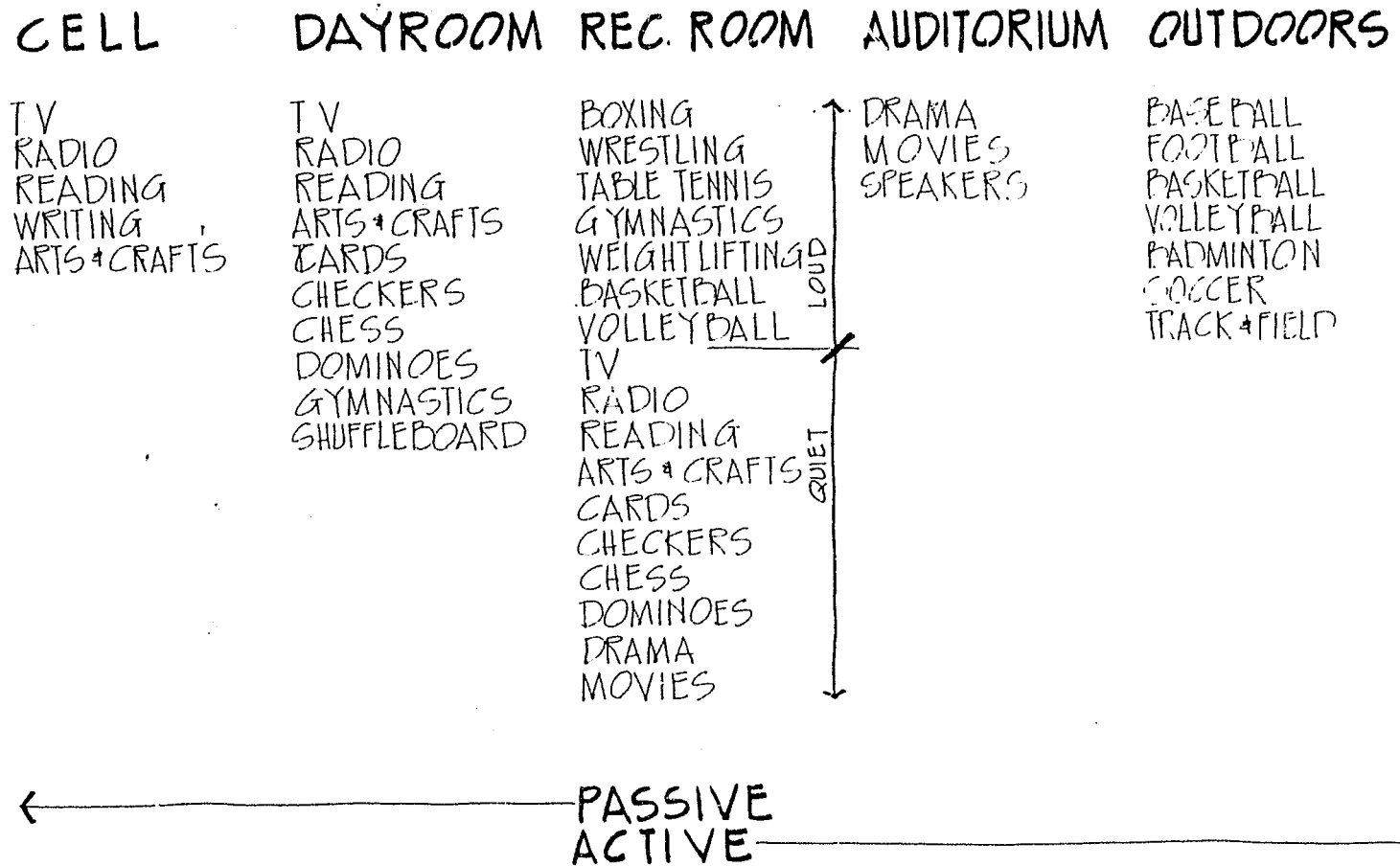


Figure 6



room, the auditorium, and the outdoors were identified and a list of possible activities were related to the number of people in each space, (see Figure 6). Within the dayroom, for example, activities can include both active and passive types. Figure 6 suggests a more complete list of possible activities in each of these spaces. The recreation room has the largest number of possible activities and was broken into two categories to separate noise levels.

The multiple activities which can take place in any space can provide a choice for the inmate. These decisions to participate in some activity can be made on the basis of an individual's psychological needs, and not only due to the location at a particular time. The added activities increased the probability of participating in recreation.

The purpose of the identification of activities and locations was to find out what types of activities could take place in which kind of spaces. Both active and passive activities, it can be seen, can occur in all of the spaces. My observations, however, noted a separation of active and passive activities and a lack of active recreation in the medium or small group spaces.

#### ENDING REMARKS

Rather than concluding these exploratory thoughts in a traditional manner, I have attempted to develop conclusions through design sketches. Figures 7-10 show some examples of providing active and passive activities in the dayroom. Choice for arrangement of activities have been provided through modular units which can be moved by the inmate in order

to; 1) provide more variety in the possibilities of recreation types and the number of people interacting and 2) to increase control over the environment within the space. Increased spatial control helps to provide for a sense of self-identity and responsibility which hopefully, aids rehabilitation. A cafeteria is shown in Figure 10 and indicates a number of medium size group activities rather than the large active recreational activities usually proposed for this space. The constant need to service this room actually reduces the time available for large activities but does not preclude its use by special interest groups and other meetings.

#### CONCLUSION

This paper has briefly investigated the history of prison design along with some observations in existing prisons to test the usefulness of these references for facilities programming. These references in conclusion are appropriate for this purpose and make aware the amount of work yet to be done. It is also apparent that research techniques such as interviews, observations, and surveys can be applied to this field to develop data which is significant for analysis. Applications of the research can be applied to existing prisons as well as new designs to allow recreation to add in the rehabilitation process.

