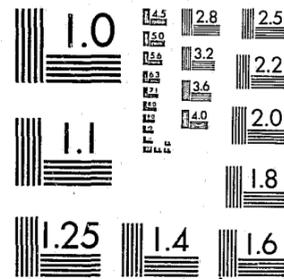


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PRISON CONSTRUCTION INITIATIVES

Prepared for:
The National Governor's Association

By:
The National Institute of Corrections

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U.S. Department of Justice
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In March, 1981, the Attorney General appointed a Task Force on Violent Crime to recommend policy and legislative initiatives that would address the nation's alarming rate of violent and serious criminal activity. A final report of the Task Force, which was co-chaired by Governor James Thompson of Illinois and former Attorney General Griffin Bell, was issued on August 17, 1981. The report included a recommendation that the National Institute of Corrections (NIC) develop models for maximum, medium and minimum security facilities of 750 and 500 beds, or fewer, from which states would choose appropriate models for construction. The report also recommended a \$2 billion program of federal assistance for prison construction.

While the recent economic climate and fiscal conditions have precluded adoption of the \$2 billion aid program at this time, the National Institute of Corrections felt it important, nonetheless, to follow through on the recommendation concerning model designs for correctional facilities.

In recognizing the significance of this task, and in determining how best to approach the recommendation, a number of considerations were taken into account. First was the clear expression by the states of the need to have assistance in developing options for coping with the pervasive problem of overcrowded and outdated prisons. Indeed, the Criminal Justice Committee of the National Governors' Association designated federal assistance for construction as the highest criminal justice priority. Recent studies, state and federal courts, and corrections administrators have all recognized the extraordinary overcrowding problem existing in many of this country's correctional facilities. A 1978 survey* indicated that 55 percent of cells in state prisons provided for less than 60 square feet per inmate, the amount of space considered by national and professional standard-setting bodies as a minimum requirement for humane and safe operation of such institutions. That same survey noted that one-half of all inmates were incarcerated in cells or dormitories shared with one or more prisoners with less than 60 square feet per person. While there are not constitutional barriers to placing two inmates in a single cell, as decided by the Supreme Court in Rhodes v. Chapman on June 17, 1981, the deleterious effects created by overcrowding on the individual's mental and physical health are well-documented, as are the implications for prison violence. In addition, confining too many prisoners in too little space increases management and safety problems for staff.

The spate of lawsuits over the past decade challenging conditions of prison confinement has made it clear that inmates are entitled to a safe and humane living environment. Given that a substantial number of correctional facilities are antiquated and incapable of meeting minimum federal standards, or are already under court order for unconstitutional conditions, more than two-thirds of the states have begun new prison construction programs. In addition, with the high level of violent crime being experienced throughout the country, legislators and governors have proposed prison construction to respond to the public's cry to ensure that the violent criminal be kept off the streets.

*Mullen, et al., America's Prisons and Jails, National Institute of Justice, 1980.

NIC's National Information Center surveyed the states' corrections officials in October, 1981, to attempt to get a picture of construction and renovation activity. The results of that survey -- as summarized in the tables following this discussion -- provided further impetus for NIC's current technical and developmental assistance in this area.

As Table I indicates, between October of 1980 and October, 1981, space for almost 20,000 state prisoners was constructed. Approximately 69% of the beds were designed for medium security use, with 25% for maximum security. The remaining 7% were designated as minimum security. As exhibited in Table II, the projected cost to the States for active construction efforts is almost \$866 million. An additional \$816 million has been authorized for construction of 15,652 beds (Table III), though specific projects have not yet begun. Finally, it is expected that this fiscal year state legislatures will be considering construction proposals totaling over \$1.5 billion (see Table IV).

Clearly, the exorbitant cost of construction has meant that many states have had difficulty in moving forward with their plans to renovate and/or build. In recognition of the dilemma being faced by the states and the critical need to improve prison conditions, the NIC assistance program was launched.

It should be noted, however, that neither NIC's response nor the Task Force's original recommendation was meant to encourage an increase in total institutional bedspace; but rather to ensure that states be able to meet their needs and most appropriately utilize that space which is available. Thus, the National Institute of Corrections is developing models at various security levels to accommodate inmate populations not to exceed 750.

The purpose of the "Model Correctional Facilities Program" is to develop an up-to-date body of knowledge concerning the design of correctional facilities and their functional characteristics. The three essential parts of the program are:

- o publication of a manual of "Design Criteria for Correctional Facilities;"
- o development of monographs on "Case Studies" of exemplary correctional facilities, representing the current state-of-the-art in correctional architecture; and,
- o presentation of a "Design Workshop," bringing together the most advanced concepts for correctional programs with the most forward looking architectural solutions.

