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# Roll Call



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THE NEWSLETTER OF THE NATIONAL SHERIFFS' ASSOCIATION

NOVEMBER 1992

# Exploring Jail Construction Options

NCJRS

MAR 18 1993

ACQUISITIONS

**T**his is the second in a series of special edition *Roll Calls*, made possible through a grant from the National Institute of Justice (NIJ) to the National Sheriffs' Association (NSA) for a "jail industries initiative."

NIJ is mandated by the Congress to conduct research, evaluations, and demonstration programs to improve and strengthen the criminal justice system. To this end, the Institute investigates promising innovations in criminal justice practice, evaluates State and local programs, conducts national demonstration projects, and recommends actions that can be taken by Federal, State, and local agencies.

As are many of the Nation's sheriffs, NIJ is concerned about the growing jail population. The problem is exacerbated by shrinking county budgets and the difficulties municipalities face in making provisions for jail construction or renovation.

Jurisdictions considering construction of new correctional institutions are challenged by the need to develop new facilities quickly and inexpensively while maintaining an acceptable level of construction quality. Construction projects are frequently begun only after the need has reached critical proportions; corrections officials often face complicated and sometimes confusing building options that do not address all of their concerns.

In recent years, the urgency to bring new facilities on-line as quickly as possible has resulted in the development of building methods and management procedures that have emphasized comple-

tion within an accelerated schedule more than they emphasize developing quality facilities within a limited budget.<sup>1</sup>

This edition of *Roll Call* assists sheriffs by exploring economical construction options in the face of budget constraints which limit renovations or new construction of jail space. In this way, the National Institute of Justice seeks to ensure that the Nation's 3,095 sheriffs may consider the best approach to jail construction. ★

<sup>1</sup>Carole Sanchez Knapel, "Construction Options: A California Case Study." *National Institute of Justice Construction Bulletin*, April 1992, page 1.

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# NIJ DIRECTOR'S MESSAGE

**Editor's note:** Charles B. DeWitt is director of the National Institute of Justice (NIJ), the research and development arm of the U.S. Department of Justice. He was nominated to that position by President Bush in August 1990, and was confirmed by the Senate in October 1990.

A former deputy sheriff who studied criminology at Oxford and Cambridge Universities, Mr. DeWitt has both an education in and a practical working knowledge of law enforcement and criminal justice.



CHARLES B. DEWITT, DIRECTOR  
NATIONAL INSTITUTE OF JUSTICE

For almost 10 years Mr. DeWitt was Director of Justice Services for Santa Clara County, California, with responsibility for the design and construction, and remodeling of jail facilities. Over the years, he has worked on most of the issues that represent NSA's priorities. He has been published extensively on jail construction and financing. While a Fellow at NIJ, he personally began the Institute's program to assist sheriffs with jails.

**W**e at the National Institute of Justice listen to what criminal justice professionals tell us. Our planning process begins with an understanding of the needs of the criminal justice community and is shaped within the framework of NIJ's broad congressional mandate to conduct research, development, evaluations, demonstrations, and information sharing to improve law enforcement and the criminal justice system. NIJ's efforts are guided by Department of Justice priorities as determined by the U.S. Attorney General.

NIJ's projects and publications reflect the needs of the field found through regular surveys to key criminal justice officials, and workshops held with justice associations and organizations representing State and local governments. The National Sheriffs' Association was directly involved in these focus groups, and provided valuable insight into the needs of the Nation's sheriffs.

One important concern voiced at these focus group

sessions was the steadily increasing demand for prison and jail space resulting from law enforcement efforts to crack down on drug abusers and drug-related crimes. A steady stream of incoming offenders has more than doubled Federal and State prison populations during the past decade. The current total is more than 800,000 prisoners; another 405,000 offenders clog the Nation's local jails; and the number of offenders on probation or parole totals more than 3.2 million (see charts on page 4).

Today, prison and jail capacities are severely strained in many

States and localities. Federal, State, and local authorities need practical, proven information on more rapid and economical ways to ensure adequate corrections capacity.

NIJ's *Construction Information Exchange* provides easy access to the latest concept and techniques for planning, financing, and constructing new prisons and jails. State and local officials can tap into this valuable network and obtain the information they need from the Construction Data Base, the Construction Information Exchange Reference and Referral Service, the *National Directory of Corrections Construction*, and NIJ's *Construction Bulletins*. Information on how this comprehensive program can help you is included in this special edition of *Roll Call*.

Through NIJ's *Construction Information Exchange*, State and local officials can benefit from innovative approaches which incorporate techniques of proven effectiveness. By building on the experience of others, these officials are better able to develop well-designed, cost-effective jail and prison facilities which will serve the needs of their jurisdictions.

I encourage you to continue to turn to NIJ for answers to the critical problems you face. My hope is that one day you will say that the partnership between NSA and NIJ made a difference where it really counts—on the streets, and in the jails where your deputies prove daily why sheriff's offices will always be leaders in the fight against crime in America. ★



# EXECUTIVE DIRECTOR'S REPORT

## NSA and NIJ: The Partnership Continues

**F**or years, sheriffs have struggled with a tenuous balance between jail population and budgets to support the operations of the community's jail facility. In the last few years, as community members are burdened with even more State and local taxes, sheriffs have been receiving less assistance to support an ever-increasing jail budget.

With inmate incarceration at an all-time high, and sheriffs being restricted with caps on inmate populations within the jail, building new facilities and/or renovating existing facilities seem to provide ways to combat overcrowded jail conditions.

The National Institute of Justice, always committed to assisting this Nation's sheriffs with improving the criminal justice system on a local level, has many resources available to help sheriffs alleviate some of their jail worries. Construction of new facilities, or renovation of existing buildings, is not a "wish list" item for a sheriff—it can be done reasonably and effectively. The NIJ has devoted considerable time and effort to research and document success stories of jail and prison construction or renovation. The answers are available to sheriffs who want to find out how to address overcrowded conditions within their jails in a cost-effective yet safe manner.

Contained within these pages are suggestions which will help you explore your alternatives when considering renovating or building a jail facility. You



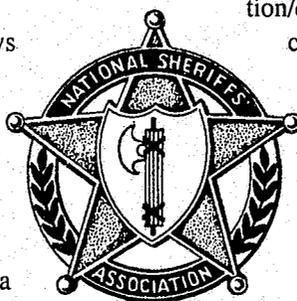
BUD MEEKS  
NSA EXECUTIVE DIRECTOR

will find a comprehensive study of the process of renovation/expansion, which suggests key factors to consider in developing your plans. A choice of new construction options is presented in a second article in which the author articulates the pros and cons of each plan and offers suggestions on how to manage the process of jail construction.