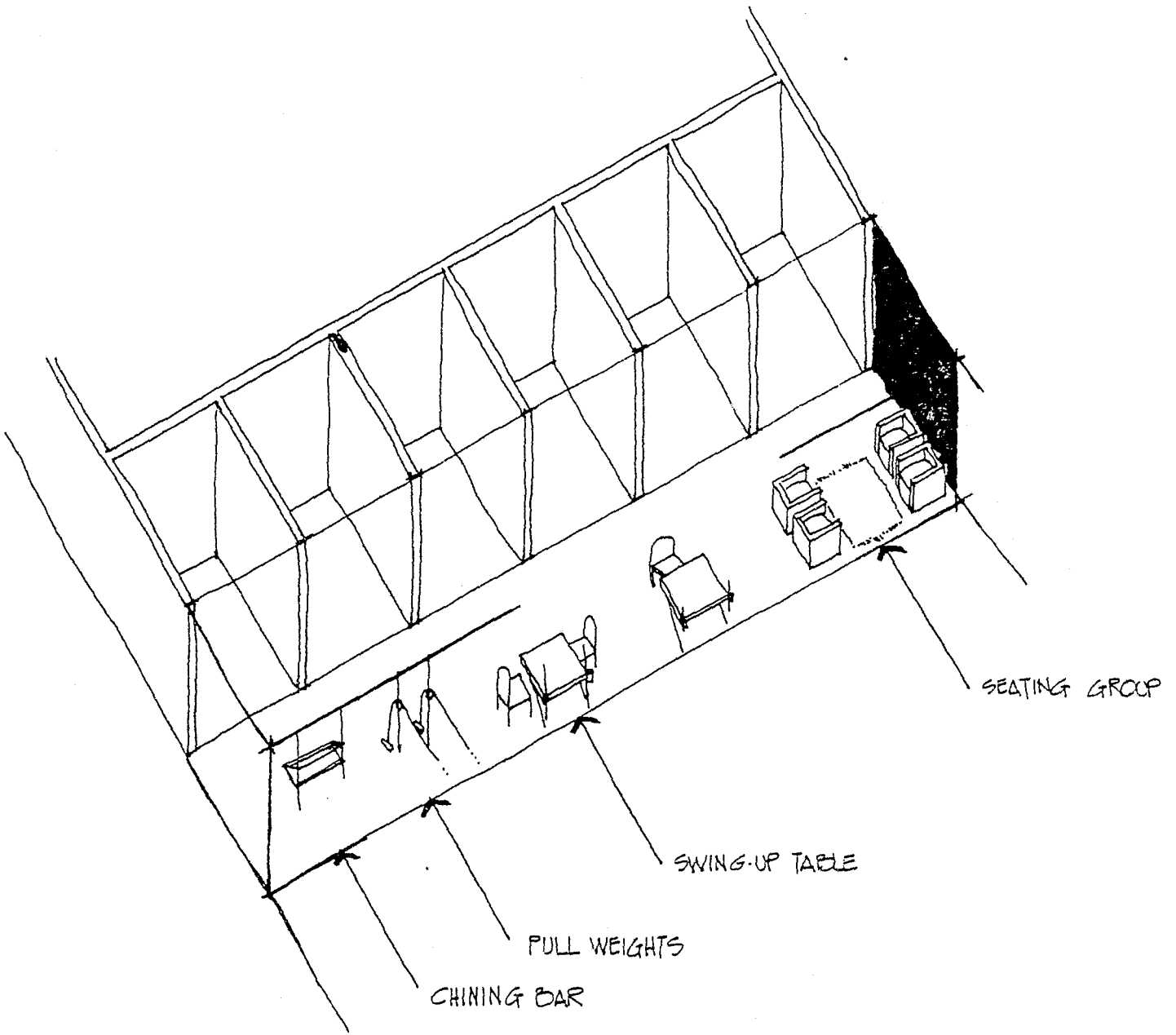


Figure 7

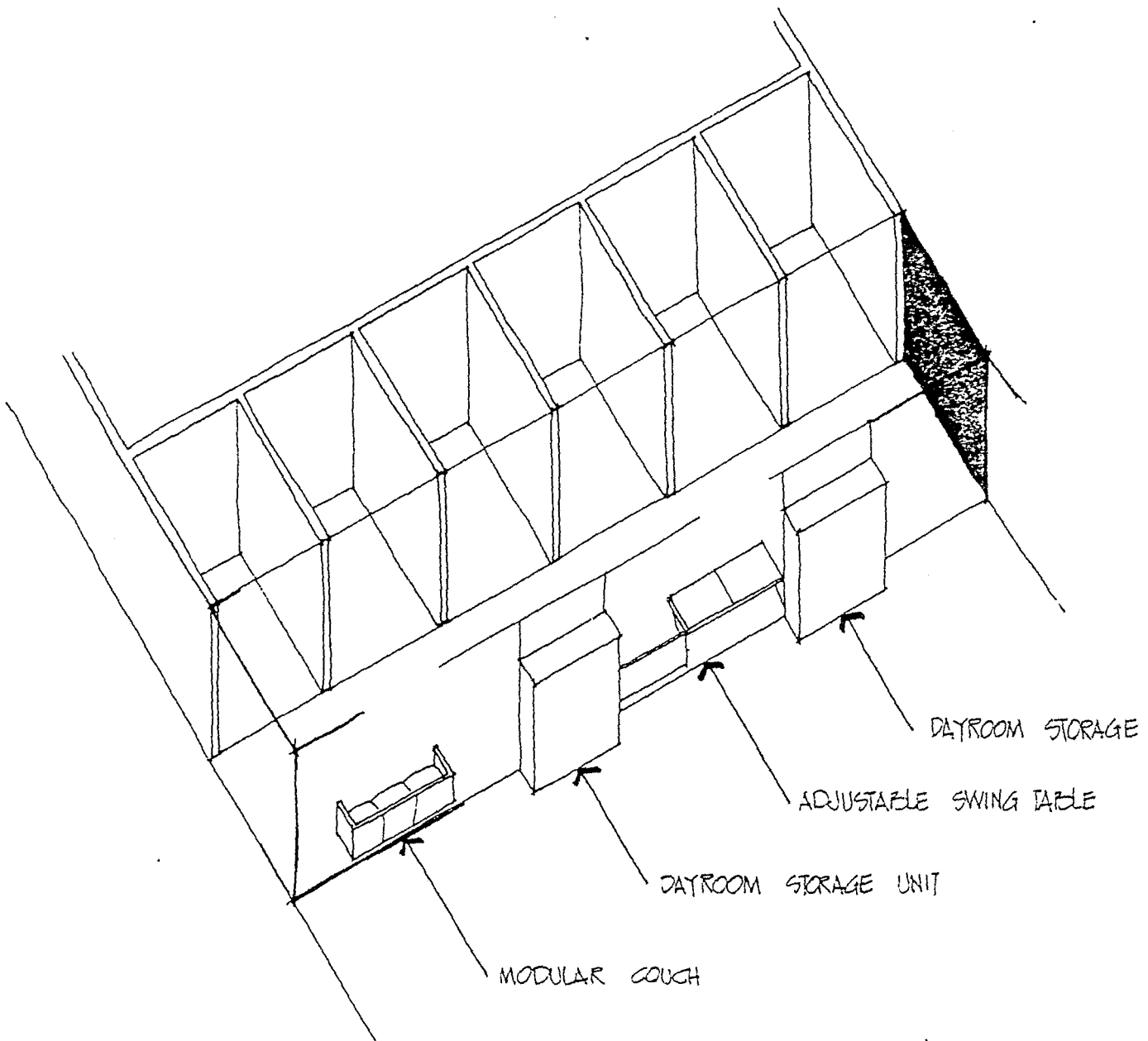


Figure 8

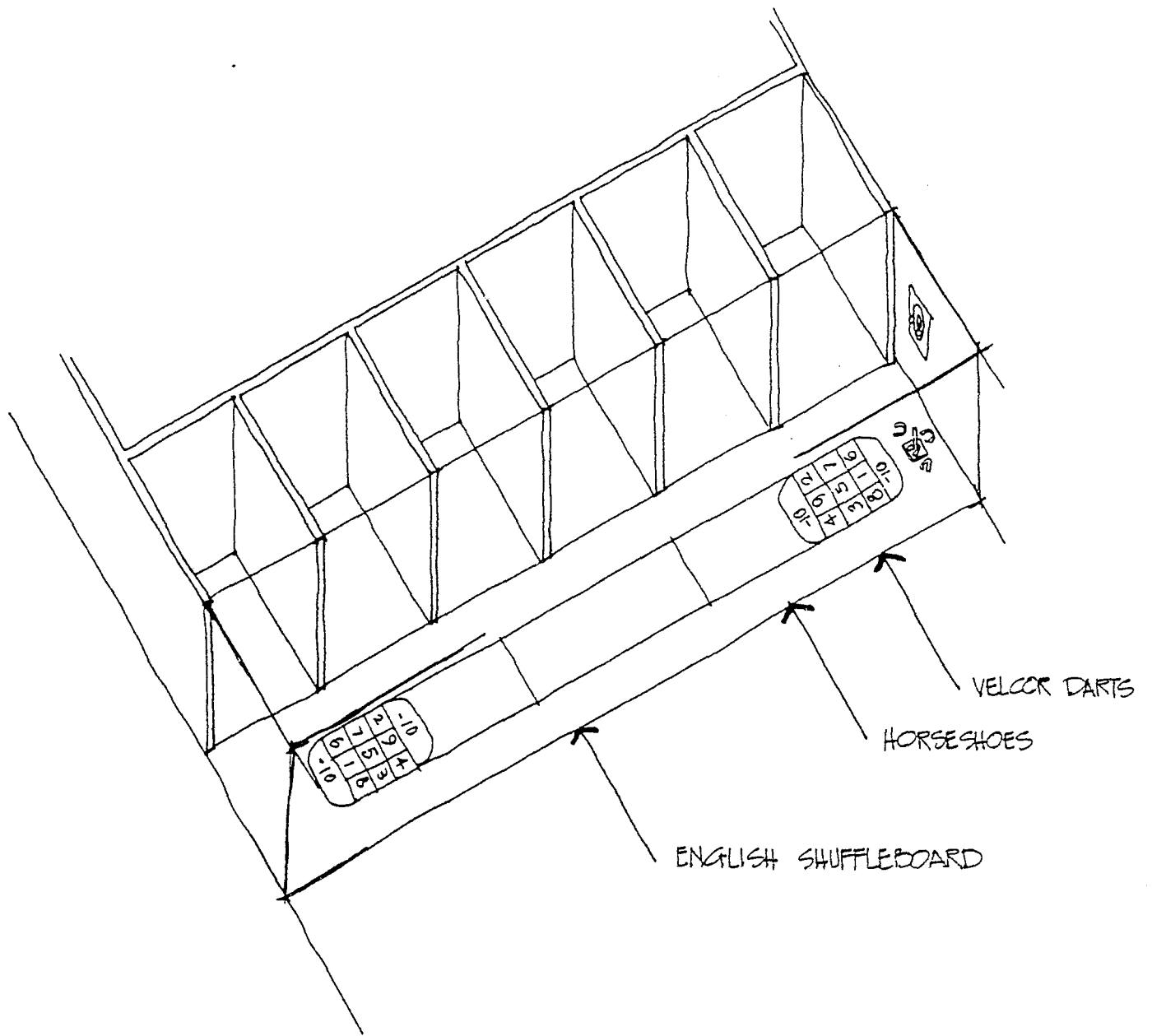


Figure 9

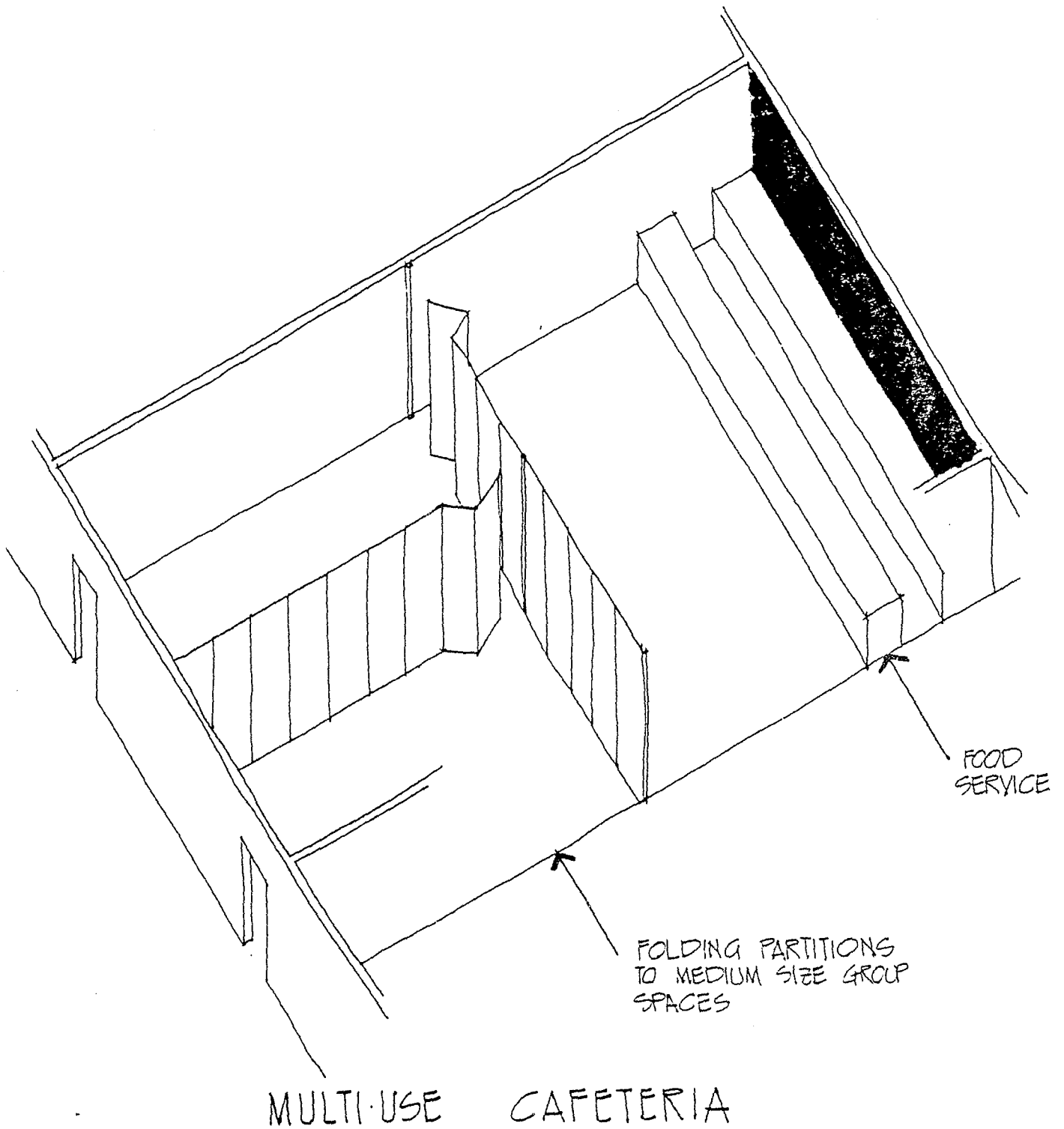


Figure 10

## ENDNOTES

- 1  
Normal Johnston. The Human Cage: A Brief History of Prison Architecture, New York: Walker & Co. (1973), pp. 29-38.
- 2  
Ibid., pp. 38-41.
- 3  
Ibid., pp. 41-42.
- 4  
For example see Gresham Sykes, "The Prisoner's Status as Conveyed by the Environment" and Daniel Glaser, "Architectural Factors in Isolation Promotion in Prisons," in Proskansky, Ittleson, Rivlin, (ed), Environmental Psychology, (New York: Holt, Reinhart and Winston, Inc.), 1970
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## CHAPTER 4

### PROGRAMMING FOR RECREATION

Recreation in local jails frequently has been a low priority program. Partially, this is the result of a misunderstanding on the part of both administrators and the public about the philosophy and role of recreation in a correctional setting. Recreation is often perceived as fun and as a reward and such a context is incongruent with a punishing environment. Both concepts, while incorrect, are widely held and present an obstacle which must be overcome with persistent and aggressive educational efforts.

Administrators must re-evaluate the role of recreation as a treatment program. To accomplish this, it is important to view recreation in the proper perspective.

1. Recreation is not a time-killing activity intended to tire the inmate physically.
2. Recreation programming is not limited to sports or to physical exercise.
3. Recreation is not a privilege.
4. Recreation programming in the institution does not constitute "coddling" the inmates.
5. Recreation is not a program simply for the present.

It is necessary that administrators adopt a positive view and recognize that individuals have both physical and social needs which must be met and that as a social need:

1. Recreation is a necessity of life, just as food, shelter and health care are necessities.

2. Recreation includes many activities which appeal to a large number of interests. These include arts, crafts, music, dramatics, movies, television, sports, reading and all of those activities through which the individual may relax.
3. Recreation is a means of developing leisure interests and skills which will carry over into the post incarceration period.
4. Recreation is important for the mental health of the inmate, as well as for his physical well being.
5. Recreation is as much an integral part of life within the institution as it is on the outside.
6. Recreation, through therapeutic application, is a major means of helping the inmate to help himself gain confidence, learn to adhere to rules, to adjust to change, and to develop a more meaningful life.

Most of these statements are the basis for the various standards which are discussed in a previous chapter. Unfortunately, a gap appears to occur between the standards and their application. All too often administrators and others pay lip service to standards or concepts which are soon forgotten. Frequently the "gap" is the result of an obstacle (i.e. funds, facilities, security, etc.) and the lack of resources to overcome the barrier.

Administrators and correctional officers should perceive recreation as a positive force in institutional life. While the discussion to this point has been inmate oriented, it must be noted that a well planned recreation program can be an asset to the institution. As such, recreation becomes an important means of inmate management.

While recreation should be viewed neither as a privilege nor as a device designed to tire out inmates, it is recognized that inmates are more manageable when they have something to do. This thought recalls the old adage, "idle hands are the devil's workshop." Therefore, as a result of good recreation programming, the inmate's frustration level is lowered, making him more receptive to institution policies. As a result, security becomes easier to maintain.

