

130598

FINAL REPORT

Cost-Effective Conditions of  
Confinement: Prisons and Jails

130598

U.S. Department of Justice  
National Institute of Justice

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AMERICAN CORRECTIONAL  
ASSOCIATION





# AMERICAN CORRECTIONAL ASSOCIATION

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April 10, 1989

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Dear Chips:

Enclosed is the Cost-Effective Conditions of Confinement Final Report for the period. If you have any questions or concerns concerning any of this material, please feel free to let me know.

With best regards,

Hardy Rauch  
Director  
Standards & Accreditation

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## CATEGORICAL ASSISTANCE PROGRESS REPORT

This recordkeeping requirement falls under the authority of P.L. 98-473. The information provided will be used by grant monitors to track grant progress. No further monies or other benefits may be paid out under this program unless this report is completed and filed as required by existing laws and regulations (OMB Circulars A-102 and A-110; Omnibus Crime Control and Safe Streets Act of 1968, as amended; Juvenile Justice and Delinquency Prevention Act of 1974, as amended; and the Victims of Crime Act).

1. GRANTEE  National Institute of Justice		2. AGENCY GRANT NUMBER  87-IJ-CX-0015	3. REPORT NO.  Final
4. IMPLEMENTING SUBGRANTEE		5. REPORTING PERIOD (Dates)  FROM: FINAL REPORT TO:	
6. SHORT TITLE OF PROJECT  Cost-Effective Conditions of Confinement: Prisons and Jails	7. GRANT AMOUNT  \$161,089.00	8. TYPE OF REPORT <input type="checkbox"/> REGULAR <input type="checkbox"/> SPECIAL REQUEST <input checked="" type="checkbox"/> FINAL REPORT	
9. NAME AND TITLE OF PROJECT DIRECTOR  Hardy Rauch, Director Standards and Accreditation	10. SIGNATURE OF PROJECT DIRECTOR  <i>Hardy Rauch</i>	11. DATE OF REPORT  April 10, 1989	

12. COMMENCE REPORT HERE (Continue on plain paper)

The Cost Effective Conditions of Confinement project # 87-IJ-CX-0015 was completed as outlined in the original grant package. This report will outline significant goals which were completed during the grant period, and constitute the final report for the grant.

The first major activity to be completed was the selection of the advisory committee as approved by the NIJ program monitor. The members of the advisory committee were selected from national and internationally recognized experts in the field of criminal justice. Each participant was informed as to his specific duties and the requirements of becoming a member of the Cost Effective Conditions of Confinement Committee.

In making the decision regarding who would participate as a member of the Committee, it was anticipated that all committee members would be involved in some or all portions of the project. By using this method, the project was able to utilize a larger panel of experts in specific fields. (See Attachment A)

After the advisory committee was selected, our attention turned to the development of a survey based upon the project goals and the results of the meetings held with the advisory committee. In order to achieve the goals set forth in the original grant, a survey was distributed to nationally recognized experts in the following areas:

- a. plan/design professionals
- b. architects
- c. correctional practitioners
- d. public interest groups
- e. accreditation practitioners (auditors and staff involved in the accreditation process)

13. CERTIFICATION BY GRANTEE (Official signature)

14. DATE

The survey was refined based on responses from representatives of these groups. We also solicited comments from 200 additional professional correctional groups and individuals. The statistical data receive from the surveys was divided into categorical groups including:

- a. adult correctional institutions
- b. juvenile training schools
- c. adult community residential facilities
- d. juvenile community residential programs
- e. adult detention facilities
- f. juvenile detention facilities

Work teams reviewed the data in each of the six categories. A series of meetings were then held to evaluate the responses. Finally, the survey data was distributed to the consultants to be used in completing their reports. (See Attachment B)

On Wednesday, August 5, 1987, at the American Correctional Association (ACA) Congress of Correction in New Orleans, the Cost Effective Conditions of Confinement Committee met. During this meeting they evaluated the survey results and discussed their impact on the project. Stephen Carter, Principal from Carter Goble Associates, reviewed the responses from a planner's point of view and shared pertinent information concerning the questionnaire. Rich Seiter, Director, Ohio Department of Rehabilitation and Corrections, gave his view of the responses from a practitioner's point of view. The meeting was conducted by Mr. Tom Albrecht, Program Manager, National Institute of Justice, and Mr. Hardy Rauch, Director, Division of Standards and Accreditation for the American Correctional Association. Perry Johnson, board member for the Commission on Accreditation for Corrections (CAC) summarized the meeting and outlined topics for future meetings concerning the Cost Effective Conditions of Confinement grant. A meeting of the Committee was also held on December 7, 1987, at the headquarters of the ACA. At that meeting, the Committee reviewed the progress of the project and discussed additional project goals. The members of the Committee also reviewed a summary of the Yarmouth, Maine, meeting and discussed a paper presented by consultant Rod Miller. They also developed an agenda for the January 13, 1988, meeting of the full committee in Phoenix, Arizona. (See Attachments C thru G)

At the Phoenix meeting, a summary of the recommendations for facility size requirements was presented. This information was also submitted to the Standards Committee, ACA Board of Governors, and the Commission on Accreditation for Corrections. Stephen A. Carter presented a paper entitled "Discussion Ideas for Reviewing the Conditions of Confinement in the American Correctional Association Standards." During February 1987 the Survey of ACA Standards was distributed to selected facility administrators and architects. Those surveyed included:

- 34 architectural firms
- Two ALDFs (less than 50 beds)

Three ALDFs (50-100 beds)  
Three ALDFs (100-200 beds)  
Three ALDFs (200-500 beds)  
Two state ACIs (50-100 beds)  
One state ACI (100-200 beds)  
Five state ACIs (200-500 beds)  
Seven state ACIs (500+ beds)  
Two federal ACIs (500+ beds)

The results of the survey were to be discussed at later meetings. (See Attachments H thru M)

The third major meeting of the Committee was held in Denver, Colorado, on August 15, 1988, at the ACA Congress. At that meeting, Rod Miller and Tom Albrecht presented a progress report on the project. Also, Steve Carter reviewed the report and recommendations from the advisory group, based on the information collected from the surveys. During the Standards Committee meeting in Denver, an open hearing was held. Participants had the opportunity to comment on the report concerning conditions of confinement and the revisions for the third edition standards. Hardy Rauch presented a status report at the Board of Governors meeting. He informed them that the project involved participants from all over the country and was proceeding on schedule. In January at the ACA Winter Conference in San Antonio, Texas, research findings and recommendations for the cost effective conditions of confinement was presented by Steven Carter, Rich Weiner, and Rod Miller. Its findings and recommendations were accepted. (See Attachments N thru P)

This report concludes the cost effective conditions of confinement project. We believe the research recommendations have been helpful to the field of corrections. During this grant period, we have solicited the participation of correctional facilities and professionals from across the country to engage in an activity that will benefit the field for years to come.

## Attachments

- A) Advisory Committee List
- B) Survey Instrument
- C) Agenda New Orleans
- D) Remarks Rod Miller and Richard Weiner, Ph.D.
- E) Cost Effective Committee Meeting Agenda, College Park, Maryland, December 7, 1987
- F) Agenda and Summary of Two-Day Workshop Yarmouth, Maine, October 1-2, 1987
- G) "Legal Issues Research Plan" by Rod Miller
- H) Cost Effective Committee Meeting Agenda for Phoenix, January 13, 1988
- I) Agenda - Committee Meeting in Phoenix
- J) Recommended Facility Size Summary
- K) Discussion Ideas for Reviewing the Conditions of Confinement in ACA Standards - Presentation by Stephen A. Carter to committee
- L) Survey on ACA Standards - Distributed to architects and facility administrators
- M) Facility/Architects selected for ACA standards evaluation
- N) Cost Effective Conditions of Confinement Committee Agenda-Denver, Colorado, August 1988
- O) Project Report - ACA/NIJ Cost Effective Conditions of Confinement Project
- P) Research Findings and Recommendations: Conditions of Confinement Standards Revision

FACILITY SIZE

## ADULT CORRECTIONAL FACILITIES

Adult Correctional Institutions

Standard 2-4160 reads as follows:

The institution is designed to accommodate no more than 500 inmates (New Plant).

DISCUSSION: A correctional institution should be small enough so that it can maintain security without excessive regimentation, surveillance, and control equipment. An inmate population of no more than 500 helps ensure efficient administration and adequate attention to inmates' needs. When two or more institutions are planned for the same site, they may share central services such as power plant, utilities, central purchasing, warehousing, laundry, firehouse, food preparation, etc. (See related standard 2-4127)

Taking into account the design features, activities, and population characteristics of the different security levels (See Attachments 1 & 2), please indicate, for each security level, whether you think this standard should be revised and, if so, what it should be.

1. Maximum Security Institutions:

Should Standard 2-4160 be revised?  Yes  No  Not Sure

Maximum Security Institutions should be designed to accommodate no more than \_\_\_\_\_ inmates.

WHY?

2. Close Security Institutions:

Should Standard 2-4160 be revised?  Yes  No  Not Sure

Close Security Institutions should be designed to accommodate no more than \_\_\_\_\_ inmates.

WHY?

3. Medium Security Institutions:

Should Standard 2-4160 be revised?  Yes  No  Not Sure

Medium Security Institutions should be designed to accommodate no more than \_\_\_\_\_ inmates.

WHY?

Currently, there are no standards addressing design capacity for the following types of facilities. Again, taking into consideration the design features, activities, and population characteristics of each type of facility, please indicate if you think there should be a standard and, if so, what it should be.

5. Adult Community Service Facilities (halfway houses):

Do we need a standard?  Yes  No  Not Sure

IF YES:

Community Service Facilities should be designed to accommodate no more than \_\_\_\_\_ inmates.

WHY?

6. Adult Local Detention Facilities:

Do we need a standard?  Yes  No  Not Sure

IF YES:

Adult Local Detention Facilities should be designed to accommodate no more than \_\_\_\_\_ inmates.

WHY?

7. Holding Facilities:

Do we need a standard?  Yes  No  Not Sure

IF YES:

Holding Facilities should be designed to accommodate no more than \_\_\_\_\_ inmates.

WHY?

FACILITY SIZE

JUVENILE FACILITIES

Juvenile Training Schools

Standard 2-9151 requires the following:

The training school does not exceed a bed capacity of 100 juveniles.

DISCUSSION: In a 100 bed training school, as opposed to larger facilities, the possibility that juveniles will know all of the other juveniles is enhanced. Also, each staff person can acquire some familiarity with juveniles, and it is conducive to an environment of safety, normalcy and fairness that is basic to effective rehabilitation.

Please indicate if you think this standard should be revised and, if so, what it should be.

1. Should Standard 2-9151 be revised?  Yes  No  Not Sure  
IF YES:  
Juvenile Training Schools should be designed to accommodate no more than \_\_\_\_\_ juveniles.  
WHY?

Juvenile Detention Facilities

Standard 2-8132 reads as follows:

The facility operates with living units of no more than 25 juveniles each.

DISCUSSION: The use of living units is considered more desirable for youths. Such units permit programs to be conducted on a smaller, more manageable scale with decisions about the juveniles in them being made by staff who are regularly assigned to the unit and who know the juveniles best. Each living unit should provide for personalization of living space.

2. Do you feel that Standard 2-8132 should be revised to take into consideration different staffing patterns, facility designs, etc.?

Yes  No  Not Sure

IF YES:

Please explain how the 25 juvenile limit should be changed to take these factors into consideration?

Juvenile Community Residential Services

Currently, there is no standard addressing facility size for juvenile community residential centers.

3. Do we need a standard?  Yes  No  Not Sure

IF YES:

Juvenile Community Residential Centers should be designed to accommodate no more than \_\_\_\_ juveniles.

WHY?

SINGLE CELLS

ADULT CORRECTIONAL FACILITIES

Adult Correctional Institutions (Maximum, Close, Medium)

Standard 2-4129 reads as follows:

For general population housing, only one inmate occupies a room or cell designed for single occupancy which has a floor area of at least 60 square feet, provided inmates spend no more than 10 hours per day locked in. When confinement exceeds 10 hours per day, there are at least 80 square feet of floor space (Existing, renovation, addition, new plant).

DISCUSSION: The institution should provide for humane care. Single cells or rooms provide privacy and enable inmates to personalize living space. Less personal living space is required for inmates who have programs and activities available to them through the institution.

Interpretation August 1983. Cell space is measured from interior wall to interior wall less the space occupied by plumbing chases and columns. It includes the space occupied by beds, desks, plumbing fixtures, closets, and entrances and exits.

Taking into account the design features, activities, and population characteristics of the different security levels (See Attachment 1 & 2), please indicate, for each security level, whether this standard should be revised to include double occupancy and, if so, for what percentage of cells or rooms.

1. Maximum Security Institutions:

The standard should be revised to allow for double occupancy:

Yes, even at current cell size

Yes, but only if cell size is increased

No

IF YES, for what percentage of cells? \_\_\_\_\_%

WHY?

2. Close Security Institutions:  
The standard should be revised to allow for double occupancy:  
 Yes, even at current cell size  
 Yes, but only if cell size is increased  
 No  
IF YES, for what percentage of cells? \_\_\_\_\_ %  
WHY?

3. Medium Security Institutions:  
The standard should be revised to allow for double occupancy:  
 Yes, even at current cell size  
 Yes, but only if cell size is increased  
 No  
IF YES, for what percentage of cells? \_\_\_\_\_ %  
WHY?

Adult Correctional Institutions (Minimum)

Standard 2-4132 states:

When minimum security institutions or minimum security areas within larger institutions provide individual rooms, they provide key control shared by the occupants and staff, or continuous access to toilet and shower facilities and hot and cold running water, including drinking water. Rooms also provide the following facilities and conditions:

A minimum floor area of 60 square feet

A bunk at above-floor level, desk, hooks or closet space, chair or stool

Natural light

Documentation by an independent, qualified source that lighting is at least 20 footcandles at desk level and in the personal grooming area;

circulation is at least 10 cubic feet of outside or recirculated filtered air per minute per occupant;

temperatures are appropriate to the summer and winter comfort zones; and

noise levels do not exceed 70 decibels in daytime and 45 decibels at night (Existing, renovation, addition, new plant).

DISCUSSION: Housing units for minimum custody inmates can and should be constructed economically. Individual rooms are preferred to dormitory-type construction.

For minimum security institutions, Standard 2-4132 states that "when minimum security institutions or areas within larger institutions provide individual rooms," they provide certain facilities and conditions. This standard is vague and does not specify whether single cells are required in minimum security facilities. Please indicate whether single cells should be at this level and, if so, for what percentage of cells.

4. Standard 2-4132 should be revised to require single cells at this level: Yes No Not Sure  
IF YES, for what percentage of cells?      %  
WHY?

Currently, there are no standards specifying a required percentage of single cells for the following types of facilities. Please indicate, for each of these facilities, whether single cells should be required and, if so, for what percentage of cells?

Adult Community Residential Services

5. Community Service Facilities (halfway houses):  
Do we need a standard requiring single rooms?  
Yes No Not Sure  
IF YES, for what percentage of cells?      %  
WHY?

Adult Local Detention Facilities

6. Adult Local Detention Facilities:

Do we need a standard requiring a certain percentage of single cells?

     Yes      No      Not Sure

IF YES, for what percentage of cells?      %

WHY?

7. Holding Facilities:

Do we need a standard requiring a certain percentage of single cells?

     Yes      No      Not Sure

IF YES, for what percentage of cells?      %

WHY?