In addition to helpful information about the processes of jail renovation/construction, this

special edition of *Roll Call* presents you with a series of case studies from counties in Maine on how, and conversely how not, to secure public support for detention/corrections improvements. Not only do these case studies provide you with "What worked?" and "What didn't?" they are followed by a final article which outlines a step-by-step process for "Developing Public Relations Strategies for Detention and Corrections." In addition to this special edition *Roll Call*, NIJ also has other resources available to you if you are considering building or renovating your jail facility in the future: literature, bulletins, briefs, and networking, just to name a few.

The National Sheriffs' Association has enjoyed a productive working relationship with NIJ. This edition of *Roll Call* is just one example of NIJ's commitment to the Nation's 3,095 sheriffs. I encourage you to read this issue of *Roll Call*, as it has been created especially to address **your** concerns about **your** jail facilities. ★



# Prison and Jail Populations on the Rise

**A**ccording to the Bureau of Justice Statistics (BJS), as efforts to combat drugs and crime intensify, a steady stream of offenders has more than doubled Federal and State prison populations during the past decade to a current total of 804,524. Local jail populations have swelled to 405,320. And, the probation and parole population now totals more than 3.2 million.

## Mid-1991 prison inmate populations up

	Number of Inmates	Percent Change, 1990-91
Total	804,524	6.5%
Federal	69,504	8.8%
State	735,020	6.3%

## Mid-1990 local jail inmate counts up

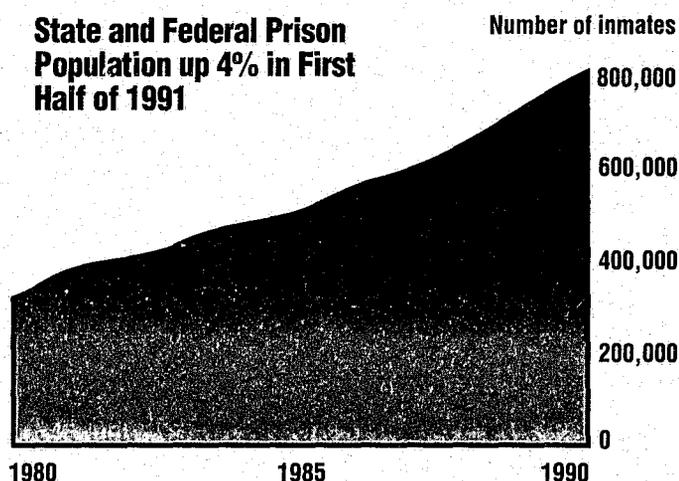
	Number of Inmates	Percent Change, Mid-'89 to Mid-'90
One-Day Count	405,320	2.5%
Average Daily Population	408,075	5.5%

## 1990: Record highs in probation and parole

Probation	Number of Probationers	Percent Change, 1989-90
Total	2,670,234	5.9%
Federal	58,222	-1.5%
State	2,612,012	6.1%

Parole	Number of Parolees	Percent Change, 1989-90
Total	531,407	16.3%
Federal	21,693	1.3%
State	509,714	17.1%

**State and Federal Prison Population up 4% in First Half of 1991**



The number of inmates under the jurisdiction of State and Federal prisons increased from 329,000 at year-end 1980 to 804,000 at mid-year 1991.

## Prison Population Reaches Record High

- The Nation's State and Federal prison population grew by 30,149 inmates—just under 4%—during the first half of the year to reach a record of 804,524 men and women as of June 30, 1991.
- The six-month increase, however, was well below the record 47,000 increase in prisoners recorded during the first half of 1989.

The 1991 increase equaled about 1,160 more inmates every week, compared to 1,642 per week in the first half of 1990, and more than 1,800 per week in the first half of 1989.

- The 12-month growth from June 1990 to June 1991 was 6.5%—an increase of just over 49,000 inmates. This is the lowest annual percentage increase since 1984.

During the first six months of 1991, the Federal prison population grew 3.1% versus 4% among the 50 States.

- During the same time, prison populations grew  
5.1% in Western states,  
4.2% in the Northeast, and  
3.5% in the South and Midwest.

**California's 101,995 inmates at mid-year mark the first time any State has topped 100,000.**

- Double-digit, half-year increases occurred in  
Rhode Island, 14.3%;  
New Hampshire, 11.6%;  
Nevada, 10.6%; and  
Colorado, 10%.
- Eight states had prisoner growth of at least 10% for the 12 months ending June 30. Five states recorded declines during this one-year period.

**In the first half of 1991, the number of female inmates in State and Federal prisons grew 4.5%, compared to a 3.9% increase for men.**

- As of June 30, women prisoners accounted for 5.7% of all prisoners nationwide.
- The number of female prisoners per capita on June 30, 1991 also reached a record 303 sentenced offenders (inmates sentenced to a year or more in prison) held in State and Federal prisons per 100,000 residents.
- There were 33 sentenced female offenders in prison for every 100,000 females in the U.S. population.
- For males, the incarceration rate was almost 18 times higher, 588 sentenced male prisoners for every 100,000 males.

—Source: *Prisoners at midyear 1991* (press release),  
BJS, October 1991.

# Recycling Jails Through Renovation and Expansion

Researched by Barbara Krauth and  
Edited by Carole Sanchez Knapel

**T**oday, it is unlikely that a county with a crowded, dilapidated jail can simply decide to build a new one. Whenever a jurisdiction decides to address problems in an existing facility, it is almost always necessary to explore a variety of options, including renovation or expansion of existing facilities as well as new construction.

## To Recycle or Build from Scratch: The Planning Process

The first step required to determine the appropriateness of renovation/expansion is for the county to outline a detailed planning process. The basic steps of this process are comparable to those used by any jurisdiction planning new facilities. Jurisdictions should recognize that evaluation and analysis of these issues can become

very complex: it is often helpful to work with a planning/programming consultant who is experienced in jail facility operation and management. Whether a county chooses to assign staff to complete these tasks or work with consultants to develop the information, the process must begin with a needs assessment and the development of a master plan.