Any discussion of recreation and its effects on the inmate must consider the development of the inmates's leisure habits. Generally, it is accepted that a great deal of the criminal behavior is the result of misspent or misguided leisure. Several recreation workers in correctional institutions have remarked on the inmate's lack of ability to relate to others in a play-situation. Much of this problem results from the individual frequenting and participating in negative types of leisure activities prior to incarceration. Certain activities and locations (pool halls, gambling, etc.) are more conducive to criminal activities than others.

Many inmates, during their formative years, did not learn to play by rules or by basic principles of sportsmanship which encourage the ability to control situations, oneself and others. Many youngsters, especially in high delinquency areas, learn to play by rules that favor the strongest rather than by fair play. As a result, these attitudes and leisure patterns prevail throughout life, unless reversed through a planned process.

According to one study, it was learned that the majority of the inmates in the sample played in small groups of neighborhood friends. This study found that these individuals (79%) utilized neighborhood sites for recreation rather than private or other facilities.<sup>1</sup>

Senator Charles Percy points out that since many inmates come from the inner city opportunities for recreation there are limited. These individuals also may find it difficult to have confidence in their peers.<sup>2</sup>

It is easy enough to analyze the past. However, it is important that every effort be made to assist the inmate in learning to interact in leisure situations upon release. Through the use of a sound and well planned recreation program within the institution, the offender can be encouraged to participate in leisure activities which are of a positive nature and which are not likely to lead him into further criminal activity.

The development of positive leisure preferences and habits in the inmate are the responsibilities of the recreation director and the institution administrator. One of the main objectives of the recreation program should be the planning, organizing and presenting of activities which have carry-over value. This attention to carry-over effect is accomplished through planning a substantial number of recreational activities which are future-oriented. Leisure counseling should be employed to assist the inmate in identifying his leisure interests and skills. Through the use of this technique, the counselor and the

inmate can identify the various community recreation resources available in his home community. Such a technique can provide the inmate with the necessary leisure education to facilitate his return to society. Another dividend of the recreation program is the encouragement the inmate receives to make his own decisions about how he spends his time.

Life within the institution is highly regimented. Inmates are told when and what to eat, when to sleep, and when to shower. There are no choices or decisions; they are all made for them. However, when participating in a recreation program, the inmate should have a choice. The program should be broad enough to afford the inmate the option of ordering his own leisure time, rather than being told what to do. Such programming enables the inmate to learn to make decisions concerning his leisure activities which may carry over into his post incarceration period. The alert recreation supervisor and administrator will offer the inmate options in his program in order to further develop the decision making process.