## SINGLE ROOMS

### JUVENILE FACILITIES

#### Juvenile Training Schools

Standard 2-9126 reads as follows:

In training schools, there is one juvenile per sleeping room which has a minimum of 70 square feet of floor space; and juveniles are provided activities outside the room at least 14 hours per day; special purpose institutions which have individual sleeping rooms meet this requirement for these rooms (Existing, renovation, new plant).

DISCUSSION: Individual sleeping rooms are necessary to ensure a reasonable amount of privacy and safety to the juvenile. In secure training schools or secure cottages in training schools, stress is quite severe because of the limits on freedom of movement and privacy. Therefore, the space dimensions listed above are essential to facility operation.

Interpretation April 1985. Sleeping-room space is measured from interior wall to interior wall less the space occupied by plumbing chases and columns. It includes the space occupied by beds, desks, plumbing fixtures, closets, and entrances and exits.

The standard only allows for single rooms.

1. Should Standard 2-9126 be revised to permit dormitory rooms in juvenile training schools?      Yes      No      Not Sure  
For what proportion of the bed capacity?      %  
WHY?

#### Juvenile Detention Facilities

Standard 2-8138 reads as follows:

Single sleeping rooms have at least 70 square feet of floor space and juveniles are provided activities and services outside their rooms at least 14 hours a day (Existing, renovation, addition, new plant).

DISCUSSION: Rooms of sufficient size enable juveniles to personalize living space. Because juveniles have access to a day room or lounge and other programs and activities throughout the facility, 70 square feet for the sleeping area is considered sufficient.

Interpretation April 1985. Sleeping-room space is measured from interior wall to interior wall less the space occupied by plumbing chases and columns. It includes the space occupied by beds, desks, plumbing fixtures, closets, and entrances and exits.

Standard 2-8168 reads as follows:

At least 80 percent of all beds are in rooms designed for single occupancy only (Addition, new plant).

DISCUSSION: None.

Standards 2-8138 and 2-8168 require that in juvenile detention facilities, living units must be designed primarily for single occupancy rooms (80%), with multiple occupancy rooms not to exceed 20% of the bed capacity of the unit.

2. Should Standards 2-8138 and 2-8168 be revised with new ratio requirements?      Yes      No      Not Sure  
IF YES: What should be the ratio requirements?  
     % single occupancy rooms and      % multiple occupancy rooms  
WHY?

#### Juvenile Community Residential Services

Currently, there is no standard addressing the number of occupants allowed in sleeping rooms in juvenile community residential centers.

3. Should there be a standard?      Yes      No      Not Sure  
IF YES:  
Juvenile Community Residential Centers should allow      occupants per sleeping room.  
WHY?

CELL SIZE

ADULT CORRECTIONAL FACILITIES

Adult Correctional Institutions

Standard 2-4129 reads as follows:

For general population housing, only one inmate occupies a room or cell designed for single occupancy which has a floor area of at least 60 square feet, provided inmates spend no more than 10 hours per day locked in. When confinement exceeds 10 hours per day, there are at least 80 square feet of floor space (Existing, renovation, addition, new plant).

DISCUSSION: The institution should provide for humane care. Single cells or rooms provide privacy and enable inmates to personalize living space. Less personal living space is required for inmates who have programs and activities available to them through the institution.

Interpretation August 1983. Cell space is measured from interior wall to interior wall less the space occupied by plumbing chases and columns. It includes the space occupied by beds, desks, plumbing fixtures, closets, and entrances and exits.

When confinement exceeds 10 hours per day (usually the case in maximum security facilities), there are to be at least 80 square feet of floor space. Please indicate, for each security level, whether this standard should be revised and, if so, what should be the appropriate square footage for each cell/room.

1. Maximum Security Facilities:

Should Standard 2-4129 be revised?  Yes  No  Not Sure

IF YES:

Maximum Security Institutions should have a floor area of at least  square feet per cell/room.

WHY?

2. Close Security Facilities:  
Should Standard 2-4129 be revised?  Yes  No  Not Sure

IF YES:

Close Security Facilities should have a floor area of  
at least \_\_\_\_\_ square feet per cell/room.

WHY?

3. Medium Security Facilities:  
Should Standard 2-4129 be revised?  Yes  No  Not Sure

IF YES:

Medium Security Facilities should have a floor area of  
at least \_\_\_\_\_ square feet per cell/room.

WHY?

4. Minimum Security Facilities:  
Should Standard 2-4129 be revised?  Yes  No  Not Sure

IF YES:

Minimum Security Facilities should have a floor area of  
at least \_\_\_\_\_ square feet per cell/room.

WHY?

### Adult Community Residential Services

Existing Standard 2-2085 requires the following:

A minimum of 60 square feet of floor space per resident is provided in the sleeping area of the facility of which no more than four square feet is closet or wardrobe.

DISCUSSION: Since privacy is desirable, single or double room occupancy should be used. In any case, it is essential that sufficient sleeping space is available for each resident and that crowded conditions do not exist.

Please indicate whether this standard should be revised and, if so, what it should be.

5. Should Standard 2-2085 be revised?  Yes  No  Not Sure

IF YES:

Single occupancy rooms in Community Residential Centers should have a minimum of \_\_\_\_\_ square feet of floor space per bedroom.

WHY?

Dormitory rooms in Community Residential Centers should have a minimum of \_\_\_\_\_ square feet of floor space per resident in the sleeping area.

WHY?

### Adult Local Detention Facilities

The existing Standard 2-5111 reads as follows:

All single rooms or cells in detention facilities have at least 60 square feet of floor space, provided inmates spend no more than 10 hours per day locked in; when confinement exceeds 10 hours per day, there are at least 70 square feet of floor space (Existing, renovation).

DISCUSSION: Adequate living space is important to the mental well-being of the inmate. Rooms or cells of sufficient size enable inmates to personalize living space consistent with facility rules and regulations. Inmates who have access to programs and activities throughout the facility require less space in their rooms or cells because they do not spend as much time there (Existing, renovation).

Interpretation August 1983. Cell space is measured from interior wall to interior wall less the space occupied by plumbing chases and columns. It includes the space occupied by beds, desks, plumbing fixtures, closets, and entrances and exits.

The existing Standard 2-5111 for detention facilities requires that all rooms have at least 60 square feet of floor space. When confinement exceeds 10 hours per day, rooms are to be at least 70 square feet. Please indicate whether this standard should be revised and, if so, what it should be.

6. Should Standard 2-5111 be revised?  Yes  No  Not Sure  
IF YES:

Detention Facilities should have a floor area of at least \_\_\_\_\_ square feet per room.

When confinement exceeds 10 hours per day, rooms should be at least \_\_\_\_\_ square feet.

WHY?

Standard 2-5113 states:

Single rooms or cells in holding facilities have, at minimum  
50 square feet of floor space

A bed above floor level

Access to the following sanitation facilities:

toilet above floor level which is available for use  
without staff assistance 24 hours a day  
wash basin with hot and cold running water  
shower facilities.

There is documentation by an independent, qualified source that  
Lighting is at least 20 footcandles at desk level and in  
personal grooming area  
Circulation is at least 10 cubic feet of outside or  
recirculated filtered air per minute per human occupant  
Temperatures are appropriate to the summer and winter comfort  
zones  
Noise levels do not exceed 70 decibels in daytime and 45  
decibels at night (Existing, renovation)

(Holding - Important)

The existing Standard 2-5113 for holding facilities requires at  
least 50 square feet of floor space in each room. Please indicate  
whether this standard should be revised and, if so, what it should  
be.

7. Should Standard 2-5113 be revised?  Yes  No  Not Sure  
IF YES:  
Holding Facilities should have at least  square feet of  
floor space in each room.  
WHY?

ROOM SIZE

JUVENILE FACILITIES

Juvenile Training Schools

Standard 2-9126 states the following:

In training schools there is one juvenile per sleeping room which has a minimum of 70 square feet of floor space; and juveniles are provided activities outside the room at least 14 hours per day; special purpose institutions which have individual sleeping rooms meet this requirement for these rooms (Existing, renovation, addition, new plant).

DISCUSSION: Individual sleeping rooms are necessary to ensure a reasonable amount of privacy and safety to the juvenile. In secure training schools or secure cottages in training schools, stress is quite severe because of the limits on freedom of movement and privacy. Therefore, the space dimensions listed above are essential to facility operation.

Interpretation April 1985. Sleeping-room space is measured from interior wall to interior wall less the space occupied by plumbing chases and columns. It includes the space occupied by beds, desks, plumbing fixtures, closets, and entrances and exits.

Standard 2-9126 requires a minimum of 70 square feet of floor space in each room. Please indicate whether this standard should be revised and, if so, what it should be.

1. Should Standard 2-9126 be revised?  Yes;  No  Not Sure  
IF YES:

Juvenile training schools should have a minimum of \_\_\_\_\_  
square feet of floor space per room.  
WHY?

Juvenile Detention Facilities

Standard 2-8138 states the following:

Single sleeping rooms have at least 70 square feet of floor space and juveniles are provided activities and services outside their rooms at least 14 hours a day (Existing, renovation, addition, new plant).

DISCUSSION: Rooms of sufficient size enable juveniles to personalize living space. Because juveniles have access to a day room or lounge and other programs and activities throughout the facility, 70 square feet for the sleeping area is considered sufficient.

Interpretation April 1985. Sleeping-room space is measured from interior wall to interior wall less the space occupied by plumbing chases and columns. It includes the space occupied by beds, desks, plumbing fixtures, closets, and entrances and exits.

Please indicate whether this standard should be revised and, if so, what it should be.

2. Should Standard 2-8138 be revised?  Yes  No  Not Sure  
IF YES:  
Juvenile detention facilities should have a minimum of \_\_\_\_\_  
square feet of floor space per room.  
WHY?

Juvenile Community Residential Services

Standard 2-6090 states the following:  
A minimum of 60 square feet of floor space per juvenile is provided in the sleeping area of the facility of which no more than four square feet is closet or wardrobe space.

DISCUSSION: Single- or double-room occupancy is preferred in the community residential program in order to afford juveniles some degree of privacy. It is important that sufficient sleeping space is available for each juvenile and that crowded conditions do not exist.

Please indicate whether this standard should be revised and, if so, what it should be.

3. Should Standard 2-6090 be revised?  Yes  No  Not Sure  
IF YES:  
Juvenile community residential centers should have a minimum of \_\_\_\_\_ square feet of floor space per juvenile in the sleeping area.  
WHY?

## RECREATIONAL SPACES

### DAYROOM

#### Adult Correctional Institutions

Standard 2-4158 is as follows:

There is separate dayroom/leisure time space for each general population housing unit containing 35 square feet of floor space per inmate exclusive of circulation corridors in front of cells/rooms (Addition, new plant).

DISCUSSION: Dayrooms should have enough floor space to allow for a variety of activities, such as reading, writing, table games, and television. Circulation corridors in front of cells/rooms should not be included in computing dayroom area.

#### Adult Local Detention Facilities

Standard 2-5124 states the following:

There is a separate day room leisure time space for each block or detention room cluster (Existing, renovation).  
(Detention)

DISCUSSION: Day rooms equivalent to a minimum of 35 square feet per inmate should be available to all inmates for reading, writing or table games. Tables should be provided, which may also be used for dining.

Standard 2-5144 states the following:

There is a day room for each cell block or detention room cluster. The room has a minimum of 35 square feet of floor space per inmate and is separate and distinct from the sleeping area which is immediately adjacent and accessible (Addition, new plant).

(Detention-Essential, Holding-Important)

DISCUSSION: Day rooms should be available to all inmates for reading, writing or table games. They should be equipped with tables and attached seats or chairs to accommodate the facility's capacity. Day rooms should be painted with light colored, non-toxic, washable paint. In facilities without central dining areas, day rooms may also be used for dining. Circulation corridors of three feet in width in front of cells/rooms should not be included in computing dayroom area.

#### Juvenile Training Schools

Standard 2-9128 states the following:

At least 35 square feet of floor space per youth is provided in the day room on each living unit.

DISCUSSION: The day room is the living room or lounge for each living unit and may be divided into two or more rooms, such as a quiet room for use by juveniles wishing to read or conduct activities requiring separate space. The day room should contain the television, radio or other leisure time equipment. It should be furnished in a living room style, with pictures and other decorations.

### Juvenile Detention Facilities

Standard 2-8140 states the following:

At least 35 square feet of floor space per juvenile is provided in the day room on each living unit (Existing, renovation, addition, new plant).

DISCUSSION: The day room is the living room or lounge for each living unit and may be divided into two or more rooms, such as a quiet room for use by juveniles wishing to read or conduct activities requiring separate space. The day room should contain the television, radio or other leisure time equipment. It should be furnished in a living room style, with pictures and other decorations.

Standard 2-8169 states the following:

There is a day room for each housing unit or detention room cluster. The room has a minimum of 35 square feet of floor space per juvenile and is separate and distinct from the sleeping area, which is immediately adjacent and accessible (Addition, new plant).

DISCUSSION: Day rooms should be available to all juveniles for reading, writing, or table games. They should be equipped with tables and seats or chairs to accommodate the facility's capacity. Day rooms should be painted with light-toned, non-toxic, washable paint. In facilities without central dining areas, day rooms may also be used for dining. Circulation corridors three feet in width in front of rooms should not be included in computing day-room area.

Taking into account the design features, activities, programming, and population characteristics of the different facilities, please indicate, for each type of facility, whether the standard(s) should be revised and, if so, what the square footage per inmate should be.

1. Adult Correctional Institutions:  
Should Standard 2-4158 be revised?  Yes  No  Not Sure  
IF YES:  
Adult Correctional Institutions should have a minimum of \_\_\_\_\_ square feet of floor space per occupant in the dayroom.  
WHY?
  
2. Adult Local Detention Facilities:  
Should Standard 2-5124 & 2-5144 be revised?  Yes  No  Not Sure  
IF YES:  
Adult Local Detention Facilities should have a minimum of \_\_\_\_\_ square feet of floor space per occupant in the dayroom.  
WHY?
  
3. Juvenile Training Schools:  
Should Standard 2-9128 be revised?  Yes  No  Not Sure  
IF YES:  
Juvenile Training Schools should have a minimum of \_\_\_\_\_ square feet of floor space per occupant in the dayroom.  
WHY?
  
4. Juvenile Detention Facilities:  
Should Standard 2-8140 & 2-8169 be revised?  Yes  No  Not Sure  
IF YES:  
Juvenile Detention Facilities should have a minimum of \_\_\_\_\_ square feet of floor space per occupant in the dayroom.  
WHY?

RECREATION

ADULT CORRECTIONAL FACILITIES

Adult Correctional Institutions

Existing Standard 2-4156 reads as follows:

There is a separate indoor space for vigorous exercise in inclement weather; this space is no less than 60 X 100 feet with a ceiling height of no less than 22 feet (Renovation, addition, new plant).

DISCUSSION: The indoor recreation space which is provided for indoor exercise and activity should be at least large enough to accommodate inmates who wish to lift weights, play basketball, do calisthenics, etc.

Taking into consideration population characteristics and scheduling requirements, please indicate whether these standards should be revised and, if so, what amount of exercise space should be required for each security level.

1. Maximum Security Institutions:  
Should Standard 2-4156 be revised?  Yes  No  Not Sure  
IF YES:  
Maximum Security Institutions must provide indoor exercise space of \_\_\_\_\_.  
WHY?

2. Close Security Institutions:  
Should Standard 2-4156 be revised?  Yes  No  Not Sure  
IF YES:  
Close Security Institutions must provide indoor exercise space of \_\_\_\_\_.  
WHY?

3. Medium Security Institutions:  
Should Standard 2-4156 be revised?  Yes;  No;  Not Sure  
IF YES:  
Medium Security Institutions must provide indoor exercise  
space of \_\_\_\_\_.  
WHY?