## Needs Assessment

Collect data to determine how many and what types of offenders are in the jail. Develop population projections which describe how many and what types of inmates will be in the jail in the next year and in the next twenty years.

This population information will be critical in determining the required level of security for any new housing to be provided. The

decision, in turn, will significantly impact the cost of new construction or renovation/expansion.

### Determine Operational Philosophy

Without regard to the present facility operation, define exactly how the county would choose to operate its jail. Would it be through direct or indirect supervision?

Carefully examine the strengths and weaknesses of existing programs and services, resources, and organizational structure. Identify any difficulties with specific groups of inmates such as females, medical and mental health clients, or those in protective custody.

Consider options for housing inmates and providing programs and services during the renovation/expansion. Are facilities available? Will additional staffing be required during renovation? What are the cost implications of these requirements?

### Evaluate the Current Facility

The physical condition of the existing facility must be closely examined from a number of aspects. Determine if the physical plant is in compliance with professional and State standards, and identify any operational problems caused by the present lack of space.

**Site/Size.** Can the facility be renovated and expanded to accommodate the anticipated number and types of beds needed in the immediate and long-term future? Is the area adjacent to the present facility large enough to support adequate expansion? Is another, perhaps better, site available for a new facility?

**Design.** What design limitations are inherent in the present structure? For example, would any expansion be multistory? Would services have to be located far away from housing?

Would the design limitations of an expanded facility keep the

county from operating a jail based on its preferred philosophy? Would the desired approach to inmate supervision be possible? What impact would the design have on staffing levels?

**Political Issues.** Is the present jail located adjacent to courts or other criminal justice activities? Is there public

pressure to maintain the jail at its current location? Would an alternative site be more or less acceptable to local decisionmakers?

**Age of the Facility.** How old is the present jail? Can it be renovated to meet the current codes and correctional standards? Given the changes in building codes, life-safety requirements, and correctional standards during the past 20 years, will deficiencies in the present structure make it difficult or cost-prohibitive to renovate?

### The Best Approach to Renovation/Expansion

If, after completing the initial analysis of the facility operation and physical components, decisionmakers determine that recycling the facility is a good potential alternative, the next step is to proceed

with a more detailed evaluation of the options for renovation/expansion. An architect or engineer experienced in jail planning and design can provide expert technical assistance in the detailed evaluation of the physical plant.

Depending on the funds available, several levels of renovation are possible. For example, a jurisdiction may choose to upgrade only interior finishes or existing systems. A second level of renovation might include the replacement of plumbing, mechanical, electrical, and security systems. An even more extensive renovation might include a total demolition and reconfiguration of existing interior spaces. Each of these levels of renovation would, of course, result in a different cost per square foot.

An architectural inventory can help with basic decisions on matters such as what is worth renovating and what is not. Again, a series of questions must be answered.

- Without regard to the existing jail's floor plan, what ideally should be located next to what?
- What is the best way to spend the funds available? For example, should more beds or a new kitchen be built?
- How can the building be designed to maximize efficiency? Should inmate services be centralized or decentralized? For example, staffing makes up a large part of operating a jail; the operational plan for delivery of inmate services can therefore significantly impact the long-term operating cost of the facility.
- How can the jurisdiction be sure of meeting future needs? What approach to renovation/expansion is the least limiting with respect to future expansion needs? How well does each of the available options address the county's master plan for future needs?

### Develop All Options for Renovation/Expansion Versus New Construction

Once these issues have been evaluated, a jurisdiction needs to review the potential options with regard to **time**, **cost**, and **quality** of each alternative to select the one most suited to its resources and needs. Each alternative must be examined for advantages and disadvantages.

**Time.** Do court orders or agreements specify a timeframe for increasing jail capacity or making other changes? Would it be faster to expand and renovate the existing facility or to build a new one? Is it worth the risk that unexpected problems might make renovation/expansion slower than new construction?

**Cost.** How do renovation/expansion costs compare to new construction costs? What costs could be avoided by not having to acquire or develop a new site? How would operational costs—especially staffing costs—compare? What added costs would be involved in addressing security and operational concerns during the renovation/expansion construction?

**Quality.** How will the completed facility suit the needs of the jurisdiction once it is completed? Will the county be able to operate the facility programs and services in accordance with its mandates? Will the county be able to utilize the most effective management/supervision plan for the types of inmates held?

The answers to these questions are not likely to provide unequivocal guidance on whether to build a new jail or renovate the old one. Instead, they will point out the county's priorities and highlight those issues that may require difficult decisions. ★

**An architect or engineer experienced in jail planning and design can provide expert technical assistance in the detailed evaluation of the physical plant.**

# Project Delivery Options

## An Introduction to Corrections Construction

by Carole Sanchez Knapel, Fellow, NIJ

**E**lected officials throughout the country face increasing demands to provide adequate detention and corrections facilities with limited funding—often under time pressure from litigation or court orders. Responding to these needs, new methods of construction/project delivery have been created to address cost constraints and schedule requirements.

The following discussion provides general introductory information regarding the basic project delivery methods of design/bid/build and design/build. It discusses potential variations and describes advantages and disadvantages.

### The Overall Facility Development Process

The term "Facility Development Process" describes the entire process of planning, designing, constructing, and occupying a new facility or expansion.

**Needs Assessment/Master Plan** - This first step assesses the requirements for facilities in the broader context of the justice system. It includes a review of alternatives to construction.

The master plan begins with the creation of a mission statement that clearly defines the goals and objectives of the system. It includes a description of the types and sizes for new facilities and addresses cost, schedule, and phasing requirements for the proposed construction.

**Programming** - The next step in the process is to develop a facility program. This program is a narrative document which describes functions of the proposed facility and addresses specific space needs, circulation requirements, and adjacencies. The program will provide cost and schedule information for the project and should identify staffing requirements for the new facility.

**Schematic Design** - Once the program has been approved, the process begins with the schematic design. In this step, architects produce conceptual drawings that describe the size, shape, and relationship of all spaces. Cost and schedule information is updated at this step, and staffing requirements are refined based on the building plan.

**Design Development** - This next step in the process more specifically defines the design, producing more detailed drawings, calculations, and outline specifications in which the features of structural, mechanical, and electrical systems are described. As in the

earlier steps, information about cost and scheduling of staffing requirements is updated.