#### RECREATION PROGRAMMING

It is essential that the recreation programs for local jails provide a balance between a broad range of leisure activities and a physical fitness program. Unfortunately, a number of institutions equate physical fitness programs with recreation and fail to develop the necessary balance. The balanced program will reflect recognition that physical fitness and recreation are both necessary to the overall

mental and physical health of the inmate. According to Wollard, recreation plays an enviable role in prison life because it relieves the custodial pressures. However, leisure programs generally are treated as minor treatment programs by the staff.<sup>3</sup>

Inmates and administrators alike have voiced concern about the long periods of inactivity experienced by offenders in the jail. Most inmates find that time weighs heavy during the period of incarceration in the local facility, since there are few work details. In many jails the inmates seldom leave the cell area even for meals.

Typical recreation programs are divided into two major areas, passive and active. Studies of inmates show that most of them prefer the passive activities such as reading, watching television, or being spectators at sporting events. Probably a more viable division of programs would be in-cell or out-of-cell activities.

In-cell activities are those which can be carried out by individuals or several inmates within the cell and "bull pen" area. Usually these activities require little, if any supervision. Out of cell activities are those which take place in a designated recreation hall, library or gymnasium. Outdoor activities in the yard are also considered as out of cell activities. Due to design, some jails in Virginia cannot provide outdoor recreation programs.

If the jail is to comply with accepted standards, and those set forth as a result of various court decisions, arrangements for out of cell activities are imperative. To meet these standards, it is necessary that

an indoor area be set aside within the jail for such programs. Although the standard can be met by providing the recreation program in the yard, weather conditions may make such programs less than feasible for several days at a time.

Because of the long periods of time spent in the cell area, it is important that initial consideration be given to recreation activities and programs that might be carried out in these areas. Innovation should be the key to the development of this program since it must be designed to present a balance between physical fitness type programs and enjoyable cultural and social pursuits.

Programming should consist of activities which recognize the varied inmate population. Most authorities agree that the planning of such programs should consider the fact that many of the individuals might lack the skill or knowledge to participate in some activities. Therefore, there should not be an overemphasis on any one type of activity.<sup>4</sup>

Another factor to be examined is that the program itself should improve the overall environment of the institution. In jails, improvisation is the key word. It is necessary, in many cases, to make do with limited space and equipment.<sup>5</sup> Improvement may be seen in better morale, or through an obvious acceptance of jail rules and procedures by inmates. Another indicator of the improved environment is the acceptance of the program by the inmates themselves.

There are many do's and don'ts in developing sound recreation programming. Basically, the principles of planning a recreation program

for the jail are not much different than planning for a community with a specialized population. Recreation programs in the local jails must be designed to provide the opportunity for and availability of these services to all inmates, even on an adapted basis in some cases. Special consideration must be given to the security classification of the inmate. This means that programs offered for inmates in medium and minimal security might be more varied and provide for more time and activities. However, that does not mean that those inmates held in maximum security are to be ignored. Rather, these inmates also must receive essential leisure services. In this case, it is usually necessary for many activities to take place in the cell area or, for a limited time, in the yard. Nevertheless, there is less opportunity for this group to participate in group activities.

Recreation programming for the jails must consider such factors as the educational and ethnic background of the inmates and local prejudices, as well as the offender's social needs. These needs usually take the form of learning with others in a leisure situation.<sup>6</sup> Additionally, consideration must be given to the frustration and alienation that is being felt by the inmate. He is anxious about his situation and is under considerable stress while awaiting trial.

Innovation is the key word in developing recreation programming. New programs and ideas should be encouraged and not be summarily dismissed without reason. While security is the key element in any correctional environment, it is essential that the recreation director and



the administration do not fall prey to letting the concept overrule all others. Many programs can be developed comfortably within the bounds of security regulations and yet be innovative. The alert recreation director will adapt activities to fit within the security guidelines, rather than to abandon them and later blame the security practices for failure to provide a recreation program.

Any discussion of security and innovation should reflect a common sense approach. Consideration must be given to any problems that might result from certain activities or from equipment use. However, it is important that security does not become the "tail wagging the dog."<sup>7</sup>

Hopefully, participation in the program will be high. However, it is important that every administrator keep two points in mind. First, recreation must be voluntary. In other words, no inmate should be forced or coerced into participating in any activity. Second, no individual suffering medical or physical disabilities should be required to participate in recreation activities. The positive effects of recreation can only result from the pleasure derived from the activity and this cannot be forced.

A sample program of activities follows. Each has been listed according to these categories:

1. In-cell: These activities can take place within the cell or the adjacent "bull pen" area.
2. Indoor: These activities can take place in the designated recreation area within the jail.
3. Outdoor: These activities are designed to take place in the jail yard.

4. All classifications: This category indicates that the activity is suitable for all classifications, (minimum, medium and maximum security).

Many of the activities, especially outdoor games, make use of portable facilities, rather than permanent installations. Utilizing such facilities is important because of space limitations. Another feature of portable equipment is the ease of storage and minimum time required for its assembly,

This list is intended to serve as a guide for the jail recreation program and is by no means complete. Some items have been listed which are designed primarily for the interests of the female population. It is important to remember that the jail recreation program must be innovative and ever alert to the development of new program ideas. Through feedback from the participating inmates, the program can be expanded.

It is very unlikely that any jail would offer all of the activities listed. However, the recreation director and/or other administrator can choose those activities best suited for a particular situation. Those activities starred with an asterisk should be found in all jails.

SUGGESTED RECREATION ACTIVITIES

Activity	In-Cell	Indoor	Outdoor	All Classifications
Basketry	X	X		
*Basketball			X	X
Bingo	X	X		X
Baseball	X	X	X	X
*Cards	X	X		X
+Combative Sports	X	X		X
Creative Writing	X	X		X
Dance		X		
Disc Golf			X	X
Discussion Groups		X		
Drama		X		
Drawing & Sketching	X	X		X
Felt Darts	X	X		X
Football			X	X
Foosball		X		X
Global Ball		X	X	X
Gospel Singing	X	X		
Handball		X	X	
Hi Li Scoop Games	X		X	X
Hobby/Interest Groups		X		
Horseshoe (rubber)	X	X		X
Jewelry Making	X		X	X
Jogging		X		
Leathercraft	X	X		X
*Library	X	X		X
Make-up & Hair Styling		X		
Miniature Golf			X	X

+Must be strictly supervised

SUGGESTED RECREATION ACTIVITIES

Activity	In-Cell	Indoor	Outdoor	All Classifications
Movies		X		
*Music (listening)	X	X		X
Musical Activities	X	X		
Oil Painting	X	X		
*Physical Fitness Exercises	X	X	X	X
Pickle ball		X		X
*Ping Pong		X		X
Pool		X		X
Portable Putting Green			X	X
*Radio	X	X	X	X
*Service Organizations (AA, Jaycees, etc.)		X		
Sewing/Fashion Design		X		
Shuffleboard		X	X	
*Table Games	X	X	X	X
Table Golf		X		X
*Television	X	X		X
Video Tape (Games & Programs)	X	X		X
Volleyball			X	X
Weight Lifting		X		X

There are basically five types of activities available to inmates in the jails. The inmate's involvement may range from nominal to a heavy degree of participation. In each form, the inmate may participate in an active or passive sense, as is his choice. It is the responsibility of the recreation director to develop programs within the scope of the five categories.

1. Social activities. These activities involve interaction with other persons. Through these activities the inmate can gain some degree of social consciousness and learn to participate as a member of the group. These activities can uncover skills which will assist the inmate in developing a positive view of himself. Improvements in the inmate's self confidence and his self consciousness is the first step in rehabilitation. These activities may include games, sports and other competition as well as those programs which involve group activity. Examples include music groups, miniature golf, disc golf, cards, checkers, etc.

2. Diversional Activities. These activities are concerned with the individual and with helping him to overcome his feelings of frustration and alienation. Such programs should help the inmate in adjusting to his environment. Examples of these activities include individual projects such as painting, drawing, leatherwork and similar projects.

3. Creative and Intellectual Activities. Through creativity, many inmates are able to express their feelings and the basis for their attitudes. These activities take many forms including art, music, dramatic

arts, creative writing, institution newsletter (for larger facilities) and similar projects.

4. Community Service Activities. Through service, inmates often are able to participate, in a minimal way, in community service projects. These activities may take the form of service clubs (Jaycees, etc.) or making and repairing toys for children at Christmas. At other times of the year, making or repairing toys for hospitalized children provides a meaningful outlet. Some inmates, through their organizations, have made donations to telethons, have given blood or in some way have provided a needed community service.