4. Minimum Security Institutions:  
Should Standard 2-4156 be revised?  Yes;  No;  Not Sure  
IF YES:  
Minimum Security Institutions must provide indoor exercise  
space of \_\_\_\_\_.  
WHY?

Standard 2-4157 states the following:

There is a minimum of two acres of outdoor recreation space for each inmate unit of up to 500 inmates; additional outdoor recreation space is provided at the rate of 90 square feet per inmate over 500 (Renovation, addition, new plant).

DISCUSSION: Recreation opportunities provide healthful, relaxing activities for inmates, and create outlets for reducing tension. Recreation areas should contain space and equipment for track, weight lifting, baseball, handball activities, etc., to provide for a variety of interests.

Please indicate if you think this standard should be revised and, if so, what it should be for each security level.

5. Maximum Security Institutions:  
Should Standard 2-4157 be revised?  Yes;  No;  Not Sure  
IF YES:  
Maximum Security Institutions must provide a minimum of \_\_\_\_\_ outdoor recreation space for each inmate unit of up to 500 inmates; additional outdoor recreation space is to be provided at a rate of \_\_\_\_\_ per inmate over 500 inmates.  
WHY?

6. Close Security Institutions:  
Should Standard 2-4157 be revised?  Yes  No  Not Sure  
IF YES:

Close Security Institutions must provide a minimum of \_\_\_\_\_ outdoor recreation space for each inmate unit of up to 500 inmates; additional outdoor recreation space is to be provided at a rate of \_\_\_\_\_ per inmate over 500 inmates.

WHY?

7. Medium Security Institutions:  
Should Standard 2-4157 be revised?  Yes  No  Not Sure  
IF YES:

Medium Security Institutions must provide a minimum of \_\_\_\_\_ outdoor recreation space for each inmate unit of up to 500 inmates; additional outdoor recreation space is to be provided at a rate of \_\_\_\_\_ per inmate over 500 inmates.

WHY?

8. Minimum Security Institutions:  
Should Standard 2-4157 be revised?  Yes  No  Not Sure  
IF YES:

Minimum Security Institutions must provide a minimum of \_\_\_\_\_ outdoor recreation space for each inmate unit of up to 500 inmates; additional outdoor recreation space is to be provided at a rate of \_\_\_\_\_ per inmate over 500 inmates.

WHY?

RECREATION

ADULT LOCAL DETENTION FACILITIES

Adult Local Detention Facilities

Existing Standard 2-5146 states:

In facilities with bed space for 100 or more inmates, indoor and outdoor exercise areas are a minimum of 30 by 50 square feet (Renovation, addition, new plant).

(Detention-Essential, Holding-Not Applicable)

DISCUSSION: Indoor and outdoor exercise areas should be increased in size consistent with the size of the inmate population and scheduling requirements. Each area should be at least 30 by 50 square feet and contain equipment appropriate to indoor and outdoor exercise needs (Renovation, addition, new plant).

The discussion for this standard recommends, but does not require, that these areas be increased in size in proportion to the inmate population. Please indicate if you think this standard should be revised and, if so, what it should be.

5. Should Standard 2-5146 be revised?  Yes  No  Not Sure

IF YES:

Facilities with bed space for 100 or more inmates must provide:

indoor exercise areas of a minimum of \_\_\_\_\_.  
Additional indoor recreational space is provided at the rate of \_\_\_\_\_ square feet per inmate over 100.

outdoor exercise areas of a minimum of \_\_\_\_\_.  
Additional indoor recreational space is provided at the rate of \_\_\_\_\_ square feet per inmate over 100.

WHY?

Standard 2-5125 requires the following:

Space outside the cell or room is provided for inmate exercise (Existing).

(Detention-Essential, Holding-Important)

DISCUSSION: Indoor and outdoor exercise areas should be secure and available to all inmates. Outdoor areas should be at least 30 feet by 50 feet, with a minimum height clearance of twice the ceiling height of the facility. For facilities with over

100 inmates, this area should be increased in proportion to the inmate population and should contain a variety of equipment. Indoor exercise programs may be conducted in a multipurpose room or dayroom provided the space is available and the location is acceptable. Indoor space is an area in which lighting, temperature and ventilation are artificially controlled. Exercise space is not a walkway or a "bull-pen" area in front of rooms or cells.

The discussion for this standard recommends, but does not require, that the outdoor area be at least 30 X 50 square feet. Please indicate whether this standard should be revised and, if so, what it should be.

6. Should Standard 2-5125 be revised?  Yes  No  Not Sure  
IF YES:

Existing facilities with bed space for less than 100 inmates must provide \_\_\_\_\_ square feet per inmate for indoor exercise; the outdoor exercise area must be a minimum of \_\_\_\_\_.

WHY?

Standard 2-5145 reads as follows:

In facilities with bed space for less than 100 inmates, indoor and outdoor exercise areas provide a minimum of 15 square feet per inmate (Renovation, addition, new plant).

(Detention)

DISCUSSION: Indoor and outdoor exercise areas should be secure and available to all inmates. Indoor exercise programs may be conducted in a multipurpose room provided the space requirements are met, the space is available, and the location is acceptable. Exercise space is not a walkway or a "bull-pen" area in front of rooms or cells.

Please indicate whether this standard should be revised and, if so, what it should be.

7. Should Standard 2-5145 be revised?  Yes  No  Not Sure  
IF YES:

New or renovated facilities with bed space for less than 100 inmates must provide a minimum of \_\_\_\_\_ square feet per inmate.

WHY?

RECREATION

JUVENILE FACILITIES

Juvenile Training Schools

Standard 2-9131 reads as follows:

The total indoor activity area, which includes the gymnasium, multipurpose room(s), library, arts and crafts room(s) and all other leisure areas outside the living unit, provides space equivalent to a minimum of 100 square feet per juvenile (Existing, renovation, addition, new plant).

DISCUSSION: Space requirements for living units, day room, dining room and school classrooms are stated specifically in other standards, as are outdoor space requirements.

Juvenile Detention Facilities

Standard 2-8143 reads as follows:

The total indoor activity area outside the sleeping area provides space of at least 100 square feet per juvenile (Existing, renovation, addition, new plant).

DISCUSSION: Space required for living units, day room, dining room and school classrooms is stated specifically in other standards, as are outdoor space requirements.

Please indicate whether this standard should be revised and, if what it should be for each type of juvenile facility.

8. Juvenile Training Schools:

Should Standard 2-9131 be revised?  Yes  No  Not Sure

IF YES:

Juvenile Training Schools should have a minimum of \_\_\_\_\_ square feet of indoor activity area per juvenile.

WHY?

9. Juvenile Detention Facilities:  
Should Standard 2-8143 be revised?  Yes  No  Not Sure  
IF YES:  
Juvenile Detention Facilities should have a minimum of \_\_\_\_\_  
square feet of indoor activity area per juvenile.  
WHY?

Juvenile Detention Facilities

Standard 2-8148 requires that there be a "well-drained outdoor recreation area" for juvenile detention facilities that is "at least twice as large as the indoor activity area." This wording ignores the actual sizes of both the indoor and outdoor areas. Please indicate whether this standard should be revised to take into consideration actual size and, if so, what that should be.

10. Should Standard 2-8148 be revised?  Yes  No  Not Sure  
IF YES:  
Juvenile Detention Facilities must have a well-drained  
outdoor recreation area that is \_\_\_\_\_ square feet.  
WHY?

ATTACHMENT 1 - Typical Design Features Which Indicate Facility Security Levels

SECURITY LEVELS	COMMUNITY	MINIMUM	MEDIUM	CLOSE	MAXIMUM
PERIMETER	None	Single fence and/or unarmed "posts"	Double fence Secure entrance/exits	Double fence and/or wall and secure entry/exits	Same as IV
TOWERS	None	None*	Combination of intermittent tower and/or patrol surveillance	Combination of tower and/or patrol surveillance	Same as IV
EXTERNAL PATROL	None	Intermittent	Yes	Yes	Yes
DETECTION DEVICES	None	Optional	Yes, at least one type	Yes, more than one type	Yes, extensive
HOUSING	Single rooms and/or multiple rooms or dorms	Single rooms and/or multiple rooms and/or dorms	Single cells or rooms	Single outside or inside cells	Single inside cells

\*Towers may be used for control of traffic and/or pedestrian movement.

**DEFINITIONS:** **INSIDE CELL:** A cell which is contained on four sides within a cellblock; i.e., if an inmate escapes from the cell, he is still confined within the building.

**OUTSIDE CELL:** A cell with a wall or window immediately adjacent to the outside of the building; i.e., if an inmate escapes from the cell, he has escaped from the building.

ATTACHMENT 2 - Typical Inmate Custody Categories

ACTIVITY	CUSTODY COMMUNITY	MINIMUM	MEDIUM	CLOSE	MAXIMUM
Observation	Occasional; appropriate to situation.	Checked at least every hour	Frequent and direct	Always observed and supervised when outside cell	Direct, always supervised
Day Movement	Unrestricted	Unrestricted	Unescorted but observed by staff	Restricted, on a checkout/checkin basis	Always escorted when outside cell, hand-cuffed, leg irons
Night Movement	Unrestricted	Under staff observation	Restricted, on a checkout/checkin basis	Escorted and only on order of Watch Commander	Out of cells only in emergencies, with approval of Watch Commander
Meal Movement	Unrestricted	Under staff observation	Supervised	Supervised and may be escorted or fed in cell or on cellblock	In cell
Access to Jobs	All, both inside and outside perimeter	All inside perimeter and supervised outside jobs	All inside perimeter, only	Only selected day jobs inside perimeter	In cell or directly supervised within unit
Access to Programs	Unrestricted, including community-based activities	All inside perimeter and selected outside perimeter	All inside perimeter; none outside perimeter	Selected programs/activities; none outside perimeter	Limited to programs within unit
Visits	Contact; periodic supervision; indoor and outdoor	Contact; supervised;	Contact; supervised; indoor only	Non-contact	Non-contact
Leave the Institution	Unescorted	Unescorted	One-on-one escort; inmate in at least handcuffs	Armed Escort optional; inmate restraints	Armed escort, full restraints, strip search
Furlough	Eligible for day pass* and unescorted furlough	Not eligible for pass* and/or escorted furlough	Not eligible for day pass* or furlough	Not eligible for day pass*	Not eligible

DEFINITIONS: Day Pass ----- Permits inmate to be away from institution only during daylight hours; whereas a furlough means overnight for at least one (or more) nights.

**AMERICAN CORRECTIONAL ASSOCIATION**

**Division of Standards and Accreditation**

**Cost-Effective Conditions of Confinement Meeting**  
New Orleans Sheraton Hotel  
Oakley Room

Wednesday, August 5, 1987  
2:00 p.m. - 4:00 p.m.

**A G E N D A**

- 2:00 p.m. Introduction  
Tom Albrecht, Program Manager  
National Institute of Justice  
Hardy Rauch, Director  
Division of Standards and Accreditation
- 2:15 p.m. Review of Responses to Pilot Questionnaire  
Karen Kushner, Client Relations Coordinator  
Division of Standards and Accreditation  
Sharla Rausch, Research Analyst  
Bureau of Prisons
- 3:15 p.m. A Planner's Review of Responses  
Stephen Carter, Principal  
Carter Goble Associates
- 3:30 p.m. A Practitioner's Review of Responses  
Richard Seiter, Director  
Ohio Department of Rehabilitation & Correction
- 3:45 p.m. Summary and Committee Planning  
Perry Johnson, Board Member  
Commission on Accreditation for Corrections  
Hardy Rauch
- 4:00 p.m. Adjourn

RECONSIDERATION OF THE METHODOLOGY  
FOR THE CONDITIONS OF CONFINEMENT STANDARDS PROJECT

Prepared for: American Correctional Association  
Cost Effective Conditions of Confinement Committee

Prepared by: Rod Miller, President, CRS Inc.  
Editor, Detention Reporter and Detention and  
Corrections Caselaw Catalog

September 5, 1987

I. INTRODUCTION

The "Cost Efficient Conditions of Confinement" project of the American Correctional Association (ACA) is sponsored by a grant from the National Institute of Justice (NIJ), U.S. Department of Justice. An advisory Committee has been formed, and has met twice (January and August, 1987, at ACA conferences).

The project is still in its formative stages, with completion scheduled for late 1988. ACA hopes that the substantive standards changes that are produced by this project can be considered at the August, 1988, conference in Denver.

II. CURRENT METHODOLOGY

ACA staff have used the first eight months of 1987 to assemble a variety of materials, to meet with the Committee, and to develop and pre-test a comprehensive survey instrument. The survey is the central component of the current methodology, although supplement research efforts have been discussed.

The results from the pre-test of the survey instrument were presented to the Committee in August. Although the number of respondents was low, the findings were widely distributed. While members noted that the survey instrument was developed after a great deal of effort, they were unsure that the survey would yield useful results if fully implemented.

The August meeting also revealed a lack of common definition of the purpose and audience of the standards, and raised several other issues that would dramatically affect the content and construction of the standards (e.g. attempting to focus on quality of life issues rather than relying on defining numerical compliance for physical components). Committee member Gary Mote asked if it was "... time for the standards to be more sophisticated?" Allen Patrick wondered "... do standards lead us, or do we lead?"

The Committee seemed to suggest that the methodology needed to be re-evaluated, and that the survey would not provide needed information and insights.

As the methodology is being reconsidered, I again urge you to re-evaluate the scope of inquiry for this project. To fully achieve our objectives, a wider range of issues must be explored. For example:

- (1) The courts have shown us a broad field of interest when evaluating "conditions of confinement," which must be considered in this project; and
- (2) As currently defined, all dimensions of "cost-effectiveness" are not being considered (e.g. staffing costs)

### III. ONE VIEW OF STANDARDS AUDIENCES, OBJECTIVES AND IMPERATIVES

Based on the first two meetings, I believe that one of the next tasks for this project is to develop clear policies that will guide the revision of conditions of standards. Common definitions and agreement are needed in several areas. The following diagrams attempt to offer one perspective.

#### 1. Standards Audiences and Applications

ACA standards receive broad attention and varying use throughout the United States. Each group of users approaches the standard with different expectations. Some of these groups are:

USERS/AUDIENCES	USES/EXPECTATIONS
* Correctional Managers.....	Improve practices, professionalize field, protect from suits
* Designers and Planners.....	Guide design and construction
* Accreditation.....	"Yardstick" to measure professionalism
* Funding Agencies.....	Rationale for funding decisions
* Courts.....	"Yardstick" to determine constitutional violations

#### 2. Objectives

The preceding chart indicates that users bring a variety of expectations. Some of these objectives are:

OBJECTIVES FOR STANDARDS..... (as defined by diverse users)

- \* Professional guidance, showing how facilities and programs should be designed and operated (for many, the optimum rather than the minimum).
- \* Protection from successful litigation if compliance is achieved and maintained, and reduction in management problems.
- \* A single measure of facilities and programs, to be used to determine if accreditation should be awarded.
- \* "Bottom line", below which courts can conclude that constitutional guarantees have been violated (minimums).

As this list indicates, some of these objectives are contradictory.

3. Imperatives.

The preceding objectives, defined by a diverse set of standards users, suggest a variety of imperatives for the standards revision project.

OBJECTIVES--

IMPERATIVES--

To Accomplish....

Standards Must Be.....