**Construction Documents** - This step produces working drawings and specifications which are necessary for bidding and construction. A revised cost estimate is prepared by the architect to reflect the current bidding market.

**Construction** - Once the construction documents are complete, the documents are distributed to interested contractors. General contractors develop a bid which is opened in a public forum. The contract is then awarded to the lowest responsible bidder.

### Two Basic Project Delivery Approaches

The facility development steps—while present in all projects—are organized differently in the two basic approaches that are generally used in detention/corrections construction. Advantages and disadvantages exist under each method which can best be described in terms of the balance of *time*, *cost*, and *quality*. All three factors are critical issues for each project, but owners must assign priority in terms of their own project requirements.

#### Design/Bid/Build

The traditional project delivery method for corrections has been the sequential design/bid/build in which the owner contracts directly with an architect for the design, the facility development steps proceed sequentially, and then the work is contracted for construction.

Under this method, the owner must take a strong leadership role. While it maximizes the owner's control of the outcome, it also requires the highest level of involvement.

This method is often perceived as a more lengthy process because the steps are consecutive. Many owners, however, have developed ways to shorten the process without reducing quality, thereby making this alternative acceptable even when *time* is the most critical.

When total *cost* is the primary concern, this method is often seen as superior because the owner has the opportunity to evaluate the cost at each step of the design. The actual cost of the construction is not known however, until the bids are received and the contract is awarded.

The *quality* of the completed project can be more carefully controlled because the owner has the opportunity to review the design carefully at each step. Informed decisions can be made at each step, thus reducing the need for changes during construction.

### **Design/Build**

This approach differs from design/bid/build in that the owner contracts with a design/build (often a developer) who provides both design and construction. The owner gives up some control over the design, because the architect now works for the developer. Many jurisdictions choose a developer once the facility program is completed. One method of retaining control of the design is to wait until the schematic design is complete before contracting with the developer.

The design/build method is often favored when *time* is the most critical, because it allows the steps of the process to overlap, moving the project along quickly.

Because the architect works for the developer, however, the owner may have less input in the design—ultimately affecting the *quality* of the project.

When *cost* is the primary issue, the design/build approach is sometimes selected because the cost is set at the beginning of the project and the owner anticipates that the project will meet facility requirements without cost overruns.

Design/build allows flexibility on several important issues. Financing options may be available through the use of this approach. Design/build may also facilitate the use of proprietary construction systems such as premanufactured cells or precast building components.

### **Variations**

**Fast-track** - This process was developed to reduce the time of construction. It is used in the design/bid/build process to allow the design and construction of the facility in stages. For example, the site work and foundations may be designed and bid for construction while the remainder of the design proceeds.

**Construction Systems** - In an attempt to reduce the time for construction, many jurisdictions select construction systems such as precast components or premanufactured cells for the proposed facility. These systems are more easily utilized in a design/build approach because the owner can mandate the use of the system. It is more difficult to mandate use of such systems when the construction is awarded to the lowest bidder under the design/bid/build approach.

**Multiple Trade Contracts** - Some jurisdictions choose to use the design/bid/build approach during design, however they bid the work by trade. In order to control the project, the owner contracts with a construction manager/general contractor (CM/GC). The CM/GC is responsible for the coordination of the trade contracts. This variation may allow the owner more control over the construction schedule while avoiding the overhead of a traditional general contractor.

### **Roles and Responsibilities**

**Owner** - With any project delivery method, the owner's involvement is critical. Sufficient staff must be assigned for the project to proceed through the facility development steps. Officials must be willing to commit time to understand design and construction issues and make informed decisions in a timely manner.

**Architect** - The architect is responsible for developing a design that implements the program within the established budget. The architect coordinates the work of architectural and engineering staff, ensuring that the documents are consistent and complete.

During construction, the architect must review the progress of the construction work and is responsible for providing clarifications and corrections to the documents when necessary.

**Contractor** - The contractor is responsible for constructing the facility within the requirements of the contract, identifying the need for clarification or correction in the documents, and implementing change orders approved by the owner.

### **Managing the Process**

The owner must recognize that the facility development process is complex and requires resources for project management. There are several options for management. The first option is management by "in-house" staff. If the owner determines experienced staff are available to provide coordination, administration, and inspection, this may be the most appropriate approach.

When sufficient "in-house" staff are not available, owners can choose to contract with management consultants. Individuals and firms who provide this service may be referred to as "construction managers," "project managers," or "program managers." The distinction in these services relate to the time at which the manager is hired and the types of services provided.

The term "construction managers" usually refers to managers brought into the process at the beginning of construction. Services usually include tasks such as inspection, schedule monitoring, and contract administration.

When the owner has little experience in the facility development process, a project manager may be retained. Such a manager should be selected based on previous experience in detention/correction facilities. An experienced project manager can provide value engineering, constructability, design review, and cost estimation during the design process. During construction, the project manager can provide services as a construction manager.

Jurisdictions with multiple projects may choose to utilize a program manager to coordinate the complex requirements of a multi-project construction process.

In summary, the facility development process is complex with numerous decisions. There is no one "best" answer to selection of a project delivery method or management approach. With an understanding of the available options, owners can select the approach most appropriate to the individual jurisdiction. ★

**The master plan begins with the creation of a mission statement that clearly defines the goals and objectives of the system. It includes a description of the types and sizes for new facilities and addresses cost, schedule, and phasing requirements for the proposed construction.**

# Detention and Corrections

This article is drawn from the 1987 *Construction Bulletin* "Maine Jails, Progress Through Partnerships," published by the National Institute of Justice (Rod Miller and Sheriff William Clark, authors), and from an article published in the *Detention Reporter* (CRS, Inc.).

## Securing Public Support for Detention/Corrections Improvements

Perhaps the most challenging test of local support for detention and corrections is a referendum vote on proposed facility improvements.

Between 1979 and 1989, 14 Maine counties secured over \$71 million for jail improvements. Most projects required voter approval through countywide referenda. Some were funded directly through annual county budgets, and some were approved through the county legislative delegation without a referendum vote.

When projects were taken to the voters, the results were impressive: none of the referenda failed to pass.



## Piscataquis County, Maine A CASE STUDY

**A** jail referendum was held in Maine's smallest county, Piscataquis (18,300 residents). On November 4, 1986, voters approved a \$2.4 million bond issue for jail renovation and expansion by a *two-to-one margin*, capping a 20-month planning effort.