5. Religious Activities: These may also be a form of leisure activity. In addition to weekly services, some religious groups maintain regular programs in the jails for the benefit of inmates. These programs range from discussion groups to reading groups. Some religious programs may be of a non-denominational nature and include the formation of gospel singing groups.<sup>8</sup>

Generally, recreation programs in the jail can be divided into two major categories. These categories encompass all forms of activities and allow for a more definite classification.

1. Active or Performing Groups: These activities include participating in sports or some form of performing arts (i.e. music, drama, singing, etc.).

2. Passive or Spectator Groups: Members of this group make up the audience. They are spectators at the sporting event. They might be

the listeners or even the toe tappers at the music concert or dramatic presentation.

#### THE PHYSICAL FITNESS PROGRAM

Physical fitness programs are essential for inmates in local jails since they spend long hours sitting in the cell areas. Unfortunately, these long hours of inactivity create a need for physical exercise, especially some form of structured fitness program designed to get the inmate "in shape" and improve his overall physical well being.

Exercise programs are among the oldest forms of recreation in correctional institutions. The earliest such program was provided at New York State Reformatory at Elmira. This institution had a gymnasium which contained various athletic and gymnastic apparatus. Inmates received two hours of training in physical culture. This program was initiated in 1886.<sup>9</sup>

Today, exercise programs remain essential to the overall welfare of the inmate. Physical culture programs usually are conducted in the yard; however, the inmate might be encouraged to pursue this activity in the cell area. Exercise programs need not be complex but should be kept simple. Exercises may consist of push ups, sit ups, side straddle hops and similar physical maneuvers.

Care should be exercised so that the inmate does not overdo the exercise program especially any unsupervised portion. Those inmates suffering from any physical illness or disability should not be encouraged to exercise without consulting the jail's doctor. It is important

that the recreation director regularly inspect the various exercise and gymnasium equipment to be sure that it is in good repair and working order. This action will reduce the incidence of possible injury to the inmates.

The American Correctional Association recommends that the inmates undergo physical fitness tests and that the quantitative results be used for further evaluation.<sup>10</sup> Although there are no set standards for the type or amount of exercise programs, one guideline might be the development of a physical education program similar to that provided draftees in the armed forces. Such a program would be keeping with the recommendations of the National Sheriff's Association which states that the inmates are to be afforded "reasonable opportunities for physical exercise."<sup>11</sup>

#### FACILITIES & EQUIPMENT

Facilities for recreation programming in local jails usually are limited. Some jails have little, if any, space for available programs. Administrators and sheriffs have utilized storage rooms, cafeterias, and even dormitory cell areas for recreation activities. Again, the key is proper space utilization,

Various space requirements for recreation have been set forth by the National Clearinghouse and other organizations. Basically, the Clearinghouse divides space on the basis of quiet (passive) and loud (active) areas. Each should be separated from the other in order to afford the inmate participant the greatest latitude. In this case,



if necessary, the separation could be accomplished through the use of portable walls or screens, although this is not always desirable.<sup>12</sup>

Another approach to the space requirements would be to develop areas for specific purposes. This method assumes that several areas are available for the program. One particular area would be an auditorium or a spectator area. This facility could be used for dramatics, music, activities, movies, holiday activities and even church services. The area might also double as a dining room or other assembly-type area.

A quiet area should be provided when necessary. This might be the "bull pen" area or a separate dayroom. The room might be used for reading, watching television, studying, letter writing or other "quiet" activities. The dayroom should be furnished in a manner that would suggest the desired forms of activities.

A large "noisy" recreation area should be provided indoors. This area would be used for playing more active indoor games such as pool, ping pong and shuffleboard. This should not be the dayroom area, if at all possible. Again, consideration must be given to the jail's space limitations.

Hobby and craft areas should be kept apart from the other recreation activities. The recommendation is based on two reasons: (1) these activities usually require considerable concentration which might be interrupted by more noisy activities, and (2) separation of this particular program facilitates the security of the tools and equipment which are necessary to carry out the hobby activities.

The outdoor recreation areas should be designed, whenever possible, to provide for multiple activities, including sports and physical fitness activities. For instance, the area should provide for shuffleboard, horseshoes, basketball, jogging tracks, along with an area equipped with the picnic table-bench combination. Special consideration should be given to providing a level surface for games and other activities. Grassy areas should be maintained for comfort and safety.

Storage space should be made available for storing and security of equipment and supplies. This space should be adequate for proper storage of the materials and equipment so as to avoid safety hazards or possible damage to the apparatus. Through proper storage, the recreation director and staff will be able to maintain the security of the equipment. In the event such space is not available, the jail might provide portable cabinets for this purpose. In this instance, several requirements should be considered. The cabinets should be large enough so that they cannot be moved easily. Storage facilities should always be kept locked when the equipment is not in use. It is important that the recreation director maintain an up-to-date inventory of the equipment and its condition. All equipment should be inspected after each use, in order to maintain the safety and security of the program.

To develop any kind of recreation program, certain basic equipment is necessary. This equipment is to be used by participants or to provide various elements of the recreation program. As with other elements of the program, the equipment should be designed for heavy use by various

individuals for long periods of time.

Basic equipment should include tables and chairs for games, writing or watching television. Five to ten sets of individual games should be provided for the program. These games might include checkers, dominoes, monopoly, bingo, chess or similar items. A sound movie projector and screen should be provided for occasional movies.<sup>13</sup> Portable record and tape players should be provided for individual listening or for use in group recreation activities. Books and other reading materials should be provided for the jail library. The reading material should include a variety of current magazines which have wide appeal. Finally, television and radio sets should be provided for each cell area. In some jails, the inmates are allowed to provide their own sets. It would seem advisable for the jail to provide and maintain its own TV sets for security purposes and also to prevent possible altercations over the equipment.

It should be stressed that the preceding lists provide for the most basic of recreation equipment for indoors and in-cell activities. Expansion of the equipment and materials would be desirable for the purpose of developing the new leisure lifestyles of the inmates. Another governing factor for the amount of equipment provided is the employment of a recreation director who will supervise and plan recreation activities.

Outdoor recreation programs must provide basic sports equipment. This equipment might include basketballs, volleyballs, softballs,

gloves and footballs, as well as necessary backstops and nets. Additional equipment would consist of portable backboards and other standard items which can be stored when not in use. Through the use of portable equipment, the jail program can be expanded without requiring permanent construction or installation.

#### COST

One of the major obstacles cited for the lack of correctional recreation programs is the cost. Jails, like other government agencies, face budget restrictions which often do not provide the necessary funds to maintain a full service program for treatment activities. In Virginia, this is coupled with the fact that jail funds come from various sources including the Department of Corrections, the State Compensation Board, as well as the locality. Unfortunately, it is often necessary for the sheriff to make appeals for funds to more than one of these agencies.

What does it cost to initiate and maintain a recreation program in jail? It is not possible to give a uniform and definitive answer to the question. Answers would have to be qualified and based on construction needs, manpower, equipment and supplies, as well as the consideration of indoor or outdoor activities.

Initiating a recreation program need not be a costly venture. In some cases the sheriff will find that a program be started for as little as \$1,000.00. However, when determining the cost of a recreation program, consideration should be given to the cost of possible litigation which might arise as the result of the jails's failure to provide such a

program.

Actually, the cost of the recreation program is governed by the extent and level of services which will be offered. An initial question would deal with the employment of a full time director for the program.

It is very desirable to appoint a full time recreation director to supervise and plan the program. Although there is no known litigation dealing with such a position in local jails, the federal courts have ordered that such a position be created in various state institutions in Alabama. At this time, the order has not been expanded to other states. Therefore, it is recommended that a full time recreation director be required for jails with a design capacity of 150 or more population. It is necessary that there be some administrative coordination of the program. In the smaller jail, this can be accomplished through the appointment of an existing staff member to the prison on a part-time basis.

Another possible solution is to contact the director of the local city or county recreation department for assistance. In some instances, this department may be willing to assist in the development and coordination of the program until additional funding is available for staff.

Space is the other major concern in the development of the jail's recreation program. In many jails space for programs is available because of the facility's design. Most jails in Virginia were built prior to 1965. Many jails cannot provide outdoor space in a secure area, as a result of location and design.

If the sheriff is to comply with standards and the various court decisions, some consideration might be given to converting existing storage areas to recreation centers. Another possibility would be the conversion of an unused cell area into a recreation facility. Renovation of these areas might entail only the cost of cleaning and painting or it could involve a full-scale conversion, including costly structural changes.

Outdoor recreation areas are much easier and less costly to convert for recreation programming. If the yard was designed for inmate use, security has been a consideration. Creation of the recreation area would include the installation of a basketball backboard, one or more picnic tables and benches, portable nets for volleyball, badminton and similar games.

In-cell activities generally are less costly. These usually include television, games, reading and exercise programs in the "bull pen" area outside the cell. Such activities involve inexpensive and expendable recreation supplies.

Because of all the foregoing considerations, cost cannot be measured easily. To develop cost figures, it is necessary to outline a plan for the extent and type of program and to determine the number of inmates to be served. It is not necessary initially, however, to try to establish a per capita figure for recreation.