Professional Guidance

- optimal
- innovative
- "goals" to be strived for
- ideal

Protection

- defensible, as being clearly above constitutional minimums
- flexible, allowing a variety of methods to achieve compliance with the intent of the standard
- "connected," as the issues are when courts determine if a violation has occurred (totality of conditions)

Single Measure for Accreditation

- measurable but flexible
- practical
- performance objectives, allowing creative solutions
- challenging but not impossible, to encourage accreditation rather than intimidate

- Constitutional Minimums -- thoroughly grounded in caselaw  
 (Bottom Line...) -- representing absolute minimums  
 below which constitution  
 is violated  
 -- "connected" in context of  
 quality of life and condi-  
 tions of confinement

This exercise attempts to display some of the conflicting uses of ACA standards.

While ACA cannot control how standards are used, it is necessary to clearly state the intended purposes and corresponding premises that guided the development of the standards. Such a clear statement would at least clarify the basis for the standards, and will provide some measure of defense against inappropriate applications.

To create such a statement, ACA would have to articulate, or re-state, a variety of policies that are central to the standards-setting process.

#### IV. SOME POLICIES TO BE DEVELOPED OR RE-STATED

Some policies that require clear articulation at this point in the standards process include:

##### Standards Users...

- \* ACA standards are developed for the following primary audiences \_\_\_\_\_.

##### Application of Standards....

- \* ACA standards are intended to be used for \_\_\_\_\_.

##### Standards Construction

- \* Are standards constructed to provide performance objectives, allowing a variety of creative approaches to achieve compliance?

##### Standards Content

- \* What role do court interpretations of constitutional minimums play?
- \* If there is no strong evidence to provide the basis for a standard, how does that affect the content of a standard? (e.g., if we don't know, how do we set a standard, or do we even attempt to?)

- \* Are standards "connected" as they are in the courts, to reflect quality of life, or totality of conditions?

THESE, AND OTHER POLICIES, MUST BE DEFINED AT THIS POINT AND WILL INFLUENCE PROJECT METHODOLOGY.

#### V. STANDARDS AS A "BALANCING" ACT

Just as ACA standards are applied by diverse users for a variety of purposes, the forces that act to shape each standard are similarly varied, and at times are contrary.

The Committee offers an ideal vehicle for playing out the sensitive "balancing" act that seems essential to responsible standards-setting. The varied members of the Committee can bring to the table the diverse perspectives and interests that mirror the sometimes competing interests that will use the standards.

It may be useful to attempt to diagram the forces that shape (or can shape) standards on two sides of a fulcrum. For this analysis, I have suggested that the forces can be organized under several "interest groups."

##### Interest Group/Concerns:

###### Staff

- Working Conditions (safety, good management, personnel practices, environmental issues)

###### Inmates

- "Quality of Life" (e.g. safety, health, programs, services, conditions of confinement)
- Rights (e.g. due process, freedom of speech)

###### Public

- Costs (initial and long-term operating)
- Staff turnover
- Litigation (protection from)
- Security (safety)

###### Accreditation

- Professional but reasonable

One organizational scheme might show these interest groups exerting forces on a fulcrum as follows:

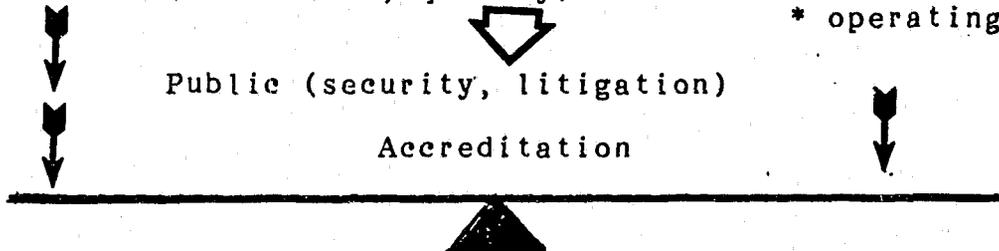
FORCES THAT SHAPE STANDARDS.....

For "Stricter" Standards--

For "Easier" Standards--

Staff (working conditions)  
Inmates (conditions, quality)

Public- costs  
\* initial  
\* operating



In this case, the public has interests that at times exert a force for easier standards (to reduce costs) and at other times push for stricter standards (to ensure safety and security). When it comes to the public's concern about litigation, one side would argue for lower standards with the hope that the courts would go easier when evaluating the adequacy of facilities and operations; the other side might argue for stricter standards, to encourage practices and settings that would pass a constitutional test.

VI. IMPLICATIONS FOR METHODOLOGY

This paper suggests that diverse forces want to shape the purposes, structure and content of professional correctional standards. In the past, the primary process for establishing standards involved assembling correctional professionals to debate content in an open forum. Increasingly, additional disciplines and perspectives have been added to the discussions.

Since the first ACA standards were published, the field of corrections have made monumental strides. The role of ACA standards in correctional improvement is indisputable. But there are many new resources available to assist with standards-setting today--including a wealth of experience in the field in new facilities.

The methodology for this project should strive to bring all available resources to the table for the Committee's consideration. This will require substantial research, but it is essential to provide the Committee with all available information and insights that could be useful in "balancing" forces that shape each standard.

ILLUSTRATIONS. Two examples of the need for broad resources may be helpful:

(1) Cell Size. The Committee will have a difficult time weighing a change in the size of individual cells, without access to such information as studies of cell size on human behavior, violence, and suicide. But the Committee will also want to know about the costs--both construction and operating, associated with a standards change. Similarly, the Committee will need to know court opinions concerning cell size, to ensure that proposed changes do not fall below judicial requirements.

(2) Natural Light. The Committee will want to have information on the impact on human behavior and health associated with direct natural lighting of cells (compared to borrowed light from dayrooms). In addition, the design implications of individual cell windows vs. dayroom windows (or skylights) must be described (e.g. layout of facility, amount of exterior perimeter, internal circulation and sight lines). Court requirements for access to natural light must be carefully researched. Cost implications will include construction costs, energy costs for operating the facility, and staffing costs associated with the resulting layouts and security perimeters.

**THE BALANCING OF INTERESTS CAN ONLY BE RESPONSIBLY ACCOMPLISHED WHEN ALL POSSIBLE INFORMATION IS AVAILABLE.**

To that end, the following types of research should be integrated into the standards revision process:

1. Summaries of Empirical Research, Such As--
  - \* Violence
  - \* Health
  - \* Quality of Life
  - \* Suicide
2. Cost Implications of Current Standards and Proposed Changes
  - \* Construction Costs
  - \* Operating Costs
3. Legal Issues
  - \* Holdings of Specific Standards Issues
  - \* Court Perspectives on What Comprises Assessment of "Conditions of Confinement"

Initial research and information collection should be commissioned immediately to assemble readily-available insights into briefing documents.

Another method that should be considered is a revised survey of practitioners in the field. However, rather than relying on these professionals as a primary source, the survey should be used to supplement other, more finite resources.

One possible approach to the survey would involve displaying all of the current conditions of confinement standards in a large matrix, with the several types of facilities forming the horizontal axis. This would allow recipients to quickly compare and contrast the standards for each topic across the spectrum of facility types. Recipients would be asked to circle and amend only those standards that they believe should be changed based on:

- studies that they have conducted or are aware of
- direct experience with the topic area (such as a comparison of two facilities)
- court decisions they are familiar with

Such a survey would allow professionals throughout the United States to contribute to the standards revision process by identifying research, court decisions, and other information. While it would allow for personal opinions, it would not invite comment of every standard.

OUTLINE: LIST OF POTENTIAL TOPICS  
FOR LEGAL RESEARCH

Prepared for: American Correctional Association  
Cost Effective Conditions of Confinement Committee

Prepared by: Rod Miller, President, CRS Inc.  
Editor, Detention Reporter and Detention and  
Corrections Caselaw Catalog

August 30, 1987

I. INTRODUCTION

In January, I provided an overview of legal issues to the Committee in a short presentation, followed by a briefing paper. Hardy Rauch has asked me to consider conducting additional research that might be undertaken to assist the Committee. The following listing was presented in the January briefing paper, and indicates potential topic areas for a research report.

II. A SHOPPING LIST OF FACILITY TOPICS TO BE CONSIDERED

Based on an analysis of court decisions, I offer the following list of specific topics that might be considered for the conditions of confinement standards review process.

A. Facility Context Issues

- Type of Prisoners
- "Missions"
- Size
- Management Approaches

B. Facility Components

1. Cells

- Size
- Fixtures and Furnishings
- Light
- Number of Occupants (Suicide, Assault, Privacy)
- Supervision Implications

2. Day Rooms

- Size
- Fixtures and Furnishings
- Light
- Supervision Implications

3. Support Areas

- Exercise, Recreation
- Education
- Programming (generally)
- Medical
- Visiting
- Work

C. Environmental Conditions

- Light
- Temperature
- Noise
- Ventilation

D. Facility Design (Layout, plan)

1. Supervision

- Type (direct, intermittant, remote)
- Staffing Implications
- Sight Lines,
- Use of CCTV

2. Circulation

- Movement of Prisoners
- Staff Movement, Support, Back-up
- Public Penetration and Movement

3. Separation

- Of Prisoner Groups
- Of Activities

4. Security

- Internal
- External
- Equipment Implications

E. Operations

- Sanitation
- Classification
- Activities
- Programs
- Services (Medical, Food, etc.)
- Supervision
- Safety
- Security
- Idleness, Plan of the Day
- Out of Cell Time
- Fire Safety
- Staff Levels and Staff Training

F. Planning and Design Issues (Implied from Court Decisions)

- Projecting Bedspace Needs
- Defining Population Characteristics
- Clarifying "Mission"
- Management Approaches
- Supervision Modes
- Expandability
- Contingencies
- Providing Clear Documentation, "Up Front", on These Issues

G. Prisoner Privacy

### III. DESCRIPTION OF POSSIBLE REPORT FORMAT AND COSTS

CRS would be able to use its extensive computer-based court case summaries and indices to prepare a document that is designed specifically to support the conditions of confinement standards project. Using this material will require an extensive amount of research staff time to electronically "cut and paste" new chapters. This, of course, will be much less time-consuming than conducting original research. In some instances, it will be necessary to follow-up on selected cases to obtain more detail.

We would provide brief, concise statements from various court decisions, organized by very specific topic areas. For instance, under the topic "ventilation," we would list a series of one-line statements representing the holdings from a series of court decisions; for each statement, we would identify the citation and the type of facility involved. Such a document would likely include over 600 cases, with over 1,000 individual case summaries. It could exceed 150 pages of single-spaced text.

Such a format would provide a quick review of court decisions for specific topic areas. As an option, CRS could provide an analysis of each area, summarizing the caselaw and identifying trends. For this part of the effort we would enlist the aid of either Donald Walter (a CRS associate) or Bill Collins.

Costs for such an undertaking are difficult to estimate. Costs for the basic research and presentation could be as much as \$6,000. If analysis is added, additional costs could approach \$3,000.

### IV. A FINAL NOTE

I would like to reiterate my concerns about the role that caselaw should play in standards revision. While there are lessons to be learned from previous court decisions, I believe that we must take a very cautious view of the utility of the content of court decisions when we establish or modify professional standards.

One very important lesson to be learned from the courts, however, is that "conditions of confinement" has been defined to encompass a variety of issues, often weighed together as "totality" in court decisions.

I should also note that, until recently, courts have not embraced professional standards as statements of constitutional minimums [Cody v. Hillard, 799 F.2d 447 (8th Cir. 1986), French v. Owens, 777 F.2d 1250 (7th Cir. 1985), Toussaint v. Yockey, 722 F.2d 1490 (9th Cir. 1984) and Wellman v. Faulkner, 715 F.2d 269 (7th Cir. 1983)].

September 30, 1987

Rich Wener

Notes for 'Cost Effective Conditions of Confinement' Sub-Group

I have read Hardy's letter and Rod's papers - which I found extremely useful - and at their request have outline below a few thoughts on where we are, how we might get to where we are going (where it is we are going is what we will be talking about today), and how we will know when we are there. Some of these are more in the nature of 'brainstorming' (or brain drizzling) in that they are thrown out for consideration rather than presented as conclusions or recommendations.

1. We should ensure now that these standards are part of a living, growing document that responds quickly to changes in knowledge and practice. A process should be established so that research, court, and other sources are regularly monitored and relevant information is flagged and saved. At regular intervals these data could be considered and integrated into revisions of the standards. This would, hopefully, reduce the need for periodic "starting from scratch" projects such as the one we are in.
2. We should assume that this project is an iterative one; that in designing any complex system we can never 'get it right' the first time (or even the second or third). We need to build into the schedule and budget room for drafts and tests of those drafts with various user groups so that we can revise, re-test, etc. until we are comfortable with the product. On a relatively simple level, for example, we might want to test alternative formats for presenting our final product.
3. After reading Rod's paper, I was struck by the logic of two separate pieces to our document, addressing different audience needs. One might provide minimum requirements for reasonable, constitutional operation; while the other might deal with optimal practice to provide goals to be sought.
4. I feel it is useful to note some practical limits of research. Behavioral research is sufficiently complex, time consuming and imprecise that we should not assume it is possible to answer major research questions by collecting new data within the scope of this project. While very specific information might be fruitfully studied, in general we should not assume we can generate new information within the scope, timeframe, and budget of this project (For example the well-known crowding studies by Paulus et al consumed hundreds of thousands of research dollars, over many years and, while providing new and important

information still does not give the level of precision needed to empirically answer some of our standards questions).

5. Issues: While there are a number of specific issues which were raised in New Orleans, and will certainly be raised here (institution size, double bunking, room size) these are not the most difficult ones to deal with. The group can always generate numbers people will live with for these. The hard issues have to do with integrating the complexity of environments into standards. How do we (or can we) reflect quality of life issues in standards? If we accept that room size or unit size alone is relatively unimportant unless interpreted in context of amenities available, access possible (can inmates let themselves out of room and to amenities) - we must find a way to make this relationship clear in the standard. Since - as Rod noted - the courts attend to issues of the whole of environmental quality, the standard must attend to this also.

Another example: Is the push for single bedrooms reflective of administrative convenience or a response to a 'right to privacy'. If the latter we must recognize that privacy is not the same as isolation (after all, isolation is a punishment). Privacy implies some control over access to people and things - and thus over movement in and out of rooms.

Direct supervision: There is growing evidence (not as 'hard' as we would like) that direct supervision is a superior form of management. There may be a growing consensus for direct supervision as reflected in design but there is certainly not unanimity. Should we try to reflect a preference for direct supervision? If so, how can this be built into the standards?

6. Rod suggested I present some methodological options for reaching some of our goals. Below is a description for a process to gather information on psychological issues and tradeoffs for some of the key questions we will identify this meeting:
  - a. identify a set of issues to be considered such as lighting, size of spaces, quality of life questions, etc
  - b. add to base of knowledge with updated literature search
  - c. identify and contact key people with expertise related

Cost Effective Conditions of Confinement - Rich Wener

to these areas

- d. establish computer teleconference to discuss these issues among group (up to 12?) over several month period. Early task is to identify issues can be fruitfully studied in lifetime of this project
- e. parallel to teleconference conduct specific and highly issue focussed studies (i.e., project under consideration with BOP to assess impact of varying staff-inmate ratios on staff and inmate behavior and unit functioning)
- f. teleconference culminates in 2 hour workshop at 19th Annual Environmental Design Research Association Conference, Pomona, CA - May, 1988.
- g. summarize, integrate teleconference conclusions and research findings - present to committee

In addition to, or in lieu of, our questionnaire I suggest a very open ended survey of relevant architects (AIA Crim Justice group) and managers asking them to describe situations in which a standard got in the way of a creative, useful, and/or cost-effective solution to a design/management problem.