Public information efforts started with the first committee meeting in 1985 and steadily accelerated up to the referendum vote. A subcommittee designed an aggressive strategy, and all committee members worked tirelessly on the campaign.

### What Worked?

Following the successful vote, committee members analyzed their efforts, concluding that a combination of approaches produced the results. The Piscataquis pub-

lic information initiative was built of the experiences of other counties that had successfully used many of these techniques in previous years, notably those in Penobscot and Washington counties. Key elements of their campaign included

- Covering all issues and facets of the project prior to going to the public—all questions had answers, and members were fully prepared;
- Creating a "briefing book" that consolidated all facts, figures, questions, and answers—ensuring consistent responses by members;
- Using all planning committee members in various roles to promote the project;
- Writing weekly press releases;
- Distributing a series of four fliers de-

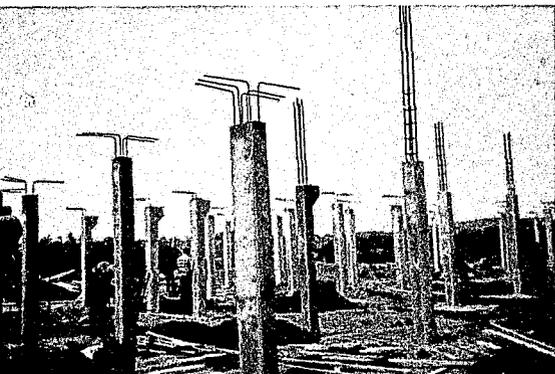
- scribing the project, plan, and costs;
- Presenting slide shows to diverse groups throughout the county;
- Holding "hosted" public meetings in each town;
- Offering several jail "open houses" to all voters to see conditions first hand;
- Arranging special media coverage (radio, press, television);
- Staffing booths at public events, such as fairs;
- Providing a "speakers bureau" for clubs/organizations; and
- Stepping up efforts during final weeks before the referendum.

The jail project continues to enjoy public attention and support, building on the countywide educational efforts that preceded the referendum. ★



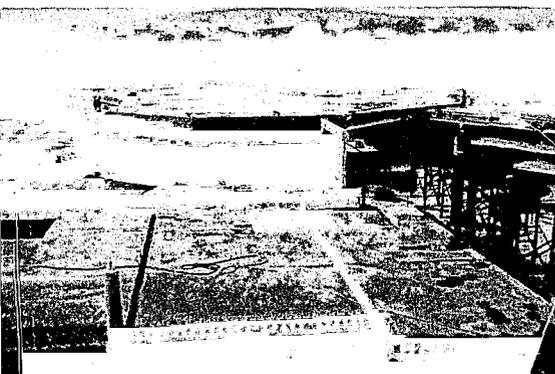
# Androscoggin County, Maine

## A CASE STUDY



PHILIP KAMINSKY, SMART

Early stages of construction for the 49-bed, Knox County Jail in Rockland, Maine.



PHILIP KAMINSKY, SMART

With the option for expansion to 200 beds in times of increasing inmate populations, the 31,000 sq. ft. Knox County facility will allow for large-scale inmate industry.



ROBERT DARBY

The completed Knox County Jail.

**T**he \$8.9 million renovation and expansion proposed for Auburn, Maine, was the largest submitted to voters in the state at that time (1987). The results, a narrow margin of victory, followed an energetic campaign conducted by County officials and Jail Committee members.

Although there was no formal opposition, last-minute challenges were posed by key city officials in Lewiston, the largest "taxpayer-city" in the County. Well-publicized questions about Jail Committee facts, figures, and cost projections were effectively countered by face-to-face meetings. The resulting publicity, in which city officials admitted they could not dispute the figures, was critical to the passage of the bond issue.

Another major setback was encountered from the Legislative Delegation, the group of all elected State representatives and senators from the county. In Maine, the delegation has final authority over county expenditures. Early planning sessions were not attended by delegation members because of conflicts with their legislative commitments. Their initial hesitancy about the project was effectively converted to strong support through deliberate efforts to involve legislators with planning, and through special informational meetings and mailings.

Androscoggin County introduced a new promotional tool during its campaign, not used in any prior referenda. An informational "placemat" was developed, providing a drawing of the proposed facility and outlining key facts, figures, and considerations. Nearly 5,000 were distributed to nursing homes, civic groups, and restaurants throughout the county. Often, even Lewiston city officials found themselves dining on the placemats.

As with Piscataquis County, the Jail Committee analyzed their efforts immediately after their successful campaign. The following list describes some of their conclusions, as outlined in the meeting minutes:

### What Did We Do... Right?

- Open house (well attended)
- Committee - broad, representative of county
- Sourcebook (all questions and answers under one cover, providing consistency)
- Newspaper coverage
- "Pay now or pay later" reasoning
- Good architects, planners, and graphics
- Low key approach
- Information vs. propaganda

### Not So Right?

- Waited too long to go to Delegation and Budget Committee
- Insufficient time in towns and getting more sponsorship
- Not enough senior citizens groups
- Needed more prestigious members
- Could have utilized more media talk shows, radio
- Should have hosted club meetings at jail
- Needed to emphasize jail industries more
- Should have done direct mailings to all voters
- "Dollar impact" charts and narrative were not simple enough
- Should have put inserts into newspapers
- Legislative bill should have been filed earlier
- Quality of flier (typeset and printing) needed to be better

Committee members noted several key factors that *didn't help* the referendum initiative, including

- The number and scale of state bond issues presented at the same time;
- The economy and the end of revenue sharing;
- The amount of funding requested (largest to date); and
- The continuing assumption that a "country club" was being requested. ★



# Cumberland County, Maine

**C**umberland County, the largest in the state and the last of the fifteen counties seeking voter support for jail construction, submitted a \$25 million bond issue in 1989, which was overwhelmingly accepted by the voters.

Cumberland County officials started their jail planning efforts in 1987, forming a broad-based citizens' committee and employing the strategies of the National Institute of Corrections' (NIC) "Planning of New Institutions" (PONI) program.

In the two years prior to the referendum, the public information program not only used all of the techniques and experience gained in the campaigns in the other Maine counties, but introduced some innovations to the current information program as well.