Funds for recreation programs come from either local budgets or through grants. Many jails have taken advantage of grants to initiate their programs. Other sources of possible funding would be through

contributions from local churches or civic organizations. Many sheriffs have found that local citizens are happy to share magazines and books with the jail rather than throw them away. Churches are an especially good source of such assistance. Another resource for books and material is the local college. Students often are willing to give their texts and other books to the jail for the inmate education programs, as well as for leisure time activities. It is important that the sheriff not overlook any possible source of materials.

#### VOLUNTEERS

One of the best community manpower resources for the jail program are volunteers. Volunteers can fill an important void by providing specialized talents for various activities, including recreation. Through the use of volunteers, the alert recreation director can expand the leisure service offerings, usually at little or no cost. These volunteers should not be confused with those persons who are professionally trained to assist in such programs.

Volunteers can assist in many types of leisure activities including drama, art, music, writing and officiating various sports contests. Most jail administrators have found that volunteers display a high level of dedication and provide a vital link between the inmate and the community.

Volunteers represent all ages and all walks of life. Many young people of high school and college age are interested in working with the inmate, especially in a leisure setting. Many schools encourage

students to participate in volunteer activities and give credit for such activity. Some colleges have internship programs, especially in recreation, where students are required to work under supervision in some specialized setting in their chosen profession.

Another major source of volunteer personnel are the elderly in the community. This group is comprised of retired persons who have developed high levels of expertise and interest in various activities in their lives. They generally are eager to work in volunteer settings, since it helps to fill the void created by retirement.

It is the responsibility of the sheriff or other designated personnel to ascertain the qualifications and training of volunteers who work in the jails. In addition, these individuals must be fully screened to determine that they are not friends or relatives of the inmates or persons who might be seeking to circumvent the institution's regulations. The sheriff, or an individual designated by him, should meet with the volunteers and explain the institution's policies and procedures. The severe consequences of providing contraband to inmates and the fact that violating the rules is not in the best interest of the inmates should be emphasized.<sup>14</sup> These discussions should comprise an important part of the volunteer orientation program which is essential if these persons are to be used effectively.

Throughout the orientation program, the administrator should strive to give a full explanation of the rationale for various regulations and procedures. This is not to be viewed as a defensive measure by



the administrator, but rather as a positive and informative one. Remember that most persons have had little, if any, contact with jails and much of their knowledge is often misinformation and misrepresentation. It is important that the individual who conducts this training be aware that volunteers form a vital and necessary link between the jail and its staff, the inmates, and the community.

Various civic and other organizations have displayed a high level of interest in working with inmates in the local jails. One such organization is Offender Aid and Restoration, or OAR, which was founded for the purpose of providing volunteers for correctional programs. Some of these organizations, especially OAR, conduct their own training and orientation programs for volunteers. This training prepares the volunteer for working with inmates and for cooperating with the jail staff. However, it is important that jail staff also conduct its own orientation for all volunteers.

Most volunteers are dedicated to working with and helping people. This is a commendable attitude and one which should be fostered. Although these persons fill gaps in providing specialized programs, it is important that the volunteers do not serve as substitutes for the jail staff. These individuals have no authority over the inmates and should not be placed in any position which might imply, either to the individual or to the inmate, that such authority exists.

Volunteers are not supervisors and as such have no authority over any custodial or administrative personnel. They cannot give orders,

nor can they act as sworn jail personnel. The rights and authority of volunteers are the same as those of any citizen. It is important that the sheriff be cognizant of the legal implications which might result through the improper use of volunteers.

Persons wishing to volunteer for recreation or any other program in the jail should be required to sign a "Waiver of Liability." This waiver is designed to protect the sheriff, his staff and the local government in the event of any injury which may be sustained by the individual. The sheriff should contact the City/County Attorney and request that a waiver be designed for volunteers.

Sheriffs and administrators should welcome this form of community involvement and make the volunteers feel appreciated and that they are making a contribution. Caution should be taken to avoid making these persons feel that they are imposing on the jail staff. Most volunteers are reasonable and eager to help. Should a problem of security arise, these persons usually are very willing to adapt to the solution. However, rules for the sake of rules should be avoided.

#### COMMUNITY RESOURCES

Local jails are in integral part of the greater community. Too often these institutions tend to function as isolated segments of the society, with little, if any, community with the other constituents of the community. Seen as an isolated environment, the jail often creates a negative attitude. It is important that the sheriff maintain strong relations between the jail and the community.

Jails, at best, have limited resources. The institution cannot function independently of the community. It does not have the necessary resources to provide full services for health, libraries, recreation and the overall social environment of the inmate. The budget for a full service institution would be staggering. What is the answer?

Various community resources are available and should be utilized to expand and augment the services of the jail. Among the most obvious examples are the education program which may be administered through local school authorities and colleges. Still another community resource is the local public library which can provide educational as well as leisure material for the inmates. This can be accomplished through the expansion of the bookmobile concept. Some of the jails in Virginia have received grants to develop cooperative programs with their local libraries. In some instances these grants have provided for library personnel to be based at the jail.

At this time, all jails are required to maintain a law library for the use of the inmates. This library is for the purpose of researching various legal issues which might be germane to their cases. Other library resources in many jails are limited. Some jail libraries consist of back issues of conservative and educational type publications. In some instances jails do not permit newspapers.

While some jail library programs have provided full time librarians, there is little justification for such a position except in the very large jails. If the institution maintains extensive library holdings,

these usually can be handled by the education staff. In some situations, the library might be administered by the recreation staff.

Sheriffs and other administrators usually will find that library officials are receptive to initiating such programs. Costs are generally negligible, except when additional personnel are required.

Probably the most under-utilized resource is the local recreation department. Through a cooperative agreement with this department, it is possible for the sheriff to expand his recreation offerings and even to provide necessary equipment and personnel for the development of his recreation program. A cooperative arrangement can provide the jail with an extensive professionally planned program. Local recreation department can provide specialists in art, crafts, drama, music, dance, sports and countless other leisure activities. It would be impossible for the jail to develop the necessary manpower for the diversified program which can be developed through such an arrangement.

Local recreation directors can provide valuable professional advice, in planning for the institution's program. Trained specialists from the department can assist the institution's recreation director in carrying out his duties and presenting programs, athletic events and marshalling community participation.

Jail administrators and recreation personnel have not readily formed these cooperative ventures because of the environment of isolation which seems to pervade the jail. Usually the jail functions as a separate entity rather than an integral part of the overall government system and it does not seek assistance of the allied agencies. Another problem

lies in the fact that many agency heads do not seek out the sheriff to make their services available. It is apparent that this situation must be reversed and that there should be a higher degree of cooperation. The cost effectiveness of such cooperation is very important, especially at a time when revenues and inflation are taking a heavy toll of the agency and jail budgets.

Still other important community resources are professional entertainers and musicians. Often these individuals will present concerts and shows at the jail, if asked by the sheriff. The same would apply to prominent entertainers who are booked for concerts and shows in the community. Several nationally popular entertainers have expressed a deep and sincere interest in the jail and the plight of its inmates. These persons have taken their acts to various correctional institutions throughout the country. The administrator usually will find that the entertainers are very interested in doing these programs at no charge to the institution.

Sheriffs should not overlook the possibility of taking inmates into the community for sporting events, performances, concerts and similar activities. Many jail administrators have used such programs to develop leisure interests. Programs of this type can be used as a means of rewarding certain inmates for various accomplishments. Great care should be taken in screening those inmates who participate. Such a program can create good morale within the institution. Be necessity, this activity should be limited to small groups, easily managed by three or four custodial

personnel. The cost of such a program can be borne by the inmate through funds received from relatives or other sources. In some instances the sheriff may find that local promoters or civic groups are interested in sponsoring the inmates to attend these programs.

#### THE RETURNING INMATE

Upon release from the jail, the inmate faces a myriad of problems in conjunction with his return to the community. He is faced with the problem of finding a job and often a place to live. The pressures of the situation cause him to develop feelings of alienation, the direct result of his incarceration. In turn, this results in his seeking out familiar places and, to a degree, even some anonymity.

Up to this time he has been in a situation in which all decisions have been made for him. Now he is faced with making a multitude of decisions and even the simplest of these can cause great anxiety. It is important that programs begun in the jail be reinforced in order to assist the individual with his re-entry into the society.

Rendering assistance to the former inmate is especially needed in the area of leisure. During the inmate's stay in jail he has been introduced to new forms of leisure activities which can be pursued upon release. The continuation of these activities is critical, especially during the early post incarceration period. Should the inmate be unable to continue, he is likely to return to negative forms of leisure activity which can be instrumental in his return to crime and possibly to jail.