COST-EFFECTIVE SUBCOMMITTEE ON  
CONDITIONS OF CONFINEMENT

A G E N D A

December 7, 1987  
ACA Offices  
College Park, Maryland

Review of Portland Summary Tom Albrecht

Update of Survey Hardy Rauch

Specific Research Plans

Legal Rod Miller

Environmental Richard Wener

Design Steve Carter

Relating Research to Standards Sam Sublett  
James Irving  
Hardy Rauch

Phoenix

COST-EFFECTIVE SUBCOMMITTEE ON  
CONDITIONS OF CONFINEMENT

A G E N D A

October 1 - 2, 1987  
Homewood Inn  
Yarmouth, Maine

October 1, Thursday

2:00 - 2:30 p.m.	Introductions Project Description Meeting Goals Review of Agenda
2:30 - 3:00 p.m.	Progress to Date and Survey Responses
3:00 - 4:00 p.m.	Legal Architectural Environmental
4:00 - 4:30 p.m.	Bureau of Prisons
4:30 - 5:30 p.m.	Review and Discussion Policy Methodology
5:30 p.m.	Adjourn
7:00 p.m.	Dinner Meeting

Speakers: Thomas Albrecht -  
Determining Prison Costs

Chuck DeWitt -  
Construction Impact on Costs

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October 2, Friday

8:00 a.m.	Policy Development	Tom Albrecht
10:00 a.m.	Methodology Action Planning	
2:00 p.m.	Summary	Paul Cascarano Anthony Trivisono
3:00 p.m.	Adjourn	

**SUMMARY OF TWO-DAY WORKSHOP**

ACA/NIJ Cost-Effective Conditions of Confinement Project

October 1-2, 1987  
Yarmouth, Maine

Participants:

Thomas Albrecht, Program Manager, National Institute of Justice, Washington, D.C.

Paul Cascarano, Assistant Director, National Institute of Justice, Washington, D.C.

Charles DeWitt, Research Fellow, National Institute of Justice, Washington, D.C.

Wade Houk, Assistant Director, Federal Bureau of Prisons, Washington, D.C.

Hardy Rauch, Director, Standards and Accreditation, American Correctional Association, College Park, MD

Anthony Trivisono, Executive Director, American Correctional Association, College Park, MD

Consultants:

Stephen Carter, Principal, Carter Goble Associates, Columbia, SC

Rod Miller, CRS Inc., Editor, Caselaw Catalog and Detention Reporter, Kents Hill, ME

Richard Wener, Ph.D., Director, Master of Science Programs, Polytechnic Institute of New York, NY

Resource Documents:

- 1: "Reconsideration of the Methodology for the Conditions of Confinement Standards Project" and "Tentative Outline for Two-Day Retreat," Rod Miller (Distributed by ACA to Participants Prior to Workshop)
- 2: "Cost-Effective Conditions Survey," Hardy Rauch (Distributed at Workshop)
- 3: "Notes for Cost Effective Conditions of Confinement Sub-Group," Richard Wener (Distributed at Workshop)
- 4: "Discussion Ideas for Reviewing the Conditions of Confinement in the American Correctional Association Standards," Stephen Carter (Distributed at First Meeting in Atlanta, January, 1987)

These notes attempt to summarize the key activities and products from the two-day workshop, presented in chronological sequence. The notes have been prepared by Rod Miller.

## INTRODUCTION

The "Cost-Effective Conditions of Confinement" project is funded by a grant from the National Institute of Justice (NIJ) to the American Correctional Association (ACA). An advisory Committee has been formed, and has met twice (January and August, 1987, at ACA conferences). The project is scheduled for completion in late 1988. ACA hopes that the standards revisions produced by this project will be included in the third editions of the ACA standards.

ACA staff have used the first nine months of 1987 to assemble a variety of materials, to meet with the Committee, and to develop and pre-test a comprehensive survey instrument. Up to this point, the survey has been the central component of the methodology, although supplementary research efforts have been discussed. The results from the pre-test of the survey instrument were presented to the Committee in August. Additional results are described in Resource Document #2, presented by Hardy Rauch at this workshop.

Following the August meeting of the Advisory Committee, ACA and NIJ concluded that the project methodology should be reconsidered, establishing this workshop as an opportunity for key persons to share ideas and develop common approaches.

## WORKSHOP OBJECTIVES

Tom Albrecht opened the meeting on Thursday afternoon with an outline of proposed objectives for the workshop:

1. Review Project Efforts to Date
2. Reach Common Definitions for--
  - Standards Users
  - Objectives for Standards
  - Implications for Standards Content and Construction
3. Develop an "Action Plan" for the Project, Assigning Roles and Responsibilities, Methods, and a Time Frame

## OPENING DISCUSSION

Participants engaged in a long and broad-ranging discussion of standards and conditions issues. Some of the topics are described in the following narrative.

Paul Cascarano asked if the term "standards" was appropriate, noting that it evoked a more quantitative and technical meaning for him (as in manufacturing standards). Hardy Rauch noted that the ACA standards include a variety of "programmatic" guidelines. Hardy also expressed a concern that this project not attempt to use a new format for standards because it would make adoption by the ACA Standards Committee more difficult. He reminded the group that the Standards Committee and the Commission on Accreditation must approve any standards revisions.

Tony Trivisono described the process and principles that guided the development of the first standards. One key principle was that standards would not prescribe treatment modalities, acknowledging that "there are 20 different ways to go to heaven." He reminded the group that standards were initially set because courts were beginning to intervene and that the lack of professional standards left the courts without guidance. Chuck DeWitt wondered if history was now repeating itself because courts are now telling us to "connect" the standards in an evaluation of totality of conditions.

Progress to Date and Survey Responses. Hardy reviewed the status of the project, and distributed a summary of responses from the pre-test of the survey (Resource Document #2). He highlighted some of the findings.

Architecture and Planning. Steve summarized his perspective and concerns, referring to the briefing paper that he distributed at the first Committee meeting (Resource Document #4). While acknowledging the need to quantify physical plant standards, he also questioned if it was possible (or responsible) to attempt to quantify some subjects.

Environmental. Rich distributed a paper that he had prepared for the meeting (Resource Document #2). The group discussed some of the potential research efforts that could be undertaken. Rich suggested that one appropriate question to ask professionals in the field is "...when has a standard been in the way of a good or inexpensive practice?"

Legal Issues. Rod reviewed his prior submissions, underscoring the need to understand the ways in which courts view ACA standards. He suggested that standards-setters must know what the courts have said, but that judicial definitions of constitutional minimums are not the appropriate basis for professional standards. He also suggested that the courts have clearly shown the need to "connect" standards in an analysis of conditions of confinement. Finally, he asserted that definitions of "cost" and "conditions of confinement" be expanded.

Bureau of Prisons Perspective. Wade Houk offered insights from the Bureau, which is involved with construction throughout the United States. He raised several issues and concerns, and provided a view from the field.

Participants noted frequently that conflict is a part of the standards-setting process, and should be expected in subsequent deliberations. Rich wondered if this implied the need to establish more than one standard, or a range of standards for contested topics.

The discussion frequently turned to the question of facility size, an issue that was used often to demonstrate a point or to test an assumption. These discussions usually produced a "draw" between those who wanted to keep a numerical limit and others who could not find an acceptable basis for establishing such a number. These discussions underscored the need to establish policies and approaches before attempting to revise individual standards.

IDENTIFICATION OF ALL STANDARDS "USERS"

Using Rod's briefing paper (Resource Document #1), participants outlined the range of individuals and groups that comprise the audience for ACA standards. For each group, corresponding expectations were noted:

USERS/AUDIENCES	USES/EXPECTATIONS
* Correctional Managers.....	Improve practices, professionalize field, protect from suits
* Designers and Planners.....	Guide design and construction
* Accreditation.....	"Yardstick" to measure professionalism
* Funding Agencies.....	Rationale for funding decisions
* Courts.....	"Yardstick" to determine constitutional violations
<u>and</u>	
* Special Interest Groups.....	Justification for their own positions
* Staff.....	Support for improved working conditions
* Prisoners.....	Support for improved conditions of confinement
* News Media.....	Frame of reference
* Standards Setters.....	Frame of reference
* Students.....	Reference

## IDENTIFICATION OF POTENTIAL OBJECTIVES

Following this exercise, the group summarized the objectives associated with the varied user groups, substantially editing the list provided in Rod's paper:

- \* Professional guidance, showing how facilities and programs should be designed and operated (establishing professional minimums).
- \* "Bottom line", below which courts can conclude that constitutional guarantees have been violated (minimums).
- \* Protection from successful litigation if compliance is achieved and maintained, and reduction in management problems.
- \* A single measure of facilities and programs, used to determine if accreditation should be awarded.
- \* As a reference for a variety of special interest groups, the media, and others.

Up to this point, the group had not attempted to prioritize any user group, working instead to gain a broad understanding of the arena in which standards are used.

## DETERMINING PRIMARY AND SECONDARY USERS

The next activity required difficult choices; to accomplish this, a matrix was developed, comparing and contrasting the various user groups and their corresponding objectives for standards (see page 7). Through this process, the primary audience for standards was determined, along with their concerns:

### Primary Audience for Standards

Correctional Managers  
(The administrative/executive function)

Funding Authorities  
(The legislative function)

Courts  
(The judicial function)

### Secondary User

American Correctional Association  
(Standards, Accreditation, Reference)

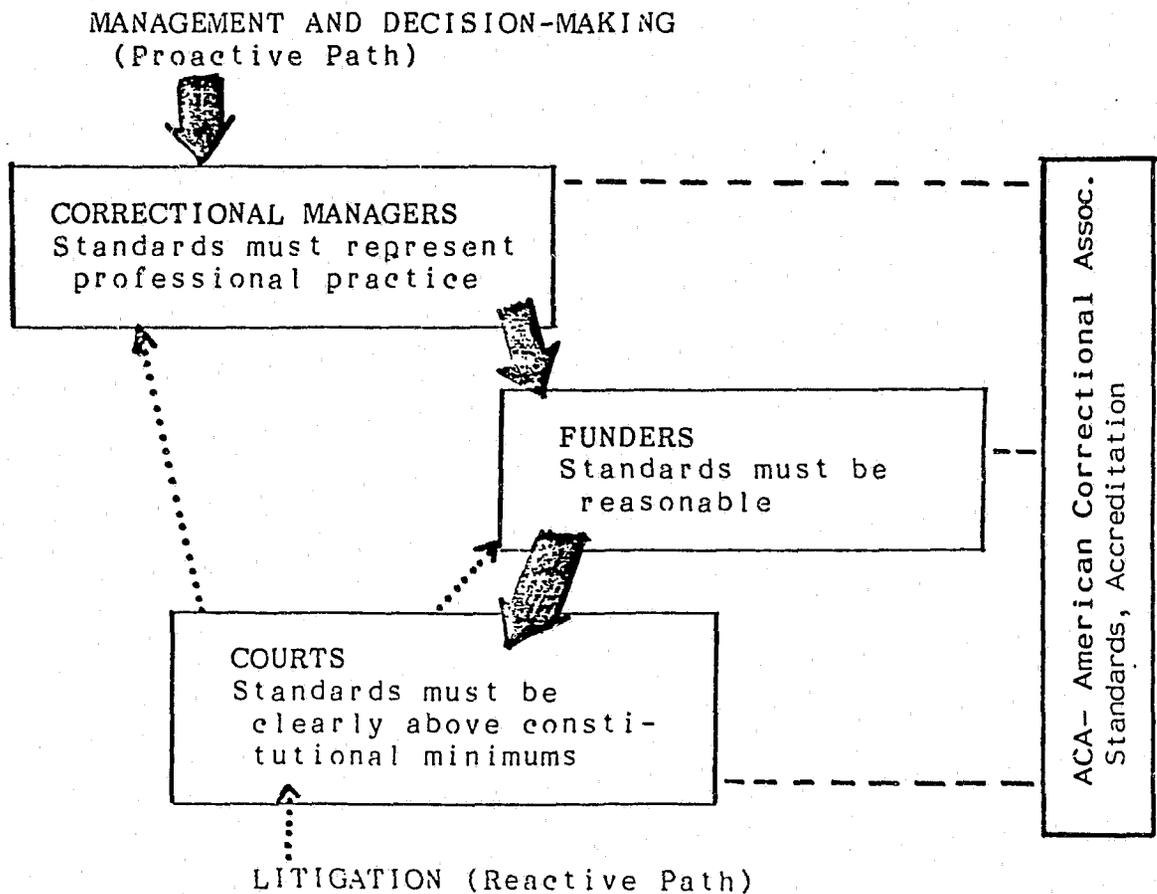
During this process, Chuck suggested that the primary users could be characterized as the three branches of government (as indicated in the list above). Rod noted that all other users

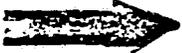
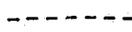
could use the four user groups as avenues for pursuing their objectives (e.g. prisoners could go through the courts, designers could go through managers).

A schematic diagram was created, attempting to show the relationships between the primary and secondary users, and also suggesting the priority that ACA would assign to each when resolving standards conflicts.

At the top of the diagram, correctional managers use standards as a proactive management tool. Tony observed that users who "enter" the diagram from the other end, through the courts, are in fact using the standards in a reactive manner.

**A SCHEMATIC DIAGRAM OF STANDARDS USERS**



-  Denotes primary path
-  Denotes secondary relationships
-  Denotes sequence and relationships of the reactive path (litigation)

The diagram identified the audiences that would shape the new standards, and portrayed their relationships.

As the diagram suggests, when there is disagreement about the content of a standards, professional minimums will be considered first, the "reasonable" concern would be second, and constitutional minimums would be third. As possible, standards construction and content would respond to the needs of the American Correctional Association (accreditation), but never at the expense of any primary user.

SELECTING OBJECTIVES FOR STANDARDS

The matrix that facilitated the selection of primary and secondary users also provided a starting point for determining the objectives that would guide the development of standards:

OBJECTIVES:	USERS/AUDIENCE.....									
	Correctional Manag.	Funding Authority	Courts	Accreditation	Litigants	Designers	Special Interest	Media	Standards Setters	Students
Professional Minimums	●			●	●	●				
Guide Operations/Management	●									
Protection from Litigation/ Constitutional Minimums	●	●	●	●	●	●				
Frame of Reference- Funding	●	●								
Guide Design/Construction	●	●		●		●				
* Measure for Accreditation (Secondary Objective)				●						

It was through this exercise that common objectives for primary users were identified. Also, the "measure" objective was relegated to secondary status, consistent with the position of its only proponent on the schematic hierarchy of users.

## IMPLICATIONS-- DEVELOPING A "STANDARDS TEST"

The next step required translating the needs of the users and their objectives for standards into imperatives that would guide the development and revision of standards. The group used a chart that had been provided in Resource Document #1 as a starting point, editing it to reflect policies that had been adopted.

OBJECTIVES--	IMPERATIVES--
To Accomplish....	Standards Must Be.....
Professional Minimums	-- professional minimums for <u>all</u> issues
Guide Operations/ Management	-- flexible, allowing a variety of methods to achieve compliance -- performance objectives, allowing creative solutions
Protection and Constitutional Minimums	-- defensible, as being clearly <u>above</u> constitutional minimums -- flexible, allowing a variety of methods to achieve compliance with the <u>intent</u> of the standard -- "connected," as the issues are when courts determine if a violation has occurred ( <u>totality of conditions</u> )
Reference for Funding	-- practical and reasonable -- performance objectives, allowing creative solutions
Guide Design and/ Construction	-- flexible, allowing a variety of methods to achieve compliance with the intent and encouraging creative solutions -- quantifiable, as possible
* Measure for Accreditation	-- measurable but flexible -- practical -- performance objectives, allowing creative solutions -- challenging but not impossible, to encourage compliance with standards rather than intimidate

Rich suggested that it was necessary to define more clearly the use of the term "quantifiable," asserting this it is possible to provide clear measures for compliance without relying on numbers.