As in the other counties, the *Sourcebook*, anticipated and answered questions that voters were expected to pose in a comprehensive yet concise manner. Beginning with a basic statement of the problem, the *Sourcebook* presented information in response to the following questions:

1. Problems and Needs — What's Wrong?
  - Why do we need a new jail?
  - What are our statutory responsibilities?
  - How do we know the standards won't change?
  - What about the proposed State take-over of the jails?
  - What about the State prison bond issue?
  - What will the new "Drug War" mean to the county?
2. Policies and Philosophies
  - What is the role of the jail?
  - Are we being soft on criminals? Cod-dling them?
  - What will prisoners do in the new jail?
3. Planning for the Future
  - How was the planning for the new jail conducted?
  - How big will the new jail be...and why?
  - Have alternatives been considered?

Does this include the impact of new correctional laws?

Are we expanding past our current needs?

What options are considered?

Why can't we expand the current jail?

Why can't we build the new jail on the old site?

Why are we expanding the jail today - interim?

#### 4. The Proposed Solution

Where will the new jail be located?

Is there enough room on the site?

Can the facility be expanded further?

How would security be affected?

How would the new neighbors be affected?

How will this affect the City of Portland?

Are the law enforcement spaces included?

Will we house juveniles? Females?

When will the project be completed?

What will happen to the old jail?

#### 5. Costs

How much will it cost to build and operate?

Why is it so expensive to build a jail?

How do we know the costs won't be higher?

How do staffing levels compare?

Does the county owe other long-term debts?

What will this do to my taxes?

How much will this cost each town?

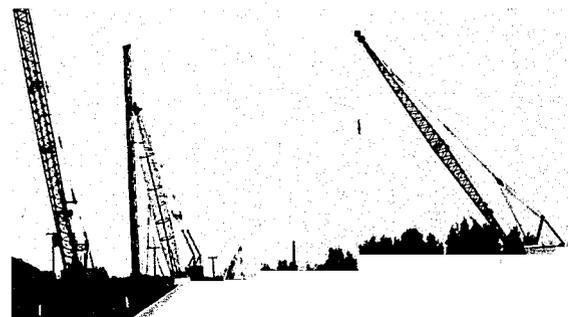
Is Federal assistance available?

Have private sector alternatives been considered?

#### 6. What Happens If We Say "No?"

To respond to these questions, concise answers, with charts and graphics, where appropriate, were provided within the *Sourcebook*.

The *Sourcebook* allowed all the volunteers and officials working on the jail project to "speak with one voice" and provided a comprehensive document for display and reference in every town office, library, and



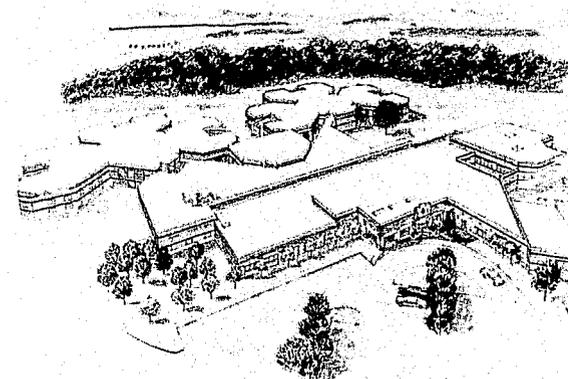
LT. JOE MADORE

Laying the foundation of the Cumberland County Jail in Portland, Maine.



LT. JOE MADORE

This 368-bed Cumberland County Jail is to include 48-bed podular units with self-contained housing which need only one supervisory staff person.



An architectural rendering of the finished Cumberland County Jail.



ROBERT DARBY

Inside the Knox County Jail, this state-of-the-art master control center is designed to eliminate extraneous lateral movement during its operation.

other key locations in the county to demonstrate to every citizen the care with which the planning had been undertaken.

There are additional efforts which included targeted mailings to specific groups such as attorneys, town managers, and church organizations, as well as expanded audio-visual support for those individuals making the public appearances.

### Information v. Advocacy

All of the county officials and committee members were careful to assure that all materials and the programs did not advocate voting for approval. "It's your choice" and "Vote on November 7" ended the public documents and presentations.

If county officials and the others involved had "crossed the line" and used public funds to advocate passage of the referendum, the resulting public and voter reaction might have resulted in defeat of the proposition.

### Flexibility

As occurred in the prior campaigns, it was necessary during the Cumberland County effort to adjust the medium and the message as the public information effort evolved. Flexibility is essential because of circumstances which cannot be foreseen.

In this instance, the Maine Department of Corrections was seeking support for costly construction funding that had been previ-

ously denied. The State's request had drawn opposition, some of it very strident, from such groups as the Council of Churches. After some study, the county decided to focus on the *differences* between the proposals. In one of the last media events before the referendum—a well-attended press briefing—a diverse panel announced their support to the county jail proposition, prompting a press report: "Chiefs and Churches Support County Jail Proposal."

### The Three Keys to Success

The Maine experience demonstrates that three basic principles should guide efforts to secure public support for jail construction:

- I. Preparation—careful, thoughtful, and thorough planning of every phase, at every stage;
- II. Participation—inclusion of a range of officials, civic leaders, volunteers, experts, and those who will likely be critics and opponents, to assure that the entire community is represented and has a stake in the process from the beginning; and
- III. Openness—making all information and data available—putting "all the cards on the table" and inviting everyone, including the media, to "look at the books"—demonstrating in all contacts that the supporting group is willing to listen, learn, and incorporate the ideas and opinions of others. ★



# Kennebec County, Maine

## The First "ORGANIZED" Opposition

The referendum in Kennebec (June 14, 1988) was preceded by the most strident campaign. When the county, acting on recommendations of its Jail Committee, proposed renovating and expanding the 130-year-old jail on its current site, neighbors organized a politi-

**Committee members credited much of their success to their "clean" campaign and high quality materials.**

cal action committee and worked hard to defeat the proposal. County voters in 28 out of 29 towns approved the \$7.9 million proposal; 60 percent of the voters endorsed the plan.

Committee members credited much of their success to their "clean" campaign (refusing to conduct themselves in the same manner as opponents) and high-quality materials. Opponents mounted a well-funded campaign through press conferences, radio and newspaper ads, leafletting, and public speaking engagements—some of the same techniques employed by the Jail Committee. When opponents began to make unsubstantiated allegations (e.g. crime rates will rise, Indian burial grounds on the site) and misrepresented the proposal (insisting on calling it a "mini-prison," overstating the capacity by 50 percent) supporters elected *not* to react directly, fearing that their actions might lend some credibility to the charges. ★

# Developing Public Relations Strategies

## for Detention and Corrections

Adapted from the *NIC Jail Resource Manual*, Rod Miller and Ralph Nichols, Principal authors; documents developed by CONTACT, Inc., Lincoln, Nebraska; the May 1988 issue of the *Detention Reporter*; and a presentation made by Sheriff Frank Hackett, Kennebec County, Maine.