Through the use of community resources, the recreation director, the counselor, and the sheriff should develop information on the availability of leisure activities in the offender's home community. This can be accomplished through contacts with the local recreation department. It is likely that the offender can be assisted and guided by that department's personnel. This principle is not unique to the correctional inmate, but has been found to be highly successful in dealing with all kinds of institutionalized persons. Individuals who have been confined to other forms of institutions share many of the anxieties and feelings of alienation of the released offender.

Local recreation departments can provide program information on the location and times of their activities, as well as those programs conducted by the various local community organizations. Through such contacts, the released inmate can be helped in reinforcing individual values which are necessary to function successfully in the society.

#### A SUGGESTED PROGRAM

Developing the recreation program for the jail is usually governed by two factors. First, the size of the population and second, the resources available for program. To avoid confusion, the suggested program is given for two different facilities. Jails with up to 150 population are considered as medium to small institutions. An institution with over 150 population is considered a large jail.

Following is a list of suggested activities for recreation programming in the jails by facility size. These suggestions can provide an acceptable start for a strong program of leisure services.

SUGGESTED RECREATION ACTIVITIES  
FOR THE SMALL TO MEDIUM SIZE JAIL

In-Cell Activities

Television  
Radio  
Cards  
Dominoes  
Checkers  
Library Books  
Magazines/Newspapers  
Physical Exercise

Out-of-Cell Activities

Table Games  
Hobbies/Crafts  
Television  
Disc Golf  
Service Groups  
Music and Singing Activities

Out-of-Cell Activities (Outdoor)

Half Court Basketball  
Frisbee  
Horseshoes  
Volley Ball  
Calisthenics



SUGGESTED RECREATION ACTIVITIES  
FOR THE LARGE JAIL

In-Cell Activities

Television  
Radio  
Cards  
Dominoes  
Checkers  
Library Books  
Magazines/Newspapers  
Physical Exercise  
Felt Darts  
Hi Li Scoop Games

Out-of Cell Activies (Indoor)

Crafts  
Drama Programs  
Television  
Outside Entertainment  
Movies/video Tape  
Drawing/Sketching  
Interest Groups  
Weight Lifting  
Ping Pong  
Pool  
Table Games  
Dance

Out-of-Cell Activities (Outdoor)

Basketball  
Volleyball  
Shuffleboard  
Horseshoes  
Handball  
Team Sports  
Jogging  
Golf Putting Green  
Calisthenics

The foregoing lists are not to be viewed as a final list of activities, but rather should form the nucleus of the recreation program and provide the necessary foundation for a full scale program of recreation activities.

In addition to a basic program of activities, the recreation director or other person(s) responsible should plan activities for special events. For instance, special holiday programs (Thanksgiving, July 4th etc.) should be implemented. These need not be elaborate situations, but rather a means of maintaining an orientation of reality for the inmate during his incarceration. Sometimes these programs can be developed and coordinated with the various volunteer groups which serve the jail.

A typical holiday program might include a picnic or cookout meal as a part of the outdoor recreation period. Many inmates have never experienced such activities and could find them to be highly satisfactory. These activities would not require additional personnel or security measures and could take the place of the evening meal.

Through these and other activities, the inmate can develop group relationships and learn to interact with other individuals outside the cell area in a social situation. These groups are usually based on mutual interests which can develop a positive reinforcement of necessary values of getting along in the society.

## CONCLUSION

The recreation program in the local jail is a broad and necessary part of the treatment process. An effective program of recreation can provide for a positive reinforcement of the values necessary to develop a new lifestyle for the offender and to provide a sound basis for rehabilitation. Recreation programming can provide an effective vehicle to develop decision making capabilities in the inmates, as well as teaching him how to interact with others in a leisure situation. Finally, recreation programming can provide an effective means of inmate management which will result in a more efficient operation of the facility.

FOOTNOTES  
Chapter 4

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12. \_\_\_\_\_ Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults. University of Illinois. 1971. P. E. 11.1

13. It is possible to substitute video tape recorders for movie equipment. Cost and maintenance of this equipment is less than projectors. Security problems are reduced since movies may be offered without assembling large numbers of inmates.
14. Marion and Carrol Hormachea, "Recreation and the Youthful and Adult Offender," in T. Stein and H. D. Sessoms, Recreation and Special Populations, 2nd Ed. Boston, Holbrook Press. 1977. p. 127-128.

## CHAPTER V

### IMPLEMENTING THE RECREATION PROGRAM

Once the decision to implement the recreation program in the jail has been reached, it is important that the sheriff and other responsible for the program develop a plan to initiate the program. This plan should contain a review of the objectives of the program, the rationale for providing such services, and an evaluation of the resources available to the jail. Finally, the sheriff must request those funds necessary to provide the program.

Planning of the program will be governed by several factors. Initially, the decision to provide leisure services for the inmates might be based on litigation or court decision. If this is the case, it is important that the plan contain those elements which were identified by the court. Regardless of the reason for initiating the program, it is important that careful consideration be given to planning the overall program. Flynn recommends that a wide range of activities be planned in order to bring about the fullest development of the inmates' talents and interests.<sup>1</sup>

#### PLANNING

Initially, the administrator should try to develop information about the leisure pursuits and interests of the inmates. This can be accomplished through a review of information from the classification files which should contain relevant information concerning these activities.

Another source of information would be a survey of the inmates. Through the survey, it would be possible to identify the inmate's leisure interests and habits. Among the reasons for involving the inmate in program planning is to assure his/her participation in the program. As mentioned earlier, it is important that the inmate take an active part in the planning, if the program is to be successful.

Using the information which has been developed from the inmate survey and other sources, the administrator and the individual who is coordinating the recreation activities can plan a viable program based on the interests and needs of the inmates, as well as meeting the accepted standards for the presentation of such programs. This information will provide direction for the program.

#### THE BUDGET

This is one of the most important elements of the proposed program. The sheriff should determine the amount of money available for the new program. Major expenditures will be for manpower, equipment, and expendable supplies and materials. There is no formula to determine the amount necessary based on the population or any other factor. Since budgets are limited, it is important to achieve maximum effectiveness from the funds available. Using the results of the planning survey can limit or eliminate those expenditures for activities which display a low interest score. Some major expenditures may be delayed until the next funding cycle, in order to achieve maximum effectiveness and benefit from the initial appropriation.

Initially large expenditures will be necessary for games, hobby materials, records and tapes and similar supplies. Later appropriations can be used to replace these items and expand the program.

In preparing the budget, the sheriff or his designated recreation specialist should determine if any of the equipment and/or materials might be available from the local government agencies (schools, recreation, libraries, etc.) If so, steps should be taken to transfer these items to the jail. Other sources of assistance might be civic and/or church groups. In some instances local merchants may be willing to provide supplies on a discount or discard basis. In some states, magazine distributors often provide paperback books, without covers, for jails and other institutions. It is important that the budget be used to maximum benefit for the greatest number of inmates.

#### SPACE FOR THE RECREATION PROGRAM

This is probably the second largest problem facing the jail administration. Since most jails do not have an area which originally was designated for recreation, it will be necessary for the sheriff and staff to improvise and convert storage and other areas to recreation use. In planning for out-of-cell activities (indoor), consideration must be given to maximizing the recreation area for group activities. The education area can double as the quiet recreation area for watching TV, reading, playing games, etc.

The outside recreation area should consist of a space large enough for team sports, at least on a limited basis. For instance, half-court



basketball for basketball or volleyball.

This area also should provide space for spectators to watch games. Remember that most inmates prefer to remain spectators at sports events. Some consideration should be given to providing a jogging track around the perimeter of the outdoor recreation area. This area should be level and paved for safety purposes as well as providing for activities. Care should be taken to avoid gravel or other unpaved surfaces which frequently become mudholes in inclement weather.

#### PROVISION FOR EQUIPMENT STORAGE AND CHECK-OUT AREA

For purposes of efficiency, as well as security, it is important that the recreation supervisor maintain an accurate and up-to-date inventory of equipment and materials. The equipment should be stored in a secure designated area. Each piece of equipment should be accounted for at the end of each recreation period. Special care should be taken with hobby and craft equipment and materials. As a result of these administrative measures the security of the institution will not be compromised. Storage of the equipment and materials should be in a central location in the recreation area. In addition to maintaining an accurate inventory it is important to keep check out records. These should augment the security of the institution and prevent the equipment from being misused by the inmates.

#### EQUIPMENT AND SUPPLIES

A well planned and coordinated recreation program in the local jail

must have certain equipment in order to provide the full extent of service to the inmates. Among the items immediately necessary are:

- a. tables (for games, etc.)
- b. chairs
- c. a bulletin board
- d. record and/or tape player (with headphones)
- e. movie projector and screen or video tape recorder
- f. television sets. One for each cell area or one set in the indoor recreation area.
- g. puzzles and table games
- h. basketballs, volleyballs, and other equipment
- i. hobby/craft tools and art supplies
- j. magazines and books

Other items may become necessary and should be added as the program expands.