From the preceding analysis, a simple "standards test" was developed:

Standards "Test"-- IN ORDER OF PRIORITY

IS THE STANDARD....

- A professional minimum?  
(Challenging, possible, not intimidate)
- Flexible?  
(Offering various methods to achieve compliance)
- Practical and reasonable?
- Defensible as above constitutional minimums?
- Connected?  
(As applied by courts to test totality)
- Measurable?  
(Not at the expense of any of the above)

SUMMARY OF POLICY DECISIONS

At this point in the workshop (Friday morning) participants were prepared to turn their attention to the methodology and action plan for the project. Prior to this activity, they quickly reviewed several policy questions that had been posed in Resource Document #1, responding as indicated below:

POLICIES

Standards Users...

- \* ACA standards are developed for the following primary audiences: correctional managers, funding authorities, courts.

Application of Standards....

- \* ACA standards are intended to be used for proactive approaches to professionalizing the field of corrections.

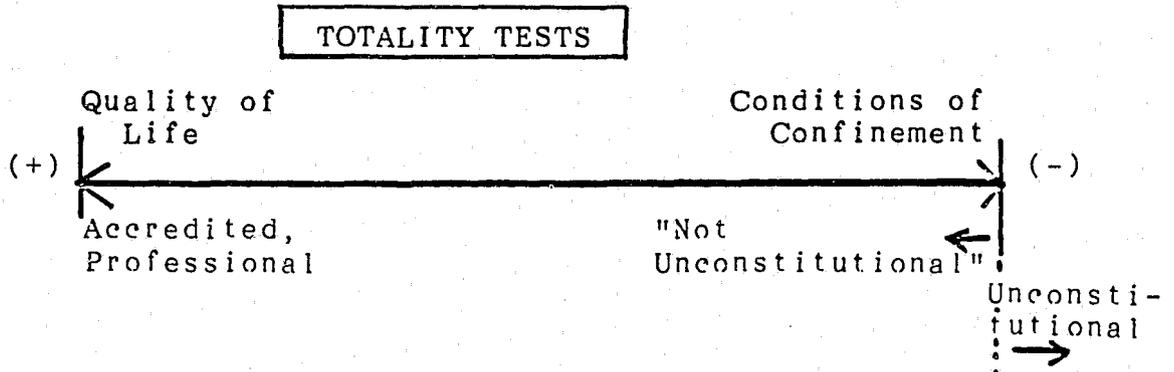
Standards Construction

- \* Standards should be constructed to provide performance objectives, allowing a variety of creative approaches to achieve compliance.

## Standards Content

- \* Court rulings (interpretations of constitutional minimums) should always be met or exceeded by the standards, but should not be considered maximums.
- \* Standards should not be oversimplified for the sake of convenience.
- \* Standards should provide the basis to measure compliance, but not necessarily through quantification or numerical tests.
- \* Standards must guide users to evaluate both "conditions of confinement" and "quality of life" dimensions of their facilities and operations.

One discussion prior to moving on to methodology issues focussed on ways to "connect" standards to ensure that users evaluated the total correctional context. Distinctions were drawn between "quality of life" assessments, as they are conducted by Commission on Accreditation audit teams, and the courts' concerns about "conditions of confinement." Rod offered the following diagram, using a continuum to portray one perspective on these two tests:



Wade led the group into another discussion when he identified concerns about how standards could address changes in the "mission" of a facility. He described Bureau facilities that were specifically designed for one type of inmate, but were eventually assigned markedly different populations.

Steve questioned if facility standards could be constructed to anticipate such changes. The group showed interest in developing new standards that would address facility planning and development issues; such standards would require clear delineation of facility mission, and would leave other "tracks" that could be used to evaluate the appropriateness of subsequent uses.

At this point in the workshop, participants turned their attention to issues associated with the methods required to complete the project.

## METHODOLOGY

The scope of inquiry was the first topic discussed. Participants agreed that the product would be new and revised standards that primarily address physical plant issues. However, because of the need to "connect" the standards, the project methodology must necessarily examine a broader range of concerns.

There was general agreement that the scope of research that would provide the necessary foundation for standards revision includes:

1. Summaries of Empirical Research, Such As--
  - \* Violence
  - \* Health
  - \* Quality of Life
  - \* Suicide
2. Cost Implications of Current Standards and Proposed Changes
  - \* Construction Costs
  - \* Operating Costs
3. Legal Issues
  - \* Holdings of Specific Standards Issues
  - \* Court Perspectives on What Comprises Assessment of "Conditions of Confinement"

A brief review of an outline of potential facility-related topics met with general approval. This is included as an appendix of this report (pages 14-15).

The survey that had been developed was discussed at length. The group concluded that a broad-based survey of practitioners, architects and others involved with standards would be helpful to:

1. Identify specific resources such as research, data and literature;
2. Draw on the experience of professionals; and
3. Identify instances in which current standards have conflicted with desired practices and approaches.

It was agreed that the survey will be rewritten (Rod will develop the first draft) and that it will be distributed to a larger test audience in time for results to be presented at the January Advisory Committee meeting. Use of a sample standard and situation was suggested as a method of prompting better responses. The results of preliminary survey efforts could provide the basis for this.



JANUARY (Continued) Meet with (make presentations to) ACA Standards Committee and Commission on Accreditation for Corrections

FEBRUARY THROUGH JULY Subcommittees Meet and Work As Directed  
Survey Distributed Broadly, Collected and Analyzed  
Implement (complete) Research Efforts  
Prepare Draft Report(s)

AUGUST FINAL COMMITTEE MEETING (ACA Congress, Denver)  
- Present and refine draft(s)  
- Develop detailed plan for completion  
- Work on final report

SEPTEMBER THROUGH NOVEMBER Finish Work on Draft(s)  
Meet with Standards Committee and Commission as Possible

DECEMBER SUBMIT FINAL REPORT

1989

JANUARY Promote Final Report at Mid-Winter Conference (Standards Committee, Commission)

The date for the next meeting was not determined, but December 7, 8 or 9 were reserved. The meeting will be in the Washington area.

The workshop adjourned at 2:00 p.m. on Friday. During the two days, participants spent nearly ten hours together in meetings; in addition, there were several hours of casual discussion.

APPENDIX:

LIST OF SPECIFIC FACILITY-RELATED TOPICS TO BE CONSIDERED

A. Facility Context Issues

- Type of Prisoners
- "Missions"
- Size
- Management Approaches

B. Facility Components

1. Cells

- Size
- Fixtures and Furnishings
- Light
- Number of Occupants (Suicide, Assault, Privacy)
- Supervision Implications

2. Day Rooms

- Size
- Fixtures and Furnishings
- Light
- Supervision Implications

3. Support Areas

- Exercise, Recreation
- Education
- Programming (generally)
- Medical
- Visiting
- Work

C. Environmental Conditions

- Light
- Temperature
- Noise
- Ventilation

D. Facility Design (Layout, plan)

1. Supervision

- Type (direct, intermittent, remote)
- Staffing Implications
- Sight Lines,
- Use of CCTV

2. Circulation

- Movement of Prisoners
- Staff Movement, Support, Back-up
- Public Penetration and Movement

- 3. Separation
  - Of Prisoner Groups
  - Of Activities

- 4. Security
  - Internal
  - External
  - Equipment Implications

- E. Operations
  - Sanitation
  - Classification
  - Activities
  - Programs
  - Services (Medical, Food, etc.)
  - Supervision
  - Safety
  - Security
  - Idleness, Plan of the Day
  - Out of Cell Time
  - Fire Safety
  - Staff Levels and Staff Training

- F. Planning and Design Issues (Implied from Court Decisions)
  - Projecting Bedspace Needs
  - Defining Population Characteristics
  - Clarifying "Mission"
  - Management Approaches
  - Supervision Modes
  - Expandability
  - Contingencies
  - Providing Clear Documentation, "Up Front", on These Issues

- G. Prisoner Privacy

## LEGAL ISSUES RESEARCH PLAN

Prepared for: American Correctional Association  
Cost Effective Conditions of Confinement Committee

Prepared by: CRS, Inc.  
P.O. Box 234, Kents Hill, ME 04349  
(207) 685-9090

November 9, 1987

## I. INTRODUCTION

This outline describes work that will be accomplished by CRS on behalf of the "Conditions of Confinement" project. CRS estimates that total costs for this effort will not exceed \$6,000. Preliminary products will be available for review in January, and completion is scheduled for April, 1988.

CRS has previously expressed concerns about the role that caselaw should play in standards revision. While there are lessons to be learned from previous court decisions, we believe that we must take a very cautious view of the utility of the content of court decisions when we establish or modify professional standards. To that end, this proposed research will thoroughly document and analyze court decisions, providing a touchstone for the revision process, but not attempting to offer court decisions as the primary basis for standards revision.

One important lesson to be learned from the courts is that "conditions of confinement" has been defined to encompass a variety of issues, often weighed together as "totality" in court decisions. Our research will attempt to show the various "connections" between physical plant issues and operational issues. The list of topics in Section IV indicates the breadth of our proposed research effort.

## II. DESCRIPTION OF PRODUCTS

Reference Document--Case Summaries. CRS will use our extensive computer-based court case summaries and indices to prepare a document specifically designed to support the conditions of confinement project. Using this material will require an extensive amount of research staff time to electronically "cut and paste" new chapters. In many instances, it will be necessary to follow-up on selected cases to obtain more detail. We have complete case records for 1,100 cases on file in our library.

We will provide brief, concise statements from various court decisions, organized under specific topic areas. For instance, under the topic "ventilation," we will list a series of one-line statements representing the holdings from a series of court decisions; for each statement, we will identify the citation and the type of facility involved. Such a document will probably include over 500 cases, with over 900 individual case summaries. It may exceed 150 pages of single-spaced text.

This format would provide a quick review of court decisions for specific topic areas, to be used for reference.

Summary and Analysis. We will prepare a brief text for each major topic area, offering insights into court holdings and trends. This product will be suitable for broader distribution.

### III. PERSONNEL TO BE ASSIGNED

This research effort will be directed by Rod Miller, President of CRS. Rod founded the non-profit firm in 1972, and is the editor of the Detention Reporter.

Rod will be assisted by Donald J. Walter, an attorney who directs risk management projects in Michigan. Don is a former trainer with the Michigan Department of Corrections, and has had a long association with CRS. He currently serves as a CRS Director, and is the co-editor, with Rod Miller, of the Detention and Corrections Caselaw Catalog.

William Collins will assist with the preparation of final analyses. Bill is a well-known expert in the field, and is the author of Collins: Correctional Law.

### IV. FACILITY TOPICS TO BE CONSIDERED

Based on an analysis of court decisions, the following tentative list of specific topics will be considered for the conditions of confinement standards review process.

#### A. Facility Context Issues

- Type of Prisoners
- "Missions"
- Size
- Management Approaches

#### B. Facility Components

##### 1. Cells

- Size
- Fixtures and Furnishings
- Light
- Number of Occupants (Suicide, Assault, Privacy)
- Supervision Implications

##### 2. Day Rooms

- Size
- Fixtures and Furnishings
- Light
- Supervision Implications

##### 3. Support Areas

- Exercise, Recreation
- Education
- Programming (generally)
- Medical
- Visiting
- Work

C. Environmental Conditions

- Light
- Temperature
- Noise
- Ventilation

D. Facility Design (Layout, plan)

1. Supervision

- Type (direct, intermittent, remote)
- Staffing Implications
- Sight Lines,
- Use of CCTV

2. Circulation

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- Staff Movement, Support, Back-up
- Public Penetration and Movement

3. Separation

- Of Prisoner Groups
- Of Activities

4. Security

- Internal
- External
- Equipment Implications

E. Operations

- Sanitation
- Classification
- Activities
- Programs
- Services (Medical, Food, etc.)
- Supervision
- Safety
- Security
- Idleness, Plan of the Day
- Out of Cell Time
- Fire Safety
- Staff Levels and Staff Training

F. Planning and Design Issues (Implied from Court Decisions)

- Projecting Bedspace Needs
- Defining Population Characteristics
- Clarifying "Mission"
- Management Approaches
- Supervision Modes
- Expandability
- Contingencies
- Providing Clear Documentation, "Up Front", on These Issues

G. Prisoner Privacy

AMERICAN CORRECTIONAL ASSOCIATION

Division of Standards and Accreditation

Cost Effective Conditions Meeting

Hyatt Regency  
Phoenix, Arizona  
Curtis B Room

Wednesday, January 13, 1988  
8:30 - 11:00 a.m.

- 8:30 a.m. Introduction and Welcome  
Hardy Rauch
- 8:45 a.m. Cost Effective Conditions Overview  
and Update: Maine and College Park Meetings  
Rod Miller/Tom Albrecht
- 9:15 a.m. Legal Task Force - Rod Miller  
Environmental Task Force - Richard Wener  
Architectural Task Force - Steve Carter
- 10:15 a.m. Task Force Report Out  
Legal  
Environmental  
Architectural
- 10:45 a.m. Summary and Future Plans  
Tom Albrecht
- 11:00 a.m. Adjourn

**AMERICAN CORRECTIONAL ASSOCIATION**

Division of Standards and Accreditation

Cost Effective Conditions Meeting

Hyatt Regency  
Phoenix, Arizona  
Curtis B Room

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8:30 - 11:00 a.m.

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Tom Albrecht
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RECOMMENDED FACILITY SIZE  
(Avg. of Responses)

	Conditions of Confinement	Standards Com. CAC Board
<u>Adult Correctional Institutions</u>		
Max. Security	NTE 500	NTE 500
Close Security	NTE 500	NTE 500
Medium Security	NTE 750*	NTE 700
Minimum Security	NTE 900*	--
<u>Adult Local Detention Facilities</u>		
Detention Facilities	NTE 500	Did not specify
Holding Facilities	NTE 100**	NTE 50
<u>Juvenile Facilities</u>		
Training Schools	NTE 150	NTE 150
Detention Facilities (Units not to exceed 25)	NTE 150**	No response
Juvenile Camps	NTE 50	No response
Community Facilities (Halfway Houses)		
Adult	NTE 125	Did not specify
Juvenile	NTE 100**	NTE 50

MINIMUM PERCENTAGE OF SINGLE CELLS/ROOMS  
Adult Correctional Facilities

Maximum	100%	100%
Minimum	50%***	50%
Close	100%	100%
Community	25%	100%
Medium	50%	70%
Local Detention Facilities	50%	50%
Holding	-	50%

Juvenile Facilities

Training Schools	100%****	100%
Community Centers	100%*****	100%
Detention	80%	80%

- \* Assumes unit management of less than 200 persons per unit.
- \*\* Responses were limited; therefore, may not represent the total group's attitude.
- \*\*\* Eight respondents indicated that privacy cubicles should be counted as rooms in minimum facilities.
- \*\*\*\* 1/3 of these respondents would accept dorms.
- \*\*\*\*\*Numbers (7) of responses may be too small for accuracy.

#### SPACE REQUIREMENTS FOR CELLS, DORMS, AND ROOMS

There were no changes recommended for any category when the mathematical calculations were made and rounded to the nearest 5 per square foot.

#### MINIMUM SQUARE FOOTAGE FOR RECREATIONAL SPACES

Dayroom space for ACI, ALDF, JDF, and JTS.- 35 per square foot (no change).