Detention managers increasingly acknowledge the need to develop strong ties with the communities they serve. They find that without good ties, it is difficult to use the resources of their communities to accomplish organizational objectives. Public relations has become an important aspect of managing the detention or corrections facility. Managers should ask themselves the following questions:

1. Do you need more support from the community?
2. Are you satisfied with the impression that the public has of your operations?
3. Are you satisfied with how the media covers your organization?

If the answer is "no" to any of these questions, the following pages may help you to consider new strategies.

### Developing Public Relations Strategies for Detention and Corrections

#### A. Who, What, and How?

The cornerstones for a comprehensive public relations strategy are

- an understanding of your target audiences (who);
- development of your message (what); and
- definition of "channels" and methods that you will use to carry the message (how).

##### 1. Who are you trying to reach?

First you must decide who you are trying to reach. The term "general public" is too broad to work with. You must decide which groups of people will be most interested in your news and information, and work from there.

Create a directory of key persons and groups that you want to contact in the community. For each organization that you identify in your directory, be sure to list specific names that can be used as contacts, and their phone numbers. Consider putting the following types of organizations in your directory.

Civic clubs	Religious groups
Sports groups	Education associations
Fraternal groups	Men's clubs
Inmate groups	Women's clubs
Law enforcement groups	Judicial groups
Youth	Recreation

Health  
Legislative  
Corrections

Ecology  
Human rights

##### 2. What do you want to say?

Next you must decide what you want to tell your audience. Do you need public support for a special project, such as a facility expansion bond issue? Do you want to create interest in changes in your organization? Do you want to keep them informed of the progress you are making, or problems that you face? The answers to these and other questions will determine how you approach public relations.

You might consider the following kinds of informational exchanges:

Projects	Problems
Information	Public involvement
Enthusiasm building	Changes in the system
Requests for volunteers	Good news

You must be very clear on what you are trying to get across to your audiences. As soon as you know that, you can begin to plan methods to communicate with them.

##### 3. How do you carry your message?

Now that you have identified who you are talking to and what you are talking about, you need to find ways to carry the message. In

any community there are a number of information "channels," or media, that you can use in order to communicate. But first, you need to know what these channels are. This can be accomplished through a survey, most of which you can do by telephone.

A sample of such a survey is provided at the end of this article.

**It is important to get to know key people in your network. They want to know you so they can call you when they have a question, and to know whether they can count on you. It is good to get to know key people in advance, so that when you need them they are there and the relationships have been built.**

You may want to use it to guide your investigation. Secure answers to each question, write them down, and use the answers when the next public relations event happens.

Don't forget other types of information outlets in your community. For instance, most retail stores in your community advertise. Make a list of stores that might help in your programming. Windows also can be a great source of information for the public.

Also consider other ways to get information out. One way is to use direct mail: postcards can be a successful and inexpensive way to communicate. Using posters can be another way to communicate with the community. Handbills, community bulletin boards, and other methods can also help you to get your message out.

It is important to get to know key people in your network. They want to know you so they can call you when they have a question, and to know whether they can count on you. It is good to get to know key people in advance, so that when you need them they are there and the relationships have been built. Call some of the key people on your list and introduce yourself. If you have time, meet with them and get acquainted. Better yet, have them come to your facility and let them understand you better. You might consider an open house at some time, where all of these key people will be invited, along with the general public.

In addition to the media channels you have identified, make a list of other resource people who can be helpful. Answer the following questions, and develop additions to your directory:

1. What organizations are doing projects that you can tie in with?
2. What organizations or groups would like to help you? List them according to the type of help and the type of programming in which they wish to participate.
3. What special facilities do you have for conducting projects? List them according to the type of programming for which they are best suited.

4. What public officials are willing to assist you in your programming? List them according to the programming and type of assistance they prefer to give.

Other people who care about your operations are those who are in your institution. Orient your staff, the inmates, and the inmates' families to what you are trying to accomplish. Find out what the people can do: survey everybody according to their interests, hobbies, special training, and special skills—you will have a built-in list of people to help you with your public relations efforts.

Another source for ideas is the phone book. Yellow pages can provide you with names of organizations and agencies that you might have overlooked.

Be sure you have considered such groups as: Lions, Rotary, Kiwanis, Elks, Chamber of Commerce, JayCees, religious service groups, American Legion, and V.F.W., League of Women Voters, Junior League, local schools and colleges, volunteers, police, fire officials, county officials, youth groups, State public service departments, State and local bar associations, State and Federal government representatives, and State criminal justice planning agencies.

Also, if you have public television or public radio in your area, use them. Citizens are expected to have a lot of input into public television and radio. Often, public media agencies have grants for special programming that may be very helpful to you.

## **B. Creating and Implementing a Public Relations Plan**

### **1. Set Goals and Objectives**

Now that you know who you want to reach, the resources and media available, and what you want to say, you need to formulate your short- and long-term goals. After you have established these, set up a plan to accomplish them.

Your plan should identify the specific "outcomes" that you want (for example, more positive coverage of facility programs, increased use of volunteers, passage of bond issue). Attempt to prioritize these goals so that you may focus your efforts. Establish specific objectives and target dates for completion, and assign responsibility for each corresponding task.

### **2. Try It**

See if your plan works. Try some of the short-term goals. Try a few different things: find out if your plan is reasonable.

### **3. Evaluate**

After you have tried several elements of your plan, evaluate the results. Determine your success or failure based on the objectives that you had set. Answer the following questions:

- a. Did you reach your goal?
- b. What happened as a result of your action?
- c. Did anything change?
- d. Did someone learn something?
- e. Did you fail completely? If so, why and what can you do to prevent that from happening next time?

### **4. Adjust and Keep Trying**

Use the feedback from your initial efforts and adjust your

plan. With your new plan, keep trying to work on those goals which you have set, and the priorities that you have identified. Periodically review your work, decide if you have been successful, adjust the goals, and plan again.