The initial program will focus on medium security facilities, for it is within this category that both the need for new institutions and the challenge for innovation is the greatest. Modern classification systems reveal that only a small percentage of inmates require maximum security facilities, and many states already have sufficient capacity for this group. Also, it is generally accepted that 30 to 40 percent of inmate populations can be housed in minimum security facilities, where security features are less problematic and where surplus facilities can often be utilized.

Design Criteria for Correctional Facilities

In collaboration with the American Correctional Association, the National Institute of Corrections and the Bureau of Prisons are preparing a design criteria handbook that will incorporate the latest concepts in the planning and design of secure correctional facilities. The publication and distribution of this handbook is intended to assist planners, as well as key decision-makers in governmental agencies and legislative bodies, in the development of new institutions.

The focus will be on methods and procedures that can be used to arrive at highly functional, secure designs, which utilize contemporary materials and create normal, more residential appearing environments. Both the standards of the American Correctional Association (ACA) and the Department of Justice will be incorporated into the design criteria. Overall, the goal is to present clear, concise guidelines for planning contemporary correctional facilities. The current timetable is to publish the initial document by September, 1982.

Case Studies of Exemplary Correctional Facilities

In each of the past eight years, the American Institute of Architects (AIA) and the American Correctional Association have collaborated to exhibit the better examples of new correctional facility designs that have been developed throughout the nation. While the exhibit program has provided certain exposure for these designs, the most noteworthy and exemplary projects from recent years should be given greater and deeper coverage, and their records of success more widely distributed.

In cooperation with the AIA and the ACA, a committee has been formed to select a number of designs for publication. One or more examples from each of the following categories will be chosen.

- o Detention centers or jails
- o Minimum security facilities
- o Medium security facilities
- o Maximum security facilities

The operational and design features of the chosen examples will be described in monographs. Publication of the first monograph is scheduled for June, 1982, and all monographs will be circulated through existing channels to state and local governments.

Design Workshop

NIC has proposed an intensive "design-in" workshop. The workshop would be modeled after the AIA's Renewal/Urban Design Assistance Team (R/UDAT) program. The process brings together administrators, planners, and designers in two to seven (2

to 7) day workshops where the primary objective is to define broad community goals and policies, as well as specific programs, in an open process where everyone concerned has an opportunity to participate in the process.

The adaptation of the R/UDAT program to the design of a correctional facility is planned as follows:

- o A pre-design program and an architectural outline will be prepared.
- o An inter-disciplinary team of correctional administrators, managers, planners and designers will assemble for a design workshop.
- o The workshop will extend over a period of several very intensive, action-packed days.
- o The objectives of the workshop will be to generate the most advanced concepts of future correction institution designs, where both practicality and cost consciousness will be emphasized.
- o The results of the workshop will be published and widely distributed. It is expected that future individual designs will be able to profit from the ideas generated during the design workshop.

The current target is to conduct the Design Workshop by the Summer of 1982.

In addition to these specific plans concerning models for correctional institutions, NIC will continue to work closely with state officials and correctional administrators to develop appropriate alternatives to incarceration, innovative plans for alleviating overcrowding, and strategies for coping with diminishing resources. Such efforts are part of NIC's on-going technical assistance mandate and will continue in conjunction with any new program.

TABLE I

Cell/bed space of state prison construction or renovation completed
October, 1980 through September, 1981

State	Maximum Security	Medium Security	Minimum Security	Total
Alabama	---	1,000	200	1,200
Alaska	128	32	7	167
Arizona	---	1,200	---	1,200
Arkansas	18	200	---	218
California	---	600	---	600
Colorado	721	---	---	721
Connecticut	---	---	---	---
Delaware	---	---	---	---
Florida	---	300	---	300
Georgia	---	1,388	---	1,388
Hawaii	---	---	---	---
Idaho	96	---	40	136
Illinois	---	1,500	200	1,700
Indiana	80	84	---	164
Iowa	190	120	---	310
Kansas	---	---	---	---
Kentucky	---	250	---	250
Louisiana	---	500 *	---	500
Maine	---	---	60	60
Maryland	400	512	---	912
Massachusetts	---	200	---	200
Michigan	411	---	---	411
Minnesota	---	---	---	---
Mississippi	---	---	---	---
Missouri	---	500	---	500

* Also includes maximum and minimum security ratings within the same facility.

TABLE I
(Con't.)

State	Maximum Security	Medium Security	Minimum Security	Total
Montana	---	---	---	---
Nebraska	320	320	---	640
Nevada	288	---	---	288
New Hampshire	---	---	10	10
New Jersey	---	---	12	12
New Mexico	---	192	---	192
New York	268	1,137	60	1,465
North Carolina	---	288	---	288
North Dakota	---	---	---	---
Ohio	---	---	---	---
Oklahoma	---	---	---	---
Oregon	---	---	---	---
Pennsylvania	---	---	---	---
Rhode Island	96	---	---	96
South Carolina	250	596	524	1,370
South Dakota	---	---	---	---
Tennessee	---	800	---	800
Texas	792	1,240	---	2,032
Utah	---	---	---	---
Vermont	---	98	---	98
Virginia	72	---	---	72
Washington	144	649	100	893
West Virginia	---	---	---	---
Wisconsin	---	---	50	50
Wyoming	---	520 *	---	520
TOTALS	4,274	14,226	1,323	19,823

* Also includes maximum and minimum security ratings within the same facility.