	<u>ACI</u>	<u>ALDF</u>	<u>JDF</u>	<u>JTS</u>
Indoor Recreation	60 x 100 sq. ft. for first 500 - 15 sq.ft. per person over 500.	1500 sq. ft. for 100 + 20 sq. ft. per person over 100.	No change. 100 sq. ft.	No change. 100 sq.ft.
* Outdoor Recreation *2	3,000 sq. ft. for 100 inmates + 10 sq. ft. per inmate over 100 (up to 2 acres).	3,000 sq. ft. for 100 inmates + 10 sq. ft. per inmate over 100 (up to 2 acres). *2	No. change 200 sq. ft. per 100. *1	No change. 200 sq. ft. per 100. *1
*1 With a minimum area of 3,000 sq. ft. *2 In urban areas a minimum of 8,750 sq. ft. is required for up to 500 inmates, and 20 sq. ft. per person over 500.				

- \* The Standards Committee and CAC responses favored no change from existing standards on outdoor recreation.

**Discussion Ideas for Reviewing  
The Conditions of Confinement in  
The American Correctional Association Standards**

**Presented to**

**The Cost Effective Conditions  
of Confinement Advisory Group  
American Correctional Association**

**Stephen A. Carter, AICP**

**January 13, 1987**

## INTRODUCTION

The purpose of this get-acquainted session for the Advisory Committee is to discuss a strategy for the evaluation of cost effective conditions of confinement using the Second Edition of the American Correctional Association (ACA) Standards. The Advisory Group participants are nationally recognized for expertise in a variety of areas within the correctional field. Recognizing the collective correctional experience, I will dispense with the need to quantify the magnitude of the construction need for correctional facilities throughout the United States and the importance of guidelines for confinement.

The purpose of this conceptual paper is to address several specific planning and design issues of the ACA standards that influence cost effective conditions of confinement. Although a variety of issues and specific standards could be discussed, this particular presentation will be limited to two general areas of the standards including:

- 1) Size and locational aspects of institutions; and,
- 2) Conditions of confinement in the housing environment.

The comments presented herein are intended to introduce a dialogue regarding the effectiveness of the standards in light of today's economic, political, technological, and operational limitations and opportunities.

## INSTITUTION SIZE AND LOCATION

Two aspects of the standards will be discussed that have significant impact upon cost effective facility operations. In recent years, both the locational standard and the recommendation of a 500-bed facility size have been a challenge to many jurisdictions in the planning and design of a correctional facility.

### **Institution Location**

In Section 2-4161 of the Adult Standards, jurisdictions are urged to locate major institutions within 50 miles of metropolitan areas with at least 10,000 people. The intent of these parameters was to insure that the institution had access to a qualified and diversified labor pool and the type of support services that are necessary in the operation of institutions.

Locating correctional facilities in any jurisdiction is often a lengthy and complicated process. Generally speaking, these problems are compounded in the attempt to find appropriately configured sites within metropolitan areas. The requirement that major institutions be located within 50 miles of metropolitan areas may not be the most cost effective solution, due to higher land costs, the time required to acquire the site, and construction and design limitations placed on the facility due to surrounding land uses. In addition, the 50 mile radius parameter may limit economic development opportunities within rural areas of many jurisdictions that desperately need the employment and other economic benefits associated with a correctional facility.

An evaluation of recent experience in several jurisdictions throughout the United States regarding locating major correctional facilities well beyond the 50 mile radius of metropolitan areas could prove to be enlightening regarding more cost effective results of correctional facility location. After an evaluation of recent experience, the Advisory Group could then test the validity of the 50 mile radius parameter.

### **Facility Size**

In Sections 2-4160 and 2-4127 of the Adult Standards, a jurisdiction is urged to limit the size of the facility to 500 beds. This figure was developed through a desire to encourage more manageable groupings of inmates by limiting the size of the institution. Also, the span of management control was felt to be enhanced by maintaining an upper limit on the bedspaces and, thus, the staff.

Many jurisdictions have found that limiting the institution to 500 beds does not allow for economies of scale in support spaces or support staff to be realized. The same food preparation space and staff for 500 inmates can generally serve 700 inmates, or more, in contemporarily designed facilities. In addition, beyond the potential improvements in economy of scale for somewhat larger institutions, site selection for prisons remains a complex process for most jurisdictions. Generally, the same site that was finally selected for a 500-bed facility could be expanded to house 700 or more inmates, and in many instances, because of overcrowding problems, jurisdictions are already doing so.

In recent years, the decentralization of management and services to the housing unit has allowed the integrity of smaller, more manageable units to be maintained with centralized spaces and services accessible to inmates on a carefully scheduled basis. This decentralization of functions and activities reinforces the intent of the "500 Standard" at the level of the housing unit size more so than the institution size. The recent successes in decentralized management in South Carolina, Ohio, Arizona, among other states, supports the concept that the size of the living cluster may impact the opportunity for improved service delivery and management control more than the total institution size.

### **Suggested Study Tasks**

Given the challenge of finding sites within 50 miles of metropolitan centers, the economic development opportunities reflected by prisons in rural areas (I accept problems of visitation, labor pool, et al, that often accompany remote sites), and economies of staffing and construction scales for facilities larger than 500 beds, the following tasks are suggested for the Advisory Group to address the size and locational standards relative to cost efficiency:

- 1) Evaluate the extent to which services are impacted relative to the distance an institution is located from an urban center.
- 2) Analyze staff recruitment and attrition experience relative to distance from metropolitan areas.
- 3) Analyze the design and operational implications of varying facility sizes by:
  - a) Mission
  - b) Management Approach
  - c) Classification
  - d) Treatment/Programs
  - e) Adjacent Land Uses
  - f) Staffing
  - g) Construction Costs
  - h) Construction Time
- 4) Investigate the desired number of inmates to be housed in a single housing unit by considering:
  - a) Custody Level
  - b) Facility Mission
  - c) Treatment/Program Goals
  - d) Daily Inmate Functions
- 5) Research the functions, spaces, and activities that are appropriately decentralized to housing units.

## **CONDITIONS OF CONFINEMENT IN INMATE HOUSING**

Essentially, the Section 2-4100 standards describe the physical conditions of confinement. While many of the standards remain pertinent and germane to new facility planning today, the entire section warrants evaluation in light of management, design, and construction advances of recent years.

### **Cell Occupancy and Size**

With all of the negative reaction that greeted the recommendation of one inmate per cell from politicians and the uninformed public, it has been one of the best management tools available to any jurisdiction. Any departure from this recommended standard should be supported by empirical data defining inmate classification objectives; out-of-cell time; out-of-the-housing-unit time; management practices; and inmate separation requirements.

An evaluation of occupancy standards should question the conditions and environment within which multiple occupancy could be supported without compromising safety of staff and inmates. The evaluation should seek defensible evidence of the increase/decrease of disturbances in single versus multiple occupancy environments. The classification, adjudication status, and length of stay of inmates will be important variables to consider in a quantification exercise. Our work on the multiple occupancy issue must be guided by quantifiable security and operational facts, rather than political and capital limitations. The impact of altering the occupancy standard will have broad sweeping implications for managers, judges, court masters, politicians, designers, and most of all, inmates.

Separate from, but related to, the issue of cell occupancy is the definition of appropriate cell size. Obviously, the number of persons in the cell will be the major factor in size determination. However, square footage should also be a derivative of equipment type and size; out-of-cell time; mission of the housing unit; activities allowed within the cell; and environmental conditions. These factors are capable of being quantified and our research should be exhaustive in establishing physical parameters based upon sizes, dimensions, and time.

### **The Dayroom Environment**

Most dayrooms in existing facilities are far short of, and in new facilities are well in excess of, the recommended 35 square feet per inmate. The genesis of this standard is unknown to the author, but certainly was not defined through new construction experience. The size of the dayroom in most new facilities is usually a function of the number of

cells in a housing unit and the manner in which natural light is achieved in each cell. Generally, 35 square feet per inmate represents the "low end" of the dayroom size in most new facilities.

Sections 2-4137 and 4158 present the dayroom standard. These statements should be re-evaluated in light of existing versus new facilities. Perhaps the size of a dayroom should be based upon its role, number of cells served, activities, and services. The dayroom size could be assessed more as a function of housing unit design considering the following variables, among others:

- 1) The number of cells along the building exterior.
- 2) Number of cells in the housing cluster.
- 3) Number of tiers of cells.
- 4) Type of supervision of inmates in the housing unit.

The housing unit, including sleeping, dayroom, and support areas, is the predominant "form-giver" and "footprint-generator" of a facility. The standard for size of these spaces could be quantified based upon:

- 1) Classification of inmates;
- 2) Decentralization of activities and functions;
- 3) Supervision approach; and,
- 4) Type of facility.

Since the housing environment is so important to facility size, cost, and operation, the standards warrant testing more thoroughly based upon recent conversions, renovations, and new construction.

### **Quality of Life**

Several of the existing Adult Standards define desired environmental conditions which taken collectively help to define the quality of life of a facility. The cost of the conditions of confinement are certainly influenced by light levels; fresh air requirements; noise levels; amount of outdoor recreation space; and other standards that quantify desired quality of life indices. These standards could be evaluated based upon the following factors, among others:

- 1) Facility Mission;
- 2) Classification;
- 3) Local Codes;
- 4) Operational Policies; and,
- 5) Climatological Conditions.

Most of these factors can be quantified using a range of facility types, locations, and sizes. The quantification could be used to review the present parameters with a view towards modification, if appropriate.

## **Suggested Work Tasks**

If a serious evaluation of the current standards is to be undertaken through an analytically supportable process, several areas of the "conditions of confinement" standards should be addressed. Some of the possible work tasks are defined as follows:

- 1) Quantify the minimum cell size and dimensions using the following criteria:
  - a) Out-of-cell factors;
  - b) Classification/custody practices;
  - c) Type of furnishings/equipment; and,
  - d) Number of occupants.
- 2) Evaluate the impact of quality of life factors and conditions to include:
  - a) Location and type of beds;
  - b) Adjudication/behavioral status of inmate;
  - c) Type of furnishing and equipment;
  - d) Access to out-of-cell activities; and,
  - e) Supervision approach.
- 3) Evaluate the impact of quality of life factors and conditions to include:
  - a) Natural light/view;
  - b) Noise levels;
  - c) Air quality;
  - d) Light levels;
  - e) Number of showers/accessibility; and,
  - f) Amount/type of outdoor recreation.

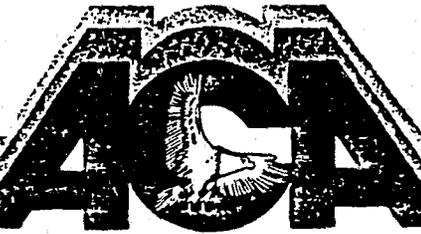
## **CONCLUSIONS**

The idea of a standards review is admirable and probably necessary in light of the following:

- 1) Standards (and the accreditation process) require periodic review in light of economic, technological, management, political, and socio/cultural changes.
- 2) Many new institutions have been constructed since the standards were last revised, therefore, the universe of experience and opportunities for assessment are substantially expanded.

- 3) The federal and state courts tend to use the standards to impose conditions of confinement.
- 4) The magnitude of pending construction and the concomitant capital and operating costs requires maximum efficiency in design, construction, and operation.

The proposed Advisory Group is appropriately diverse in experience and exposure to the political, environmental, social, operational realities of the correctional system to cause an objective assessment of the relevancy of the standards. Such an objective review of the conditions of confinement could be an important framework for a rational response to growth management.



## AMERICAN CORRECTIONAL ASSOCIATION

4321 Hartwick Road, Suite L-208 • College Park, Maryland 20740 • 301-699-7600

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Training and Contracts*

Dear Colleagues:

The ACA is now in the process of reviewing and revising the physical plant standards that deal with conditions of confinement, for the forthcoming third edition of the ACA Standards. We are conducting a brief but intensive effort to identify which standards need changing and how they should be changed.

As part of this effort we are soliciting comments, ideas, and information from corrections officials and practitioners. Your name has been randomly selected from our directory to receive this survey.

We need the comments and opinion of professionals like yourselves to do the best possible job in revising these standards. Please take a few minutes right now to complete this form and return it as soon as possible. We have mailed this to you as the head of your agency. If there is someone within your organization for whom this is more appropriate, please feel free to pass it on.

Remember, we are most interested in your opinions and experience. If you find the form we have provided too brief, limited or constricting, feel free to attach and enclose additional pages with your comments.

The completed surveys should be returned directly to:

Richard Wener, Ph.D.  
CONTEXT - Environmental Design Research  
P.O. Box 1198  
Maplewood, NJ 07040.

For your convenience, an addressed return envelope is enclosed.

If you have any questions call Dr. Wener directly at (201) 762-9451, or Hardy Rauch at the American Correctional Association, (301) 699-7600.

Thank you in advance for your cooperation.

Sincerely,

Anthony Trivisono

RECEIVED FEB 25 1988



# AMERICAN CORRECTIONAL ASSOCIATION

4321 Hartwick Road, Suite L-208 • College Park, Maryland 20740 • 301-699-7600

February 19, 1988

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Dear Colleagues:

The ACA is now in the process of reviewing and revising the physical plant standards that deal with conditions of confinement for the forthcoming third edition of the ACA Standards. We are conducting a brief but intensive effort to identify which standards need changing and how they should be changed.

As part of this effort we are soliciting comments, ideas, and information from designers who are involved with correctional planning and architecture, as well as from corrections officials and practitioners.

We need your comments and opinions to do the best possible job in revising these standards. Please take a few minutes right now to complete this form and return it as soon as possible.

Remember, we are most interested in your opinions and experience. If you find the form we have provided too brief, limited or constricting, feel free to attach and enclose additional pages with your comments. You don't have to limit your comments to those selected physical plant standards listed in our Appendix.

The completed surveys should be returned directly to:

Richard Wener, Ph.D.  
CONTEXT - Environmental Design Research  
P.O. Box 1198  
Maplewood, NJ 07040.

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Thank you in advance for your cooperation.

Sincerely,

Anthony Travisono

## SURVEY ON ACA STANDARDS

### I. INTRODUCTION

This survey has been designed to gather opinions on the ACA standards based on the experience of professionals in a variety of corrections related fields. Some of the relevant standards are summarized in the Appendix.

You are not obligated to provide responses for all standards. Let us know about standards with which you have had direct experience, and about which you have strong feelings and opinions. If you have opinions on other standards relating to design issues (e.g. lighting, windows and view), feel free to comment on them here.

We are interested in ideas. Please indicate:

- \* standards you would like to see changed (and how)
- \* standards you think should be left alone (and why?).

Feel free to attach extra sheets with your comments on any question.

At the end of the survey, we also ask you to note (and attach if possible) any information, studies, etc. you may have come across which could be useful to us in reviewing the standards.

All responses will be kept strictly confidential. **THANK YOU FOR YOUR COOPERATION.**

### II. BACKGROUND 05

1. What is your current profession (check all that apply):

- |                            |                            |              |
|----------------------------|----------------------------|--------------|
| 1[] corrections programs   | 2[] corrections management | 3[] research |
| 4[] corrections operations | 5[] corrections planning   | 6[] law      |
| 7[] law enforcement        | 8[] design                 |              |
| 9[] other:                 |                            |              |

2. Current job title: \_\_\_\_\_

06

3. With what kind of correctional settings or situations are you currently involved? (check all which apply) 07

- |                                    |                                      |   |                             |
|------------------------------------|--------------------------------------|---|-----------------------------|
| 1[] Adult Correctional Institution | 2[] Adult Community Service Facility | 3[] Adult Local Detention Facility          | 4[] Parole Authorities      |
| 5[] Juvenile Training School       | 6[] Juvenile Detention Facility      | 7[] Juvenile Community Residential Services | 8[] Other (please describe) |

4. How long have you been involved in corrections? \_\_\_\_\_ yrs. 08

5. Check the box below which indicates how much contact you have had with the standards. 09

1	2	3	4	5
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
use very often (weekly)	use regularly (monthly)	use occasionally (several times per year)	use rarely (once/year or less)	never used

6. Check the box below which indicates how well you feel you know the content of the current ACA standards.10

"I feel I know what is in the current standards..."