### **C. One Key Test of Your Strategy—Using It in an Emergency**

A key element of a good public relations strategy involves informing the public about your handling of emergencies at the facility. The public has a right to know the situation and whether they are in danger; and keeping them informed helps build their confidence in you.

#### **1. Develop Procedures**

A specific "plan of action" must be ready *before* emergencies occur. Step-by-step, it must tell whom to contact (law enforcement and safety agencies, and media), when, and how. This plan should be translated into clear and concise procedures that are distributed to all involved personnel.

#### **2. What is an Emergency?**

Emergencies encountered in detention and corrections facilities include riots, public demonstrations, escapes, fatalities or serious injuries, explosions and fires, and other mishaps that endanger your staff, inmates, or the community. Be sure that your procedure provides a clear and practical definition of "emergency" and that all personnel are trained to make appropriate decisions.

#### **3. Attitude Toward the Media**

We suggest that, above all, you should be honest and open. Never try to cover up the fact that injuries or damages have occurred. It is regrettable to have an emergency situation, but it is not a public disgrace. But to have one reported and printed after you have denied it or minimized it is highly embarrassing. Improper reporting of a crisis costs you public trust, community standing, and good will.

Remember that newsmen have free access to many information sources other than you, including hospitals, coroners, fire and police departments, and your own employees—they will get the news. Your job is to see that they get it *correctly*. They will seek you out most often as the best source to try first, and if you satisfy them, they are less likely to seek out other sources.

An important factor for you and your staff are your attitudes. Be honest, be open, and be willing to cooperate. If there are delays, explain fully why they have occurred.

#### **4. Questions and Answers**

Media representatives generally want to know several kinds of information. Be prepared to answer all of the following questions as fully as possible:

- What happened?
- Who was involved?
- When?
- Where?
- How?

The following questions present a sample "Survey of Communications Channels" that may be helpful in developing a public relations strategy.

Taken from the SAMPLE:  
*NIC Jail Resource Manual*

## **Survey of Communications Channels**

1. What local newspapers serve your community?
2. What is its average circulation per issue? Is it published daily or weekly? Does it publish a Sunday edition?
3. To what wire services does it belong?
4. What type of printing does it use? Offset? Letter press?
5. What photograph requirements does the paper have? Glossy 8 x 10? Any photograph? Mat 5 x 7?
6. Does the editorial page have space for civic organization promotion?
7. If a Sunday issue is published, can you use the magazine section for promotional use?
8. List the names and positions of contacts within the personnel structure of the newspaper: Publisher, Editor, Art Department, Special Feature, Commercial Department, News Department, Sports Department, Society Department, Farm Editor.
9. List what public service space is available (announcements of meetings, community bulletin board).
10. Secure an advertising rate card for promotion of special events.
11. List deadlines for the following: news stories, features, artwork, photographs, Sunday edition material, commercial work.
12. Does the newspaper offer a special section or supplement work?
13. Does the newspaper offer a mat or clipping service?
14. Does the newspaper have anyone on its staff specifically assigned to, or interested in, corrections?
15. Which "outside" newspapers have extensive circulation in your area?
16. What radio and television stations are there in your community?
17. In addition, what other stations are frequently listened to by people in your area?
18. Do these stations make free broadcast time available for civic club announcements?
19. Do local stations announce forthcoming events of community interest?
20. Do they, through spot announcements, publicize worthwhile campaigns such as civic promotions, organizational projects, etc.?
21. If your community has more than one radio or television

- How much damage?
- What is the nature of injuries?
- Are your sources of information reliable?
- Do you need extra help?
- Can the media tour the area?

Being prepared to answer these questions will reduce confusion and increase the accuracy of media coverage. You will also need to decide, before you discuss this with the media, the answers to these questions:

- Should you alert the media?
- What areas are confidential?
- Should a media room be available?
- Can the media tour the site?
- Should your switchboard be alerted?
- How can you follow-up on the situation?
- Should you make yourself known to the media ahead of time?
- Should you delegate any of these duties?

Procedures for handling emergencies should address *all* of these questions. Where discretion is allowed, the criteria for making decisions must be clearly defined.

### 5. Emergencies are a Test of Your Strategy

The work that you put into a comprehensive strategy for public relations can be very helpful in emergencies. However, the spontaneous nature of emergencies demands that all facility personnel be carefully directed by clear procedures. Be prepared for emergencies, handle them with calm and care, and be sure to use available resources to notify the public as necessary. ★

**Editor's Note:** If you would like more information, available resources, or need additional assistance please contact: Theresa M. Mathews, National Sheriffs' Association, at 800/424-7827 or 703/836-7827.

For more information about the National Institute of Justice or the Construction Information Exchange, call 800/851-3420 (in Maryland and Metropolitan Washington, D.C., call 301/251-5500) or write National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850.

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*continued from p. 15*

- station, list which station appeals to:  
 Age 13 - 21    Age 36 - 50  
 Age 21 - 36    Age 50 - Over
22. Secure a rate card from each radio or television station.
  23. Does the radio or television station offer on-the-spot coverage?
  24. Does the radio or television station conduct live interviews?
  25. Which of the following times are available for spot announcements at the radio or television station?  
 60 seconds    45 seconds    30 seconds  
 15 seconds    10 seconds
  26. Are there any staff of the radio or television station assigned to, or specifically interested in, corrections?
  27. Will the radio or television station make available program time to promote special projects?
  28. List the time of day of the major newscasts on the radio or television station. What wire services are available?
  29. Does the radio or television station have deadlines for news copy? If so, list the deadlines.
  30. Does the radio or television station have deadlines for commercial copy? If so, list the deadlines.
  31. List the names and positions of contact people within the radio or television station: general manager, station manager, program director, chief announcer, announcer staff, traffic director, continuity director, copy writers, news director, news staff, farm director, sports director, chief engineer, production staff, salespersons.
  32. What videotape or film services are available at the television station?
  33. What deadlines exist for filming an event to be aired in a newscast?
  34. What studio facilities exist at the television station?
  35. Can the television station use photographs? If so, what type?
  36. Does your community have an outside advertising firm?
  37. Does the firm make public service space available?
  38. What different types of outside advertising are available?
  39. Secure a list of dimensions and prices for the space from the advertising firm.
  40. What other type of advertising firms are available in your area? Novelty, advertising agencies, special promotional agencies?