In addition, Indiana constructed temporary dorms to house 320 inmates during renovation of a permanent facility, New York opened temporary space for 1,080 inmates, and Texas opened space for 1,600 inmates in tents.

Total permanent and temporary prison facility construction completed between October, 1980 and September, 1981.

Permanent	19,823
Temporary	3,000
	<u>22,823</u>

TABLE II

Cell/bed space and costs of active construction projects of state correctional systems as of October, 1981

State	Cell/Bed Space	Cost (In Millions)	State	Cell/Bed Space	Cost (In Millions)
Alabama	992	\$ 21	Montana	---	---
Alaska	210	\$ 16	Nebraska	256	\$ 16.1
Arizona	400	\$ 10	Nevada	612	\$ 30
Arkansas	104	\$ 5.7	New Hampshire	100	\$ 6.2
California	1,718	\$ 10.5	New Jersey	850	\$ 40
Colorado	---	---	New Mexico	488	\$ 6
Connecticut	360	\$ 25	New York	512	\$ 40
Delaware	424	\$ 28	North Carolina	1,800	\$ 56
Florida	400	\$ 12	North Dakota	350	\$ 10.5
Georgia	1,535	\$ 32	Ohio	---	---
Hawaii	206	\$ 6.5	Oklahoma	725 **	\$ 21.5
Idaho	---	---	Oregon	---	---
Illinois	400	\$ 7	Pennsylvania	---	\$ 7
Indiana	194	\$ 3.1	Rhode Island	242	\$ 7.5
Iowa	564	\$ 2.5	South Carolina	728	\$ 16
Kansas	56	\$ 1.5	South Dakota	---	---
Kentucky	150	\$ 5.5	Tennessee	---	---
Louisiana	500	\$ 32	Texas	6,924 ***	\$112
Maine	---	---	Utah	---	\$ 4
Maryland	---	---	Vermont	98	\$ 3.5
Massachusetts	---	\$ 70 *	Virginia	1,100	\$ 53
Michigan	710	\$ 34	Washington	500	\$ 32
Minnesota	400	\$ 31.8	West Virginia	---	---
Mississippi	1,456	\$ 30	Wisconsin	370	\$ 15
Missouri	104	\$ 5.5	Wyoming	---	---

* \$70 million has been designated for renovation of existing state correctional facilities.

** Partially, renovation required by court order which will reduce facility capacity.

*** Constructed with maximum security potential, but may be used for less secure inmate housing.

TABLE III

Prison construction authorized by states, but not initiated as of October, 1981

State	Cell/Bed Space	Cost (In Millions)	State	Cell/Bed Space	Cost (In Millions)
Alabama	984	\$ 28	Montana	---	---
Alaska	266	\$ 45.7	Nebraska	---	---
Arizona	---	---	Nevada	150	\$ 4.3
Arkansas	---	---	New Hampshire	---	---
California	96	---	New Jersey	500	\$ 30 *
Colorado	---	---	New Mexico	1,088	\$ 70
Connecticut	156	\$ 24 **	New York	1,674	\$120.7
Delaware	---	---	North Carolina	150	Unavailable
Florida	1,200	\$ 55	North Dakota	---	---
Georgia	200	\$ 3.5	Ohio	---	---
Hawaii	---	---	Oklahoma	90	\$.7
Idaho	80	\$.7	Oregon	---	---
Illinois	---	---	Pennsylvania	---	---
Indiana	240	---	Rhode Island	---	---
Iowa	500	\$ 12	South Carolina	796	\$ 21.1 ***
Kansas	Renovation	\$ 5.2	South Dakota	---	---
Kentucky	---	\$ 1.9	Tennessee	480	\$ 1.6
Louisiana	---	---	Texas	3,844	\$145
Maine	---	---	Utah	---	---
Maryland	970	\$ 57.2	Vermont	---	---
Massachusetts	434	\$ 41.5	Virginia	1,000	\$ 66
Michigan	550	\$ 30	Washington	---	---
Minnesota	---	---	West Virginia	---	---
Mississippi	---	---	Wisconsin	1,000	\$ 73
Missouri	---	---	Wyoming	---	---

* New Jersey has also authorized an additional \$12 million for jail construction.

** Includes \$16 million for a Vocational/Educational Complex.

*** Construction in South Carolina has been frozen until more favorable interest rates are available for construction bonds.

END