1	2	3	4	5
<input type="checkbox"/>				
very well	well	somewhat	little	not at all

### III. INFORMATION ABOUT STANDARDS

7. Check one item below which best fits your opinion about the current standards. 11

1	2	3
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
THE STANDARDS ARE REASONABLE AND USEFUL & SHOULD BE LEFT ALONE	THE STANDARDS ARE GOOD - BUT NEED SOME MINOR REVISIONS	SOME STANDARDS WORK WELL - OTHERS NEED MAJOR REVISION
4	5	6
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
THERE ARE SERIOUS PROBLEMS TO FIX IN THESE STANDARDS	THE STANDARDS ARE USELESS OR DESTRUCTIVE & SHOULD BE REPEALED	OTHER COMMENTS - PLEASE NOTE:

8. How have you used the ACA physical plant standards? (check all that apply).12

1[] managing a facility	2[] helping plan/design facility
3[] planning/writing/developing local standards or laws	4[] reviewing/accrediting facilities
5[] operating a facility	6[] bringing or defending conditions of confinement law suits
7[] no involvement	
8[] other - please describe:	

APPENDIX - SUMMARY OF A FEW PHYSICAL PLANT STANDARDS REGARDING FACILITY AND ROOM SIZE

(Number in brackets [ ] is ACA Code #)

FACILITY SIZE	SINGLE CELL OR ROOM	DORMITORY # & SIZE	SINGLE CELL SIZE	
ADULT CORRECT. INSTIT. [2-4127]	500 or less [2-4127]	ALL EXCEPT MINIMUM SEC. [2-4129]	3 TO 50 PEOPLE 50 SF/PERSON [2-4131]	60 SF 80 IF IN CELL > 10 HRS/DAY [2-4129]
ADULT LOCAL DETENTION (DETENTION)	--	--	4-50 PEOPLE 50 SF/PERSON [2-5114]	70 SF [2-5138]
ADULT LOCAL DETENTION (HOLDING)	--	--	4-50 PEOPLE 50 SF/PERSON [2-5114]	70 SF [2-5139]
ADULT COMMUNITY RESIDENTIAL SERVICES	--	--	60 SF/PERSON [2-2085]	60 SF [2-2085]
JUVENILE TRAINING SCHOOLS	25/UNIT 100/FACILITY (50 FOR SPECIAL RES.) [2-9118,22]	ALL [2-9126]	NOT ALLOWED [2-9124]	70 SF [2-9126]
JUVENILE DETENTION FACILITIES	25/UNIT [2-8132]	80% [2-8137]	NO MORE THAN 20% [2-8137]	70 SF [2-8138]
JUVENILE COMMUNITY RESIDENTIAL FACILITIES	--	NO STANDARD SINGLE OR DOUBLE PREFERRED [2-6090]	--	60 SF [2-6090]

APPENDIX - SUMMARY OF A FEW PHYSICAL PLANT STANDARDS REGARDING  
RECREATION AND EXERCISE SPACE

(Number in brackets [] is ACA Code #)

	DAYROOM	INDOOR EXERCISE	OUTDOOR EXERCISE
ADULT CORRECT. INSTIT.	SEPARATE FOR EACH UNIT 35 SF/PERSON  [2-4137]	SEPARATE FOR VIGOROUS EXER. MIN.=60'x100' WITH 22' CEILING [2-4156]	MIN= 2 ACRES & 90 SF/INMATE OVER 500 POP  [2-4157]
ADULT LOCAL DETENTION	SEPARATE/BLOCK 35 SF/INMATE ACCESSIBLE TO [2-5144]	IF POP >100, THEN NEED A MINIMUM OF A 30' x 50' AREA, & SPACE OUTSIDE CELL FOR EXERCISE [2-5146]	
JUVENILE TRAINING SCHOOLS	ON UNIT 35 SF/YOUTH  [2-9128]	TOTAL INDOOR ACTIVITY AREA MIN=100 SF/YOUTH [2-9131]	MIN= 1 ACRE FOR EACH 25 BED UNIT [2-9137]
JUVENILE DETENTION FACILITIES	SEPARATE FROM SLEEPING AREA ADJACENT & ACCESSIBLE 35 SF/YOUTH [2-8169]	TOTAL INDOOR ACTIVITY AREA MIN=100 SF/YOUTH  [2-8143]	WELL DRAINED OUTDOOR AREA MIN= 2 TIMES INDOOR ARE  [2-8148]

9. Please indicate below:

13

- **WHICH STANDARDS SHOULD BE CHANGED?** Please try to use the standard # where possible - see appendix or the ACA volumes.
- **WHAT ARE THE PROBLEMS YOU SEE WITH THOSE STANDARDS?**
- **HOW YOU WOULD LIKE TO SEE THEM CHANGED?** We are interested in any situations in which the standards have worked against what you felt would be an innovative or effective design/management solution.

[You may use the form below and/or attach your own sheets]

**STANDARD**

**PROBLEM**

**PROPOSED CHANGES**

=====

10. Have you had any experiences or collected any information which relate to these standards, or which have affected your opinions? (for example, institutional data on changes in incidents or sick calls or other kinds of staff/inmate behavior as the results of changes in some part of the environment, such as unit or cell population.) 14

YES 1                       NO 2

if 'yes', please describe the results which influenced your opinions.15

if possible, please include a copy of the report or data, or send under separate cover to the address below.

check here if report enclosed 16  
 check here if report sent separately 17

11. Please use this space and/or additional pages to make any further comments about these standards. 17

\*\*\*\*\*

If you would like to receive a copy of the findings of this survey, and/or would be willing to answer followup questions, please indicate your name, address and telephone number below. Exclusion of this information will not affect our consideration of your other answers in this survey.

Your Name:  
Work Address:

Facility agency or firm name:  
Work telephone:

THANK YOU FOR YOUR HELP.  
PLEASE RETURN THIS SURVEY AS SOON AS POSSIBLE TO:

Richard Wener, Ph.D., CONTEXT, P.O. Box 1198, Maplewood, New Jersey 07040.

## FACILITIES/ARCHITECTS FOR ACA STANDARDS EVALUATION SURVEY

FACILITY	ARCHITECT(S)
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LOCAL AND COUNTY FACILITIES
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Less Than 50 Beds:

- |  |   |
|--|---|
| 1. Hancock County Jail<br>Mr. Richard Yager, Sheriff<br>528 Wabash<br>Carthage, IL 62321                                       | Phillips Swager Associates, Inc.<br>3622 North Knoxville Avenue<br>Peoria, IL 61603 |
| 2. Franklin County Detention<br>Law Enforcement Facility<br>Mr. Lu Dalrymple, Sheriff<br>1 Park Street<br>Farmington, ME 04938 | Alexander/Truex/de Groot<br>209 Battery Street<br>Burlington, VT 05401              |

50 To 100 Beds:

- |   |   |
|---|---|
| 3. Stearns County/St. Cloud Law<br>Enforcement Center<br>Mr. Bob Kunkle, Jail Administrator<br>Post Office Box 217<br>St. Cloud, MN 56302 | The Wold Association Architects, Inc.<br>1 Capital Centre Plaza<br>386 North Wabasha, Suite 530<br>St. Paul, MN 55102 |
| 4. Cleveland County Detention Facility<br>Mr. Kenneth Lane, Administrator<br>200 South Peters<br>Norman, OK 73069                         | Rees Associates, Inc.<br>4200 Perimeter Center Drive, Suite 245<br>Oklahoma City, OK 73112                            |
| 5. Lincoln Parish Detention Center<br>Mr. Wayne Houck, Sheriff<br>Post Office Box 269<br>Ruston, LA 71270                                 | Morgan, O'Neal, Hill, and Sutton<br>333 Texas Street, Suite 1111<br>CNE Building<br>Shreveport, LA 71101-3676         |

100 To 200 Beds:

6. Orange County Correctional Center  
Colonel Terry James  
2424 West 33rd Street  
Orlando, FL 32809

Architects Design Group of Florida, Inc.  
333 North Knowles Avenue  
Winter Park, FL 32790

7. Cochise County Jail Facility  
Mr. J. V. Judd, Sheriff  
Drawer F  
Bisbee, AZ 85603

Leshner and Mahoney, Inc.  
1130 East Missouri, Suite 850  
Phoenix, AZ 85014

8. Rock Island County Jail  
Mr. Gordon Powell, Sheriff  
215 15th Street  
Rock Island, IL 61201

Phillips Swager Associates, Inc.  
3622 North Knoxville Avenue  
Peoria, IL 61603

200 To 500 Beds:

9. Prince George's County Correctional  
Center  
5310 Douglass Street  
Post Office Box 429  
Upper Marlboro, MD 20870

Greenhome and O'Mara/LBC&W  
9001 Edmonston Road  
Riverdale, MD 20770

10. Philadelphia Industrial Correctional  
Center  
Mr. Phillip J. Dukes, Warden  
8201 State Road  
Philadelphia, PA 19136

Jacobs/Wyper Architects  
1232 Chancellor Street  
Philadelphia, PA 19103

The Ehrenkrantz Group  
19 West 44th Street  
New York, NY 10036

11. Lew Sterrett Justice Center  
Major Bob Knowles  
111 Commerce  
Dallas, TX 75202

Justice Center Architects  
1322 Parrish Street  
Philadelphia, PA 19123

STATE FACILITIES

50 To 100 Beds:

- |   |  |
|---|--|
| 12. St. Johnsbury Community Correctional Center<br>Mr. Ray Pilette, Superintendent<br>Routes South<br>St. Johnsbury, VT 05819 | Alexander/Truex/de Groot<br>Mr. Eugene Alexander<br>298 Battery Street<br>Burlington, VT 05401 |
| 13. Wyoming Womens' Center<br>Ms. Judith Uphoff, Warden<br>Post Office Box WWC-20<br>Lusk, Wyoming 82225                      | NBBJ Group<br>111 South Jackson<br>Seattle, WA 98104   |

100 To 200 Beds:

- |  |  |
|--|--|
| 14. Minnesota Womens' Correctional Facility<br>Ms. O. Jacqueline Fleming,<br>Superintendent<br>Box 7<br>Shakopee, MN 55379 | BWBR Architects<br>400 Sibley Street<br>St. Paul, MN 55101 |
|--|--|

200 To 500 Beds:

- |  |   |
|--|---|
| 15. Columbia Correctional Institute<br>Mr. James P. Murphy, Superintendent<br>Route 3, Highway 127<br>Post Office Box 950<br>Portage, WI 53901 | Hellmuth, Obata, and Kassabaum, P.C.<br>100 North Broadway<br>St. Louis, MO 63102<br><br>Potter, Lawson, and Pawlowsky, Inc.<br>Mr. Warren R. Bauer<br>15 Ellis Potter Court<br>Madison, WI 53711 |
| 16. Arkansas Valley Correctional Facility<br>Mr. H. B. Johnson, Superintendent<br>Post Office Box 128<br>Ordway, CO 81063                      | RNL, P.C.<br>1576 Sherman Street<br>Denver, CO 80203  |
| 17. Colorado Territorial Correctional Facility<br>Mr. R. Mark McGoff, Superintendent<br>Box 100<br>Canon City, CO 81212                        | Walker, McGough, Foltz, Lyerla<br>244 Main Avenue<br>Spokane, WA 99201<br><br>Anderson Architects<br>1522 Blake Street<br>Denver CO 80202   |

18. State Correctional Institute at Graterford  
Mr. Charles H. Zimmerman, Superintendent  
Box 244  
Graterford, PA 19426  
Hellmuth, Obata, and Kassabaum, P.C.  
Rockefeller Center  
1270 Avenue of the Americas  
New York, NY 10020
19. Brunswick Correctional Center  
Mr. Ellis B. Wright, Jr., Warden  
Route 1, Box 207-C  
Lawrenceville, VA 23868  
Henningson, Durham, and Richardson  
1270 Hillcrest Road, Suite 125  
Dallas, TX 75230  
Carl M. Lindner, Jr. and Associates  
Post Office Box 11417  
Richmond, VA 23230
- More Than 500 Beds:
20. West Jefferson Correctional Facility  
Mr. John E. Nagle, Warden  
100 Warrior Lane  
Bessemer, AL 35023  
Wittenberg, Delony, and Davidson, Inc.  
840 Savers Federal Building  
Little Rock, AR 72201  
Tiller/Butner/Rosa  
Mr. Bum Butner  
416 South Perry Street  
Montgomery, AL 36104
21. New Mexico Penitentiary  
Mr. George E. Sullivan, Warden  
Post Office Box 1059  
Santa Fe, NM 87504-1059  
The Gruzen Partnership  
Mr. Gregory K. Williams  
251 Post Street  
San Francisco, CA 94108  
Brown, Burton, and Partners  
Post Office Box 25831  
Albuquerque, NM 87125
22. St. Clair Correctional Facility  
Mr. Charles Jones, Warden  
Post Office Box 280  
Odenville, AL 35120  
Davis, Black, and Associates  
Post Office Box 130908  
Birmingham, AL 35213
23. Chillicothe Correctional Institution  
(Ross Correctional Institution)  
Mr. Gary Mohr, Superintendent  
16149 State Route 104  
Chillicothe, OH 45601  
Voinovich Sgro Architects  
2450 Prospect Avenue  
Cleveland, OH 44115
24. Buckingham Correctional Center  
Mr. R. M. Muncey, Warden  
Post Office Box 430  
Dillwyn, VA 23936  
Henningson, Durham, and Richardson  
103 Oronoco Street  
Alexandria, VA 22314-2096

25. Shawnee Correctional Center  
Mr. Larry Mizell, Warden  
Post Office Box 4400  
Vienna, IL 62995  
Phillips Swager Associates, Inc.  
3622 North Knoxville Avenue  
Peoria, IL 61603
26. Francis Lieber Correctional Institution  
Mr. P. Douglas Taylor, Warden  
Post Office Box 205  
Ridgeville, SC 29472  
McNair, Johnson, and Associates  
Architects, Engineers, Planners  
1529 Washington Street  
Columbia, SC 29201

FEDERAL INSTITUTIONS

More than 500 Beds:

27. Federal Correctional Institution  
Mr. Peter M. Carlson, Warden  
Post Office Box 1680  
Black Canyon, Stage I  
Phoenix, AZ 85029  
Lescher and Mahoney, Inc.  
Mr. Bryce Pearsall  
1130 East Missouri, Suite 850  
Phoenix, AZ 85014
28. Federal Correctional Institution  
Mr. Jesse R. James, Warden  
Post Office Box 600  
Otisville, NY 10963  
Davis, Brody, and Associates  
100 East 42nd Street  
New York, NY 10017

AMERICAN CORRECTIONAL ASSOCIATION

Division of Standards and Accreditation

Cost-Effective Conditions  
of Confinement Committee Meeting

Hyatt Regency  
Parisienne Room  
Denver, Colorado

Monday, August 15, 1988  
10:00 - 12:00 Noon

- 10:00 a.m. Introduction and Welcome  
Hardy Rauch
- 10:15 a.m. Project Update  
Rod Miller/Tom Albrecht
- 10:30 a.m. Review of Report and Recommendations  
Steve Carter
- 11:30 a.m. Summary and Future Plans  
Tom Albrecht
- 11:45 a.m. Adjourn