#### PROGRAM DEVELOPMENT

Before proceeding further, the administrator should contact the local recreation and parks department for assistance in planning the actual program. Through the use of this agency, the jail administrator will find a vast source of information for recreation programming. Most departments are staffed with program specialists who can assist the sheriff or his staff in setting up the program. Furthermore, through such contacts the sheriff can augment his own staff through utilizing the talents of a variety of specialists from the department of recreation.

In developing the program, consideration should be given to the number of inmates who might participate in a given period. Attendance would be governed by the availability of space, equipment and personnel.

The recreation program should reflect the interests of the inmate and maintain a balance of activities to provide "something for everyone." Keep in mind that most persons tend to prefer passive or spectator activities over the more active or participatory programs. Maximum benefit is derived, however, from actual participation in any given activity. All people are somewhat reluctant to engage in new activities. Lack of exposure to certain activities earlier prevents the development of interests, appreciations and skills. In many ways the recreation program could be a "compensatory program" to overcome earlier deficiencies and help to build new skills and interests. A rule of thumb might be to build a foundation on current interests to encourage inmates to pursue and develop new skills.

Another consideration would be which activities might be carried out within the cell area. These may include exercise programs, television, radio, table games, hobbies/crafts, and felt board games. Out of cell activities are less restricted.

One final word of caution. Avoid overemphasizing any one activity. Recreation should be a pleasurable experience and not coercive. Otherwise, the positive benefits of leisure services are lost. This does mean that participation and the development of new interests should not

encouraged. Effective leadership is the key which sets the tone and the pace.

#### ADMINISTRATION OF THE RECREATION PROGRAM

Conducting a recreation program in a local jail requires efficient scheduling of time and facilities by the coordinator. It is important to develop the program based on the standard of a minimum of one hour per day out of cell activity. In some instances it may be possible to exceed this standard. Scheduling of activities is based on four factors: the size of each group, the size of the population, the length of the recreation period, and staff available for supervision. The National Clearinghouse for Correctional Architecture has devised a formula designed to determine the number of recreation spaces necessary for the program.

$$\frac{\text{Projected number of groups to use facility} \times \text{Average length of Recreation period}}{\text{Number of hours per day during which supervised recreation recreation activities are offered}} = \text{Number of Recreation spaces needed}$$

National Clearinghouse  
for Correctional Architecture, D506

The question is based on the amount of time allocated for recreation and the number of inmates who participate in the program at any given time. This is divided by "the number of hours during which supervised recreation activities are offered" The result of this equation

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**1 OF 2**

will be the number of recreation spaces necessary for the program.

It is important that arrangements be made to keep the recreation area clean and orderly and the equipment properly stored. This can be accomplished by allotting time at the end of each recreation period for this operation. An alternative suggestion is to appoint a team of trustees to maintain the recreation area.

Another important aspect is to advertise the program. Whenever possible, let the inmates know what activities are scheduled, especially special events (movies, etc.). This can be done with posters in the mess hall and/or the recreation area. These notices will have a positive effect and encourage inmate interest and participation.

Once the program is in operation the recreation supervisor should keep a record of each inmate's participation. A standard form should be devised and used to record participation and to maintain a permanent record. The record should show the dates of participation, activities, the amount of time, and the degree of interest displayed. Other information should include general health information and participation in the physical education program. Accurate record keeping is essential. In the event of litigation or other complaints, this information can serve as a strong defense. On a more positive note, good program documentation is a valuable tool in seeking funds for program expansion and for preparing accurate information to assist the inmate upon release.

When planning for equipment and material purchases, consideration should be given to potential security problems which may arise from

the misuse of certain items. However, it should be realized that, through proper controls, the security problem potential will be reduced significantly. Further, the supervisor should determine that adequate storage facilities exist for any items that may be purchased for the program.

Time is an important factor and the supervisor should try to schedule supervised recreation during those periods which would be most beneficial to the inmate. For instance, recreation programming should extend into the early evening hours and not be restricted to the "9 to 5" syndrome. It might be advisable to schedule recreation periods from noon to 4 p.m. and again from 5 p.m. to 8 p.m. for example. Keep in mind that recreation programs should be offered in a manner which will encourage maximum participation and benefit to the inmate, as well as to the institution.

The recreation supervisor should take the responsibility for assessing the available community resources which might be used to enhance the recreation program. The assessment would include contacts with civic, service and church groups, volunteer bureaus and local colleges. Contacts with local public agencies were mentioned earlier. Through these contacts, the supervisor will find local citizens usually are glad to offer and contribute books and other materials to the program. In addition, through these same contacts the supervisor can develop a core of volunteer programs as well as a variety of entertainment programs. Volunteers can provide the necessary manpower and expertise to

expand the recreation program and add variety and depth. Further, in many instances the inmate may be more responsive to the volunteer than to the staff member.

#### EVALUATION OF THE PROGRAM

Evaluation of the recreation program is essential to the overall success of the program. Through this process information can be developed concerning participation, response, and the overall cost effectiveness of the program. Evaluation should include a summary of weekly activities, the number of inmates participating, number of volunteers utilized, programs requested by inmates, staff participation and other factors which may be desired. To accomplish the evaluation, the supervision should keep accurate daily records of the program listing the actual activities offered and the participation in each.

Evaluation reports serve to advise the jail and local government administration of the effectiveness of the recreation program. These reports are of special value in planning future program activities and projecting possible participation as well as estimating manpower resources necessary to carry out the function. Additionally, a good evaluation report provides excellent supportive information for budget and grant requests.

#### INMATE PARTICIPATION

There is no magic formula for encouraging inmate participation in recreation programs. Many inmates hesitate to participate in these



programs because of the frustration and stress of their own incarceration. They may feel they could miss a call from their lawyer or they may have some other reason for not wishing to participate. However, these inmates usually are interested in watching TV or participating in some passive type of activity which allows them to remain in the cell areas. Whatever reason they may have for not participating, the inmate should not be forced or ordered to engage in the recreation activities.

## A MODEL RECREATION PROGRAM

8:00 AM to 9:00 AM	In-cell activities; Television, available reading materials.
9:00 AM to 10:30 AM	In-cell activities; Exercise programs in cell. Single or dual sports activities.
10:30AM to 11:00 AM	In-cell activities: Television, Available reading materials, games, crafts.
11:00AM to 12 Noon	Lunch
12:00PM to 1:00 PM	In-cell activities: Television, available reading materials, crafts.
1:00PM to 2:00 PM	Outdoor recreation (weather permitting) Sports, games, exercises. (In the event of inclement weather substitute indoor activities (out of cell)
2:00PM to 4:00 PM	In-cell activities: Television, radio, library.
4:00PM to 5:00 PM	Dinner meal.
5:00PM to 6:00 PM	In-cell activities: Television, radio, library, crafts, games.
6:00PM to 8:30 PM	In-cell activities: Also out-of-cell activities. (Indoor Recreation) consists of intramural contests between cell areas; interest groups, games and hobbies.
8:30PM to Lights Out	Individual in-cell activities to include television, radio or reading.

NOTE: This model provides for the minimum of one hour of out-of cell activity per day. Institutions are encouraged to exceed this minimum whenever population and facilities permit. Expansion of the program could include institution tournaments and other activities.

FOOTNOTES

Chapter V

1. Edith Flynn, "Recreation Progress for Jails: an Outlandish Proposition." in J. D. Kelley, Expanding Horizons in Therapeutic Recreation II, Champaign, University of Illinois, 1973. p. 17

APPENDIX

RECREATION PROGRAM  
Attendance

DATE: \_\_\_\_\_ Recreation Supervisor \_\_\_\_\_

Number	Indoor	Outdoor	Activity

Equipment Inventoried by: \_\_\_\_\_

Equipment Missing or Broken: \_\_\_\_\_

All Equipment and Supplies Accounted For: \_\_\_\_\_

\_\_\_\_\_ COUNTY JAIL  
 \_\_\_\_\_ COUNTY

INMATE RECREATION RECORD

NAME: \_\_\_\_\_

Entered Jail: \_\_\_\_\_ Date Exited Jail: \_\_\_\_\_ Date

Age: \_\_\_\_\_ Height: \_\_\_\_\_ Weight: \_\_\_\_\_ General Health \_\_\_\_\_

Handicaps or Disabilities: \_\_\_\_\_

Medication: \_\_\_\_\_

Has inmate been examined by institution physican?

Yes: \_\_\_\_\_ Date No: \_\_\_\_\_ Date

+++++

Recreation Activities  
 Out-of-Cell In-Cell

Date	Activity	Time	Attitude	Activity	Time	Attitude

\_\_\_\_\_ County Jail

Recreation Program

Month \_\_\_\_\_, 19

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday

INMATE RECREATION RECORD

Inmate Interests: \_\_\_\_\_

Athletic Skills: \_\_\_\_\_

Hobby/Crafts Interests and Skills: \_\_\_\_\_

EQUIPMENT RECORD

DATE	Equipment Used	Time Out	Time In



**END**